



REPORT TO: Cabinet

5 June 2019

Lead Cabinet Member Deputy Leader (Statutory)

LEAD OFFICER: Joint Director for Planning and Economic Development

Bourn Airfield Draft Supplementary Planning Document (SPD)

Purpose

1. The purpose of this report is to seek agreement for the Draft Bourn Airfield Supplementary Planning Document (SPD) to be published for consultation.
2. This is key decision. It was first published in the April 2019 Forward Plan.

Recommendations

3. That Cabinet:
 - (a) Agree the content of the draft SPD in Appendix A subject to the recommended changes set out in Appendix B.
 - (b) Approve the draft SPD for public consultation in accordance with for public consultation in accordance with Regulation 13 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for a period of six weeks;
 - (c) Approve the consultation arrangements set out in the Consultation Statement (Appendix C);
 - (d) Delegates authority to the Joint Director of Planning and Economic Development in liaison with the Deputy Leader, to agree the draft Strategic Environmental Assessment (SEA) and draft Habitats Regulation Assessment (HRA) Screenings Reports for consultation alongside the draft SPD, including with the three statutory bodies;
 - (e) Delegates authority to the Joint Director of Planning and Economic Development in liaison with the Deputy Leader, to make editorial changes to the draft Bourn Airfield SPD and supporting documents for consultation (to comprise minor amendments and factual updates and clarifications).

Reasons for Recommendations

4. Local Plan policy SS/7: allocates land for the development of a new Village at Bourn Airfield. Subject to the recommended changes to the SPD, it is now proposed that the draft SPD, with its supporting documents, is published for public consultation. The

draft SPD was considered by the 21st May Scrutiny and Overview Committee whose comments have been summarised and responded to as set out in the table at Appendix D.

Background

5. The South Cambridgeshire Local Plan was adopted in September 2018. Policy SS/7 allocates land for a new village at Bourn Airfield, and requires that a Supplementary Planning Document (SPD) is prepared to guide and support the delivery of the new village. The policy allocates land to the south of the A428 based on Bourn Airfield for the development of approximately 3,500 dwellings. The final number of dwellings will be determined through a design-led approach and spatial framework diagram included in the SPD. These new homes are to be supported by a range of infrastructure and community facilities and services.
6. The majority of the land allocated by Policy SS/7 is subject to an option agreement with Countryside Properties (UK). An outline planning application for the development of a new village at Bourn Airfield was submitted in September 2018, with all matters reserved except for the principal highways junctions from the St Neots Road roundabout and onto the Broadway. There are some differences between the site allocated in the Local Plan (and the Major Development Site it identifies) and for which guidance is provided in the draft SPD, and the submitted planning application. This will be a matter for separate consideration through the planning application process.
7. The existing employment area on the site is owned by Diageo Holdings (the former Thyssen Krupp site) and an outline planning application has recently been submitted for its development for B1 business uses. The DB Group (formerly David Ball group) have stated that at this stage they intend to remain in this location, and are currently considering their future prospects and plans.
8. On adoption the SPD will become a material planning consideration in the determination of planning applications for the development of the site. The adopted Local Plan 2018 requires the preparation of an SPD to add detail and guidance in support of Local Plan policy SS/7. The Council's position is that the determination by Planning Committee of planning applications covering the site cannot take place until there is considerable certainty as to the content of the SPD.

Considerations

Engagement during preparation of the Draft SPD for consultation

9. The draft SPD has been prepared jointly by consultants Arup and the Council, to provide a clear framework to assist decision making relevant to the delivery of the new village.
10. Two sets of engagement workshops were held during the preparation of the draft SPD. The first set of sessions were held in October/November 2018 and sought to re-introduce the SPD, the initial preparation of which had been paused whilst the Local Plan examination process was concluded and the Local Plan adopted. There was also an opportunity to share initial views on the key matters to be addressed. For each set of workshops a separate session was held for technical stakeholders, landowners/agents and community representatives. The second set of workshops, held in February 2019, discussed a draft Vision and set of Objectives, and raised a debate around spatial choices.

11. A summary of the issues raised and the way in which the draft SPD has responded to the workshops is included in the Consultation Statement (Appendix C).
12. A member briefing was held on 9 May 2019, to provide an opportunity for Members to understand the content of the SPD and steps leading towards its adoption.
13. Scrutiny and Overview Committee received the draft SPD on 21 May 2019 for comment. Committee did not feel it could endorse the draft SPD and raised concerns about:
 - Transport, including in regard to junction access to the A428, modal shift, the provision of new transport infrastructure and proposed public transport services;
 - Health care;
 - The location of the village centre and its nature;
 - Provision for young people and the aged; and
 - The green buffers between the new village and its neighbours Highfields/Caldecote and Cambourne
14. Officers have carefully reviewed the SPD in the light of the comments of Scrutiny and Overview Committee and in Appendix D provide a detailed summary of the comments made, together with a response to each comment and a number of consequential proposed changes to the draft SPD.
15. A particular issue raised by Scrutiny and Overview Committee was in relation to the road access to the new settlement, suggesting that there should be a new junction onto the A428 dual carriageway. This is not part of the Local Plan policy requirements on the new development and was not a requirement arising from the evidence supporting the Local Plan or through the examination process. Highways England has advised that there is no strategic case for a new junction onto the A428.
16. The draft SPD is consistent with the Local Plan policy and the evidence supporting the plan and tested through the examination process. The role of an SPD as set out in regulations is to provide guidance about environmental, social, design and economic objectives which are relevant to a Local Plan allocation. A new junction onto the A428 would be a substantial additional requirement beyond those included within the detailed Local Plan policy and its impacts on the overall delivery of the new settlement in terms of timing and costs would be so fundamental that it would reasonably have been expected to have been considered through the Local Plan process.
17. For these reasons and the additional response included in Appendix D, no changes are proposed on this issue and it is considered appropriate to bring this report to Cabinet for its consideration on the appropriate way forward for the draft SPD.

Structure and Content of the draft SPD

18. The draft SPD establishes a vision for the new settlement, and strategic development objectives. It includes an indicative spatial framework diagram to guide master planning of the site. It includes a detailed analysis of the existing site context including development constraints and opportunities from the assets already present on the site. It identifies guiding principles and key fixes that should be used to inform development.
19. In combination, these overarching design principles aim to deliver a settlement that will prioritise sustainable movement across the new village, creating walkable mixed

use neighbourhoods that are of the highest quality, permeable and centred around a convenient, attractive and flexible public transport network. A key principle underpinning the allocation of the site in the Local Plan is the connectivity of the new village by high quality public transport to jobs and services in and around Cambridge, including through connections with orbital routes to the north and south of Cambridge. The GCP Cambourne to Cambridge scheme will provide that connectivity and the scheme has developed alongside the preparation of the Local Plan and SPD. It remains the intention of GCP to open the scheme by 2024. By designing in a comprehensive walking, cycling and public transport network from the early stages of development, the aim is for the new village to have a positive impact on travel behaviour and in turn minimise the impact of the settlement on the surrounding highway network and nearby communities.

20. The draft SPD also sets out a framework for creating a mixed community where a wide range of housing typologies, forms and tenures should be delivered to meet the housing needs of the area. This includes affordable housing and specialist housing including for older people. These housing types would be supported by timely provision of social, recreational and cultural facilities.
21. In addition, the SPD outlines other vital infrastructure and facilities required to create a successful settlement. These include a multifunctional green network of amenity and natural spaces, a significant amount of play space for children and young people as well as more formal outdoor sports facilities.
22. The draft SPD details that new development would be expected to demonstrate excellence in sustainable design and exceed the Council's existing standards in the adopted Sustainable Design and Construction SPD. Buildings across the site will be expected to be designed and built to be energy efficient and use the latest technology and design methods to minimise the impact of the development on the local and wider environment.
23. The draft SPD incorporates an Infrastructure Delivery Plan (IDP) which sets out the infrastructure requirements to support the new settlement and how these infrastructure projects can be funded and secured as part of the development management process.
24. The SPD has been prepared to guide a comprehensive approach to development and infrastructure across the whole site.
25. A number of amendments are proposed to the draft SPD considered by Scrutiny and Overview Committee (Appendix A), as contained in Appendix B. These are for a number of reasons, including arising from comments of Scrutiny Committee, to reflect informal comments received from a number of stakeholders, and technical refinements and corrections. It is recommended that these changes are incorporated into the SPD for consultation.

Draft Strategic Environmental Assessment and Draft Habitats Regulation Assessment Screening

26. The draft SPD will be subject to a draft Strategic Environmental Assessment and draft Habitats Regulations Assessment Screening Report to be published for consultation alongside the draft SPD, consistent with this Council's normal practice. If the screenings identify no likely significant effects arising from the draft SPD then there would not be a need for full SEA and /or HRA Appropriate Assessment before consultation could be undertaken. Following the results of consultation, a final SEA

and HRA Screening Report, and if necessary any full SEA and /or HRA Appropriate Assessment, would need to be completed before the SPD is adopted. Delegated authority is sought for the Joint Director of Planning and Economic Development to agree the draft technical screening assessments for consultation, in liaison with the Deputy Leader.

Consultation Arrangements

27. The consultation statement for the Draft Bourn Airfield New Village SPD is set out in Appendix C. It includes a summary of the engagement undertaken to date. It is proposed that, if the draft SPD is agreed for consultation by Cabinet and subject to the SEA and HRA Screening Report identifying no likely significant effects, a public consultation takes place commencing on Monday 17th June for a period of 6 weeks to Monday 29th July. Three public exhibitions are proposed to be held during the consultation period in Highfields/Caldecote, Bourn and Cambourne. Venues, dates and times to be notified in the consultation documentation. The public consultation will be carried out in line with the Council's emerging Statement of Community Involvement (SCI), and in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. Note that the SCI is proposed to be considered for adoption by Cabinet in July 2019.
28. The SPD will be accompanied by an Executive Summary and supporting contextual information which explains the relationship between the new Local Plan and the SPD, the role and status of the SPD, how it will contribute to the future of South Cambridgeshire, the provision of new homes (including affordable), what the wider planning and transport context is, how to comment and what we would particularly welcome comments upon.

Next Steps

29. If agreed for consultation, following the consultation period the representations received would be considered, and would be reported along with the SPD to Scrutiny and Overview Committee for consideration and Cabinet for decision, seeking agreement to adopt, subject to the results of consultation.

Options

30. Cabinet may decide to:
 - Approve the draft SPD and consultation statement for public consultation without amendments;
 - Approve the draft SPD and consultation statement for public consultation with amendments;
 - Not agree to publish the draft SPD for public consultation.

Implications

31. In the writing of this report, taking into account financial, legal, staffing, risk management, equality and diversity, climate change, community safety and any other key issues, the following implications have been considered: -

There are no significant financial, legal or staffing implications for the Council.

Climate Change

32. The Draft SPD provides further guidance on how the policy for the new village in the Local Plan should be implemented. It includes guidance on issues including

sustainable design and construction, energy efficiency, renewable and low carbon energy, water stress, sustainable waste management, and air quality.

Equality and Diversity

33. The SPD has been subject to Equality Impact Assessment (appendix E). The SPD, once adopted, will have a positive impact by providing a mix of houses and infrastructure to help meet South Cambridgeshire's needs.

Consultation responses

34. The draft SPD has been prepared following a series of workshops with technical stakeholders, landowners/agents and community representatives. Details are included in the consultation statement.

Effect on Strategic Aims

A. LIVING WELL

Support our communities to remain in good health whilst continuing to protect the natural and built environment

35. Bourn Airfield and the other strategic developments form a key part of the sustainable development strategy contained in the adopted Local Plan. Preparation of the SPD will help ensure that the site is built in a way that supports healthy lifestyles and protects and brings overall benefits to the natural and built environment.

B. HOMES FOR OUR FUTURE

Secure the delivery of a wide range of housing to meet the needs of existing and future communities

36. Bourn Airfield and the other strategic sites are a key part of the adopted Local Plan aim to support delivery of new homes to meet identified needs.

C. CONNECTED COMMUNITIES

Work with partners to ensure new transport and digital infrastructure supports and strengthens communities and that our approach to growth sustains prosperity

37. Preparing an SPD for the site means transport and digital infrastructure can be appropriately planned to accommodate growth.

D. AN INNOVATIVE AND DYNAMIC ORGANISATION

Adopt a more commercial and business-like approach to ensure we can continue to deliver the best possible services at the lowest possible cost

38. The proposed approach to preparation of the SPD reflects this strategic aim.

Background Papers

Where [the Local Authorities \(Executive Arrangements\) \(Meetings and Access to Information\) \(England\) Regulations 2012](#) require documents to be open to inspection by members of the public, they must be available for inspection: -

- (a) at all reasonable hours at the offices of South Cambridgeshire District Council;
- (b) on the Council's website; and

- (c) in the case of documents to be available for inspection pursuant to regulation 15, on payment of a reasonable fee required by the Council by the person seeking to inspect the documents at the offices of South Cambridgeshire District Council.

Adopted South Cambridgeshire Local Plan 2018

<https://www.scams.gov.uk/planning/local-plan-and-neighbourhood-planning/the-adopted-development-plan/south-cambridgeshire-local-plan-2018/>

Local Plan Inspectors Report 2018

<https://www.scams.gov.uk/media/12102/south-cambs-report-final.pdf>

Statement of Community Involvement

<https://www.scams.gov.uk/planning/local-plan-and-neighbourhood-planning/statement-of-community-involvement/>

21st May 2019 Scrutiny and Overview Committee Agenda item on the draft Bourn Airfield New Village SPD

<http://scams.moderngov.co.uk/ieListDocuments.aspx?CId=417&MId=7547&Ver=4>

Appendices:

Appendix A – Draft Bourn Airfield New Village Supplementary Planning Document

Appendix B – Recommended proposed changes to the SPD

Appendix C – Consultation Statement

Appendix D - Scrutiny and Overview Committee 21st May 2019 summary comments, officer response and consequential proposed changes

Appendix E – Equalities Impact Assessment

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