

NORTHSTOWE DEVELOPMENT FRAMEWORK DOCUMENT – DRAFT CONSULTATION RESPONSE

To: **Cabinet**

Date: **22nd May 2012**

From: **Executive Director: Economy, Transport and Environment**

Electoral division(s): **Papworth and Swavesey, Willingham, Bar Hill, Cottenham, Histon and Impington**

Forward Plan ref: **N/a** *Key decision:* **No**

Purpose: **To consider the County Council's consultation response on the Northstowe Development Framework Document.**

Recommendation: **Cabinet is asked to:**

- a) Consider and approve the County Council's consultation response to the Northstowe Development Framework Document**
- b) Delegate to the Cabinet Member for Growth and Planning in consultation with the Executive Director: Economy, Transport and Environment the authority to make any minor textual changes to the consultation response prior to submission.**

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1. INTRODUCTION

- 1.1 In December 2007, Gallagher Estates and English Partnerships (now the Homes and Communities Agency) submitted outline planning applications for a Northstowe development of 9,500 dwellings and associated infrastructure. The expectation was that a revised Northstowe planning application would be submitted at the end of 2008/early 2009. However, during this time the national economy slipped into recession and so the revised application was not made. The Government's Spending Review in October 2010 also led to the withdrawal and subsequent cancellation of the A14 road improvement scheme.
- 1.2 A new outline planning application for a phase 1 Northstowe development (1,500 homes) that it is planned could proceed in the absence of major improvements to the A14 was submitted on 27th February 2012 by the joint promoters. The 122 hectare (ha) site is located on the current Longstanton golf course, directly south east of the B1050 and north east of Longstanton (see Appendix 1 for Phase 1 location).
- 1.3 A Development Framework Document (DFD), including a Framework Master Plan, has been prepared and submitted separately to the Phase 1 application (see Appendix 1 also for master plan proposals). This covers the wider Northstowe site and provides the vision, design rationale and principal themes for the entire development. The DFD therefore provides the context for the Phase 1 application and enables Northstowe to be brought forward in a phased approach.
- 1.4 The DFD revises the previous Northstowe master plan, submitted as part of the 2007 application. The key changes from the 2007 master plan include: inclusion of the northern 'strategic reserve land'; relocation of the town centre further north so it is in the geographical centre of the town; relocation of the secondary school further north and east so that it is more central and to facilitate its early delivery; revised density of housing across the site; adoption of a segmented alignment rather than a curved route to the busway spine through the site; fewer but larger local centres; and the northern local centre being moved closer to the B1050.
- 1.5 Key design features of the DFD include:
 - Up to 10,000 dwellings, a proportion of which will be affordable, at a density of about 40 dwellings per hectare with higher densities at the centre reducing towards the settlement edge
 - Employment centres equivalent to approximately 20 hectares (ha) of dedicated employment land, including a business hub linked to the town centre to cater for office and technology research
 - Town and local centres comprising retail, hotel, leisure and residential uses (approximately 11.6ha)
 - Education facilities from nurseries to adult education including one secondary school and seven primary schools
 - Community and health facilities
 - A spur off the Cambridgeshire Guided Busway (CGB) running through the middle of Northstowe providing a dedicated busway
 - Commuter cycle routes and local bus routes
 - New roads connecting from the southern edge of Northstowe to the A14 at Bar Hill and Dry Drayton Interchanges
 - Four sports hubs (equivalent to approximately 39ha)
 - Green separation between Longstanton and Oakington and the built development

- Open spaces including informal open space and water parks as well as children's play space (approximately 135ha)
- Household recycling centre
- Allotments within each neighbourhood, and community orchards
- Use of renewable energy sources, such as micro-generation, and minimisation of energy consumption through careful design.

- 1.6 Although it will not be determined as a planning application, the DFD will still be endorsed through the Northstowe Joint Development Control Committee (proposed date in July 2012). This will be done in advance of the Phase 1 application in order to allow Phase 1 to come forward within an integrated and comprehensive site-wide master plan.
- 1.7 The points below highlight the key issues that it is proposed should form the County Council's consultation response to the DFD. It is requested that Cabinet consider and approve these comments which will then be submitted to South Cambridgeshire District Council (SCDC) for consideration. It should be noted that although the Councils' activity in respect of Northstowe is being managed through the newly created Northstowe Joint Team, specific consultation responses from the County Council are still required.
- 1.8 The response on the issues relating to the DFD will be provided separately to those on the Phase 1 outline planning application and therefore the responses are contained in separate reports to Cabinet.

2. MAIN ISSUES

- 2.1 The following sections contain the points that it is suggested form the County Council's response on the Northstowe DFD.

A14 Transport Issues

- 2.2 Despite the Government's 2010 Spending Review leading to the withdrawal of the A14 road improvement scheme, the Government's subsequent autumn 2011 Budget Statement has given a clear commitment to both a long-term solution for the problems on the A14 (through the A14 challenge work which CCC is centrally involved with), and for short-term alleviation (through the allocation of £20 million for interim measures).
- 2.3 Through this process, it is expected that a package of measures to enhance capacity and performance of the A14 will be announced by ministers by Summer 2012. Given the importance of this announcement and how specific details of the approved measures may impact on the development, transport comments relating to Phase 1 will be considered separately in late summer 2012 and reported to Cabinet at that time.

Need for Inclusion of a Secondary School in Phase 1

- 2.4 It has been jointly agreed between the County Council and SCDC that initial secondary educational provision for Northstowe secondary pupils will be provided in the first community hub, sited at the first primary school. However, for a number of reasons this will only be able to accommodate them for the first three years. Forecasts indicate that the secondary school will therefore need to be available for occupation in year 4 of the Phase 1 development.

- 2.5 The DFD identifies land and the location for the secondary school, although the current Planning Application for Phase 1 does not include delivery of the secondary school until subsequent phases.
- 2.6 The County Council supports the DFD with regard to the secondary school allocation but requires amendment and clarity to include a dedicated secondary school site, which is fully accessible and serviced in order to ensure that the school is available for occupation in year 4 of the development.

Need for Inclusion of Post-16 Education in Phase 1

- 2.7 Post-16 education will be provided for 400 students, as part of integrated 11-19 education facility on the secondary school site. No land has so far been identified for the post-16 element of the provision. The County Council requires the DFD to be amended to include provision of an additional 1.88ha on the secondary school site to accommodate post-16 education provision.

Land Use Requirements for Education

- 2.8 References in the DFD to the total land take for education vary from 23ha to 27.4ha but none are correct. The total (unencumbered) land take required for education provision is as follows:

• 1x 3FE (630 place) primary	3ha
• 6 x2FE primary (2.3 ha each)	13.8ha
• 1x15FE secondary + post-16	17.24ha
• Total	34.04ha

It is requested that the DFD be amended to reflect the land required to provide for education across the whole of Northstowe and that the figure are consistent across the application and submission documents.

Libraries and Lifelong Learning

- 2.9 There is reference to a library as one of the civic amenities in the town centre. However, the potential for locating co-located community facilities on the key route from the town centre to the secondary school and sports hub could be given greater recognition and would assist vitality and viability of an early town centre. The role of community buildings in the town centre can act as early trip generators for new town centres. These principles should be included within the DFD. Important elements include:
- The concept of the community hub acting as a pathway between the town centre and the secondary school site – both a physical pathway and a service one, enabling progression from the individual / informal / drop-in learning and cultural facilities at the hub to the more formal group-based / class-based provision at the school. This was one of the key ideas which informed the earlier master plan discussions.
 - Re-emphasise the importance of visibility, location and proximity to people flows in ensuring the use, impact and benefits of library service provision.

Archaeology

- 2.10 References are made to archaeology and the historic environment in the DFD with identified archaeological zones. The recognition that mitigation will be undertaken in the form of detailed excavation prior to construction at each phase is supported.

Economic Growth

- 2.11 The DFD does not provide detail on the main employment area for the town, other than its size of approx 20 ha and broad uses of office and technology research. Assuming a similar mix to that proposed for Phase 1 (5 ha = 500 jobs) this may provide around 2,000 jobs (although this figure does not include those provided in the retail and service uses associated with the town and local centres).
- 2.12 It is suggested therefore that a larger area (or a more employment intensive mix of uses than for Phase 1) should be sought to provide the opportunity for as many of the town's residents to work relatively close to home.

Local Transport

- 2.13 The DFD includes a Movement Strategy that sets out how the full development is expected to operate in transport terms. Core principles that will be applied include:
- Walking, cycling and public transport will be given priority on the streets within the new town
 - The Busway will provide a public transport spine through the centre of the town, and car traffic will be excluded from the town centre
 - Most residents will live within 400 metres of a bus stop
 - Safe and direct pedestrian and cycle routes will connect the new town to surrounding communities as well as providing links within the town
 - A clear transport hierarchy will be provided, involving the Busway, primary streets (which will be bus routes) and tertiary streets which will be designed to minimise traffic speeds.
- 2.14 In relation to strategic road links, the DFD assumes that new roads will be built from the southern edge of the site to provide alternative routes between Northstowe and the A14 at Bar Hill and Dry Drayton Interchange. No indication is given on the timetable for the construction of these links, as the southern (Airfield) part of the town is merely referred to as a future Phase. Clarity on this phasing should be sought, making it clear that these southern access roads will be necessary to support the Phase 2 development, as the B1050 will not have sufficient capacity to cope with both Phase 1 and Phase 2.
- 2.15 The B1050, on its existing alignment, will pass through the northern part of Northstowe. The Phase 1 planning application proposes specific measures on this section of the road, and these are commented on in the Phase 1 response. The majority of the development proposed for the West of the B1050 is included as a future phase of development. The development of this area will provide opportunities for the review of the B1050 including the potential to realign the road to remove through traffic from Northstowe. This could be related to the potential Willingham Bypass, but as a minimum a potential re-routing of the B1050 to an alignment connecting the Longstanton Bypass to the Park and Ride access junction is worthy of

consideration when this phase of development reaches detailed planning stage. This opportunity should be included within the DFD.

- 2.16 The Cambridgeshire Guided Busway (CGB) forms the main public transport connection between Northstowe and Cambridge, Huntingdon and St. Ives. The DFD includes a proposal for a Busway through the development, providing a second route between the Park and Ride site and Oakington stops. The provision of this route is welcomed, but detailed consideration of the impact of the full Northstowe development upon CGB capacities, especially in peak periods, will be critical to maximising the benefits of this investment. In addition, it should be made clear that the delivery of the full Busway route through the site will be required for the Phase 2 development, even though the southern end of the Busway will pass through the area designated as a “Future Phase”.
- 2.17 The guiding principles for the internal site layout are broadly welcomed as these set out the priority being given to making the town attractive for walking, cycling and bus trips. The DFD could usefully refer to key guidance documents, such as Manual for Streets, Manual for Streets 2, and the Cambridgeshire Design Guide, that provide the current design template for new communities. An indication of the broad approach to be taken to the future management arrangements of the new town, such as an expectation on which parts of the transport network (including rights of way) will be adopted and which will be managed by the developers would be useful.

Elderly Care

- 2.18 The DFD should include reference to elderly care and residential care homes for the elderly and this is necessary to develop a diverse and inclusive community. Discussions by the applicant are required with the NHS who are developing a Strategy for Older People’s Services and assessing the type and capacity of provision needed in the future, which may includes residential homes, nursing homes and extra care facilities.
- 2.19 In addition, no reference is made to Lifetime Homes. Enabling people to stay in their homes as their physical needs change throughout their lifetime will become increasingly important with the increase in elderly population that is forecast in Cambridgeshire, particularly South Cambridgeshire. The provision of Lifetime Homes along with appropriate and necessary nursing and care facilities will be critical to meeting the housing needs of all people in the future.

3. RECOMMENDATION

- 3.1 Cabinet is asked to:
- a) Consider and approve the County Council’s consultation response to the Northstowe Development Framework Document
 - b) Delegate to the Cabinet Member for Growth and Planning in consultation with the Executive Director: Economy, Transport and Environment the authority to make any minor textual changes to the consultation response prior to submission.

4. ALIGNMENT WITH PRIORITIES AND WAYS OF WORKING

4.1 Developing the local economy for the benefit of all

The following bullet points set out details of implications identified by officers:

- Northstowe will increase the ability for people to both live and work in the local area, thus enhancing economic growth. In total there will be 20ha of dedicated employment land at Northstowe, including a business hub linked to the town centre to cater for office and technology research. In addition, further employment opportunities will be provided within the mixed-use local centres, town centre and community buildings such as schools.
- Northstowe also strengthens the relationship between jobs and houses within Cambridge and its surrounding hinterland. In particular the Cambridgeshire Guided Busway will allow residents of Northstowe the opportunity to easily, quickly and sustainably access jobs in Cambridge (particularly the Science Park) as well as assisting employees travelling to the Northstowe employment sites from the surrounding area.

4.2 Helping people live healthy and independent lives

The following bullet points set out details of implications identified by officers:

- Providing a full range of public services, such as education, early in the development will assist in meeting this priority.
- The design of the wider Northstowe development will be required to build in routes and networks of footpaths and cycle paths that will assist movement in and around Northstowe and into the surrounding area by modes of transport that can help deliver this objective.

4.3 Supporting and protecting vulnerable people

The following bullet point sets out details of implications identified by officers:

- An important element of Northstowe will be the provision of affordable housing on site, which will help to assist those in housing need and who cannot afford to buy a property in the local area. Affordable housing will include social rented housing as well as intermediate housing (including provision for key workers). The precise proportion and tenure mix for the wider development will be subject to negotiation.

4.4 Ways of working

The following bullet points set out implications identified by officers for leadership:

- The County Council has worked closely with partners on the development the DFD proposals, including South Cambridgeshire District Council and a range of service providers. This has particularly been the case in regard to the delivery of public services.
- Given the pressing need for new housing in the area, there is a clear need to move the Northstowe project through the formal planning process and towards delivery, should planning permission be granted, as quickly as possible. In order to ensure the planning stages and community involvement are completed efficiently and effectively a Northstowe joint officer team has recently been

established between SCDC and CCC, which includes transport, planning and education officers.

The following bullet point sets out implications identified by officers for working locally:

- The Northstowe DFD proposals have been subject to a robust consultation process. This has included consultation with statutory consultees, the Northstowe Parish Forum and the local community (including local public exhibition events).

The following bullet points set out implications identified by officers for investing in growth:

- Northstowe strengthens the relationship between jobs and houses within Cambridge and its surrounding hinterland. In particular the Cambridgeshire Guided Busway will allow residents of Northstowe the opportunity to easily, quickly and sustainably access jobs in Cambridge (particularly the Science Park) as well as assisting employees travelling to the Northstowe employment sites from the surrounding area.

5. SIGNIFICANT IMPLICATIONS

5.1 Resource and Performance Implications

The following bullet points set out details of significant implications identified by officers:

- Although Northstowe is an important part of the development strategy for the area, the various costs of bringing it forward must be carefully assessed and managed to ensure the County Council's objectives are fully met. Viability of the scheme will be an important consideration in order to ensure the development is deliverable but also contains all the important services and facilities.
- Innovative approaches to service provision at Northstowe, particularly for Phase 1, could bring financial benefits in terms of capital and revenue savings and will assist the overall viability of the scheme. These savings could be secured by spending less capital in providing new facilities through a much more flexible approach to service provision, such as the co-location of community facilities and services.

5.2 Statutory, Risk and Legal Implications

There are no significant implications for statutory, risk and legal.

5.3 Equality and Diversity Implications

There are no significant implications for equality and diversity.

5.4 Engagement and Consultation

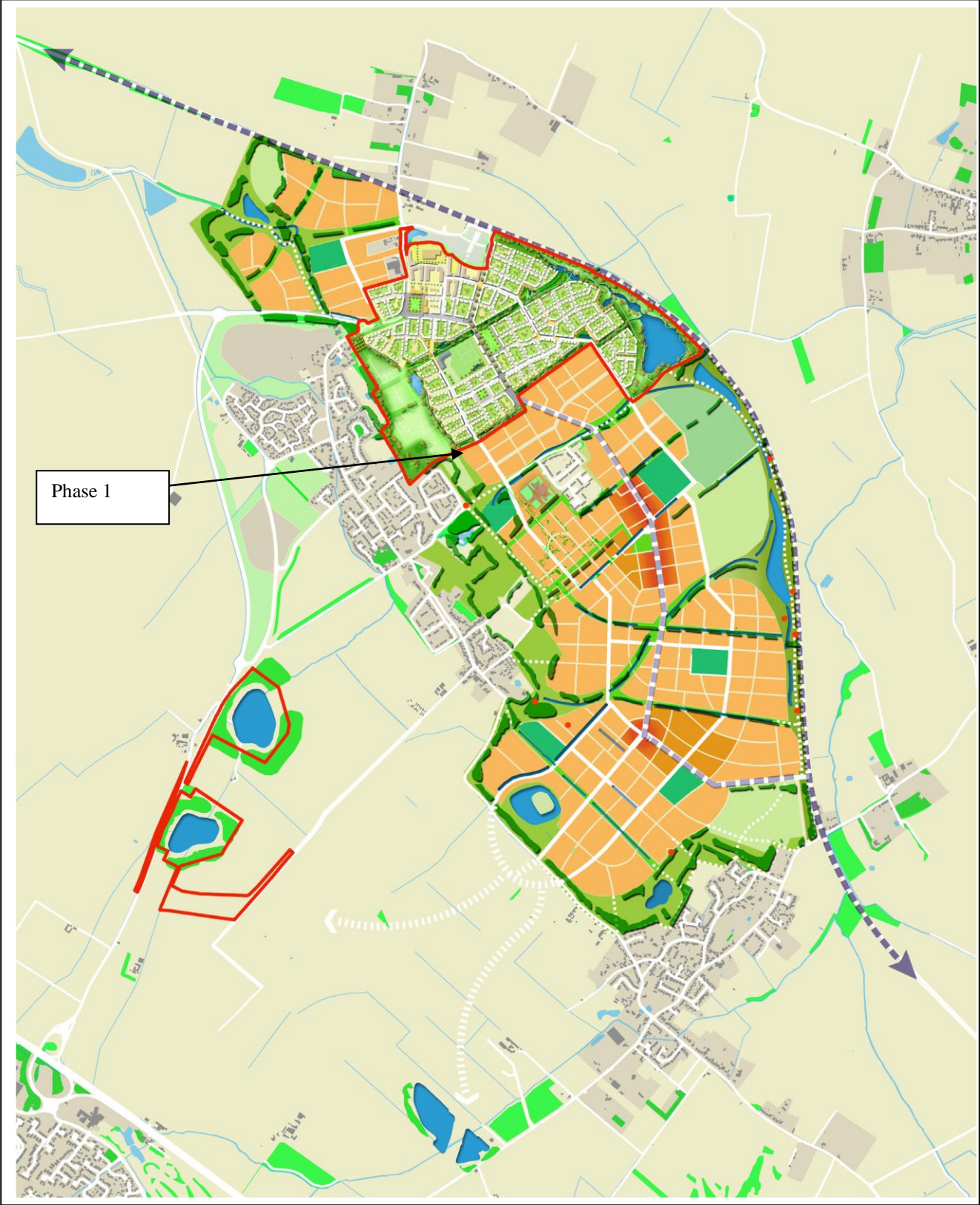
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- The County Council has worked closely with partners on the development the DFD proposals, including South Cambridgeshire District Council and a range of service

providers. This has particularly been the case in regard to the delivery of public services

Source Documents	Location
Northstowe Development Framework Document Northstowe Phase 1 Planning Application	Second floor A-Wing, Shire Hall, Cambridge

APPENDIX 1: Location of Northstowe Phase 1 and Wider Development Framework Document Master Plan



Key

-  Phase 1 application boundary
-  Phase 1 development area
-  Development areas
-  Movement network of primary and secondary streets
-  Town centre & local centres
-  Secondary school site
-  Primary school sites
-  Sports hubs
-  Existing settlements
-  Green infrastructure existing and proposed key vegetation, green ways, green buffer & linear park
-  Strategic footpath/cycle links to neighbourhoods
-  Attenuation ponds
-  Potentially retained buildings in old barracks area
-  Listed pillbox
-  not to scale