

CAMBRIDGESHIRE HORIZONS

Agenda Item No: 8

Progress Report on Major Developments and Infrastructure

To: **Joint Strategic Growth Implementation Committee**

Date: **21st July 2010**

From: **Director for Development**

Purpose: **For information – (FI)**

To update the Committee on progress in delivering major developments and strategic infrastructure projects.

Recommendation: **The Committee is invited to note progress and comment on the matters raised in the report.**

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1. OVERVIEW

- 1.1 Horizons and the authorities continue to work with partners on delivery of the major growth sites, with most activity focused on the southern fringe and north-west Cambridge.
- 1.2 Government revoked Regional Spatial Strategies, and the associated housing targets with effect from 6 July 2010.
- 1.3 **Housing Growth Fund (HGF) Capital Projects**
 - 1.3.1 The Housing Minister wrote to local authorities on 2nd July advising that Growth Funding has been safeguarded and no further reductions in capital allocations are proposed.
 - 1.3.2 The final tranche of Growth Fund will be transferred once we have satisfied the Minister that projects to be funded have been subjected to meaningful and ongoing community engagement, and will bring benefits to existing as well as new residents. A joint letter from Local Authority Leaders across Cambridgeshire was submitted to the Minister on 12th July.
- 1.4 **HCA Kickstart**
 - 1.4.1 The reserve list of schemes for Kickstart has been scrapped by Government, including the £5 million reserved for Glebe Farm. However, conversation with Countryside Properties suggests that the project can still go ahead quickly if the HGF equity investment can be confirmed.
- 1.5 **Major Infrastructure Projects**
 - 1.5.1 The County Council is continuing to press contractor BAM Nuttall Ltd to complete the **Cambridgeshire Guided Busway** but a hand over date remains to be agreed. It is expected that a County Council Scrutiny Committee will review of the project to learn any lessons from the contract once completed and a public report is expected to be presented to the Council's Cabinet in due course. The focus at present, however, is on completing the scheme and opening it to the public.
 - 1.5.2 The County Council's parts of the **Addenbrooke's Access Road** are practically complete. Opening of the road awaits the completion of the Boulevard within the Addenbrooke's site, which is due at the end of August provided the number plate recognition system to prevent through traffic becomes operational.
 - 1.5.3 **Chesterton Station** was to have been funded by the Regional Funding Allocation (RFA) with potential for delivery by 2015/16. Government has suspended all schemes to be funded through the RFA until after the Comprehensive Spending Review. Whilst

funding for such projects may be available in future it will probably be allocated on a national, rather than regional basis. The County Council and its partners are therefore exploring alternative means of funding the project.

1.5.4 Say something (neutral!) about status of A14?

1.6 Risk Management

1.6.1 The Strategic Risk Register (SRR) was reviewed by the Horizons Audit & Risk Management Committee (ARM) on 4 June 2010 when no changes were suggested. The highlight report at Appendix 1 sets out key changes made to the SRR since it was previously reviewed by ARM on 4 March 2010. Any further significant changes to the SRR will be reported orally.

1.6.2 The **Red Risks** are those with a score of 20 or more (out of 25), these being:

- 5.3 - Failure to manage traffic demand arising from growth (and failure to secure necessary funding). Joint Transport Forum is considering alternative funding streams following scrapping of the Transport Innovation Fund.
- 6.2 - Inability to secure early adequate infrastructure delays progress on growth sites. Horizons and the local authorities are all working on progressing major infrastructure schemes such as the Addenbrooke's Access Road and the Cambridgeshire Guided Busway. Other projects are in place to bring forward growth in the market towns, funded by Housing Growth Fund Capital, and with further infrastructure study work being funded from HGF Revenue.
- 7.2 - Inability to afford/provide services to meet demands arising from population growth, resulting in increased pressure on budgets and services for the wider community including existing residents. A Communities Infrastructure and Services Group has been set up for City, South Cambridgeshire and County to examine and manage the impact of rising demand for services from growth areas.
- 11.2 - Funding is not secured or used effectively. Local authorities secure appropriate developer contributions through section 106 agreements. A new section 106 monitoring system will be used to ensure payments are made in accordance with the agreed triggers. Horizons Board monitors the major expenditure of HGF on infrastructure projects and re-allocates any underspends to priority projects.
- 11.5 - Lack of capacity and resources in the authorities to manage growth effectively. Senior Officer Board is considering resourcing options for growth implementation.

2. SUMMARY OF PROGRESS WITH MAJOR DEVELOPMENT SITES

2.1 The Committee agreed to presentation of updates in an improved form through one-page summaries of key issues for each major site. These are attached at Appendix 2. The reports set out the current key issues for the fringe sites and the processes and procedures being used to take the projects forward. The Director for Development will use these update reports to highlight any particular issues upon which the Committee is requested to provide a steer or comment. Reports for the following are appended:

- **Glebe Farm**, Cambridge Southern Fringe
- **Clay Farm**, Cambridge Southern Fringe
- **Bell School**, Cambridge Southern Fringe
- **Trumpington Meadows**, Cambridge Southern Fringe
- **NIAB**, North West Cambridge
- **Cambridge University Site**, North West Cambridge.

2.2 Appendix 3 contains the updates for sites for which the one-page summary update reports are yet to be prepared.

3. QUALITY OF LIFE AND STRATEGIC INFRASTRUCTURE

3.1 Quality Charter for Growth

3.1.1 The Quality Charter for Growth programmes are overseen by the Quality Charter Steering Group (comprising Members and officers of the authorities, and a representative from Housing Associations). The programme for 2010-11 focuses on the new Cambridgeshire Quality Panel and the design and delivery of a Quality Charter Learning and Development programme and Prospectus for local authority officers and members.

3.1.2 At its first panel meeting on 25 June 2010, the Quality Panel considered the plans for Trumpington Meadows and the pre-application masterplan for the Cambridge University's development in North-West Cambridge.

3.1.3 Learning and development sessions linked to the '4 Cs' are being developed in collaboration with training facilitators and local partners, including sessions on public realm management, housing, design review, community building, sustainable transport & placemaking, and sharing learning from valuable projects across the county. The sessions will aim to consolidate and share

knowledge and work through identified problems and blockages facing developments in Cambridgeshire. An on-line prospectus is being designed to allow officers and members to identify and sign up to courses and will host all course materials.

3.2 Strategic Infrastructure

- 3.2.1 Cambridge Gateway (CB1) Project:** The County Council has submitted a planning application for the bus interchange and anticipates the granting planning permission in August 2010. Work on the site is expected to commence later this year with completion by mid-2011, using HGF capital. The interchange scheme has interdependencies with the link road between Hills Road and the station, which is reliant on funding from the Community Infrastructure Fund monies that were secured in 2008, and which are time-limited (the funds must be used by end March 2011).
- 3.2.2** The planning application for **The Hive** was submitted in early June and a decision is anticipated in September 2010. The project board is continuing to seek out alternative funding sources to enable the scheme to be completed in summer 2011.
- 3.2.3** The second draft of the **Green Infrastructure** (GI) Strategy is imminently due to be circulated to partner organisations (including through Member processes) for comments; these will inform a third draft, to be finalised later in 2010.

Appendix 1 - Key Changes to the Status of Risks and Mitigations since previous review of SRR (March 2010)

Risk	Risk Rating	Mitigation	Mitigation Status	Change	Commentary
1.2 Targets for new and affordable homes not met, including RSS and LAA targets, resulting in loss of future support from HCA and Government.	Amber (15)	1.2a - Continue to work with the Homes & Communities Agency.	Red	Amber to Red	Partnership to review implications of proposed abolition of RSS and associated targets - how do we manage the new approach?
1.3 Applications for development (including major growth sites) do not come forward to meet delivery timescales, leading to long-term shortfall in key sites and potential failure of Core Strategies.	Amber (15)	1.3b - Work with HCA on Northstowe proposals through eco town bid, Delivery Board, and the single conversation	Red	Amber to Red	Election purdah deferred decisions until May 2010; clarity emerging with Coalition statement and budget in June.
2.1 Uncertainty of development timescales delays the effective planning of children's services infrastructure and service provision within statutory timescales; and 2.2 Scale and nature of developments change. Proposed patterns of provision no longer meet the needs of the community	See table	County Children & Young People's Service officers have reviewed risks and mitigations associated with early provision of children services.	various	n/a	Changes reflect the top strategic risks in the County's specific risk register.
4.1 Easily accessible (strategic and local) open spaces not provided resulting in reduced ability to meet residents' needs.	Amber (12)	4.1c - Green Infrastructure review to inform policy decisions by local authorities	Amber	n/a	New mitigation added to replace previous 4.1a and b (deleted as Flood & Water Mgt Act is not key to provision of open spaces).
5.1 Highways network not improved to enable growth to happen, leading to insufficient highway capacity for major	Amber (15)	5.1d - Authorities to consider ways that Highways Act section 38 and adoptions	Green	n/a	New mitigation added.

Risk	Risk Rating	Mitigation	Mitigation Status	Change	Commentary
growth.		can be more rigorously pursued			
5.3 Failure to manage traffic demand arising from growth (and failure to secure necessary funding).	Red (20)	5.3c - Joint Transport Forum to consider investment priorities for Urban Challenge Fund and other funding sources.	Amber	No change	Mitigation re-worded to reflect work of the Joint Transport Forum following the scrapping of the Transport Innovation Fund.
10.1 Proposals for sustainable design are not implemented, resulting in low sustainability standards and poor character developments where people do not want to live.	Amber (16)	10.1c - Encourage delivery of homes to appropriate Code for Sustainable Homes levels as condition of loan/grant arrangements	Green	n/a	This is built into the Trumpington Meadows loan, and is in the draft of the Clay Farm equity deal.
10.3 Failure to address challenges of climate change, including risks of flooding, insufficient water supply, and excessive heat.	Amber (12)	10.3c – Develop Carbon Offset Fund mechanism	Green	n/a	Horizons Board agreed in March 2010 that a Carbon Offset Fund would be a good idea and work is being taken forward.
11.1 Opportunities not seized and/or barriers to development are not overcome	Amber (16)	11.1e - Refresh Horizons work programme	Green	n/a	Refresh of the final year of the 2008-11 Business Plan.

Appendix 2 - Major Growth Sites Summary Progress Reports

Major Growth Sites Summary Progress Report Glebe Farm		Prepared by Cambridgeshire Horizons		July 2010
Key Outcomes: - 350 homes; 40% affordable - Affordable housing to meet Code Level 4 (CfSH) -		Programme:		
		Next steps:		Date
		Complete Glebe Farm planning permission		July 2010
		Start infrastructure on site		tba
Status: <ul style="list-style-type: none"> JDCC resolved to grant full planning permission for Glebe Farm on 21 April 2010, subject to completion of the 106 agreement. Land regrading has commenced. 				

Key Issue	Timescale for resolution	Method of resolution	Comments
Complete 106 agreement and issue full planning permission	July 2010	Negotiation with developer	BPHA has requested some late changes
No HCA Kickstart funding	n/a	Decision by Countryside	Countryside Properties proceeding without Kickstart funding.
Service planning across authority boundaries must be joined-up (whole of Southern Fringe) to meet needs of residents and build community cohesion.	In time for first occupants in 2012	City establishing a community forum.	Forum in consultation with SCDC, County, parish councils.
Impact of possible location of Householder Waste Recycling Centre	Feb 2012	County Council	Principles determined through the waste local development framework in late 2010.

Major Growth Sites Summary Progress Report	Prepared by Cambridgeshire Horizons								
Clay Farm	Programme:								
Key Outcomes: <ul style="list-style-type: none"> - Up to 2,300 homes; 40% affordable - Affordable housing to meet Code Level 4 (CfSH) - Innovative use of public funds to secure social objectives (Cambridge Challenge, Rolling Fund, HGF, prudential borrowing). - Secondary school; new primary school and extension to existing primary school; co-located community, health and library facility. 	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr style="background-color: red; color: white;"> <th style="padding: 2px;">Next steps:</th> <th style="padding: 2px;">Date</th> </tr> <tr> <td style="padding: 2px;">Complete 106 & outline planning permission</td> <td style="padding: 2px;">July 2010</td> </tr> <tr> <td style="padding: 2px;">Complete HGF deal</td> <td style="padding: 2px;">Summer 2010</td> </tr> <tr> <td style="padding: 2px;">Start infrastructure on site</td> <td style="padding: 2px;">tba</td> </tr> </table>	Next steps:	Date	Complete 106 & outline planning permission	July 2010	Complete HGF deal	Summer 2010	Start infrastructure on site	tba
Next steps:	Date								
Complete 106 & outline planning permission	July 2010								
Complete HGF deal	Summer 2010								
Start infrastructure on site	tba								
Status: <ul style="list-style-type: none"> • Countryside moving forward with proposals for Clay Farm at 40% affordable housing using HGF equity investment. 									

Key Issue	Timescale for resolution	Method of resolution	Comments
Challenge of getting the required mix of houses and flats relative to density.	Sep 2010	City Council coordinating	Discussions ongoing between developer, councils, and BPHA (housing association) as part of design process
Need to agree and approve the Design Code.	Sep 2010	Joint Development Control Committee	
Need to complete Clay Farm outline planning permission and 106 agreement.	End July 2010	City Council coordinating	Parameters for 106 agreement established at the inquiry (no current need to refer back to Committee)
Completion of HGF loan/equity arrangement.	Summer 2010	Horizons	Negotiations continue. Agreed in principle. HGF loan to apply to Clay Farm .
Service planning across authority boundaries must be joined-up (whole of Southern Fringe) to meet needs of residents and build community cohesion.	In time for first occupants in 2012	City establishing a community forum.	Forum in consultation with SCDC, County, parish councils.
Spine Road application approval needed to permit major development to start	July 2010	City Council coordinating	(to be updated following Joint DC Committee meeting 14 July 2010)
Risk around payment of next tranche of Housing growth Fund Capital (2010/11)	July 2010	Government announcement	Payment expected in response to letter from council leaders to Housing Minister of 12 July 2010

Major Growth Sites Summary Progress Report Bell School, Cambridge	July 2010
Prepared by Cambridgeshire Horizons	

Status:

- **Joint Development Control Committee resolved to grant full planning permission subject to completion of the 106 agreement.**

<p>Key Outcomes:</p> <ul style="list-style-type: none"> - 350 homes; 40% affordable - Affordable housing to meet Code Level 4 (CfSH) - Contributions to community and education facilities 	<p>Programme:</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr style="background-color: red; color: white;"> <th style="width: 80%;">Next steps:</th> <th style="width: 20%;">Date</th> </tr> </thead> <tbody> <tr> <td>Complete planning permission and 106</td> <td>July 2010</td> </tr> <tr> <td>Start infrastructure on site</td> <td>tba</td> </tr> <tr> <td> </td> <td> </td> </tr> </tbody> </table>	Next steps:	Date	Complete planning permission and 106	July 2010	Start infrastructure on site	tba		
Next steps:	Date								
Complete planning permission and 106	July 2010								
Start infrastructure on site	tba								

Key Issue	Timescale for resolution	Method of resolution	Comments
Complete the outline planning permission and 106 agreement	July 2010	City Council leading	
Owners not signed up to Cambridgeshire Partnerships for affordable housing.	July 2010	Part of 106 agreement process	Draft 106 agreement allows flexibility for owners to select affordable housing provider
Service planning across authority boundaries must be joined-up (whole of Southern Fringe) to meet needs of residents and build community cohesion.	In time for first occupants in 2012	City establishing a community forum.	Forum in consultation with SCDC, County, parish councils.
Owners to sell on to housebuilder	To be determined by the owners		

Major Growth Sites Summary Progress Report **July 2010**
Trumpington Meadows **Prepared by Cambridgeshire Horizons**

Key Outcomes:

- 1200 homes (480 affordable, 720 market); country park; primary school with community facilities
- Affordable housing to meet Code Level 4 (CfSH)
- Buildings and spaces of high quality design and sustainability.
- Programme influenced by Horizons loan agreement
 - o 100 homes 1 September 2012
 - o 200 homes 1 September 2013
 - o 300 homes 1 September 2014.

Programme:

Next steps:	Date
Commencement of infrastructure on site	Late summer '10

Status

- **Outline planning permission granted for whole site; section 106 and HGF loan agreements complete. Housing Growth Fund loan drawn down and Design Code agreed by Joint DC Committee June 2010. Primary school design commenced. Design received helpful and supportive review by Horizons Quality Panel in June 2010.**

Key Issue	Timescale for resolution	Method of resolution	Comments
Design code agreed by Joint DC Committee to be signed off by Director and chair of committee	July 2010	Internal process	Director of Joint Planning leading.
Service planning across authority boundaries must be joined-up (whole of Southern Fringe) to meet needs of residents and build community cohesion.	In time for first occupants in 2012	City establishing a community forum.	Forum in consultation with SCDC, County, parish councils.
Delivery of primary school with community facilities	Sep 2012	County application and procurement processes	Next stage: Workshop 16 July 2010.

Major Growth Sites Summary Progress Report **July 2010**
NIAB – Cambridge North-West **Prepared by Cambridgeshire Horizons**

Key Outcomes:

- 1593 homes; 40% affordable
- Affordable housing to meet Code Level 4 (CfSH)
- New primary school; co-located community, health and library facility.
- Secondary school and a further primary school planned on NIAB2

Programme:

Next steps:	Date
Outline Planning Application to JDCC	July 2010
Complete section 106 agreement	tba
Start major infrastructure on site	tba
First occupations (frontage site)	Summer 2011

Status:

- **Construction commenced on frontage development of 187 homes (30% affordable) supported by National Affordable Housing Programme. (to be updated following Joint DC Committee meeting 14 July 2010)**

Key Issue	Timescale for resolution	Method of resolution	Comments
Viability of development.	July 2010	City Council to coordinate with Horizons support.	Discussions continue up to Joint DC Committee meeting 14/7/2010.
Provision and procurement of community facility building.	(dependent on development programme)	Authorities and PCT to form a view	Barratt proposes to provide health facility on commercial basis; Library to be on peppercorn rent basis.
Retail provision for North-West Quadrant.	July 2010	City Council and SCDC Member processes	To be updated following report to City and SCDC Members 13 July 2010. To be followed by consultation and further Member review.
Service planning across authority boundaries must be joined-up (whole of North West).	Ongoing - in time for first occupants	Community Infrastructure and Services Group	Ultimately to include waste collection and management of public realm.
Funding for Secondary school, including cost of the site.	To be included in S106 agreement	City Council to coordinate with Horizons support.	
Deferral of A14 widening/improvements.	tba	Government announcement	Highways Agency directive limits development of this site to 350 homes prior to A14 widening/improvements.

**Major Growth Sites Summary Progress Report
North West University Site**

Prepared by Cambridgeshire Horizons

Key Outcomes:

- 1500 private market homes, 1500 key worker homes, 2000-bed student accommodation.
- All housing to meet Code Level 5 (CfSH) through combination of district heating and micro-renewables.
- 100,000 sqm research capacity and University facilities.
- Buildings and spaces of high quality design and sustainability.
- No more than 40% of trips to work by car

Programme:

Next steps:	Date
Resolution of issues raised in PS's letter	Sept 2010
Outline planning application submission	Dec 2010
Determination of outline planning application	Mid-2011

Status:

- **Masterplan being finalised, but received helpful and supportive review by Horizons Quality Panel in June 2010. Outline planning application being prepared.**

Key Issue	Timescale for resolution	Method of resolution	Comments
Approach to housing mix and layout and relationship with Key Worker lettings policy to be agreed	Summer 2010	Close liaison with members.	
Provision of secondary education.	When permission is issued for NIAB1	Project Planning Team.	
Retail and hotel provision for NW Quadrant	July 2010	City Council and SCDC Member processes	To be updated following report to City and SCDC Members 13 July 2010. To be followed by consultation and further Member review.
Service planning across authority boundaries must be joined-up (whole of NW quadrant).	Ongoing - in time for first occupants	Community Infrastructure and Services Group and NW Community Forum	Ultimately to include waste collection and management of public realm
Need to resolve detailed planning issues in North West corner of site, western edge.	Autumn 2010.	Project Planning Team. Member processes tbc.	Challenging area for residential uses.
Transport impact and mitigations to be assessed	Dec 2010	Transport assessment; workshop	Assessment to include impact of additional cycles on city centre.
Deferral of A14 (work suspended by Government)	tba	Government announcement	

Appendix 3 – Updates for growth sites for which the one-page Summary Progress Reports have not yet been compiled.

1. Cambridge East

- 1.1** The Marshall Group, working with Horizons, the local authorities and government, has explored several alternative sites for its aerospace business, including Mildenhall, Waterbeach, and Wyton. None of these has proven to be feasible in the company's view and Marshall therefore announced before Easter that the airport and aerospace operations will remain on the current site for the foreseeable future, although the company has not ruled out that the circumstances may change.
- 1.2** The authorities are assessing the impact overall growth strategy of the loss of Cambridge East as the largest strategic development site in the Cambridge sub-region, in terms of providing the homes and facilities Cambridge needs in a highly sustainable location. The policy implications of this decision will need to be discussed collectively by the local authorities through the appropriate fora.

2. Cambridge Northern Fringe (East)

- 2.1** The development of a new Area Action Plan for Cambridge Northern Fringe (East) will need to take account of Government's proposals to reform the planning system over the next year. Central Government guidance is awaited.

3. Orchard Park

- 3.1** Development continues at Orchard Park with over 600 of the planned 900 homes on the development now occupied.
- 3.2** The results of the North West Quadrant Retail study will help to inform the approach to the local centre. The study was considered by Cambridge City Council and South Cambridgeshire District Council on 13 July 2010. There is to be a public consultation and further council consideration in the Autumn.