

Swavesey Neighbourhood Plan 'Scoping the Plan' workshop report – 19 February 2018

1. Introduction

This report provides an account of the 'scoping the plan' workshop.

The objectives of the workshop were to:

- help reach consensus on broad themes to be covered in NP
- inform the development of a shared vision for the area.
- identify issues which must, could and cannot be addressed by the NP
- agree next steps

The report summarizes the discussions that took place and the key outcomes agreed. It also draws on some key source documents that were produced in preparing for the workshop. These were:

'Analysis of the Swavesey Pre-consultation Questionnaire', Swavesey neighbourhood Plan Group, January 2018

'A Demographic & Socio-Economic Review of Swavesey', Cambridgeshire ACRE, January 2018

'Swavesey Neighbourhood Plan: The Planning Policy Context', Cambridgeshire ACRE, December 2017

The final section of the report goes beyond the workshop and uses subsequent discussions within Cambridgeshire ACRE to recommend a draft framework for the Swavesey Neighbourhood Plan.



The following people attended the workshop.

On behalf of the Swavesey Neighbourhood Plan Group: John Adams; Chas Barclay; Vicki Bidwell; Richard Hart; Doug Hunt; Linda Miller; Martin Johnston; Glynn Jones; Sandie Smith; Sharon Sumner; Stuart Websdale; Peter Wilderspin; Warren Wright.

On behalf of Cambridgeshire ACRE: Mark Deas, Natalie Blaken (Nupremis Cambridge Ltd), Rachel Hogger (Modicum Planning Ltd)

2. Swavesey SWOT analysis

A key starting point for the Neighbourhood Plan (NP) is to reach a consensus on the strengths, weaknesses, threats and opportunities of the area. The purpose of the plan will be (as far as is within its scope) to protect the strengths; recognise and manage the threats to these strengths; address the weaknesses and realise the opportunities to overcome the key weaknesses.

A draft SWOT was presented to the workshop. This was based on the reports produced prior to the workshop. The following table represents an updated version reflecting the changes that were suggested in the workshop.

<p><u>Strengths</u></p> <p>Character & Heritage</p> <ul style="list-style-type: none"> • Sense of community (eg. clubs & societies) • History – iron age settlement. Key features include 11th C church, Manor House, Conservation Area (although much of historical part of village destroyed in 1912 Great Fire) • Rural setting and character • Safe (low crime rate) • Highly valued accessible rural landscape (lakes, nature reserve) <p>Good Location</p> <ul style="list-style-type: none"> • Tranquillity (village life) but access to city life – best of both worlds. Swavesey is a good location to get to other places from • Proximity of A14 makes Swavesey an attractive location for commuters and businesses <p>Economy</p> <ul style="list-style-type: none"> • Relatively wealthy parish with limited deprivation • Wide range of local employment opportunities <p>Schools</p> <ul style="list-style-type: none"> • Local schools have good reputation. Also, they are in close proximity to each other and centrally located which is practical for parents <p>Open space</p> <ul style="list-style-type: none"> • Green spaces (but a shortage of recreational space) <p>Getting Around</p> <ul style="list-style-type: none"> • Guided busway • Access around the village on foot/ cycle (but only for ‘fit & able’) 	<p><u>Opportunities</u></p> <p>Improved services/infrastructure?¹</p> <ul style="list-style-type: none"> • Significant s106 contributions secured from recent planning decisions • Make better use of Busway (eg. shuttle service from village) – needs to be more price competitive • Use additional development to deliver improved public transport service • Use additional development to introduce wider flood risk management • Increased housing could make neighbourhood centre/ local services more viable • Additional recreational space could be provided as part of new development (previous allocation in emerging Local Plan removed) <p>Open space</p> <ul style="list-style-type: none"> • More pro-active management of green spaces to increase their community benefits including personal well-being <p>Economy</p> <ul style="list-style-type: none"> • More space for business use could help to create a more sustainable community
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¹ The relocation of the primary school to open up a central site in the village was suggested in the pre-consultation survey but it is understood that this opportunity has been missed as potential alternative sites have been permitted for housing development

<p><u>Weaknesses</u></p> <p>Getting Around</p> <ul style="list-style-type: none"> • Traffic congestion, speeding, parking (especially high street & hotspots) • Issues with lorries – using village high street as short cut and using Buckingway business park as overnight car park • High St also used as main through way for general traffic • Wheelchair accessibility – long linear village with some physical barriers <p>Traffic/parking issues</p> <ul style="list-style-type: none"> • Memorial Hall parking restrictions have exacerbated parking issues in High St • Traffic issues around primary school <p>Housing</p> <ul style="list-style-type: none"> • Range of housing doesn't match local needs – eg. shortage of affordable housing • House prices too high for local FTBs and those wanting to 'upscale' • Lack of specialist housing stock (eg. sheltered housing). Older people tend to leave village as limited opportunities for downsizing <p>Open space/recreation</p> <ul style="list-style-type: none"> • Limited recreational space/ facilities for teenagers <p>Flooding</p> <ul style="list-style-type: none"> • Flooding/ surface water run-off issues <p>Services</p> <ul style="list-style-type: none"> • Capacity of Medical facilities - many residents uses doctors surgeries in other villages 	<p><u>Threats</u></p> <p>Character</p> <ul style="list-style-type: none"> • Too much/ poor development spoiling character of Swavesey • Village 'heart' lost as development becomes more spread out and further away from centre <p>Traffic/parking issues</p> <ul style="list-style-type: none"> • Traffic/ parking issues exacerbated by further development <p>Services/infrastructure</p> <ul style="list-style-type: none"> • Impact of more housing development on infrastructure (notwithstanding s106 contributions noted above). Eg. Capacity of primary school could be exceeded • S106 funds being used to solve problems caused by development rather than improve the community <p>Unwanted development</p> <ul style="list-style-type: none"> • Risk of more unwanted development if SCDC can't maintain 5YHLS <p>Flooding</p> <ul style="list-style-type: none"> • Exacerbation of flood risk/ surface water run-off issues (250 properties currently at risk of flooding according to EA) • What are the implications of Northstowe – linkages to surrounding villages don't appear to have been considered
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Sources:

'Analysis of the Swavesey Pre-consultation Questionnaire', Swavesey neighbourhood Plan Group, January 2018

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3. The South Cambridgeshire Local Plan context

The Neighbourhood Plan must meet a set of basic planning conditions before it can be put to a referendum and be formally adopted. The basic conditions are:

- The Plan must be appropriate having regard to national planning policy- National Planning Policy Framework and its supporting planning policy guidance notes
- The Plan must be in general conformity with the strategic policies in the Local Plan
- The Plan must contribute towards the achievement of sustainable development
- The plan must not conflict with EU legislation – mainly environment but also human rights.

- The making of the neighbourhood plan is not likely to have a significant effect on a European site or a European offshore marine site, either alone or in combination with other plans or projects.

South Cambridgeshire District Council, with Cambridge City, have prepared a Joint Local Plan which is reaching its final stages of preparation. It has recently published 'main modifications' for consultation in January and February 2018. These modifications have been mainly identified by the Inspectors that may be necessary in order for the Local Plans to be found 'sound'. The plan provides a district wide approach to a number of spatial policy areas which a Neighbourhood plan could add a more distinctive and locally appropriate layer and policy advice to positively influence and guide new development.

Briefly, the plan provides a policy context and a list of constraints which includes:

- Identified Swavesey as a Minor Rural Centre where normally up to 30 dwellings permitted in development framework
- Identified and safeguarded employment area at Buckingway Business Park
- Stronger environmental considerations at the northern part of the village with Scheduled Ancient Monuments, Conservation Area, nature reserves and county wildlife site
- Protected Village Amenity Area at Swavesey Village College
- Minerals Sand and waste safeguarding areas north of village and at A14
- Special policy area – 2.16 ha allocated as open space which is proposed to be deleted in the main modifications.

Cambridge and South Cambridgeshire Local Plan, Proposed Modifications 2017 Joint Housing Land Supply Update (RD/AD/500) reports that for the period 2017 to 2022 South Cambridgeshire has a 5.4 year housing land supply. This increases to 6 years for the period 2018 to 2023. These district council assumptions will be tested through ongoing appeal decisions and through the consultation on the main modifications.

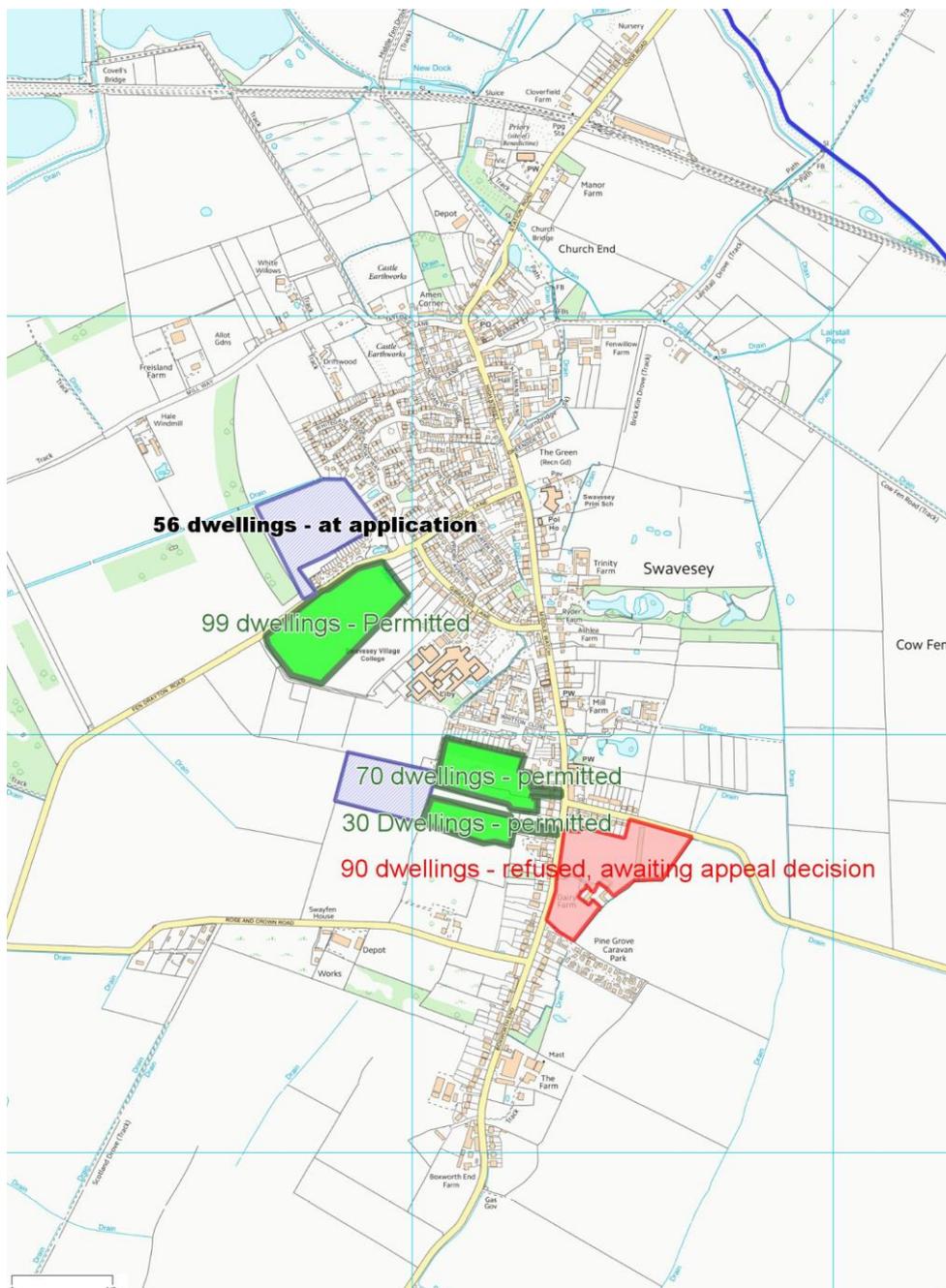
The Plan requires housing developments to achieve 30 dwellings per hectare, requires development of 10 or more market homes to have a mix of home sizes; broadly and equal share of 1 or 2 bedroom homes, 3 bedroom homes 4 or more bedroom homes with a 10% flexibility. All developments will provide 40% affordable homes and the type of tenure will be determined by local housing needs evidence.

The submitted Local Plan includes a 2.16 hectare site for open space to address an identified shortage of open space in Swavesey. The main modifications propose to delete this allocation presumably assuming that an alternative open space provision is likely to be accepted as part of an approved scheme for 30 dwellings and secured through a s106 agreement. However, it must be noted that this leaves the village without any policy recognition of an open space deficit or policy support for an alternative open space site. This is an issue that could be redressed through the Neighbourhood Plan.

In reviewing the future Swavesey population the housing pipeline must be considered alongside the smaller number of infill developments. The strategic housing allocations are detailed below in tabular and map format.

Key housing sites in Swavesey

Location	No of homes	Affordable	Status
130 Middlewatch	70	28	Appeal Allowed
18 Boxworth End	30	12	Appeal Allowed
Land at Boxworth End	90	36	Appeal lodged
Fen Drayton Road	99	40	Appeal Allowed
Home Close	56	22	SCDC decision awaited
Total	345	138	



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4. Scoping the Swavesey Neighbourhood Plan

It was agreed to focus on six broad areas which could shape the emerging Neighbourhood Plan. These were:

- Housing

There was concern that despite recent planning approvals for over 300 dwellings, housing development was still not meeting the needs of local people. New developments prioritise 4+ bedroom houses out of the price range of young families looking for more modest accommodation. Affordable housing is significantly under-represented in the parish. There is also a shortage of housing for older people looking to downsize which is evidenced by the sudden drop in population at aged 75+.

- Employment & business

Swavesey has a strong employment base for a rural parish. This is partly the result of Buckingham business park on the edge of the parish adjacent to the A14. However, the community benefits of the business park are minimal whilst environment costs include additional traffic (including lorries) through the village and overnight parking. There are also a range of employers within the village ranging from the Village College to micro businesses. These will often have stronger economic linkages to Swavesey but can still generate traffic problems.

- Infrastructure

The community consultation exercise identified infrastructure weaknesses as a key concern that will be exacerbated by further housing development. Education and health facilities, transport and recreation were all cited as potential problems. There is a sense from the NP steering group that s106 contributions agreed/ being negotiated are not always directed towards what the community sees as priorities.

- Village services

The emerging Local Plan identifies Swavesey as a Minor Rural Centre which reflects the level of services in the village. One potential concern is the fact that Swavesey is down to its last remaining pub. Growth in population should make services generally more viable and there may be scope for a 'village hub' initiative to support a wider range of potential services.

- Village character

Swavesey can trace its origins back to the Iron Age and remaining key features include an 11th century church, the Manor House and a conservation area covering part of the village centre. Many recent developments have not been well received. Criticism focuses on a lack of character, changes to the overall shape of the village and a loss of key views and frontages.

- Flooding and water management interventions

There are repeated examples of drainage issues along Middle Watch and across the village and the cumulative impact of additional development increases the likelihood of further flooding. In

addition, the Over Sewage Treatment Works is at capacity and therefore cannot accommodate the foul water flows that will result from the proposed developments.

The following table sets out a post-workshop analysis by Cambridgeshire ACRE. It attempts to provide an initial list of what the plan must do, what the plan can't do and what the plan could do. It should be stressed that this is an initial list and the NP steering group should review it before proceeding.

Scoping the Swavesey Neighbourhood Plan²	
The Swavesey Neighbourhood Plan must.....	
	<p>Explain community concerns regarding existing infrastructure provision, demonstrate shortfalls where they exist, and propose solutions that could be addressed when new development comes forward by</p> <ul style="list-style-type: none"> - compiling evidence of issues - discussing issues and solutions with key partners
	<p>Ensure any additional housing provision meets the needs of local people within the parish by</p> <ul style="list-style-type: none"> - consider specifying a housing mix on committed schemes/ allocations that have not yet been determined if the need is different to that required by draft policy H/8 of the Local Plan - consider introducing a generic policy on housing mix. (This could include tenure, size, specialist housing requirements) if the need is different to that required by the draft policy H/8 of the Local Plan - consider introducing a specific housing allocation to strengthen the NP - redeveloping appropriate brownfield sites in village for housing (currently in employment use)
	<p>Seek to improve accessibility around the village for all residents by</p> <ul style="list-style-type: none"> - mapping existing cycle and pedestrian routes that need to be retained and highlighting areas where routes can be improved and new linkages created - ensuring new development retains and improves connectivity throughout the village by incorporating excellent routes which prioritise safe and attractive access for pedestrians and cyclists - identifying and addressing specific barriers to residents with accessibility issues (eg. Wheelchair users) - ensuring new development maximises off road parking provision - exploring ways of ensuring new developments in the parish do not exacerbate existing traffic congestion on the High Street, e.g. refusing development in the parish which will lead to unacceptable traffic impacts at key junctions and at key pinch points.
	<p>Protect green infrastructure and plan for improvements to recreational facilities by</p> <ul style="list-style-type: none"> - identifying all open spaces that need protecting - identifying public footpaths, hedgerows, other natural assets of value and protect their amenity value through policy - increasing the amount of recreational space available to the community - mapping provision of recreational facilities for teenagers and addressing weaknesses - complementing work of the parish council in implementing traffic calming measures along the High Street and other congested areas
	<p>Seek to ensure development does not exacerbate further risk of fluvial and surface water</p>

² Not everything listed in the 'must do' list will necessarily end up in the final Neighbourhood Plan. However, they should at least be addressed through the process.

Scoping the Swavesey Neighbourhood Plan²	
	flooding in the parish by, if applicable, including planning policies on this explore, as part of NP work, the value in developing a parish specific drainage strategy to support the plan The drainage strategy could help underpin planning policies.
	Preserve and enhance the characteristics of Swavesey that are considered distinctive and make it special by <ul style="list-style-type: none"> - preparing a character assessment for the village - identifying the most valued assets and features which should be protected, and where possible, enhanced - developing a bespoke design policy to shape future development
The Swavesey Neighbourhood Plan could.....	
	Support existing shops and services in the village and support their expansion/operation where this benefits the village in terms of access to key shops and services
	Maximise the community benefits of local employment whilst minimising the environmental and other costs by <ul style="list-style-type: none"> - exploring the scope to relocate local employers and their traffic away from the village centre (New employment locations could be opened up as a result of new housing developments) - developing a specific policy for Buckingway Business Park to diversify the range of employers, manage traffic flows and control parking
The Swavesey Neighbourhood Plan can't	
	Require additional health facilities to be located in Swavesey although this could be done as part of a site allocation if this is to meet an evidenced and expressed need by health provider who also intended to locate to the parish.
	Stop traffic movements through Swavesey generated from outside the plan area
	Stop village generated traffic
	Require new businesses and shops to locate to the village

The Swavesey NP group have yet to finalise a vision for the Neighbourhood Plan. The group should use the emerging themes and objectives to help shape this. There should be a clear relationship between the vision, the objectives and the resulting planning policies in the plan.

The next section presents a draft framework for the Neighbourhood Plan. This is the result of post workshop discussions within Cambridgeshire ACRE. It should be noted that at this stage the Swavesey NP group have had no direct input to this. It is recommended the group review the draft framework and amend as appropriate. Once agreed, they should use this as a script to work from for:

1. building the evidence including mapping work
2. identifying appropriate community consultation questions
3. progressing a structure for the neighbourhood plan; and for
4. working with key stakeholders including officers at South Cambridgeshire District Council.

5. Draft Framework for the Swavesey Neighbourhood Plan

Theme	Objective	Options and ideas on delivering on this objective	How can the plan tackle this issue (i.e. what kind of planning policy)	Evidence needs
Housing	1. to ensure any additional housing provision meets the needs of local people within the parish.	<p>Many key sites already have permissions on them. However, a generic housing mix policy which provides a more distinctive reflection of the village's needs could be applied to those still in negotiation or future sites. (This may be significant if SCDC deemed to fail 5YHLS test in future)</p> <p>NP could also develop a rural exceptions policy to be applied to appropriate sites outside the village envelope. Swavesey already has one rural exception site (Holme Close)t</p>	<p>Generic housing mix policy to apply to windfall development and pipeline schemes still in negotiation.</p> <p>Explore a site allocation policy to strengthen NP.</p> <p>Rural Exceptions site policy.</p>	<p>Clear understanding of housing needs in the village</p> <p><u>Existing</u></p> <ul style="list-style-type: none"> - DSER 2018 - Strategic Housing Market Assessment <p><u>Gaps</u></p> <ul style="list-style-type: none"> - Housing Needs Assessment/ Survey - Estate agent survey
Getting around the village	2. to improve accessibility around the village for all residents	<p>New sites should include direct and attractive pedestrian and cycle routes allowing ease of access around the village and to key destinations such as the schools and High Street facilities.</p> <p>Opportunities for routes to follow open green space rather than along busy roads should be maximised.</p> <p>Infrastructure for parking bikes where needed and if applicable.</p> <p>New sites to include travel plans and parking standards to maximise off</p>	<p>Generic policy to apply to all new development.</p> <p>Explore opportunities to identify and safeguard routes for future provision</p> <p>Policy requiring travel plans and parking standards</p>	<p>Clear understanding of key congestion areas, pinch points for pedestrians/ cyclists and barriers faced by those with accessibility issues</p> <p><u>Existing</u></p> <ul style="list-style-type: none"> -Transport Strategy for Cambridge & South Cambridgeshire <p><u>Gaps</u></p> <ul style="list-style-type: none"> -Evidence of parking problems -'Desire lines' for

Theme	Objective	Options and ideas on delivering on this objective	How can the plan tackle this issue (i.e. what kind of planning policy)	Evidence needs
		<p>road parking</p> <p>Barriers faced by people with accessibility issues mapped and targeted</p>	<p>Use s106 contributions to tackle issues</p>	<p>pedestrians/ cyclists</p> <p>-Barriers facing those with accessibility issues</p>
Green infrastructure	3. To protect green infrastructure and plan for improvements to recreational facilities	<p>Protect valued green spaces</p> <p>Increase recreational space to SCDC standards</p> <p>Consider options for improving facilities for teenagers</p>	<p>Local Green Space (LGS) designations</p> <p>Policy identifying natural/biodiversity assets and ensuring development does not adversely impact on their amenity value</p> <p>Consider allocating/safeguarding site to compensate for de-allocated open space site</p>	<p>Identification of valued green space and infrastructure</p> <p><u>Gaps</u></p> <p>-If LGS designations then need to demonstrate sites meet paragraph 77 of NPPF</p> <p>-Mapping work identifying existing valued spaces, opportunities for improvement and areas of sensitivity.</p> <p>- Site visits</p> <p>- Community consultation</p>
Flood Risk	4. Any development coming forward in the parish will not exacerbate existing flood risk and opportunities will be sought to manage and reduce existing flood risk.	<p>Work with key stakeholders particularly the Middle Level Commissioners and Swavesey Internal Drainage Board to see if there is anything the Neighbourhood Plan can do to assist with protecting or enhancing assets (structures or water</p>	<p>It is considered that the Local Plan is best placed in managing impact of development and fluvial flood risk. E.g. emerging Local Plan policy CC/9 Managing Flood Risk. .The focus of the Neighbourhood Plan should therefore be on effective drainage</p>	<p>Clear understanding of key flooding and water management issues in Swavesey</p> <p><u>Existing</u></p> <p>-Cambridgeshire Flood and Water SPD</p>

Theme	Objective	Options and ideas on delivering on this objective	How can the plan tackle this issue (i.e. what kind of planning policy)	Evidence needs
		<p>features) which are key to ensuring effective drainage in the parish.</p> <p>Explore the value in developing a parish specific drainage strategy to support the plan.</p> <p>If appropriate (ie if it adds value to existing situation), identify specific design requirements/guidelines for different development types coming forward in the parish. Any work should start with understanding existing policy and guidance set out in Cambridgeshire Flood and Water SPD.</p>	<p>management and surface water runoff.</p> <p>NP could designate structures or water bodies in parish to be protected (from impacts of development) due to their contribution in drainage management.</p> <p>Local Plan has policy CC/8 Sustainable Drainage systems</p> <p>NP could add value by providing local context e.g. are there any specific locations in parish where SUDs are more important than other areas. Other examples include Policy WA04:Providing Sustainable Drainage in the adopted North Runcton and West Winch Neighbourhood Plan</p>	<p>https://www.scambsgov.uk/sites/default/files/cambridgeshire_flood_and_water_spd_reduced_size_08-11-16.pdf</p> <p>-Evidence/ reports of local flooding issues</p> <p>-Cambridgeshire Local Flood Risk Management Strategy</p> <p>- Cambridgeshire Strategic Flood Risk Assessment</p> <p>- Cambridgeshire Surface Water Management Plan</p> <p>https://middlelevel.gov.uk/consents/</p> <p>http://middlelevel.gov.uk/wp-content/uploads/2017/03/devinorclosureswc.pdf</p> <p><u>Gaps</u></p> <p>-consultation with key stakeholders</p>
Village character	5. To preserve and enhance the characteristics of Swavesey that are considered distinctive and	For work already gathered on Swavesey conservation area, read the Swavesey Conservation Character Appraisal. This identifies important	Use character assessment to underpin design policy and, if applicable: - Views policy	Clear understanding of distinctive characteristics of Swavesey including key

Theme	Objective	Options and ideas on delivering on this objective	How can the plan tackle this issue (i.e. what kind of planning policy)	Evidence needs
	make it special	<p>vistas, significant buildings etc. Chapter 10 of the appraisal provides information on enhancement proposals that could be explored via the Neighbourhood Plan. Some of the policies in Chapter 11 could be given status via a NP policy.</p> <p>Undertake a parish-wide Character Assessment to</p> <ul style="list-style-type: none"> - Identify key characteristics in the built-up environment - Identify any natural features that contribute to character - Identify any important open spaces - Identify any key views or other landmarks - Help understand pedestrian connectivity throughout the parish and highlight any key areas needing improvement - Help understand street scene issues such as on-street parking, poor public realm etc 	<ul style="list-style-type: none"> - Open spaces policy - Priorities for required or aspired improvements in pedestrian connectivity - Policy protecting natural features - Policy protecting locally important heritage assets (listing non-listed buildings!) <p>Use the Swavesey Conservation Area Character appraisal to inform</p> <ul style="list-style-type: none"> - Views policy - Policy protecting locally important heritage assets - Other features of importance (grass verges) 	<p>heritage assets</p> <p><u>Existing</u></p> <p>-Swavesey Conservation Area Appraisal (2006) https://www.scambsox.uk/content/conservation-area-appraisal-swavesey</p> <p><u>Gaps</u></p> <p>-Character Assessment</p>
Employment & business	6. To maximise the community benefits of local employment whilst minimising the environmental and other costs	<p>Reduce lorry congestion and parking issues at Buckingham Business Park</p> <p>Consider allocating new employment sites related to recent housing proposals</p>	<p>Specific policy complementing Local Plan policy E/15</p> <p>Specific policy complementing Local Plan policy E/13</p>	<p>Demonstrate positive and negative impacts of local businesses on the community</p> <p><u>Existing</u></p> <p>-previous assessment</p>

Theme	Objective	Options and ideas on delivering on this objective	How can the plan tackle this issue (i.e. what kind of planning policy)	Evidence needs
				of lorry traffic and parking issues at Buckingway BP? <u>Gaps</u> -consultation with local businesses -assessment of site options

