

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

6 December 2010

AUTHOR/S: Executive Director (Operational Services) / Corporate Manager - Planning and New Communities

S/6438/07/O - CAMBOURNE

Up to 950 dwellings, a neighbourhood/community building, ancillary public open space, formal play areas, internal access roads, pedestrian and cycle routes, and associated drainage and engineering infrastructure, including electricity sub-stations on land at Upper Cambourne for MCA Developments Ltd.

Recommendation: Delegated Approval

Date for Determination: 15th November 2007

A. Update to the report

Planning History

Please note that the heading for this section of the report was omitted. The planning history can be found on pages 9-12, paragraphs 43-59.

Agenda report paragraph number 59 (m)

Officers are able to confirm that work started on the sports centre on Wednesday 24th November, in accordance with the timetable set by planning committee.

Consultation

Agenda report paragraph numbers 75 and 77

The comments from Comberton (para. 75) and Elsworth (para. 77) parish councils date back to 2007. Both parish councils have since been contacted and have confirmed that they have no further comments to make.

Agenda report paragraph number 84

The Principal lead for Environment and Sustainability has provided feedback on the revised Renewable Energy Assessment on 3rd December 2010.

- He welcomes the clarity over wording relating to carbon reduction and the version of the Building Regulations that will be used and acknowledges that by registering the whole site under the less challenging 2006 Regs, the SAP 2005 methodology, including previous carbon conversion factors will be used throughout.
- Notes that the whole development will be built out under Code for Sustainable Homes (CfSH) Level 3 and that (under the 2006 Regs) this will satisfy SCDC Policy NE/1.
- Although the requirement for a 25% reduction in CO₂ emissions from Part L loads required under CfSH Level 3 will be assured through provision of 'as designed' and 'as built' certification. He notes that this target is not reached for the preferred energy efficiency and on-site renewables option (solar thermal only).

- Improvements in the 'energy efficiency' figure would also improve the likelihood of the solar thermal option delivering the full 10% CO₂ reduction under Policy NE/3 (as raised below).
- Reiterates previous comments relating to the potential for the installation of a 600kW wind turbine remain.
- Without a wind turbine the only option being presented relates to the provision of solar thermal panels across 90% of all the dwellings. He acknowledges that he made an error in reading the available roof-space data between PV and solar hot water panels previously and acknowledges that the solar orientation for hot water panels is of significantly less consequence than for PV panels.
- He remains concerned however, that even if a 90% coverage figure was achieved, the ability of solar hot water on its own to meet the 10% CO₂ reduction figure for on-site renewables is at best very marginal/optimistic. The assessment hinges upon realising the full 90% coverage.
- The assessment appears to significantly underplay the PV option – the panel coverage (m²) per property is very low – if this were adjusted for more typical domestic scale installations the CO₂ reductions would likely approach/achieve the NE/3 policy requirement.
- Ground source heat pumps are also not taken through into the final options. This is perhaps surprising as the REA does specify them as quite capable of meeting the NE/3 target through deployment in the 4 and 5 bedroom detached properties and SCDC's relevant SPD (previously signposted, District Design Guide: High Quality and Sustainable Development in South Cambs) lists this technology as acceptable in the context of NE/3.
- He welcomes agreement with the issue of community management of the income stream that should arise from the Government's Clean Energy Cashback Scheme.

In summary, there is a concern that the solar hot water option will not in itself fulfil NE/3. However, this reservation could be mitigated if the applicant is prepared to enter into (including assisting in funding) a focused piece of work with relevant partners to bring forward and implement the establishment of a 'Cambourne Community Energy Fund' (or similar) from the RHI/FiT revenues arising from the operation of renewable energy installations across the new development. In the first instance this would involve signing up to a specific Memorandum of Understanding that defined responsibilities and commitments to take this process through to fruition.

Agenda report paragraph number 86

The Development Officer has provided further comments on a proposed revised version of the Health Impact Assessment. She suggests various wording corrections in addition to noting the following:

- Information on how people feel about living in Cambourne can be supplied from the Cambourne Survey undertaken last year;
- People in Cambourne have specific health care needs that differ from other areas due to the high birth rate. She queries whether this has been taken into account;
- Notes that no guide or scout house building is planned for Cambourne;
- Reiterates query re. suggested Community Liaison Officer;
- Queries who will monitor and where appropriate, target training schemes to help address barriers to local employment, and the risk of developing pockets of inequality. She questions the suggestion that as there is no evidence that this is a risk.

Agenda report paragraph numbers 88 – 89

Environmental Health has commented on the Waste Management & Minimisation Strategy.

- It notes that it contains a number of inaccuracies, such as reference to the refuse and recycling service being based on black and green bins and a green box service, which ceased in October 2010, and reference to bi-monthly collections of instead of bi-weekly collections.
- There are also a number of instances where although the Design Standards Checklist indicates that the developer's proposals meet or commit the developer to meeting the requirements of the RECAP Waste Design Guide this is not reflected in the Strategy. The Strategy needs to meet or commit the developer to meeting the requirements of the Design Guide.
- The developer has not submitted the Assessment Criteria element of the Toolkit relating to their proposals for the construction of waste storage compound(s); and installation of Bring Site infrastructure, stating that the detailed proposals will be submitted as part of the reserved matters planning application. This is understandable given the level of detail that can be provided at this stage. It would wish to see the provision of the Assessment Criteria element of the Toolkit together with detailed proposals relating to the following areas conditioned such that development could not commence until these had been submitted and agreed by the LPA prior to any development:
 - Internal storage;
 - Waste storage points;
 - Waste storage infrastructure – location, land provision, ownership, maintenance;
 - Highway requirements;
 - Financial Contributions.

Agenda report paragraph number 94

No update from the Local Highway Authority – in relation to the Highway Agency's position in relation to traffic. Verbal comments will be provided.

Agenda report paragraph number 105

The Environment Agency has provided comments on 29th November 2010. It advises:

- That it has no objection, in principle, to the outline proposals for the additional 950 dwellings at Upper Cambourne.
- It reiterates the comments made in its previous letter which are summarised in the main report (paras. 105-110 Pg 33 & 34)

In relation to foul water drainage it further advises:

- It is continuing to work closely with Anglian Water to address input and output flow calculations and monitoring,
- It believes it is now in a position to agree a way forward and can remove its objection to the new development connecting to the Treatment Works.
- The following recommendations and comments still apply.
 - (a) Although it is satisfied at this stage that the proposed development could be allowed in principle, the applicant, in association with Anglian Water, will need to provide further information demonstrating that the proposed development can go ahead without posing an unacceptable flood risk and/or risk of pollution to the water environment.

- (b) As the matters referred to in the suggested planning conditions are not “reserved matters” as defined in the Town and Country Planning Act, 1990, it will be necessary to impose a separate condition for each issue to ensure that these matters are addressed by the future developers.
- It considers that planning permission should only be granted to the proposed development if planning conditions are imposed, as set out below:
 1. Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development, has been submitted to and approved in writing by the local planning authority.

The scheme shall be fully implemented and subsequently maintained, in accordance with the timing/phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed in writing by the local planning authority.

The scheme shall also include details of how the scheme shall be maintained and managed after completion.

Reason: To prevent the increased risk of flooding, to improve and protect water quality, improve habitat and amenity, and ensure future maintenance of the system.
 2. Development shall not begin until a scheme to provide an acceptable method of foul water drainage for the site has been submitted to and approved in writing by the local planning authority.

The scheme shall be fully implemented and subsequently maintained, in accordance with the timing/phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed in writing by the local planning authority.

The detail shall also demonstrate how the scheme will be fully monitored during implementation.

Reason: To prevent the increased risk of flooding and/or pollution of the water environment and to ensure no surface or ground water infiltration.
 3. Prior to occupation of the development, Phase 1 of the Land Drainage Solution for the Utton’s Drove Waste Water Treatment Works must be fully implemented or an appropriate alternative scheme submitted that must be agreed in writing by the local planning authority.

Reason: To ensure no increased risk of flooding downstream of the Treatment Works or pollution of the water environment.
- It recommends informatives, in relation to the above:
 1. Phase 1 of the Land Drainage Solution shall include all watercourse improvement works downstream of the Treatment Works to Webb’s Hole Sluice. It is agreed that no upgrade of the existing pump is

required for the additional 950 houses at Cambourne owing to the significant increase in capacity and erosion protection of the watercourse after its improvement.

2. Infiltration of ground or surface water has occurred in the existing Cambourne foul water drainage system. Any new system must have better monitoring during installation to ensure this does not occur with the proposed additional development area.

Agenda report paragraph number 110

Anglian Water's current position has been received:

- It acknowledges the hard work undertaken by MCA to rectify the drainage problem at Cambourne.
- Its observations suggest that there have been improvements; in particular, the system recovers much sooner after an overload event.
- The system still becomes overloaded after prolonged heavy rainfall. This would obviously be exacerbated by the addition of 950 new homes.
- It welcomes the plans by MCA to further address the ingress, which it considers to be systematic and logical. It generally concurs with the conclusions reached by MCA concerning the cause of the ingress.
- It is meeting WPS on 2nd December 2010 to begin the process of assessing the reduction in ingress as a result of the planned and previous works by monitoring flow within the system after rain fall.
- Part of this work will be to determine the level of system performance that would enable it to adopt the system and thus not object to future development.
- It summarises, the problems that exist in Cambourne are not yet resolved to a level that would (a) allow it to adopt the system and (b) if asked, allow it to support further development at this point in time. Taking into account the plans for future work it should review this early in the new year in the context of the flow monitoring it plans to undertake.

Agenda report paragraph number

The NHS's Health Improvement Specialist has advised in relation to the Health Impact Assessment, as follows:

"A new report: Joint Strategic Needs Assessment for Cambridgeshire Phase 4 – Summary Report has just been ratified by Cambridgeshire County Council Cabinet and the NHS Cambridgeshire's Board. This report provides a summary and update of the individual JSNAs that have been carried out to date...The last phase 4 included a JSNA on New Communities (forthcoming shortly) and the executive summary of this is included in the comprehensive report referred to above. As it is a new report it will not have been referred to in the HIA, but it will be a key future document and is referenced in this response.

Comments on the HIA

- In general, the report embraces a holistic approach to health and makes reference to the wider determinants of health such as transport, education, housing, crime, income and employment issues.
- It makes a number of suggestions as to how the report can be amended to improve it.

- The JSNA and Building Communities that are Healthy and Well addresses the issue of 'New Town Blues'. These documents point to the importance of community development support rather than just physical solutions.
- It acknowledges the agreement to fund the full health care planning contribution to expand the Monkfield Practice to ensure that the appropriate infrastructure and health care services will be in place to meet the needs of the new residents.
- It notes that only housing is being proposed in the new development area with potential new growth in the business park. It asks if there is provision / flexibility for homes to be used as work from home units / small business units?
- It queries how the Community Gains package proposed relates to S106 agreements – whether it is over and above or does it complement?
- The severity of road traffic accident injuries is reduced at lower speeds, therefore, is a 20mph limit being considered or proposed?
- A community worker to coordinate and facilitate activities is in accordance with the recommendations of the JSNA and Building Communities paper. The theme of these documents is to ensure coordination between new and existing workers with a community development role e.g. housing association staff, police community support officers, travel planners, community health staff, voluntary sector workers etc and ensure capacity is built across organisations to support the community. Rather than be too prescriptive it is important to work with community members to identify what is needed so that they are involved and are also part of the solution. The people proofing approach can be used to facilitate this.
- A residents' welcome pack is a useful resource but it is only one and a lot of store seems to be put on this.
- Liaison officer hand over. The focus is on mitigation for the construction phase but community development support may be needed well beyond this.
- The Health Action Plan should be redrafted with a less prescriptive approach and based more on the outcomes to be achieved rather than the detail on the processes.
- An important point to note is the phasing of occupation. In the early development, market housing was occupied first and those residents that moved into the social housing later found it difficult to integrate into what had become established and sometimes exclusive groups.

Planning Comments

Agenda report paragraph number 181

In reference to the update to paragraph number 105, above, officers are pleased that the Environment Agency is now able to support the proposal. The recommended planning conditions and informatives are noted. In relation to the second planning condition recommended, this seeks to secure a programme of monitoring the construction of drainage works: this is similar to draft condition 36 on page 75 of the Committee report.

Agenda report paragraph number 195

The comments of Anglian water are noted and in light of this, and the Environment Agency's comments (see above) the recommendation remains as per **paragraph 325** of the committee report.

Agenda report paragraph number 206

The comments of the NHS have been received in relation to the HIA (see above). Officers will forward all comments in relation to this document to the developer's consultant and seek the amendments set out.

The comments in relation to the need for a Community Development / Liaison Worker are noted. As explained in the main report (paras. 281-3, pg 58), Cambourne has a very well established Parish Council, a wide range of service providers who we will continue to work closely with to support existing and future residents. It has not been included within the S106 package offered, as provision for youth has been prioritised.

As referred to in the main report, a 20 mph hour speed limit has not been requested, however, officers will work with the LHA and parish council and if needed facilitate this being taken forward.

Affordable housing will need to be delivered throughout the development programme and will be secured through planning condition / S106. This will ease the problem of social integration referenced in the NHS's comments.

The changes and comments in relation to the HIA are not considered by officers to be such that, subject to a further amended document being received addressing the points raised, the application could not be refused. As noted in the main report planning conditions and the S106 will ensure that the development is carried out in accordance with the HIA's recommendations.

Agenda report paragraph number 288

It has been confirmed that the NHS has agreed the sum of money agreed to secure the extension to Sackville House.

Agenda report paragraph number 299

The comments of Environmental Health in relation to RECAP are noted and a revised submission will be sought; in addition a further planning condition has been recommended.

Other

As a result of discussions with the local Member, Cllr Morgan, officers will also explore with the applicant developing a strategy for delivering the golf course in the western valley, which whilst not within the application site area, the applicant has indicated it is happy to undertake.

Recommendation

Agenda report paragraph numbers 324-325

It is necessary to add to the recommendation set out at paragraphs 324-325

(c) Subject to:

- Revised D&AS report;
- Addressing the comments in relation to the Renewable Energy Assessment and further comments of the;
- Revisions to the Health Impact Assessment to the satisfaction of the Principal Lead Officer for Sport and Leisure and the NHS; and
- Discussions to secure a strategy for timing and delivery of golf course.

The following additional draft planning conditions are also to be added (summarised):

- Conditions recommended by the Environment Agency;

- Not more than 950 houses shall be built;
- Density in accordance with the approved phasing plans;
- Housing mix;
- Phasing inc. pepper-potting and commencement of affordable housing;
- Achievement of Code for Sustainable Homes Level 3 as a minimum;
- Timing of the works to provide the link to the Broadway;
- Car and cycle parking in accordance with TR/1 and TR/2;
- Provision of wheeled bin storage;
- Revision / removal of condition 8 and inclusion in S106 re. public art to require delivery at a point where residents will be able to influence and be involved in what is delivered;
- Assurance scheme for sign off of works built.
- Development in accordance with approved plans revision to condition 5);
- Submission of the RECAP Toolkit's Assessment Criteria element together with detailed proposals relating to specific areas
- Other safeguarding planning conditions, as required and as per (a) of the report.

B. Further Information received after publication of the agenda report.

All information should be in the public domain for five clear working days before the meeting. Under certain circumstances, the Chairman can agree to admit late information if

- Unforeseen Circumstances exist (this does not include administrative inconvenience), or
- it is urgent, or
- delay in taking the decision (in the light of all appropriate facts) could seriously prejudice the Council's or the public's interests

In this case, the above forms an update to the report to enable full consideration of all aspects of this proposal.

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