

# Cabinet



*St Edmundsbury*  
BOROUGH COUNCIL

<b>Title of Report:</b>	<b>Recommendations of the Sustainable Development Working Party: 3 September 2015</b>	
<b>Report No:</b>	<b>CAB/SE/15/057</b>	
<b>Report to and dates:</b>	<b>Cabinet</b>	8 September 2015
	<b>Council</b>	22 September 2015
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<b>Purpose of report:</b>	On 3 September 2015, the Sustainable Development Working Party considered the following substantive items of business:  (1) Haverhill Town Centre: Masterplan;  (2) North-East Haverhill: Masterplan; and  (3) South-East Bury St Edmunds Strategic Site: Masterplan.	

<b>Recommendations:</b>	<p>It is <b>RECOMMENDED</b> that subject to the approval of full Council:</p> <p>(1) <b><u>Haverhill Town Centre: Masterplan</u></b></p> <p>The Masterplan for Haverhill Town Centre, as contained in Appendix A to Report SDW/SE/15/007, be adopted as a Supplementary Planning Document.</p> <p>(2) <b><u>North-East Haverhill: Masterplan</u></b></p> <p>The Masterplan for North-East Haverhill, as contained in Appendix A to Report SDW/SE/15/008, be adopted as non-statutory planning guidance; and</p> <p>(3) <b><u>South-East Bury St Edmunds: Masterplan</u></b></p> <p>The Masterplan for the South-East Bury St Edmunds strategic land allocation, as contained in Appendix A to Report No: SDW/SE/15/009, be adopted as non-statutory planning guidance, subject to the reinstatement of the site of the proposed Gypsy and Traveller accommodation as originally proposed in the earlier draft Masterplan.</p>
<b>Key Decision:</b>  <i>(Check the appropriate box and delete all those that <b>do not</b> apply.)</i>	<p><i>Is this a Key Decision and, if so, under which definition?</i></p> <p>Yes, it is a Key Decision - <input type="checkbox"/></p> <p>No, it is not a Key Decision - <input checked="" type="checkbox"/></p> <p>As they are full Council decisions.</p>
<b>Consultation:</b>	<ul style="list-style-type: none"> <li>• See Reports: SDW/SE/15/007 to 009</li> </ul>
<b>Alternative option(s):</b>	<ul style="list-style-type: none"> <li>• See Reports: SDW/SE/15/007 to 009</li> </ul>
<b>Implications:</b>	
<p><i>Are there any <b>financial</b> implications? If yes, please give details</i></p>	<p>See Reports: SDW/SE/15/007 to 009</p>
<p><i>Are there any <b>staffing</b> implications? If yes, please give details</i></p>	<p>See Reports: SDW/SE/15/007 to 009</p>
<p><i>Are there any <b>ICT</b> implications? If yes, please give details</i></p>	<p>See Reports: SDW/SE/15/007 to 009</p>
<p><i>Are there any <b>legal and/or policy</b> implications? If yes, please give details</i></p>	<p>See Reports: SDW/SE/15/007 to 009</p>
<p><i>Are there any <b>equality</b> implications? If yes, please give details</i></p>	<p>See Reports: SDW/SE/15/007 to 009</p>

<b>Risk/opportunity assessment:</b>		<i>(potential hazards or opportunities affecting corporate, service or project objectives)</i>	
<b>Risk area</b>	<b>Inherent level of risk</b> (before controls)	<b>Controls</b>	<b>Residual risk</b> (after controls)
See Reports: SDW/SE/15/007 to 009			
<b>Ward(s) affected:</b>		See Reports: SDW/SE/15/007 to 009	
<b>Background papers:</b> <i>(all background papers are to be published on the website and a link included)</i>		<a href="#">Sustainable Development Working Party: 3 September 2015</a> Reports: SDW/SE/15/007, 008 and 009	
<b>Documents attached:</b>		None	

## **Key issues and reasons for recommendation(s)**

### **1. Haverhill Town Centre: Masterplan (Report No: SDW/SE/15/007)**

- 1.1 Policy HV19 of the Haverhill Vision 2031 Development Plan Document identifies a requirement for the development of a town centre masterplan to set the context for the regeneration of the central area and provide the framework for individual development proposals to come forward.
- 1.2 One Haverhill was asked by St Edmundsbury Borough Council to lead on the development of a town centre Masterplan for Haverhill. A One Haverhill Masterplanning Core Group (OHMCG), chaired by Cllr Alaric Pugh, was set up and meets on a fortnightly basis to monitor the development of the masterplan.
- 1.3 In late December 2014 One Haverhill appointed David Lock Associates (DLA), specialists in town planning and urban design, to develop the Haverhill Town Centre Masterplan.
- 1.4 DLA prepared a Haverhill Town Centre Masterplan Issues and Options Report to provide baseline data for the preparation of the masterplan document. This went out to consultation between 9 March and 17 April 2015, which included drop-in sessions and surgeries for stakeholders, a stall on Haverhill Market together with a number of sessions with community groups and the general public at a variety of venues and businesses in the town. The information received was used to inform the preparation of the draft Haverhill Town Centre Masterplan.
- 1.5 The draft Haverhill Town Centre Masterplan document was prepared by DLA and approved for consultation by Cabinet at its meeting on 28 May 2015. The document identifies an overall strategy based upon four interlinked character areas or quarters. Although each has a different focus based on a mix of uses, the boundaries between them are indicative allowing for flexibility. It also considers development opportunities, including those sites identified by Policy HV7 (Mixed Use Development of Brownfield Sites) of the Haverhill Vision 2031 document, but also other potential opportunities. It provides positive guidance rather than being prescriptive, which should assist in bringing forward sites for development in a positive manner. The guidance is aimed both at private landowners/development interests and public realm opportunities and concludes with a delivery strategy.
- 1.6 The draft Masterplan incorporating post-public consultation amendments is contained in Appendix A of Report SDW/SE/15/007. Post-public consultation amendments are annotated as additions and ~~deletions~~.
- 1.7 The formal consultation process on the Draft Masterplan commenced on 8 June 2015 and ran to 17 July 2015 and included a range of community engagement events which involved in excess of 1,000 people. A total of 142 responses were received and these are contained in Appendix B to the report which can be accessed at <https://democracy.westsuffolk.gov.uk/ieListDocuments.aspx?Cid=185&MId=3050&Ver=4>  
The responses indicate overwhelming support for the document and its key

aims.

- 1.8 The Working Party welcomed the Masterplan document and acknowledged that the Borough Council would need to give full support towards its implementation. Officers noted Members' concern that a review of car parks in the Town Centre was required and undertook to direct this to the Overview and Scrutiny Committee's Car Parks Review Group.

## **2. North East Haverhill: Masterplan (Report No: SDW/SE/15/008)**

- 2.1 Land at North East Haverhill between Haverhill Road (A143) and Coupals Road B1061, is allocated in Policy CS12 of the adopted St Edmundsbury Core Strategy to accommodate long term strategic growth for Haverhill which would deliver around 2,500 homes, education, community, employment and leisure facilities together with strategic public open space. The allocation is developed further by Policy HV4 of the Haverhill Vision 2031 Development Plan Document.
- 2.2 Policy HV4 states that applications for planning permission will only be determined once a masterplan has been adopted by the local planning authority. A Concept Statement adopted by the Council, which provides the parameters and framework for the development of the site is included as Appendix 6 to the Vision Document.
- 2.3 The adopted Core Strategy identified the area for development that would:
- (a) maintain the identity and segregation of Kedington and Little Wratting;
  - (b) provide new high quality strategic public open space and recreation facilities;
  - (c) protect by appropriate means the Scheduled Ancient Monument at Wilsey Farm;
  - (d) provide improved public transport, foot and cycle links to the town centre and other locally significant leisure, employment and service destinations;
  - (e) deliver additional education, community and leisure facilities to meet the needs of this development and is located in a way that can achieve positive integration with the wider area;
  - (f) deliver around 2,500 homes of mixed tenure and size, including affordable homes; and
  - (g) provide opportunities for B1 use class local employment.
- 2.4 A draft masterplan has been prepared by consultants acting on behalf of the landowner. Public consultation was carried out in May and June 2015. Following consultation, the masterplan was amended in light of some of the comments received. The draft masterplan is attached at Appendix A to Report SDW/SE/15/008 together with an annotated post consultation text only version (Appendix B), which identifies **additions** and ~~deletions~~.
- 2.5 In developing the masterplan, the agent acting on behalf of the landowner engaged with a variety of individuals and organisations who had expressed an interest during the formulation of the concept statement. Details of this engagement are included in the Statement of Community Involvement which forms Appendix C which because of the size of the document had not been

circulated to the Working Party but can be accessed on the following link:  
<https://democracy.westsuffolk.gov.uk/ieListDocuments.aspx?Cid=185&Mid=3050&Ver=4>

- 2.6 The resulting masterplan is one which has been formulated taking account of a range of opportunities and constraints. The shape of the development is largely dictated by the topography, formed by a small valley running from the north-west to the south-east. The brook which formed this valley is the focus for a green corridor running the entire length of the site, which is linked through a network of connected green corridors to the existing urban fabric of Haverhill and the countryside beyond. The topography will also serve to screen the development from the main part of the village of Kedington, located in the adjacent Stour Valley, but will be further enhanced by perimeter planting. However, the development area is clearly visible from Calford Green (within the parish of Kedington). For this reason, the adopted concept statement required the provision of a green buffer. This has been developed further by the masterplan to create a Country Park.
- 2.7 The masterplan includes two community hubs which will provide local facilities such as schools, convenience stores, health and other community facilities to meet the demands arising from the development. These are strategically located to be accessible from the entire site. The precise facilities required and the timing of their delivery will be determined through the planning application process.
- 2.8 The masterplan identifies that development of the site is likely to be carried out in three distinct phases.
- 2.9 During the course of consultation, a group of residents from Kedington lodged objections to the masterplan based upon the principle of development rather than the content of the masterplan itself. It would appear that these individuals were unaware of the existing allocated status of the site and the statutory process which had been undertaken over a number of years which included an examination in public. Councillor Karen Richardson, as Ward Member, expanded on the village's concerns. Officers advised that many of these concerns were already addressed by the Masterplan.
- 2.10 In response to some Members' concerns that the town's current infrastructure would be unable to cope with the proposed development, Officers referred to the adopted infrastructure Delivery Plan which had the intention of ensuring that infrastructure would be provided progressively as development took place. The provision of North-West Relief Road had been guaranteed through a Section 106 Agreement and Bond.

### **3. South East Bury St Edmunds Strategic Development Site: Masterplan (Report No: SDW/SE/15/009)**

- 3.1 Land at South-East, Bury St Edmunds between Rougham Hill and Sicklesmere Road is allocated in Policy BV7 of the Vision 2031 Development Plan Document for the town for a residential development site (with ancillary uses including a primary school and community hub/s). The land allocation responds to the more strategic policy CS11 of the Core Strategy.
- 3.2 Policy BV7 states that applications for planning permission will only be

determined once the masterplan for the whole site has been adopted by the local planning authority. The masterplan should be prepared in accordance with the content of the adopted concept statement unless a material change in circumstances indicates otherwise.

- 3.3 The general location of the Masterplan site was identified for development as part of the town's strategic growth and is included in the Core Strategy. The site boundaries were not identified by the policy. These were to be set via an Area Action Plan. The Policy envisaged that development at South-East would be realised in the long term and sought development that:
- (a) positively uses the framework for new development provided by the existing natural environment and character of the area including maintaining significantly important open spaces that provide the setting of the historic centre;
  - (b) makes a positive contribution to reducing the potential for flooding both in the area and downstream in the Lark Valley;
  - (c) contributes to reducing congestion at appropriate junctions on the A14 in Bury St Edmunds;
  - (d) delivers a relief road that reduces levels of through traffic using the A134 Rougham Road and Sicklesmere Road;
  - (e) provides improved public transport, foot and cycle links to the town centre and north towards the A14 and strategic employment sites;
  - (f) provides new high quality strategic public open space and recreation facilities;
  - (g) delivers additional education, community and leisure facilities to meet the needs of this development and is located in a way that can achieve positive integration with the wider area; and
  - (h) delivers around 1,250 homes of mixed tenure and size, including affordable homes;
- 3.4 The adopted Bury St Edmunds Vision 2031 Document, allocates 74.9 hectares of land at South East, Bury St Edmunds for strategic development and defines the extent of the site (red lined boundaries). A 'buffer' is identified on the Proposals Map between the north and south portions of the site, which the policy identified could provide a variety of uses. These may include amenity/recreational open space, agricultural land, landscaping, and Sustainable Urban Drainage System (SUDS). The policy also confirms planning applications will only be determined once a Masterplan for the whole site has been adopted.
- 3.5 A Concept Statement which set out a vision for the Masterplan was prepared in 2013 and was the subject of consultation.
- 3.6 A draft masterplan has been prepared by consultants acting on behalf of the site landowners. Public consultation was carried out in May/June 2015 and the masterplan has been amended in light of some of the comments received. The document is attached as Appendix A to Report SDW/SE/15/009 and incorporates post-public consultation amendments. The document is comprised of the draft document, illustrative Masterplan, junction improvements Masterplan (illustrative to inform (but not commit) improvements to the local highway network) and a Sustainability Appraisal. Appendix B to the report contains the Statement of Community Involvement (July 2015) prepared by

'Athene Communications' and is available via the following link:  
<https://democracy.westsuffolk.gov.uk/ieListDocuments.aspx?CIId=185&MIId=3050&Ver=4>

- 3.7 A Framework Plan is included which responds to Vision 2031 objectives, work undertaken by the Prince's Foundation and to the environmental and technical constraints and opportunities which exist. It goes on to discuss: (i) building scale, density and character; (ii) access and movement; (iii) landscape, open space and ecology; and (iv) sustainability before exploring how the Masterplanned development could be implemented, including an outline of phasing. An illustrative Masterplan of the site is included to demonstrate how development of the site could be approached.
- 3.8 The illustrative Masterplan contains two community hubs. In the northern neighbourhood, commercial (retail) and community uses would be the focus of the development. The higher density and taller (three-storey) development would be positioned close to the hub. A further hub is shown in the south neighbourhood including a new primary school, community hall/sports pavilion and sports pitches. The consultation version of the Masterplan document identified a potential Gypsy and Traveller site within the community woodland area adjacent to the lorry park at the extreme north of the site. After receiving a number of adverse comments from members of the public to the identification of the site alongside representations in support from a Gypsy family and confirmation from the landowner that they are a willing party, the developers opted to delete the indicative site and replace it with text confirming such provision would be explored at the time of development (as per the requirements set out in the Concept Statement).
- 3.9 Officers reported receipt of a letter from the developers which sought changes to Section 9 (Implementation) of the Masterplan. The Working Party agreed that the Words in parenthesis in the reference to Phase 1, i.e. '50 in the northern and southern neighbourhoods', be deleted. In relation to the reference to Phase 3, threshold of houses to be provided before completion of the relief road and primary school, the Working Party did not accept the proposed change.
- 3.10 Officers also reported receipt of letters requesting that the proposed site for Gypsy and Traveller accommodation be reinstated in the masterplan.
- 3.11 Receipt of a draft Transport Plan for Bury St Edmunds produced by Suffolk County Council was also reported. This contained proposed junction improvements which would be required in connection with the NE Bury St Edmunds Strategic Site. These corresponded with the reference to Illustrative Junction Improvements included within the Masterplan.

#### **4. Summary**

- 4.1 For all three Masterplans Officers are satisfied that the documents have been prepared in accordance with the Vision 2031 Development Plan and the Councils Protocol for Preparing Masterplans.