

**WELLCOME GENOME CAMPUS OUTLINE PLANNING APPLICATION**

**To:** Economy and Environment Committee

**Meeting Date:** 14 March 2019

**From:** Graham Hughes, Executive Director (Place and Economy)

**Electoral division(s):** Duxford

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

**Purpose:** The purpose of this report is to 1) update the Committee on the progress of the outline planning application for mixed use development at the Wellcome Genome Campus and 2) to appraise the Committee of the Council's response to the application and, in particular, in relation to any holding objections.

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

- a) Consider and approve the Council's comments on the planning application and delegate to the Executive Director (Place and Economy) in consultation with the Chairman and Vice Chairman of the Committee the authority to conclude negotiations on the section 106 agreement; and
- b) 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 Council's response in Appendix 2.

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## 1. BACKGROUND

### Policy Framework

#### The Planning Application

- 1.1 The planning application for the development of the land known as Wellcome Genome Campus Development was submitted to South Cambridgeshire District Council in December 2018. This is an outline application made by Wellcome to expand the existing Wellcome Genome Campus for the following development:

*“Outline planning permission, with all matters reserved, is sought for the following: ‘A phased, mixed use development comprised of up to 150,000 square metres of Gross External Area (GEA) of flexible employment uses including research and development, office and workspace and associated uses falling within Use Classes B1 (office, laboratories, light industry), B2 (general industrial) and B8 (Storage) uses; up to 1,500 residential dwellings (Use Class C3); supporting community uses and social infrastructure including a nursery (Use Classes D1); conference facility (Use Class D1) and associated hotel (Use Class C1); retail uses including shops (Use Class A1), restaurants and cafes (Use Class A3) and bars (Use Class A4); leisure uses (Use Class D2); landscape and public realm, including areas for sustainable urban drainage and biodiversity enhancements; energy centre and utilities; site access (vehicular, cyclist and pedestrian), car and cycle parking and highways improvements; early landscape and enabling works; and associated works”*

See Appendix 1 for an indicative masterplan of the application site in the context of the wider Genome Campus and surrounding area. There is a link under Source Documents at the end of this report to the SCDC planning website where full details of the application can be viewed.

- 1.2 Prior to and since the submission of the planning application, the County Council, the applicant and SCDC have had ongoing discussions to identify and resolve issues relating to the application and in respect to the planning obligations (section 106 agreement) that are necessary to make the development acceptable.

## 2. MAIN ISSUES

### Comments on Planning Application

- 2.1 Officers have reviewed the application and supporting documents and a summary of the key issues are set out below. Full detailed comments are also included in Appendix 2. This section sets out the key issues arising from the development.

#### Education

- 2.2 When assessing the education requirements of new residential developments the Council will normally apply its adopted pupil multipliers to determine the impact. In this instance, however, the Council recognises that due to the unique nature of the development, these general multipliers would not produce the most likely forecast. It is also acknowledged that occupancy of the housing will be determined by the operational needs of the Campus with some workers on short or fixed-term contracts which will also have an impact on the demographics. For this reason, the County Council has agreed to draw a comparison with

the Eddington site in Cambridge being developed by Cambridge University. This will produce a markedly different child profile to that experienced in more conventional developments.

### *Early Years*

- 2.3 There are three early years providers in the locality all providing a varying degree of sessional and full day care. There is limited spare capacity at any of these facilities to meet the needs of the development.
- 2.4 The Council therefore supports the proposal in the application to provide early years facilities on the site and will require that early years provision offers the full range of entitlements, including the universal entitlement (15 hours), the extended entitlement (30 hours) as well as funded places for two year olds who qualify.
- 2.5 The County Council will also require that this setting will be open for the earliest occupations to ensure appropriate provision is in place to respond to demand and meet basic need for the early residents of the development.

### *Primary*

- 2.6 The pupil yield is likely to be insufficient to justify the provision of an on-site primary school. The Council does not build schools smaller than 2 forms of entry and a school of this size would be unviable in terms of the demand created by the development and may have a detrimental impact upon existing schools. It is, however, agreed that there will be a significant impact which will require mitigation.
- 2.7 The County Council's solution is to expand the existing Duxford primary school by one form of entry to make a two form of entry primary school with 420 places. There is adequate space on the site of the school to accommodate this expansion. An appropriate contribution from the applicant towards this expansion will be necessary.

### *Secondary*

- 2.8 The catchment school, Sawston Village College, has an overall capacity of 1,050 and at 2018 the total number of children of roll is 1,033 which demonstrates relatively limited capacity.
- 2.9 The County Council support the view that there is no basic need for a new secondary school on site. However, proportionate contributions towards a one form of entry expansion to Sawston Village College taking the capacity to 1,200 will be required to mitigate the impact of this development.

### Transport

- 2.10 The Transport Assessment Team has reviewed the application and recommend a **holding objection** at this stage for the following reasons:
- There being are a number of issues identified primarily concerning the development mix, trip generation, internalisation of trips, accident data and mode share, which will require further information and/or clarification to be provided in order for the Transport Assessment and associated appendices to be reviewed in full; and

- There are a number of outstanding issues concerning the site strategy, off-site improvements and parameter plans which need to be addressed, including the provision of a Stage One Road Safety Audit for each of the proposed improvements to the highway network.

2.11 When further information is received and verified, the evaluation of the transport assessment can be completed and the full impact of the development on the transport network will be known. At this time it will be possible to identify what mitigation will be needed to make the development acceptable.

#### Minerals and Waste

2.12 The submission states that the Outline Construction and Environmental Management Plan and Outline Waste Management Strategy are to be developed as the scheme progresses. It is therefore requested that the condition requiring approval of a "Detailed Waste Management and Minimisation Plan" to ensure that this undertaking is fulfilled.

#### Archaeology

2.13 Whilst considerable pre-submission work was carried out to scope and agree a suitable archaeological evaluation of the expansion site, the full results of this evaluation are not included in the planning application. Furthermore, the application only includes generic mitigation measures that do not incorporate the data and findings of the field evaluation. Consequently an **objection** to the generic mitigation strategy for archaeology has been registered.

2.14 The applicant/agent has been advised to devise and present a suitable mitigation strategy that should be included as a requirement of the Environmental Statement.

#### Public Rights of Way

2.15 The Definitive Map Team has **no objection** to this proposal although the applicant should be aware of the presence of the Public Rights of Way, their legal alignment and width as well as the County Council guidance on development impacting rights of way. Appropriate informatives have been requested as part of any planning permission.

#### Local Lead Flood Authority

2.16 As Lead Local Flood Authority (LLFA) the County Council has **no objection** in principle to the proposed development. The application demonstrates that surface water from the proposed development can be managed by conveying surface water runoff to bio-retention and attenuation areas around the development before infiltrating into the surrounding ground. Appropriate conditions requiring approval of a strategic site-wide surface water drainage strategy; detailed surface water strategy; and details for the long term maintenance arrangements for the surface water drainage system (including all Sustainable drainage systems (SuDS) features).

#### Supporting New Communities

2.17 A request for funding through section 106 contributions has been made to secure early intervention and preventative services in order to support new residents in the community. As new residents will be joining the community over a long timescale the view will be to

support the community to become resilient so early residents will be able to positively support future members of the community. Failure to secure funding during the early phases of a new communities build out will mean this work cannot be achieved.

- 2.18 This funding will support a variety of professionals across a range of agencies based on the ground to work within the new community. Depending on need this could be through the work of family workers, school liaison officers, adult learning course, public health campaigns and commissioned services, community development workers, housing association support, faith provision, community led-support groups GP services & workplace support.

### Libraries

- 2.19 The vision is for a modern library facility located in a shared building with partner services. This is in line with Cambridgeshire County Council's policy for the 21<sup>st</sup> Century Library Service which recognises the importance of developing community hubs where library services are provided in shared buildings in partnership with other service providers. Other service providers may include information and advice services, health services, adult learning services and Children's Centres.
- 2.20 This community hub model provides the opportunity to deliver a wide range of complementary services and facilities, including community meeting spaces to meet the needs of a growing community. Libraries play a key role in building the networks of relationships among people who live and work in the new community, enabling that community to function effectively.
- 2.21 The section 106 will secure the provision of a suitable building to meet the needs of the library and partner services together with a contribution towards furnishing and equipment.

### Public Health

- 2.22 The application, specifically the Health Impact Assessment (HIA), has been reviewed against the New Housing Developments and the Built Environment Joint Strategic Needs Assessment (JSNA) for Cambridgeshire. This review ensures that the application and assessments have identified the relevant impacts on health and contains specific mitigation measures to address these impacts. The detailed review and recommendations are contained in Appendix 2.
- 2.23 The HIA is a thorough assessment of the potential health impacts associated with the development. It is evidence based and has used local data appropriately. The mitigation measures proposed are in the main part acceptable, however, the level of commitment to some the measures is vague.
- 2.24 Most of the mitigation measures will need to be agreed at the Reserved Matters stage and design coding. In order to have confidence that the mitigation measures contained in the Health Impact Assessment are implemented a "Statement of Compliance" should be submitted with each Reserved Matters Application.

### **Draft Section 106 Heads of Terms**

- 2.25 Planning obligations or Section 106 agreements are legal agreements between local planning authorities and developers in the context of the granting of planning permission.

They can be both financial and non-financial (land, works in kind), and they are used when there is a requirement to address the impact of a development and the impact itself cannot be dealt with through a planning condition on the permission. The use of planning obligations is an effective tool to ensure that development meets the objectives of sustainable development as required in local and national policies.

2.26 Regulation 122 of the Community Infrastructure Levy Regulations 2010 (as amended) provides that from 6 April 2010 it is unlawful for a planning obligation to be taken into account when determining a planning application if the obligation does not meet the following tests:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

2.27 Officers are working with the applicant and SCDC to progress the Heads of Terms for a S106 Agreement to secure the necessary infrastructure to make this development acceptable in planning terms.

2.28 The table below provides a schedule of the planning obligations that are currently being proposed and which are considered necessary to mitigate the impact of the development. This relates only to County Council infrastructure and services.

Infrastructure Type	Requirement
Early Years	On-site provision of an early years facility at a location to be agreed and to the Council's specification to be delivered for earliest dwelling occupation.
Primary	Financial contribution towards a 1FE expansion of Duxford C of E Primary School
Secondary	Financial contribution towards a 1FE expansion of Sawston Village College.
Transport	To be determined when transport assessment complete.
Supporting New Communities	Financial contributions towards early intervention and preventative service.
Library	Provision of a suitable building to meet the needs of the library and partner services together with a contribution towards furnishing and equipment.

2.29 The final heads of terms will be approved by the local planning authority prior to resolving to grant planning permission. It is recognised that there is further work to do on the heads of terms prior to this and this table captures the key issues. Members should be mindful that these will be scrutinised against the legal tests in 2.26 above and possible viability assessment of the development. The Committee is asked, therefore, to endorse the current heads of terms as set out below and provide delegated authority as set out in the recommendation to conclude the negotiation.

### **3. ALIGNMENT WITH CORPORATE PRIORITIES**

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

The development will provide employment opportunities to benefit the local economy for all.

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

The application provides a range of measures to promote healthy lives, including sport, play and leisure uses.

#### **3.3 Supporting and protecting vulnerable people**

Contributions towards community health and development workers are being sought to help support vulnerable people whilst the new community is being established.

### **4. SIGNIFICANT IMPLICATIONS**

#### **4.1 Resource Implications**

There are no further significant resource implications at this stage.

#### **4.2 Procurement/Contractual/Council Contract Procedure Rules Implications**

There are no significant implications within this category.

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

There are no significant implications within this category other than the need to settle the terms of an agreement under S106 of the Town and Country Planning Act 1990 with the developer and the SCDC.

#### **4.4 Equality and Diversity Implications**

There are no significant implications within this category at this stage. The needs of older people, people with disability and people with special education needs have been considered by County Council service areas in commenting on the application proposal and the mitigation package.

#### **4.5 Engagement and Communications Implications**

There are no significant implications within this category.

#### **4.6 Localism and Local Member Involvement**

There are no significant implications within this category.

#### **4.7 Public Health Implications**

There are no significant implications within this category.

<b>Implications</b>	<b>Officer Clearance</b>
Have the resource implications been cleared by Finance?	Yes Name of Financial Officer: Sarah Heywood
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by Finance?	N/A

Has the impact on statutory, legal and risk implications been cleared by LGSS Law?	Yes Name of Legal Officer: Fiona McMillan
Have the equality and diversity implications been cleared by your Service Contact?	Yes Name of Officer: Elsa Evans
Have any engagement and communication implications been cleared by Communications?	Yes Name of Officer: Joanna Shilton
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Name of Officer: Andrew Preston
Have any Public Health implications been cleared by Public Health	Yes Name of Officer: Stuart Keeble

Source Documents	Location
South Cambridgeshire District Council planning application reference S/2075/18/OL	South Cambridgeshire District Council planning portal: <a href="#"><u>S/43229/18/OL</u></a>



**Appendix 1: Indicative Masterplan and Appendix 2: Cambridgeshire County Council Comments (separate electronic documents)**