

**WINTRINGHAM PARK PLANNING APPLICATION: OUTLINE PLANNING APPLICATION**

*To:* **Economy and Environment Committee**

*Meeting Date:* **8<sup>th</sup> March 2018**

*From:* **Executive Director: Place and Economy**

*Electoral division(s):* **St Neots East & Gransden, Brampton & Buckden, St Neots Priory Park & Little Paxton, St Neots Eynesbury, Papworth and Swavesey, Alconbury & Kimbolton**

*Forward Plan ref:* **2018/022** *Key decision:* **Yes**

*Purpose:* **To consider and endorse the officers' response to the Wintringham Park Outline Planning Application.**

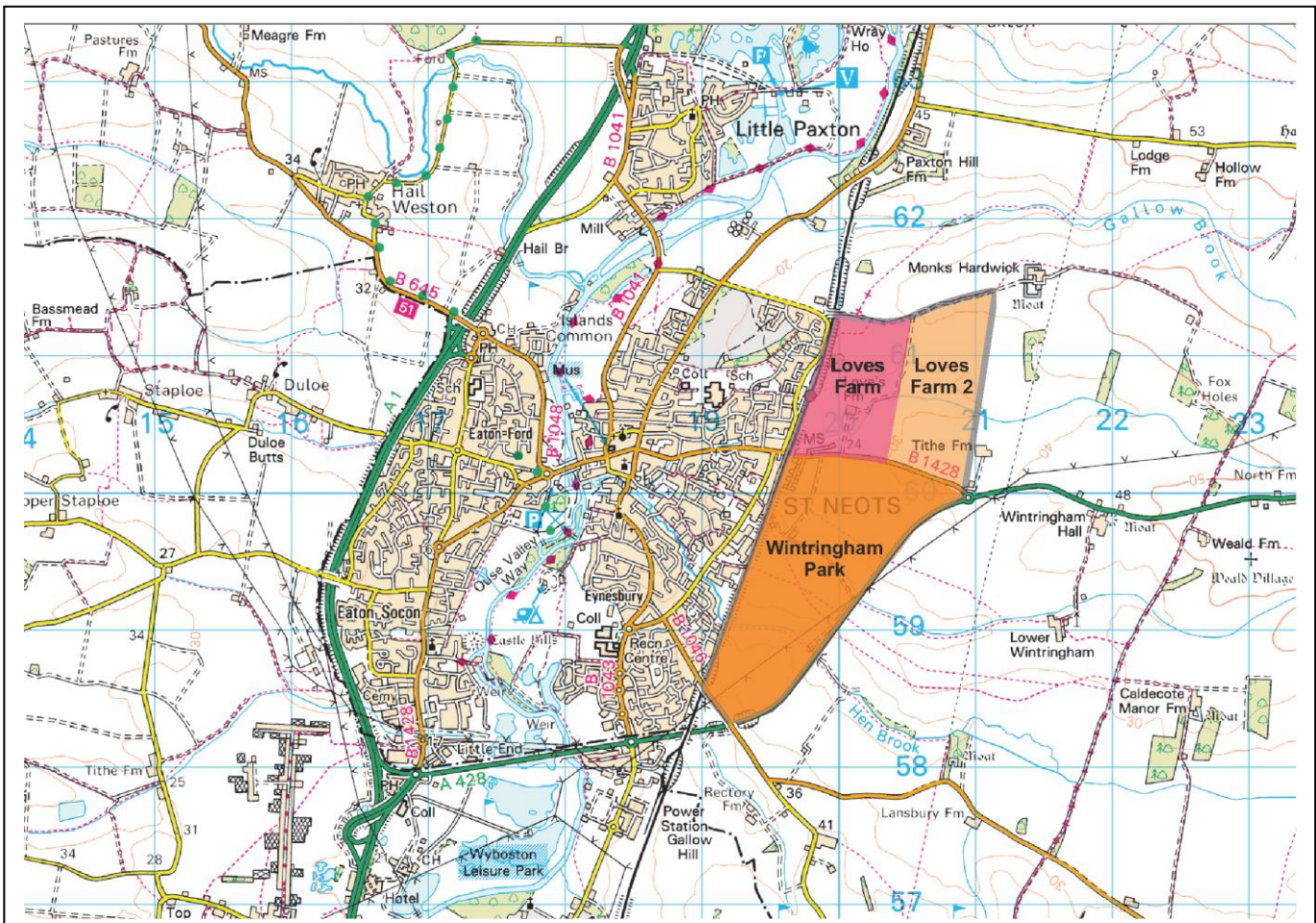
*Recommendation:* **The Committee is requested to:**

- a) Endorse the response as set out in Appendix 1; and**
- b) Delegate to the Executive Director (Place and Economy) in consultation with the Chairman and Vice Chairman of the Committee the authority to make minor changes to the response.**

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## 1. BACKGROUND

- 1.1 The Wintringham Park application site is 162.3 hectares, located on the eastern edge of St Neots, approximately 1.5km from the town centre. The site is bounded to the East by the A428 and open countryside beyond. The Northern boundary is defined by Cambridge Road, with the Love's Farm development sites on the other side of Cambridge Road. The East Coast Main Line marks the western boundary of the site. The boundary to the South fronts on to the existing B1046 Potton Road, which connects Eynesbury with Abbotsley and Great Gransden.
- 1.2 The agricultural land is gently undulating, sloping towards the streams which run east to west across the site. It is located within Flood Zone 1 (which represents areas with the lowest probability of flooding) and is not within a conservation area, or has any landscape or wildlife designations.
- 1.3 Figure 1 below shows the location of the site:



**Figure 1: Site Location**

- 1.4 The site is allocated for development in the Huntingdonshire District Council (HDC) Core Strategy (2009), which sets out the development blueprint for the district to 2026. HDC is

preparing a new Local Plan, Huntingdonshire's Local Plan to 2036 and has published the [Proposed Submission Local Plan](#). The consultation period expires on 5<sup>th</sup> February 2018.

- 1.5 An outline planning application for Wintringham Park (reference number 1300178OUT) was submitted in February 2013. This was approved by Huntingdonshire Development Panel subject to the resolution of the s106. However, there was not agreement in the quantum of affordable housing and the application was appealed for non-determination. The applicant withdrew the appeal a week before the inquiry and Urban and Civic are now leading on the site and have submitted a new planning application.
- 1.6 The new planning application (17/02308/OUT) was submitted in October 2017. This hybrid planning application comprises the following:
  - 1) Application for outline planning permission for development of a mixed use urban extension to include:
    - Up to 2,800 dwellings;
    - Up to 63,500 sqm of employment development (B1-B8);
    - District Centre including shops, services, community and health uses;
    - Local Centre;
    - Temporary Primary School, Two permanent Primary Schools;
    - Open Space;
    - Play Areas;
    - Recreation facilities and landscaping;
    - Strategic access improvements including new access points from Cambridge Road & 428;
    - Associated ground works and infrastructure.
  - 2) Application for full planning permission for:
    - Construction of new roads;
    - Hard and soft landscaping;
    - Creation of SUDs and all associated engineering works including creation of haul routes.
- 1.7 This report highlights the key issues raised in the Council's response to the consultation on the new outline planning application. Due to time constraints comments were submitted on 29<sup>th</sup> November 2017 to meet Huntingdonshire District Council's (HDC) deadline. The report was not presented earlier to members as a result of the ongoing negotiations on education land provision at St Neots eastern expansion, this is now resolved and additional education land is provided within the Wintringham Park development. It is anticipated that HDC will consider the planning application in March 2018. Any amendments made to the officer response will be forwarded to HDC.
- 1.8 Appendix 1 contains the full officer response.

## **2. MAIN ISSUES**

- 2.1 Wintringham Park is planned to deliver up to 2,800 new homes with supporting infrastructure, including 2 primary schools, employment and community facilities. Consideration should be given to the relationship to Love's Farm development. Love's Farm 1 is almost built and comprises 1,350 dwellings, whilst Love's Farm 2, which has planning permission subject to the resolution of s106 agreement, proposes 1,020 dwellings. Together these three sites will provide over 5,300 dwellings in total. The cumulative impact of these developments will need to be considered. The intensification of the first phase of Love's Farm has created additional pressure on existing infrastructure provision, not least school places.

### **EDUCATION**

- 2.2 The County Council welcomes the new location of both primary schools, the County Council previously objected as a result of their close location to the railway line, and this has been addressed.
- 2.3 Clarification is required with regard to the phasing plan and its potential implications. The application stipulates that the development is for up to 2,800 dwellings. However, the phasing section of the report stipulates that there is potential for up to 1,650 dwellings in phase 1. The 2 forms of entry (FE) school agreed for phase 1 would provide insufficient places to accommodate all children if more than 1200 dwellings were delivered in the first phase.
- 2.4 It has been agreed that the site for the first primary school will be sufficient for the development of a 3FE 2 storey primary school (2.78 ha), 1FE will provide places for current residents of St Neots (funded by CCC) and 2FE will mitigate the impact of the development.
- 2.5 A new temporary primary school has been included as part of this planning application, however, following discussions with the County Council, Urban and Civic and HDC the temporary primary school will be located at the Round House school in Love's Farm 2.
- 2.6 Secondary Education, Post 16 and Special Schools/specialist provision will be funded through CIL.

### **TRANSPORT**

- 2.7 The following elements are to be secured by planning conditions or s106:
- A428/Barford Road Improvements (Highways England);
  - A428/Cambridge Road Improvements (Highways England);
  - Cambridge Road Improvements;
  - Caxton Gibbet (Highways England);
  - Station Road/Cambridge Road/Cromwell Road Improvements and Monitoring (Local Road Network);
  - Huntingdon Road/Priory Hill Road/Mill Lane and Monitoring (Local Road Network);
  - Improvement to the Northern and southern ECML underpasses.

- 2.8 The principle of the mitigation has been agreed for the two external junctions on the local road network listed above. The details have yet to be agreed as these will be the subject of the planning condition.
- 2.9 Within the s106 details of the following are still to be agreed:
- Bus Service contribution
  - Bus Stop Provision, RTPI and Maintenance Contribution
  - Highway/Travel Plan Contribution
  - Right of Way Improvements

## **LIBRARIES AND LIFELONG LEARNING**

- 2.10 It is confirmed that library and lifelong learning facility will be contained in the Community Centre.

## **STRENGTHENING COMMUNITIES SERVICE, PEOPLE AND COMMUNITIES**

- 2.11 The County Council would like a commitment from the developer to more formal support for community development, especially for those more vulnerable, to ensure all people are fully integrated and welcome in the new community. This can be achieved through things such as a commitment to provide community development workers and specialist workers for those who are more susceptible to social isolation (those who are at risk of developing mental health problems) and for children and young people.

## **HEALTH**

- 2.12 We have concerns regarding the proposed phasing. From the application it is uncertain when the proposed health facility will be located and when it will be delivered. An assessment needs to be made with the Cambridgeshire and Peterborough Clinical Commissioning Group and NHS England as to when the existing Primary Care capacity will no longer be able to support the incoming population in the area, and therefore trigger the need for the health facility to be built.

## **3. ALIGNMENT WITH CORPORATE PRIORITIES**

### **3.1 Developing the local economy for the benefit of all**

There are no significant implications for this priority. Any development may include employment opportunities for the local economy.

### **3.2 Helping people live healthy and independent lives**

There are no significant implications for this priority. Any planning application coming forward will need to demonstrate how it provides for healthy and independent lives in accordance with local plan policies.

### **3.3 Supporting and protecting vulnerable people**

There are no significant implications for this priority. Any planning application coming forward will need to demonstrate how it provides for protecting vulnerable people in accordance with local plan policies.

## **4. SIGNIFICANT IMPLICATIONS**

### **4.1 Resource Implications**

There are no further resource implications to detail at this stage.

### **4.2 Statutory, Risk and Legal Implications**

Officers of the County Council will seek to ensure that the Section 106 Contributions sought comply with the statutory tests for planning obligations.

### **4.3 Equality and Diversity Implications**

There are no further resource implications to detail at this stage.

### **4.4 Engagement and Consultation Implications**

No further resource implications to detail at this stage.

### **4.5 Localism and Local Member Involvement**

No further resource implications to detail at this stage.

### **4.6 Public Health Implications**

No further resource implications to detail at this stage.

<b>Implications</b>	<b>Officer Clearance</b>
<b>Have the resource implications been cleared by Finance?</b>	Yes Name of Financial Officer: Eleanor Tod
<b>Has the impact on Statutory, Legal and Risk implications been cleared by LGSS Law?</b>	Yes Name of Legal Officer: Hannah Edwards
<b>Are there any Equality and Diversity implications?</b>	Yes Name of Officer: Tamar Oviatt-Ham
<b>Have any engagement and communication implications been cleared by Communications?</b>	Yes Name of Officer: Joanne Shilton

<b>Are there any Localism and Local Member involvement issues?</b>	Yes Name of Officer: Tamar Oviatt-Ham
<b>Have any Public Health implications been cleared by Public Health</b>	Yes Name of Officer: Tess Campbell

<b>Source Documents</b>	<b>Location</b>
<b>Wintringham Park - Planning Application 17/02308/OUT</b>	Available at <a href="https://publicaccess.huntingdonshire.gov.uk/online-applications/">https://publicaccess.huntingdonshire.gov.uk/online-applications/</a>



## **Appendix 1**

### **Cambridgeshire County Council Representation to Wintringham Park Planning Application 17/02308/OUT**

#### **1.0 EDUCATION INFRASTRUCTURE SERVICE**

1.1 The County Council, as the Local Children's Services Authority (defined under the Children Act 2004), has responsibility for planning and commissioning services, including education provision for children and young people in Cambridgeshire. The Council has a number of statutory duties to ensure sufficient places in the County for children between the ages 5 and 16 years. It works with other partners to ensure a sufficient supply of 16 – 19 year places. In addition the Council has a statutory duty to ensure a sufficiency supply of pre-school places (e.g. Day Care and/or Nursery provision) for children aged three and four. There is also a duty to ensure free places for eligible two-year olds.

1.2 The NPPF attaches great importance to ensuring sufficient choice of school places is available and states (paragraph 72):

*“Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:*

- *give great weight to the need to create, expand or alter schools; and*
- *work with schools promoter to identify and resolve key planning issues before applications are submitted.”*

1.3 Section 106 of the Town and Country Planning Act 1990 sets in place the statutory basis for entering into planning obligations to secure infrastructure to mitigate the impacts of a development. Section 106(1)(d) specifically allows for the making of payments to Local Authorities on a specified date or dates or periodically.

1.4 The overriding principle which governs Cambridgeshire County Council's approach is that development proposals which generate a net increase to the number of dwellings within any given area would in most cases result in an increase in children, and as such would necessitate the need for school places to be provided for the children requiring them.

1.5 In terms of calculating the number of pupils arising from developments, the County Council's Research Service has developed an evidence base using information on child yield from all types of development that have occurred across Cambridgeshire and in surrounding Local Authorities. From this information general multipliers have been derived that can be applied to proposed development in order to forecast the expected child yield. These are as follows:

- Early Years = 20-30 children per 100 dwellings
- Primary Education = 25-35 children per 100 dwellings
- Secondary Education = 15-25 children per 100 dwellings



- 1.6 Further details on these multipliers are contained within the County Council report entitled *Pupil Forecasts – Adoption of Revised Multipliers for Forecasting Education Provision for New Developments*, which was approved by the Children and Young People Committee on 8 September 2015. The multipliers were originally adopted by the County Council in 2009 and subsequently included in the Huntingdonshire Planning Obligations SPD. The refreshed multipliers are based on updated demographic data from the 2011 Census, the monitoring of recent new developments and surveys of new estates in Cambridgeshire. These now provide an up to date basis for forecasting pupil numbers.
- 1.7 The proposed planning application is outline and therefore the final housing mix of the development is remains unknown. Therefore using the mid-point (30 children/100 dwellings) of the County Council's general multipliers it forecasts 840 primary school aged children arising from this development. Accordingly the planning application identifies the need for two 2-form of entry (FE) primary schools to meet the needs of the Wintringham Park development. Two schools of this size would provide the 840 places forecast.
- 1.8 Applying the higher range point (35 children/100 dwellings) of the County Council's general multipliers the number of primary school children could reach up to 980 pupils. In anticipation of this the County Council has included reserved land to extend the second primary school by an additional form of entry if it is demonstrated that the final housing mix at reserved matters stages would generate more pupils than anticipated by using the mid-point of the County Council's general multipliers.

### **Early Years**

- 1.9 Local Authorities have a statutory duty to ensure sufficient early years and childcare places. Some children, from the term following their 2<sup>nd</sup> birthday and all children from the term following their 3<sup>rd</sup> birthday, are entitled to 15 hours a week free early years education up to the point they are entitled to start statutory education. The free entitlement has increased from September 2017 to 30 hours for 3 and 4 year olds. Section 106 funds are sought to support the development of these places. Places may be provided by day nurseries, pre-schools, maintained nursery classes or accredited child-minders.
- 1.10 Based on the County Council's general multipliers this development is expected to generate a net increase of 700 early years aged children (2,800 dwellings x 0.25 multiplier).
- 1.11 Both primary schools will make provision for 104 early years places although this will be insufficient to meet the likely demand for early years and childcare places. Therefore, additional space needs to be provided within the development to enable 2 x 100 place day nurseries to be provided. This is in addition to the early years and childcare space within both schools. A typical 100 place day nursery would require a site in the region of 0.1 ha.
- 1.12 In order to ensure places are available to the first families who move into the Wintringham Park Early years and childcare should be provided early in the development.

## Primary Education

- 1.13 Based on the County Council's general multipliers this development would be expected to yield 840 primary-aged pupils (2800 dwellings x 0.30 mid-range multiplier) or 980 primary-aged pupils (2800 dwellings x 0.35 upper end multiplier).
- 1.14 As highlighted above the planning application proposes two primary schools to accommodate the children arising from this development.
- 1.15 It is not possible, ahead of detailed design and planning, and acquisition of a school site to produce a fully costed design proposal. Contributions for inclusion in S106 agreements must be calculated, therefore, on the basis of applying a cost per square metre building rate to the gross internal floor area of the building required for its planned size and organisation. These costs are benchmarked to historical local costs and national yardsticks. Other elements of the capital scheme are then calculated as a percentage of this build cost and include:
- Preliminaries
  - Construction works (to BREEAM 'Very Good')
  - Furniture, fittings and equipment (including ICT)
  - Contingencies
  - Professional fees
  - Risk
- 1.16 The catchment forecast predicts that there will be a shortage of places across St Neots in the near future.

Catchment forecast for St Neots					
	PAN	R	Yr1	Yr2	Difference between PAN and Reception
2016/17	457	459	428	418	-2
2017/18	457	444	460	426	13
2018/19	457	460	446	459	-3
2019/20	457	496	465	448	-39
2020/21	457	496	493	459	-39

- 1.17 When looking at primary school capacity, the County Council will consider the pressures across all year groups. However, particular weight will be applied to the capacity in the reception class in the upcoming years. The reason for this is if the reception class is at, or nearing, capacity then this pressure will feed through the school in future years.
- 1.18 The above analysis demonstrates that whilst there is marginal surplus capacity at Reception Year for admission in September 2017 this will be reduced to a deficit as the cohorts move into Reception. This reception year deficit will coincide with the anticipated occupation of the first phases of development at Wintringham Park.
- 1.19 Therefore it will be necessary for both primary schools on Wintringham Park to be established in time to receive children from the development. The County Council is also mindful of the relative

proximity of the Loves Farm 2 development and the need to coordinate, where feasible, the delivery of all three schools. To that end the proposed triggers reflect the timing for the transfer of the school sites and staged payment of the contribution.

- 1.20 Clarification is required with regard to the phasing plan and its potential implications. The application stipulates that the development is for up to 2,800 dwellings. However, the phasing section of the report stipulates that there is potential for up to 1,650 dwellings in phase 1. The 2FE school agreed for phase 1 school would provide insufficient places to accommodate all children if more than 1,200 dwellings were delivered in the first phase.
- 1.21 Should phase one deliver 1,650 dwellings, it is likely that there would be a shortage of 130 - 157 children primary school places in phase 1. Therefore phase one should be restricted to 1,200 dwellings unless it can be evidenced that delivery of the second primary school can be brought forward in line with demand.
- 1.23 It has been agreed that the site for the first primary school will be sufficient for the development of a 3FE 2 storey primary school (2.78 ha), 1FE will provide places for current residents of St Neots (funded by CCC) and 2FE will mitigate the impact of the development.
- 1.24 The site for the second primary school within the development will need to provide sufficient area (2.3ha) for the development of a 2FE (420 place) school, with land reserved for an additional 1FE should this be required, subject to a child yield review in earlier phases.
- 1.25 The County Council's view is that the County Council will fund the capital costs of 1FE of provision and the developers will fund the remaining primary education in full and that permission should only be granted subject to the conclusion of a satisfactory section 106 agreement which secures the required level of developer contribution.
- 1.26 The County Council also requires confirmation that access to a fully serviced site for the first primary school will be available to ensure the primary school would be open in time for the first residents, bearing in mind that it takes up to 2 years to design and build a school. If this cannot be secured in the location identified within the planning application an alternative temporary site will need to be identified.
- 1.27 The proposal to deliver primary school 1 within the early stages of the development is, therefore, supported but the timing for delivery of this and the second primary school will need to be formally agreed as part of a Section 106 agreement.
- 1.28 The County Council welcomes the new location of both primary schools.

## Secondary Education

- 1.29 Based on the County Council's general multipliers this development is expected to generate a net increase of 700 secondary school places (2800 dwellings x 0.25 multiplier). The secondary age school pupils living in Wintringham Park will attend one of the two existing secondary schools in the Town; the Longsands Academy or the Ernulf Academy. Both schools are part of the St Neots Learning Partnership and will be expanded to accommodate the children arising from the development.
- 1.30 The County Council considered the provision of a third secondary school within St Neots to serve all of the new development proposed east of the railway line at both Wintringham Park and an extended Love's Farm following the previous submission for planning permission for Wintringham Park. County Council members supported the provision of a third school only if it could be located in the west of St Neots as they felt that this would provide a more balanced distribution of school places. However, a suitable site was not available and the decision was reached to plan on the basis of expansion of the two existing schools.
- 1.31 There is no provision in the Council's current 5 year capital programme to fund the expansion of either secondary school.
- 1.32 It is essential that the walking route from the development to the existing secondary schools in St Neots is safe, available<sup>1</sup> and under the statutory walking distance of 3 miles. This is particularly relevant as the housing is separated from the schools by a railway line. Should the route not meet these requirements there would be a significant increase in traffic movement on and off the site as all secondary children would require transport to and from school.

## Post 16

- 1.33 Within the Huntingdonshire Area 16-19 Partnership there are a sufficient number of post 16 places available. An expansion of provision is not required. However, there are issues around the distribution of those places across the District and the accessibility of certain types of vocational courses that were formerly provided at an annex of Huntingdonshire Regional College in Almond Rd, St Neots. It is also possible that as St Neots grows some of the additional students will want to access the 6th form provision at the town's secondary schools. However, it is more reasonable to expect that changes of this nature are funded from future capital allocations that are received from the Department for Education (DfE) rather than funds available through CIL payments.
- 1.34 The possible need to provide additional post 16 places on the existing secondary school sites will add to the capital cost and complexity of those projects for expanding provision for 11-16 year olds.
- 1.35 The overall numbers of post 16 learners begin to increase within Huntingdonshire as a whole after 2025. It may be appropriate to address any needs arising in future reviews of CIL and the Infrastructure Project List.

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<sup>1</sup> The "Availability" is assessed against the infrastructure and risks along the route. The term "available" is used in recognition that provision of a totally safe route is not practicable. The route does need to have an appropriately low level of risk at key points however.

## Special Schools/specialist provision

- 1.36 The demand for special school provision is increasing with the rise in numbers of children with severe and complex disabilities. In Cambridgeshire, new developments are seeing 4.4% of the total child population attending special schools. This is significantly above other communities in Cambridgeshire where the percentage is under 1% of the total child population.
- 1.37 In modelling the demand for special school places arising from this development there are a number of assumptions which need to be made. These are:
- 0.9% of 2-19 year olds will require a special school place. (The Council's statutory duty extends from 2-23 years of age. Applying the multiplier to the pupil forecasts is appropriate as although 19-23 year olds will not be included, this is offset by the fact that fewer 2-5 year olds are likely to require a special school place)
  - In lieu of a detailed housing mix pupil forecasts will be based on the Council's standard multipliers that apply to pre-school, primary and secondary aged pupils.
- 1.38 The table below sets out the forecast demand for special school places based on these key assumptions for Wintringham Park:

Demand for Special School places forecast from development at Wintringham Park			
	Number of dwellings	Number of 2-19 year olds	Number of Special School places required
Wintringham Park	2800	2381	25.2

- 1.39 This means that with the Wintringham Park site there will be an increased demand for special school places or for specialist provision at mainstream schools. The existing special schools in St Neots and Huntingdon are already operating at capacity.
- 1.40 This additional need will need to be recognised in discussions on the prioritisation of CIL payment. Local special school provision needs to be prioritised to:
- Enable parents to be involved with their children/young person's school;
  - Meet the needs of the children in the development;
  - Reduce the requirement to transport children/young people with complex needs distances from home thus keeping health and safety risk low and ensuring high levels of safeguarding;
  - Support independence in the community.

## 2.0 TRANSPORT

### Transport Assessment

- 2.1 At the request of the planning inspectorate, an updated TA was produced for the Wintringham Park appeal, following the refusal of 13/00178/OUT. This was due to the age of the data in the original

transport evidence submitted in 2013. The revised scope involved the use of a spreadsheet model, using updated 2016 survey data. Cambridgeshire County Council accepted the scope and conclusions of that revised TA, and accept that these conclusions remain applicable to 17/02308/OUT.

### **Planning conditions**

2.2 The following elements highlighted within the TA are to be secured via planning condition should the site gain planning permission:

- A428/Barford Road Improvements (Highways England);
- A428/Cambridge Road Improvements (Highways England);
- Cambridge Road Improvements;
- Caxton Gibbet (Highways England);
- Station Road/Cambridge Road/Cromwell Road Improvements and Monitoring (Local Road Network);
- Huntingdon Road/Priory Hill Road/Mill Lane and Monitoring (Local Road Network);
- Improvement to the Northern and southern ECML underpasses.

2.3 In addition the TA indicates that the proposed development will have a severe impact on the Potton Road/Cromwell Road junction. The applicant has shown that there is a suitable mitigation package for this junction but given that this improvement will not be required until such time as the southern access onto Potton Road is open to traffic it has been agreed that this junction will be monitored and mitigation implemented if the monitoring indicates that the proposed development has an impact at this junction in the future.

2.4 It is important to note that although the principle of the mitigation has been agreed for the two external junctions on the local road network listed above the details have yet to be agreed as these will be the subject of the planning condition.

2.5 It is important to note that the triggers and delivery mechanism has not been agreed between CCC and the developers of Wintringham Park and Loves Farm Eastern Expansion.

2.6 The improvements needed to the ECML underpasses is also still to be agreed with CCC.

### **S106**

2.7 Within the S106 the following issues are still to be agreed:

#### **Bus Contribution**

2.8 The exact split of bus contributions has not been agreed with CCC. This needs to be agreed with the CCC Public Transport lead officer. The locations of the bus stops to receive Real Time Passenger Information the applicant needs to put forward a schedule of the bus stops to be improved and the timescales for implementing the RPTPI.

#### **Highway Contribution**

- 2.9 The TA refers to measures to fund additional travel planning in the area around the proposed development to encourage wider modal shift in St Neots. The exact nature of the travel planning, the timing and the costs associated with this have not been discussed and agreed with CCC.

### Rights of Way Improvement

- 2.10 The rights of Way improvement contribution relates to the link through the Sealed Air Yard between the Northern ECML underpass and Cromwell Road, however, as yet there is no scheme for this and therefore a cost has not been determined. Any contribution agreed in relation to this matter WILL NOT include any costs associated with the improvement of the underpasses themselves as this will be secured by condition through the S278 associated with the development.

## **3.0 PUBLIC RIGHT OF WAYS**

- 3.1 The Wintringham Park development provides an opportunity to connect and enhance the existing Rights of Way network within this major mixed use development. We welcome the outline proposals to create good pedestrian and cycle links as part of the development, as they are in accordance with the requirements of the County Council's adopted Rights of Way Improvement Plan to create links with new and existing communities and the existing Rights of Way network. Providing improved non-motorised user (NMU) infrastructure also encourages healthy lifestyles, in line with national and local policies on health and well-being, including those of the Cambridgeshire Health and Wellbeing Board.

- 3.2 We would emphasise the importance of ensuring that good soft-user infrastructure is in place before residents and community facilities. Experience from other major developments where community facilities were created before infrastructure was in place showed that people quickly fell into poor habits, quickly becoming reliant on their own private cars rather than walking or cycling. This was supported by a report entitled 'Lessons From Cambourne' in 2007 that stated:

*"There is a lack of connection to surrounding villages and Cambourne is poorly integrated into the surrounding countryside. A new settlement should have good pedestrian and cycle links to local footpaths and bridleways and these rights of way need to be established well in advance of construction."*

### **General principles**

- 3.3 The Wintringham Park site has a large number of Public Rights of Way which all run in a generally east-west direction. Therefore Public Rights of Way will play a significant role in every step of the planning and delivery process. We would therefore like to draw your attention to some general principles in relation to Public Rights of Way:

- Public rights of way are highways that must remain open and unobstructed at all times, including during site construction. Building materials must not be stored on the public rights of way and contractors' vehicles must not be parked on them (it is an offence under s 137 of the Highways Act 1980 to obstruct a public right of way). A Code of Construction methodology must be agreed with the County Council's Highways Team for any rights of way affected. A methodology was successfully implemented for the development of Greater



and Upper Cambourne. Please see the attached document summarising that methodology and the Cambourne Design Guide for reference.

- If some Public Rights of Way cannot be left open during construction then the applicant will be required to apply to the County Council's Street Works Team for a Temporary Traffic Regulation Order (TTRO). However, this should be considered as a last resort and the timescales for any temporary closure must be agreed by the Definitive Map Team beforehand.
- No alteration to the surface of a public right of way is permitted without the County Council's consent (it is an offence to damage the surface of a highway under section 1 of the Criminal Damage Act 1971). The applicant will be required to enter into a Section 278 agreement (short-form if works are minimal) with the Highway Authority to implement improvement works to existing Public Rights of Way.
- Landowners are reminded that it is their responsibility to maintain hedges and fences adjacent to public rights of way, and that any transfer of land should account for any such boundaries (section 154 Highways Act 1980).
- The granting of planning permission does not entitle a developer to obstruct a public right of way (Circular 1/09 para 7.1).
- Legal orders to realign or create public rights of way take time and therefore need to be carefully programmed in to ensure that development can take place as planned. We would request that the developer sets up regular communications with the Asset Information Team to ensure the optimum outcome for this element of the development.
- The local communities should be kept informed as to proposed changes to the network, including any temporary closures that are necessary, as objections can significantly delay progress.

### **Request for improvements to the Rights of Way network**

3.4 These Public Rights of Way currently run through two underpasses and one at level crossing of the East Coast Mainline. Two of them then proceed to cross the A428 at grade and one runs beneath the road via an underpass. We are pleased to see that the underpass links are proposed to be retained and enhanced.

3.5 The improvements listed below have been discussed directly with PBA and would allow the new and existing communities of St Neots and the new development to have better direct links to the wider countryside and Public Rights of Way network. These improvements when connected to the developer's proposed on-site routes would create an opportunity for a use of a greater circular route in and out of the proposed site for those wishing to take a longer recreational route beyond St Neots. The County Council strongly supports the opportunities set out in section 4.10 of the developer's Green Infrastructure Strategy which includes but should not be limited to:

- *"Opportunity to provide a network of public rights of way throughout the development via proposed green corridors and public open spaces. Careful consideration will be given to not compromise ecological sensitivities when providing public access.*
- *Opportunity to promote public access and future links from St Neots through the site to rural settlements and the wider countryside in the east.*

- *Opportunity to provide future north / south links between the site and the public rights of way and open spaces within the Loves Farm development.*
- *Opportunity to promote links from the development to Green Infrastructure destinations within the St Neots' Green Corridor, including Paxton Pits Nature Reserve, Priory Park, the Ouse Valley Way, Riverside Park and Barford Road Pocket Park via connections to existing public rights of way and cycle routes.*
- *Provision of a perimeter route within the development including the wider Loves Farm development which encompasses land to the north.*
- *Opportunity to rationalise and consolidate the existing rights of way running through the Site, including the stopping up of the at grade level crossing, to ensure the safe movement of pedestrians."*

3.6 These improvements would significantly add to the health and wellbeing of both communities and users from further afield in accordance with the policies noted above. The points below outline in more detail how the County Council would expect these opportunities to be realised.

- The County Council supports the provision of well-established green routes throughout the development. The County Council would look to record the most strategic routes as Public Rights of Way with the expectation that other connecting routes within the site would remain privately maintainable. This approach has been successfully implemented in Cambourne.
- Access to the countryside to the east is considered equally as important as links into St Neots Town Centre. The A428 currently presents a barrier for four of the five public footpaths and there should be improvements to countryside access across the A428 as part of the development. The PRoW network should become an integral part of the development and enhanced signage will need to be incorporated into the development to ensure that future residents are aware of the network available. This could also include the installation of interpretation boards (which can link to wildlife and biodiversity aims) and sufficient inclusion within resident travel plans.
- We note that the railway underpasses on the existing footpaths at Hen Brook and Wintringham and the footpath link to the railway bridge at Priory Hill have been identified as key connecting routes into St Neots. The underpasses in particular and the approaches to them from the west will require physical enhancement and signage to ensure that they both are and are perceived to be safe and welcoming to use. The outline PBA drawings 41481/2003/110 and 41481/2003/111 make supportive commitments to improvements at these underpasses, however additional information and discussion will be required to assess the feasibility of these improvements and whether changes to the PRoW network will be required to achieve them (i.e. diversions).
- New north-south links should be provided within the development. There is an expectation that this will be achieved through the provision of a circular NMU route running around the whole Wintringham Park development. A similar circular route is proving to be highly successful in other large scale developments in Cambridgeshire such as at Cambourne and at the soon to be implemented in new town of Northstowe. The County Council has also made similar requests at the Wyton Airfield and Waterbeach Barracks developments.
- Off-site improvements should be considered to improve links to long-distance paths such as the Roman Road to Sandy and open public spaces. If improvements cannot be directly secured by the developer then financial contributions should be considered in lieu of this.

- Whilst rationalisation of the PRoW network is broadly supported (discussed further below), there is a requirement that this rationalisation does not result in anomalies being created across the network. This is a particular concern on the eastern boundary with the A428 where the cluster of public footpaths continue over farm land towards Croxton. The applicant will therefore be required to engage with adjacent farm owners to bring forward a package of PRoW changes which do not only resolve matters on-site but also consolidates these adjacent network off-site. The County Council will not accept any proposal to divert or extinguish PRoW that result in dead – end footpaths terminating at the A428.
- The proposed development site is crossed by five public footpaths. These all run in a generally east-west direction from St Neots, across the A428 and continuing towards Croxton to Hail Lane (Abbotsley Public Byway No. 7). It is accepted that having a large concentration of public footpaths running in similar directions offers a limited benefit to wider countryside access and NMU provision. The County Council therefore supports the principle of rationalisation of the PRoW network in this location to provide a network of increased benefit in terms of facilitating access to the countryside. This is dependent on an acceptable package of PRoW creations and diversions being put forward that bring additional public benefits. This should including the provision of public bridleways where appropriate instead of footpaths to ensure that green routes are available to the widest possible range of NMUs. Any changes to the PRoW network will require detailed consultation with the local community and national and local user groups. The making of changes to the PRoW network is also bound by specific legislation (Highways Act 1980 and Town and Country Planning Act 1990) which sets out a prescribed and open process whereby objections and representations can be made. Therefore, the success of proposals cannot be guaranteed and the developer should ensure that proposals are advanced as early as possible in the design and delivery process to avoid later delays. The County Council charges for processing legal Orders to make changes to the PRoW network. Given the number of changes that will be required as part of this development, it would be appropriate in the circumstances for an agreement regarding the fee for the whole package of changes to be agreed between us in advance.

3.7 The County Council's Definitive Map Team will be happy to assist the developer during the design stage of this development to ensure that the optimum solution can be agreed. Please let me know should you wish to discuss any of the above further or require any additional information.

#### **4.0 LIBRARIES AND LIFELONG LEARNING**

- 4.1 Cambridgeshire County Council has a mandatory statutory duty under the Public Libraries and Museums Act to provide a comprehensive and efficient library service to everyone living, working or studying in Cambridgeshire.
- 4.2 The importance of libraries to the quality of life, well-being, social, economic and cultural development of communities is recognised both nationally and locally. Therefore, it is important to include access to a range of library facilities to meet the needs of the residents of this new development for information, learning and reading resources in connection with work, personal development, personal interests and leisure.

4.3 These services and facilities include:

- Adult and children's books
- Information books and leaflets
- Local studies and tourist information

4.4 These services in libraries, including mobile libraries, are supplemented by online access to books and high quality information resources available to library members from their home, workplace or school/college.

4.5 The facilities and services provided by libraries play a vital role in the following areas:

- Developing children's reading skills and enjoyment of reading and providing the resources for improving them throughout their pre-school and school years;
- Encouraging and supporting the development of adult and children's literacy through the delivery of the Reading Agency's Universal Reading Offer;
- Supporting the economic development of the local area by providing books, information resources and courses for people in work to develop their skills and knowledge, or for people to improve their literacy, numeracy, IT or other basic skills to help them enter or return to the job market;
- Supporting local tourism, sense of place and population movement by providing information and leaflets about local places and services, and local history and heritage.

4.6 In assessing the contribution to be sought from developers towards library provision, a consistent methodology is applied in Cambridgeshire, based on the following two principles.

4.7 Firstly, the **requirement** for a contribution is determined according to:

1) The County Council's Service Levels Policy for the provision of a range of levels of library service to ensure that communities of similar sizes across the County receive equivalent access. Since this policy is used on an ongoing basis to determine the level of stock and resources available in line with the existing population it follows, therefore, that a significant increase in population will require a corresponding increase in the level of resources made available.

2) An assessment of how the additional demand can be addressed, taking into account:

- The size and position of the planned development;
- The distance to / catchment area of any existing static library provision or the location of any existing mobile library stop(s);
- The physical capacity of the existing library provision in the area to deliver a service to additional users.

4.8 Secondly, where appropriate the **level** of developer contributions for new library service provision will be based on national guidance which sets out the costs per head of population increase to cover building, fitting out, stocking and equipping libraries. The guidance is contained in the document: *Public Libraries, Archives and New Development: A Standard Charge Approach, May 2010*, developed by the Museums, Libraries and Archives Council on behalf of the Department of

Culture, Media and Sport, the central government department with overall statutory responsibility for public libraries. This standard charge approach has formed the basis of the agreements already in place for the major new developments in Cambridgeshire. The standard charges are based on the Royal Institution of Chartered Surveyors (RICS) Building Cost Index and the National Statistical Office Retail Price Index for books and periodicals and will be adjusted in line with those indices over time.

- 4.9 Based on these principles, the actual level of the contribution sought for each development will depend on its size and location in relation to the size / physical capacity of existing library accommodation. However, in all cases it will include a one-off contribution to book and library stock and the shelving, equipment and infrastructure to accommodate and support those additional resources.
- 4.10 In order to assess whether the contribution is ***necessary to make the development acceptable in planning terms*** the County Council calculates the number of new residents arising from the new development and assesses this against the current capacity in the area.
- 4.11 The Huntingdonshire Developer Contribution SPD sets out the average household size multiplier of 2.25 people per dwelling. This equates to 6,300 new residents arising from the development
- 4.13 This would have required the provision of 300sqm of serviced land for a Library in District Centre to be offered to County Council at NIL cost and 180sqm of fitted and equipped operational space.
- 4.14 The County's preference, however, is to have the library and lifelong learning facility within a suitable shared facility contained in the Community Centre. This should be built to the following specification:
- Located on a single level and at ground floor;
  - Has access to shared meeting facilities, staff facilities, buggy parking, delivery access/a delivery parking bay and customer toilets;
  - The library provision should have good clear views in from the street or from within the community building in which the floorspace is contained;
  - Potential for part of the floorspace to be made secure (but the floorspace may otherwise open/flow into shared space within the building in which the floorspace is contained);
  - Potential for self-service opening whenever the building in which the floorspace is contained is open;
  - Layout offering good sight lines with opportunities if possible for discrete zones for different functions and for flexibility in use of space;
  - Sufficient power and data connections to enable installation of appropriate information and communications technology and future changes in layout;
  - Accessible on foot by cycle and by public transport a lease on terms which conform to those set out
- 4.15 The contribution will be on the basis of £97 per head of population increase which is the cost specified in the Museums, Libraries and Archives Council for the resourcing and fit out of static libraries. The population will be determined based on the dwelling mix and tenure approved at

each reserved matters application. The trigger for payment will be prior to occupation of 50% of the dwellings within each reserved matters approval.

## **5.0 STRENGTHENING COMMUNITIES SERVICE, PEOPLE AND COMMUNITES**

### **Community Facilities**

- 5.1 It is important that the community facilities are suitable for activities for children and young people and their families. The community facilities will also need to be suitable for older people and for those with a disability (whether physical, sensory or learning). As a general rule if community facilities are deemed as accessible if they are within a 2km journey which is considered a reasonable walking distance. However, for young children, mums and dads with prams, older people, those vulnerable to mental health problems and the disabled this is can be a more difficult distance to walk so it is very important that location of community facilities in the new development are positioned with this in mind. Facilities should be designed to complement and provide added value existing facilities available in Loves farm. The design of these facilities should be flexible and reflect the needs of the community, the need to access public services as well as promote and aid the delivery of community –led support. Shared use facilities are seen as a positive option combining community space with Libraries and health facilities can offer substantial benefit to the community and providers. To ensure this, CCC Strengthening Communities Team would like to be engaged with the design of the community facilities to ensure needs of the community, especially those who are more vulnerable to social isolation, will be met.
- 5.2 In addition, it is generally believed that community facilities should be planned from the very beginning of the development and certainly in the early stages of the first phase. The intelligent use of temporary facilities during the build out of Wintringham would be acceptable. Therefore, we would like a commitment from the developer that some form of temporary indoor community facility, this could be as part of another building such as a school, will be available from the beginning of the development so that there is space for information sharing and signposting to existing services and a space for the community to meet together in the early stages of the development. This is especially important for young families, who will need information about the local children’s centre (for example) and those who are more vulnerable to social isolation.

### **An Environment that promotes good mental health**

- 5.3 The CCC Strengthening Communities Team are supportive of the commitment to community greens and the pedestrian and cycle routes (active transport) as these promote positive mental health. It would be beneficial in the promotion of positive mental health that there is also a commitment to providing adequate room sizes. There is considerable research around the positive and negative impacts of design on mental health. In particular there is the NHS Healthy New Towns Initiative which is delivering some key guidelines for the design of new communities. We would be looking at a commitment from the developers that these best practices will be reflected in the design of Wintringham.

### **A physical environment that is accessible and easy to navigate**

- 5.4 It is important that the physical environment is accessible and easy to navigate for all members of the community, especially those with dementia and older people who may be more likely to get lost if there is nothing distinctive about the environment. The description of 'street and blocks' causes some concerns as the "logical, legible grid to the development" may make different parts of the development look the same leading to confusion.
- 5.5 We would be looking for a commitment to include landmark buildings that can be used at key locations to aid navigability and orientation and for different areas of the development to have recognisable themes, character or distinctiveness to make them more identifiable. We would also encourage that other landmarks are used, possibly using landscaping and public art, to create distinctive features throughout the development.
- 5.6 Also important that sensory and mobility needs are considered in the design, such as textured pavements, sensible placing of street furniture so it does not create a barrier and level pavements wide enough for ease of wheelchair use.

### **Housing**

- 5.7 We would look for the developer to provide affordable housing in line with policy, to provide sufficient and suitable housing to aid older people to stay in their own homes for longer (Older Peoples Accommodation Strategy, CCC). The developer is also asked to consider how housing can be suitable or promotes to the counties Key Workers and, as the development progresses, the developer is asked to consider how new homes designed for those with special needs could be included in the development.

### **Placemaking, Social Integration and Supporting Residents**

- 5.8 There is compelling evidence in new developments that simply providing the community facilities and an attractive landscape does not in itself create a sense of place and the community cohesion that is lacking in new development (Supporting New Communities Strategy, CCC). Instead softer measures are required in the form of Community development and early intervention measure in order to avoid the rapid escalation of need documented in other new developments. This was the experience of the neighbouring site of Loves farm, the County Council are keen to avoid the same situation in Wintringham.
- 5.9 The County Council would like a commitment from the developer to more formal support for community development, especially for those more vulnerable, to ensure all people are fully integrated and welcome in the new community. This can be achieved through things such as a commitment to provide community development workers and specialist workers for those who are more susceptible to social isolation (those who are at risk of developing mental health problems) and for children and young people. The table below shows details of the financial commitment required to deliver a comprehensive yet light touch program of intervention and development. This is essential to avoid the high needs (much higher mental health needs, higher cases of domestic abuse, higher levels of crime etc.) that plagued the earlier development of other sites of this scale.



Cost Summary	Total
Total kickstart funding	£28,849
MH training/staff (level 3) (3 yrs)	£44,625
MH training (level 2)	£0
MH Counselling Services CYP	£4,480
Locality staff (2 yrs)	£133,700
Children centre staff (2 yrs)	£77,340
Children centre equipment/activities	£35,000
IDVA (2yrs) (if level 3)	£0
Social care unit (2 yrs) if Level 3 (100%)	£0
Social care unit (2 yrs) if Level 2 (50%)	£29,750
Community Development Worker (2 yrs) if level 2 or 3	£70,000
Community Development Activities if level 1	£0
Public Health Lifestyle Initiatives	£4,200
<b>total</b>	<b>£427,944</b>

## 6.0 HEALTH

- 6.1 We have concerns regarding the proposed phasing and the application would benefit from a detailed phasing plan. From the application it is uncertain when the proposed health facility will be located and when it will be delivered. An assessment needs to be made with the Cambridgeshire and Peterborough Clinical Commissioning Group and NHS England as to when the existing Primary Care capacity will no longer be able to support the incoming population in the area, and therefore trigger the need for the health facility to be built.
- 6.2 The Environmental Statement has not included impacts on human health which is now a requirement in the EU directive, but it is acknowledged that there is dispute about the requirement to consider human health impacts in EIA/ES as part of UK legislation.
- 6.3 The spatial principles contained within the Development Specification document are welcomed, particularly walkable neighbourhoods and an interconnected network of green infrastructure.

### Health Statement

- 6.4 The inclusion of a Health Statement is welcomed in lieu of a formal policy requirement for a full Health Impact Assessment (which is a requirement of Huntingdonshire's Proposed Local Plan, but is not a requirement in the current local plan). Generally the Health Statement gives a good overview of the potential health impacts which could affect the future residents of Wintringham Park, and the existing residents of Love's Farm.
- 6.5 The topics chosen within the Health Statement have been taken from the HUDU rapid health impact assessment tool which is an appropriate set of topics to consider, however for an application of this size I would have expected to see a full health impact assessment, but agree

there is no policy requirement for this to be undertaken and submitted under the current Huntingdonshire Local Plan.

- 6.6 The use of the “secure by design” principles is welcomed.
- 6.7 The Health Statement should have used and made reference to local health data, in particular the “New Housing Developments and the Built Environment Joint Strategic Needs Assessment” (JSNA) which outlines some of the key challenges and health outcomes for residents in new communities. The JSNA contains data for the nearby Love’s Farm development which highlights concerns regarding the percentage of the 0 -19 population referred to Children's Social Care from Love’s Farm which is higher than the surrounding locality and the Cambridgeshire average. In addition Love’s Farm has a higher birth rate per 1000 females compared to the Cambridgeshire average which has implications for the phasing of the proposed health facility and early year’s provision and early help services, if the pattern seen at Love’s Farm is replicated in Wintringham Park.
- 6.8 Whilst the “Health Statement” is not a formal health impact assessment it has used the HUDU Rapid HIA tool. Specific comments on each HUDU topic are given below.

#### Housing Quality and Design

- 6.9 There are potential negative effects on Mental Health due to construction – particularly to occupants phase 1, including vulnerable groups of older people and children living nearby. – These should be controlled through the CEMP although the precise effects which can be controlled and by how is not clear.

#### Access to healthcare services and other social infrastructure

- 6.10 As acknowledged and mentioned above there will be increased demand on existing healthcare services during both the construction and early occupation periods and therefore would recommend that sufficient Section 106 or equivalent funds are sought from the applicant to cope with any increase in demand for services, this should also include mental health services which can see an increase in demand for services in the early stages of occupation. In addition there are concerns that there is likely to be a gap in terms of healthcare facilities provided in the local centre due to the projected phasing.

#### Access to Open Space and Nature

- 6.11 The County Council agrees with the assessment, however as mentioned above the precise details of what is to be included in each parcel of open space needs to be confirmed as part of any reserved matters applications.

#### Air Quality, Noise and Neighbourhood Amenity

- 6.12 We agree with the assessment, but would recommend that advice is sought from the Environmental Health Department at Huntingdonshire District Council with regards to the significance of concentrations of airborne pollutants from traffic.

- 6.13 We would also suggest that conditions are attached which control the location and design of any haul roads in order to protect existing residential properties (Love's Farm and wider St Neots) and the occupants of the phase 1. There is also likely to be noise from the commercial uses in the local centre which may need to be conditioned at reserved matters stage.

#### Accessibility and active travel

- 6.14 Safer routes to schools should be one of the guiding principles and seems absent from the Health Statement.

#### Crime Reduction and community safety

- 6.15 The construction site may become a possible target for crime and as such I would recommend a security strategy is agreed with the Police and Huntingdonshire District Council prior to the commencement of construction on site.

#### Access to healthy Food

- 6.16 Agree with the assessment.

#### Access to work and training

- 6.17 Agree with the assessment.

#### Social Cohesion

- 6.18 Agree with the assessment but there will be the need for additional community development work/workers to build on the work in Love's Farm and to work on phase 1 before the first occupation, therefore a facility should be made available prior to commencement of works on phase 1 for community development to have a base, this may be a temporary facility.

#### Minimising the use of resources

- 6.19 Agree with the assessment.

### **Key Phase 1 Design Code and Regulatory Plan**

- 6.21 The measures to promote walking and cycling to control air quality are welcomed.
- 6.22 The proposed street furniture (seats/benches) which will be a mix of styles, some with backs and arm rests is welcomed and will benefit older people, and careful consideration will need to be given as to their location within phase 1, ideally these should be spread out throughout the development along streets, footpaths and provided in areas of open green space, the location of street furniture and a hierarchy of provision is not clear in the design code.
- 6.23 The Health Centre and its location is not defined within the proposed use classes for Phase 1, therefore it is assumed that the land for this facility will be provided in a subsequent phase. This may not be the best solution for the site and there may be opportunities to co-locate a health

facility with other community buildings around the local centre. Advice needs to be sought from both NHS England and the Cambridgeshire and Peterborough Clinical Commissioning Group on the exact requirements for a health facility to serve the development. In addition there is no commitment to provide both land and capital resources through Section 106 or CIL for the construction of a health facility.

- 6.24 The provision of a range of formal and informal play spaces is welcomed, but the exact details of what will be provided needs to incorporate facilities for older children/teenagers e.g. MUGAs as this is missing within the application.
- 6.25 The commitment to provide electric vehicle (EV) charging facilities in the local centre and through the development is vague and currently is a “may” rather than a “will” there needs to be a firm commitment that a range of opportunities for EV charging points (rapid and slow charging) will be provided at a range of locations and at residential dwellings.
- 6.26 The use classes for the local centre mentions use classes D2 & D4 – D4 is no longer a use class so this needs to be clarified as to what uses will be provided in Phase 1.

