

**WATERBEACH NEW TOWN SPATIAL FRAMEWORK AND INFRASTRUCTURE DELIVERY  
PLAN SUPPLEMENTARY PLANNING DOCUMENT**

**To:** Economy and Environment

**Meeting Date:** 11<sup>th</sup> October 2018

**From:** Graham Hughes, Executive Director for Place and Economy

**Electoral division(s):** Waterbeach

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

**Purpose:** To consider and approve the County Council's response to the consultation draft Supplementary Planning Document for Waterbeach New Town

**Recommendation:** The Committee is requested to:

- a) Consider and approve the County Council's response to the consultation draft SPD as set out in section 3 of this paper;
- b) To endorse the comments at paragraphs 3.3 and 3.4 regarding the need for flexibility in the delivery plan and for cooperation between the developers to achieve comprehensive development; and
- c) Delegate to the Executive Director (Place and Economy) in consultation with the Chairman and Vice Chairman of the Committee the authority to make minor changes to the response.

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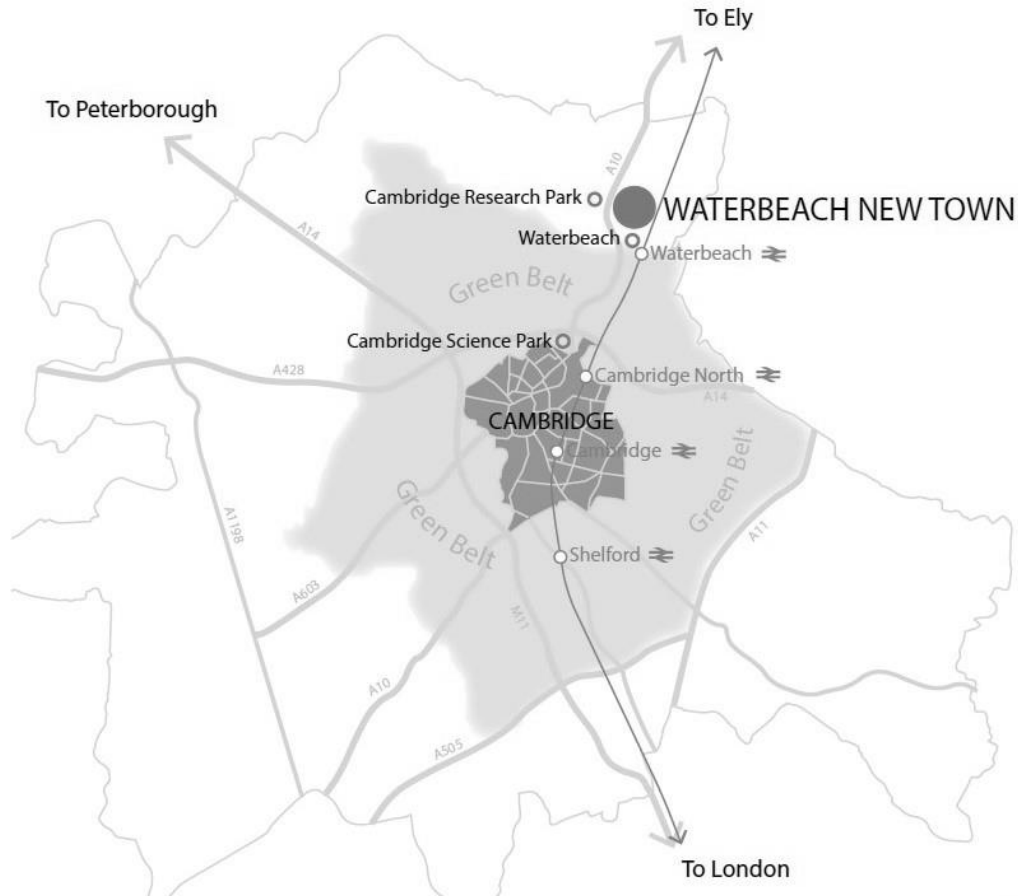
## 1. BACKGROUND

- 1.1 Waterbeach is a fen-edge village situated approximately 10km north of Cambridge, within the administrative district of South Cambridgeshire. The village has grown over time to be home to over 5,000 residents today, served by a range of community facilities including a primary school, library and local shops as well as a railway station and links to the strategic highway network.

### Policy Framework

- 1.2 The emerging South Cambridgeshire Local Plan allocates the former Waterbeach Barracks and further land to the east for new strategic scale residential led development. The Local Plan allocates land for between 8,000 and 9,000 dwellings. Policy SS/5 sets out the policy requirements to be included in the planning application, including:
- Provision of community facilities, including primary and secondary education;
  - Access from the existing village for pedestrians and cyclists whilst avoiding a direct vehicular route;
  - High quality transport links to Cambridge including a new railway station, park and ride and segregated busway and cycleways; and
  - Increased capacity on the A10 corridor.
- 1.3 Figure 1 below shows the location of the site and its relationship to Cambridge.

Figure 1: Strategic Location



- 1.4 The site is controlled by two parties. Urban and Civic (for the Ministry of Defence) control the former Barracks and approximately 60% of the site. RLW (for other landowners) control the eastern part of the site comprising approximately 40%, and located on agricultural land beyond the airfield. Both parties have submitted outline planning applications in respect to the development of their land for a combined sum of 11,000 dwellings. The Committee considered reports on the Urban and Civic planning application for 6,500 dwellings in July 2017 and July 2018. A further report on the RLW application for 4,500 dwellings will be presented to the Committee in the coming months.

Figure 2: The Site



- 1.5 In addition to the general principles set out in the Local Plan, South Cambridgeshire District Council is preparing the SPD to add further detail to the local plan policies. This is an important document as it provides greater clarity on key strategic issues such as transport, education and phasing and infrastructure delivery. This will address issues that cut across the interface between the two sites such as movement networks, strategic open space, access to the railway and secondary education. SCDL has published the SPD for consultation and is seeking comments from stakeholders prior to adoption early in 2019. The SPD will be a material consideration in the determination the current and subsequent planning applications.

## **2. MAIN ISSUES**

### **Purpose and Scope of the SPD**

#### **2.1 The SPD seeks to provide:**

- An overarching, high level vision for the New Town;
- An assessment of approximate development capacity;
- A preferred spatial framework which would form the basis for future masterplanning work, setting out the broad location of the components of the New Town to support comprehensive and seamless development and ensure a sustainable, distinctive and legible new settlement is created;
- Guiding principles against which planning applications for the site will need to generally accord and which are intended to support the delivery of a high quality scheme that reflects the distinctive local landscape and context;
- Key strategic infrastructure requirements for the site, and associated mechanisms to secure their delivery;
- Potential general phasing of development areas to ensure a well-served and functioning place is established from the start; and
- Approaches to delivery, collaborative working and next steps.

#### **2.2 The SPD is not intended to be overly prescriptive but instead sets out a series of key fixes, principles and mechanisms to guide and control development. A series of structuring elements and spatial fixes are provided in Chapter 4 which refer to the spatial or other elements that structure the framework of the New Town as set out in the Local Plan and are critical to its comprehensive delivery. All planning application would be expected to adhere to them. These among others include:**

- Hierarchy of centres – town centre; station district; 2 local centres
- Education – 5 primary school sites; 2 secondary school sites; 1 sixth form centre site; 1 special educational needs site
- Primary movement and access – 2 primary access points from the A10 converging on the town centre and linking to the station; a public transport/pedestrian/cycle link to Waterbeach; prioritise walking and cycling for all local journeys; provision of strategic walking and cycling to key destinations beyond the new town
- Public transport – a re-located rail station with associated uses at an early stage of the development; identification of 2 potential park and ride locations adjacent to the station and A10; convenient public transport routes and stops.
- Inherited historical landscape – the retention and enhancement of local topographical and landscape features; military buildings where feasible.

#### **2.3 A series of guiding principles (Chapter 5) are embedded more flexibility than the structuring elements and fixes. Planning applications would be expected to have reflected these guiding principles in the development of their proposals.**

2.4 Chapter 6 addresses matters of delivery. The delivery objectives for the SPD are supported by the County Council. These are:

- To secure a comprehensive approach to the development of the site;
- To secure the delivery of requisite infrastructure within appropriate timescales;
- To manage delivery of 'shared' infrastructure in a timely manner; and
- To ensure that the eastern part of the site (promoted by RLW) can be suitably accessed across the western part of the site (promoted by Urban & Civic) and vice versa.

### **3. COUNTY COUNCIL COMMENTS**

#### **County Council Engagement in SPD Preparation**

- 3.1 The Council has fed into the preparation of the draft SPD at officer level, working with the Local Planning Authority its consultants and the two developers. This has included submission of formal comments and attendance at various SPD workshops over the course of the last 15 months.
- 3.2 It is considered that the draft SPD represents a fair reflection of the engagement with the County Council to date.
- 3.3 The infrastructure delivery plan in the SPD is based on the policy compliant development for a range of 8,000 to 9,000 dwellings. The Council would want to ensure that the SPD and particularly the delivery plan is sufficiently flexible to address the additional infrastructure demands from the current applications for 11,000 dwellings.
- 3.4 The Council wishes to ensure that the objectives of the local plan policy and SPD to deliver comprehensive development across the whole site needs to be translated into greater cooperation between the developers and to achieve the successful delivery of the development.
- 3.5 The following section contains further comments on the current draft that the Committee is being asked to endorse.

#### **Education**

- 3.6 The Council support the allocation of sites across the SPD area for 5 primary schools and 2 secondary schools. The SPD and the subsequent planning agreements will need to build in flexibility regarding the release of reserve land to expand these schools should additional capacity be needed as the development proceeds.
- 3.7 The requirement to deliver primary places on the site in time for the first occupations is an essential infrastructure element and the commitment in the SPD to support this objective is welcomed.
- 3.8 The Council is in agreement with the general location of the education facilities having regard to the location of housing areas and the broad movement network to secure safe and sustainable access to schools. The final location and arrangement for school sites should be determined through the outline planning applications.

- 3.9 Land has been reserved in the SPD site for a Special Educational Needs school and Sixth Form facility. In addition to providing land the developers will be required to make a financial contribution towards the costs of these facilities. Whilst provision will be made for this in the planning agreement, details of the need and scale of these facilities will form part of the education review mechanism.

## **Minerals and Waste**

### Waste Management

- 3.10 The references made to waste management in the SPD are welcomed. Of particular note are section 33 on Sustainable Waste in the Guiding Principles (page 109) and the waste section within the Infrastructure Delivery Plan (page 123 & 124). However, the SPD should make explicit reference to the Cambridgeshire and Peterborough Minerals and Waste Development Framework (MWDF) as it is part of the Development Plan, and must be considered in any subsequent planning application(s). This Plan comprises the Adopted Cambridgeshire and Peterborough Minerals and Waste Core Strategy (2011), and the adopted Cambridgeshire and Peterborough Minerals and Waste Site Specific Proposals Plan (2012). It is also requested that reference be made to Policy CS28 Waste Minimisation, Re-use, and Resource Recovery and the supporting adopted RECAP Waste Management Design Guide SPD e.g. in the summary table on page 133 and in Appendix 1 on page 154.
- 3.11 Consideration of a connection between the potential energy from waste at the Waterbeach Waste Management Facility and a heat network on page 128 is welcomed.
- 3.12 Submitted planning applications also suggest that energy facilities may be developed. It should be noted that any energy facility which is reliant on waste as a feedstock would require planning permission from the County Council as Waste Planning Authority.

### Minerals

- 3.13 It appears that the matter of mineral safeguarding and making best use of mineral resources has not been considered during the preparation of the SPD, although advice in this respect was provided at previous scoping exercises and for current planning applications.
- 3.14 This is concerning as part of the site is identified as containing a sand and gravel resource, as shown on page 162 of Proposals Map C (Minerals Safeguarding Areas) of the MWDF. Policy CS26 (Mineral Safeguarding Areas) of the adopted MWDF seeks to prevent the sterilisation of valuable mineral resources. In order to ensure that this is addressed satisfactorily, through all the construction phases of the development, it is requested that any Construction Environment Management Plan (CEMP) should address the sustainable use of any minerals extracted during the construction of the development. Proposals for how any such mineral extracted will be used sustainably should then be set out in any CEMP. It should be made clear that if mineral is to be removed from site this will require planning permission from the County Council as Mineral Planning Authority.
- 3.15 It is also suggested that reference to Policy CS26 is made in Appendix 1 on page 154.

## Transport

- 3.16 The SPD is supported by the Transport Assessment Team and this section provides key highlights with respect to transport.
- 3.17 There are several aspects of the SPD where the transport objectives and principles will have a significant role in shaping the future development of the New Town. This can be seen in the strategic development objectives of section 3.2, which places strong emphasis on walking, cycling and public transport.
- 3.18 Figure 13 sets out the spatial framework plan for the site setting out the key structural elements of the new town. The key transport proposals are shown in Figures 18, 19 and 20:
- Figure 18 illustrates the primary movement network including the primary and secondary streets, and access points from the surrounding area into the town. The plan makes provision for a mass transit route (for instance, the CAM Metro System proposed by the Combined Authority). This plan also highlights that vehicle access will be tightly managed in the town centre. The primary streets will be the key movement corridors for walking, cycling, vehicles and buses around the town and will be designed to accommodate these modes appropriately.
  - Figure 19 illustrates the wider movement network, with the addition of key cycle routes (including the Causeway link), a bus only connection to Waterbeach village, and key walking, cycling and equestrian connections between the town and the surrounding area. The SPD highlights that the walking and cycling network within the town should provide a network of routes that are direct, safe, continuous and attractive. Cycling connections beyond the town to north Cambridge, Landbeach, Chittering, Cottenham, Lode, Horningsea, Cambridge Science Park and Cambridge Research Park will be required.
  - Figure 20 shows the key public transport framework for the town including the relocated railway station, park and ride locations, bus friendly routes, and key public transport connections from the town to the surrounding area. This shows a potential public transport only link through the town centre, and safeguards public transport access to Waterbeach village.
- 3.19 Table 8 summarises the key infrastructure that will be required. A key aspect of the transport infrastructure for the new town is the relocated railway station. Table 8 notes that this should come forward at an early stage in the development, with its trigger to be set by the Transport Assessments submitted with both applications for the new town. Work is ongoing with both applicants on this trigger, with the emphasis being that this facility and associated access road should be provided as early as practicably possible within the development.
- 3.20 The SPD also highlights the key findings of the Ely to Cambridge Study strand 2 report. The SPD makes it clear that the full development of Waterbeach is critically dependent on the strategic solutions relating to this study.
- 3.21 The key infrastructure required for the town is set out in the Infrastructure and Delivery Plan in section 6. For transport this sets out the key infrastructure that will form the basis of a heads of terms for the S106 agreements for each outline application.

## **Public Health**

- 3.22 The New Housing Developments and the Built Environment Joint Strategic Needs Assessment (JSNA) for Cambridgeshire contains an evidence review of the built environment's impact on health and has distilled the evidence into the following themes:
- Generic evidence supporting the built environment's impact on health
  - Green space
  - Developing sustainable communities
  - Community design (to prevent injuries, crime, and to accommodate people with disabilities)
  - Connectivity and land use mix
  - Communities that support healthy ageing
  - House design and space
  - Access to unhealthy/"Fast Food"
  - Health inequality and the built environment
- 3.23 The SPD has therefore been reviewed against these themes to ensure the SPD addresses relevant impacts on health and wellbeing and the following comments have been made.
- 3.24 Overall the approach within the SPD is welcomed particularly the proposed shift from reliance on the private car to sustainable transport options with the acknowledgement that the development will need to take into account and respond to changing technologies, for example the need to design the street layout to take account of the move to electric and autonomous vehicles.
- 3.25 The use of a population multiplier of 2.8 people per dwelling as an occupation level is appropriate and is further supported by the evidence contained within the JSNA which gives a range of occupation levels commonly found in new developments in Cambridgeshire.
- 3.26 The aspirations for Waterbeach and the 8 strategic development objectives are supported, particularly prioritising walking and cycling.
- 3.27 The proposal to locate the Health Centre in the town centre is supported as access to health care should be a key component of the new town, ensuring access via public transport and sustainable transport means.
- 3.28 There needs to be a detailed phasing plan which takes account of the need to provide community facilities early on in the development. The need for early provision of facilities and services is supported by evidence from the JSNA.
- 3.29 There are concerns that the aspiration for walking and cycling needs a stronger emphasis on the need for different types of activity i.e. routes for leisure compared to routes for commuting as both have different needs, and the distinction between each use in the SPD is not clear.



- 3.30 The allocation for formal sport must be located in places which are accessible to all and it is recommended that the Angst Standards on distance to play/sports facilities is used to ensure equitable access.
- 3.31 Table 7 makes no reference for health facilities the SPD and should make it clear in the summary table if the “health land use budget” is part of the overall community facilities use or if it needs to be added separately.
- 3.32 Table 8 summary includes requirements for phasing plans for certain hierarchies. This should be expanded to require a detailed phasing plan covering the whole site, in addition the SPD would benefit from a separate section on community uses/facilities to be accompanied by a requirement on the developer/applicant(s) to produce community development, play and/or a health and wellbeing strategy for the development, to take the learning from the Northstowe Healthy New Town Programme.
- 3.33 Section 5.3 on housing mix requires the need for older peoples housing. The SPD should make explicit reference to the recently produced tools on quantifying the need and type of older peoples housing, specifically the HOPSR tool which was produced by the Northstowe Healthy New Town Programme (<https://cambridgeshireinsight.org.uk/wp-content/uploads/2018/07/HOPSR-tool.xlsm>).
- 3.34 In addition older people’s housing should not been seen as a separate category but rather needs to be seen in the wider context of an ageing population and therefore age friendly design concepts should integrated through the key hierarchies within the development not just as the need for accommodation.
- 3.35 Table 11 of the summary of health “requirements” contains an error, it should read "within the town and/or local centres" not with.
- 3.36 Section 6.3 approaches to delivery. The SPD should propose the establishment of a "community and health" review group to sit alongside the “progress and delivery”, “education”, and “transport” groups to ensure the community and health requirements are met. There are already similar mechanisms for the Northstowe development.

#### **4. ALIGNMENT WITH CORPORATE PRIORITIES**

##### **4.1 Developing the local economy for the benefit of all**

The SPD will contribute towards planning policy objectives for delivering sustainable development and providing significant employment opportunities and broad benefits to the local economy through long term employment, services and new housing to meet the long term growth requirements for the District Council.

##### **4.2 Helping people live healthy and independent lives**

The SPD will contribute towards planning policy and corporate objectives. Future planning applications coming forward will need to demonstrate how they provide for healthy and independent living in accordance with this policy framework.

#### **4.3 Supporting and protecting vulnerable people**

There are no significant implications for this priority. Any planning application coming forward will need to demonstrate how it provides for protecting vulnerable people in accordance with local plan policies.

### **5. SIGNIFICANT IMPLICATIONS**

#### **5.1 Resource Implications**

There are no further resource implications to detail at this stage.

#### **5.2 Statutory, Risk and Legal Implications**

There are no further resource implications to detail at this stage

#### **5.3 Equality and Diversity Implications**

There are no further resource implications to detail at this stage.

#### **5.4 Engagement and Consultation Implications**

No further resource implications to detail at this stage.

#### **5.5 Localism and Local Member Involvement**

No further resource implications to detail at this stage.

#### **5.6 Public Health Implications**

No further resource implications to detail at this stage.

<b>Implications</b>	<b>Officer Clearance</b>
<b>Have the resource implications been cleared by Finance?</b>	Yes <del>or No</del> Name of Financial Officer: Sarah Heywood
<b>Has the impact on Statutory, Legal and Risk implications been cleared by LGSS Law?</b>	Yes <del>or No</del> Name of Legal Officer: Fiona McMillan
<b>Are there any Equality and Diversity implications?</b>	Yes <del>or No</del> Name of Officer: Elsa Evans
<b>Have any engagement and communication implications been cleared by Communications?</b>	Yes <del>or No</del> Name of Officer: Eleanor Bell
<b>Are there any Localism and Local Member involvement issues?</b>	Yes <del>or No</del> Name of Officer: Andrew Preston
<b>Have any Public Health implications been cleared by Public Health</b>	Yes <del>or No</del> Name of Officer: Stuart Keeble

<b>Source Documents</b>	<b>Location</b>
Waterbeach New Town: A spatial Framework and Infrastructure Delivery Plan SPD (Consultation Draft August 2018)	Room 304, Shire Hall, Cambridge