

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Planning Committee

13 May 2019

**AUTHOR/S:** Joint Director for Planning and Economic Development for  
Cambridge and South Cambridgeshire

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<b>Application Number:</b>	S/0559/17/OL
<b>Parish(es):</b>	Waterbeach, Landbeach
<b>Proposal:</b>	Outline application for up to 6,500 dwellings (including up to 600 residential institutional units), business, retail, community, leisure and sports uses; a hotel; schools; green open spaces including parks, ecological areas and woodlands; principal new accesses from the A10 and other points of access; associated infrastructure, groundworks and demolition; with all matters reserved except for the first primary junction from the A10 and construction access from Denny End Road.
<b>Site address:</b>	Waterbeach Barracks and Airfield Site, Waterbeach, Cambridgeshire
<b>Applicant(s):</b>	Secretary of State for Defence and Urban & Civic Plc (U&C)
<b>Recommendation:</b>	Delegated approval to the Joint Director for Planning and Economic Development subject to conditions and completion of a s106 agreement
<b>Key material considerations:</b>	Principle of development Land use and parameters Housing provision Economic impacts Social and community infrastructure Education Transport Environmental impacts Financial Viability and S106 Obligations
<b>Committee Site Visit:</b>	Yes
<b>Departure Application:</b>	No

**Presenting Officer:** Andrew Winter, Principal Planning Officer

**Application brought to Committee because:** Largescale, major development

**Date by which decision due:** 31 October 2018

### **Update to Report (in order of sections)**

#### **Amendments to Application**

1. Minor changes have been submitted to the text of the Outline Sustainability Strategy Addendum (received 29 April 2019), as follows:
2. Amended sustainability strategy under the 'Energy' topic to include:  
  
'Measure of Efficiency. Ambitious BREEAM 2018 targets for all non-residential buildings in future Key Phases will be set with 'Very Good' as a minimum acceptable target to ensure flexible space use. An ambition to meet BREEAM 2018 'Excellent' in the first Key Phase noting the outline planning targets BREEAM 2014 and requirements of flexible small non-domestic land use planned.'
3. Additional sustainability strategy under the 'Energy' topic to include:  
  
Modular building trials. To ensure the scheme is in the position to adapt to changing housing construction methodologies, a trial of modular construction will be undertaken within a defined key stage. Target to work with local partners such as Cambridge Cleantech.'
4. Additional sustainability strategy under the 'Health & Wellbeing' topic to include:  
  
'Ventilation and energy design of buildings to target good indoor air quality and reduction in overheating targeting passive design principles through using the cooling hierarchy. Buildings to use overheating analysis set within the Standard Assessment Procedure and CIBSE TM 52 methodology to meet Part F and Part L requirements of the Building Regulations.'

#### **Further Consultation Responses – Councillors**

##### Cllr Hazel Smith:

5. "I would like to thank the committee for all the time they've spent on this application: everyone has had the opportunity to be really well-briefed on the different aspects of the scheme. I am generally in favour of this application, although the infrastructure challenges have meant that the first phase will be at the furthest point from the current village - this is something we cannot change. The applicants have worked hard to invite local people onto the Camp for sports and other activities, and I hope this engagement with the existing residents will grow so that the new community does not feel too much out on a limb.

6. The plans incorporate the attractive lake and woods on the site, and in general the energy strategy seems forward-thinking. I would like to see ducts in the road, so that changes in the energy supply will not involve digging up the road in future. It may be that a district heat network is available, and if that happens the development must be able to take advantage of it easily. Similarly, if heating is available I'd like to see the first primary school include a heated swimming pool (perhaps this could be negotiated with those providing the heat), and for the County Council to plan in this possibility.
7. On the question of the affordable housing mix, I support the view of the Housing officers, that Option 2 is the preferred option. Whilst it is attractive to say we get 32.5% affordable housing rather than 30% overall, the Affordable Rented houses are 1. cheaper to rent and 2. remain affordable whilst the Rent to Buy houses, while discounted, are 1. more expensive to rent and 2. are designed to become market housing over time, thus in the end the percentage of affordable housing will be lower. Some Rent to Buy clearly helps with viability and increases the potential market, so there's something to suit everyone's financial circumstances."

#### **Further Consultation Responses - Parish Council Consultation**

8. Waterbeach Parish Council (30 April 2019): The total number of dwellings is not accepted as being reasonable within the interpretation of SS/6 using the word 'approximately' to increase the overall provision by 20% to 11,000 dwellings. The impact of the development, including 4-8 storey heights, on the village and surrounding rural area is unacceptable having regard to the fen edge setting of Waterbeach and the relationship to the cemetery. There are also concerns that essential infrastructure such as transport and waste water treatment will not be in place from the outset but in a piecemeal fashion. There will not be capacity to service the new town and recent development in the village.
9. Concern is raised in relation to the lack of transparency of the S106 provisions and timing; the provision of new services and impacts on existing services (in particular the first primary school and healthcare facilities). How will the relationship of the new town work in practice with the northern edge of the village and interconnectivity? The precise use of the areas of open space on the parameter plan is of concern as it will have a significant impact on the quality of the development and its relationship to the village. The proximity of the development to the Amey waste plant will also be impacted by odours causing harm to residential amenity.
10. For the above reasons the Parish Council maintains its objection to the application and seeks further discussion on the content of the S106 agreement.

#### **Further Consultation Responses - External Consultees**

11. Network Rail Updated Comments (3 May 2019): Formally requests the need for S106 contributions towards staffing/security of the existing station level crossing (£500,000) and access improvements (£1m). With regard to the wider allocation, Network Rail is supportive of housing delivery but further clarity will be required on the funding of the new station. Until this is resolved the decision to grant consent for the current scheme as it stands is not safe and potentially open to challenge for not being compliant with policy, unless the 1,600 units of

Key Phase 1 also contribute to the new station. Any proposed delivery of additional parking spaces at the current station will need to be evidenced, as Network Rail has not agreed to the availability of any land for this purpose.

12. Waterbeach Military Heritage Museum: Requests further S106 funds in the future to help maintain and improve the museum.

### **Further Consultation Responses - Third Party Representations**

13. Three further representations: raising issues already listed in the committee report in relation to: air quality, transport, traffic, highway safety, building heights, housing mix and affordability, local character, sustainability, energy generation, climate change and flood risk.
14. The adjacent land promoter, RLW Estates, has raised further comments in its letter dated 9 May 2019, which is attached to the end of this update.

### **Principle of Development**

15. No further changes

### **Land Use and Parameters**

16. No further changes

### **Access and Transport**

17. The formal S106 request from Network Rail is noted and agreed, as proposed in the S106 Heads of Terms (Appendix I). The requested funding from the development towards the new station within the first 1600 units is not applicable in this instance given the agreed Key Phase 1 transport mitigation measures do not rely on the relocated station to mitigate the highway impacts of the development. Beyond Key Phase 1, the proposal includes a S106 financial contribution to Cambridgeshire County Council towards strategic transport interventions. These are not defined at this point in time and would be subject to future transport assessments to agree the next Key Phase transport mitigation. In any case, funding of the railway station cannot at this point in time be pre-determined by this outline planning application and is subject to separate, ongoing discussions between RLW Estates and the Department for Transport.
18. After Paragraph 282 add the following paragraph:

A scheme of transport monitoring would be required to ensure that the Key Phase 1 development accords with a maximum number of vehicle trips onto the A10 (i.e. vehicle trip cap). To address this it is considered reasonable and necessary to require a scheme of transport monitoring to be submitted prior to first residential occupation, which determines the vehicle trip cap for additional residential development beyond 1000 dwellings within Key Phase 1 (see condition 26). This will need to take account of the Key Phase 1 transport mitigation package and, if necessary, recommend additional transport mitigation measures to avoid severe impacts on the road network.

## **Economic Impacts**

19. Amend last sentence at Paragraph 331 to the following:

A 'Conditions are' therefore recommended to agree ~~Economic Development Strategies at construction stage and occupation stage~~, 'a construction and skills plan including employment uses at each Key Phase (see conditions 9 and 10) and a Town Centre Economic Development Plan (see condition 11) ~~as recommended~~ to address the recommendations of the economic development officer, with separate provisions for the proposed jobs brokerage scheme to be established in the S106 agreement.

## **Housing Delivery**

20. Amend text to paragraph 89 as follows:

Policy H/9 requires ~~all affordable homes and~~ 5% of private new homes on sites of 20 or more to be built to The Building Regulations M4(2) standard, 'split evenly between affordable and market homes'.

## **Social and Community Infrastructure**

21. Amend second sentence of Paragraph 397 to the following:

The details of these areas will be subject to further planning and a condition is recommended '(see conditions 9 and 10)' requiring ~~the indicative outline sports strategy~~ a sports strategy to be updated 'submitted' and approved at the time of Key Phase submission.

22. Amend third sentence of Paragraph 402 to the following:

In the interim, provision for faith groups ~~is to~~ 'can be' made within the community centres, ~~which are tabled in the draft S106 Heads of Terms~~ 'and/or proposed D1 land uses'.

23. Amend last sentence of Paragraph 412 to the following:

...it is considered appropriate to apply ~~a condition seeking a public art strategy at design code stage~~ 'criteria to the design code for each Key Phase seeking the submission of conceptual design and approach to key public spaces including the integration of public art', along with 'separate' a public art delivery plan 'details' at reserved matters stage '(see condition 13[p]).

## **Environmental Considerations**

24. Under 'Archaeology and Heritage' at the start of Paragraph 434 add the following text:

'In assessing applications which affect a listed building or its setting, a local planning authority must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses (S16 and 66 of the Planning (Listed Building and Conservation Areas) Act 1990). Preservation in this context means not harming the interest in the building as opposed to keeping it unchanged. Decision makers should give considerable important and weight to the desirability of preserving the setting of listed building when carrying out the

balancing exercise. Similarly a local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of a Conservation Area.'

25. Correction to Paragraph 436 first sentence to read 'Denny Abbey'.

Add the following text at the end of Paragraph 451:

'Overall, subject to conditions, the proposed development would result in less than substantial harm to designated and non-designated heritage assets which would be outweighed by the public benefits of the scheme summarised at the end of this report.'

### **Financial Viability / Section 106 Obligations**

26. Amendment to Table of Community Infrastructure after Paragraph 580

Additional text in the right hand column (Applicant Offer) of this table titled 'Community Centres' to include:

At early stage (prior to first occupation) community meeting spaces to be made available through:

- Sports hall
- Control tower building
- Museum Building '(with long term provision either in existing building or alternative space to be offered)'

27. The Waterbeach Military Heritage Museum requests further S106 funds in future to help maintain and improve the museum. Provision is being made to secure space for the museum in the short and long term through the S106 agreement. This would be on the basis of the retention of the existing space or an equivalent level of space within a community building on the application site. The heritage museum seeks improvements to the museum generally but does not specify what these improvements are. There is also no strong justification as to why such improvements are necessary to make the development acceptable in planning terms. On this basis, further generic funding towards this facility would not meet the relevant tests set out in paragraph 56 of the NPPF.

### **Recommendation**

28. Amend wording at recommendation a) to read:

DELEGATED APPROVAL 'to the Joint Director of Planning and Economic Development' of outline permission, as amended, subject to:

29. Amend wording at recommendation c) to read:

Contributions to be secured by way of a Section 106 legal agreement as set out in Appendix H (revised 9 May 2019) and Appendix I – final terms to be agreed in consultation with the Chair and Vice Chair prior to the issuing of planning permission.

30. Amend wording at recommendation d) to read:

Summary/progress report on S106 obligation to be referred to Planning Committee after six months from 13 May 2019 in the event that planning permission has not been granted.

Update to Appendices

31. Updated Appendix H – Section 106 Heads of Terms – Summary

See tracked changes in revised Appendix H to ‘Community’ section and inclusion of Waterbeach Military Heritage Museum provisions.

**Background Papers:**

The following list contains links to the documents on the Council’s website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Plan 2018
- South Cambridgeshire Local Development Framework SPDs
- Waterbeach New Town SPD
- Planning File References: S/0559/17/OL, S/1274/15/FL, S/1305/15/FL, S/2770/16/FL, S/3204/16/FL, S/3247/16/VC, S/3372/17/CW, S/0791/18/FL and S/2075/18/OL

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