

A Special Meeting of **HUNTINGDONSHIRE DISTRICT COUNCIL** will be held in the **CIVIC SUITE, PATHFINDER HOUSE, ST MARY'S STREET, HUNTINGDON PE29 3TN** on **MONDAY, 9 DECEMBER 2013** at 7.00 pm or on the rising of the Development Management Panel and you are requested to attend for the transaction of the following business:-

A G E N D A

1. MINUTES

To approve as a correct record the Minutes of the meeting held on 13th November 2013 – To Follow.

2. MEMBERS' INTERESTS

To receive from Members declarations as to disclosable pecuniary, non-disclosable pecuniary or non-pecuniary interests in relation to any Agenda item. See Notes below.

3. MIXED USE DEVELOPMENT OF THE LAND TO PROVIDE UP TO 290,000 SQM OF EMPLOYMENT FLOOR SPACE, INCLUDING DATA STORAGE AND A MATERIALS RECOVERY DEMONSTRATION CENTRE AND UP TO 5,000 DWELLINGS, INCLUDING SHELTERED/EXTRA CARE ACCOMMODATION; A MIXED USE HUB AND MIXED USE NEIGHBOURHOOD FACILITIES, INCLUDING RETAIL, COMMERCIAL, LEISURE, HEALTH, PLACE OF WORSHIP AND COMMUNITY USES; NON-RESIDENTIAL INSTITUTIONS INCLUDING PRIMARY SCHOOLS, NURSERIES, A SECONDARY SCHOOL AND LAND RESERVED FOR POST 16 EDUCATION PROVISION; OPEN SPACES, WOODLANDS AND SPORTS PROVISION; RETENTION OF LISTED BUILDINGS; NEW VEHICULAR ACCESS POINTS FROM ERMINE STREET AND THE A141, WITH OTHER NEW NON-VEHICULAR ACCESS POINTS; ASSOCIATED INFRASTRUCTURE; RESERVE SITE FOR A RAILWAY STATION AND ANCILLARY USES; AND ASSOCIATED DEMOLITION AND GROUNDWORKS - LAND AT THE FORMER ALCONBURY AIRFIELD AND NEIGHBOURING FARMLAND, ERMINE STREET, THE STUKELEYS, HUNTINGDON (Pages 1 - 172)

To consider a report by the Assistant Director, Environment, Growth and Planning.

Dated this 29th day of November 2013



Head of Paid Service

Notes

1. Disclosable Pecuniary Interests

- (1) *Members are required to declare any disclosable pecuniary interests and unless you have obtained dispensation, cannot discuss or vote on the matter at the meeting and must also leave the room whilst the matter is being debated or voted on.*
- (2) *A Member has a disclosable pecuniary interest if it -*
 - (a) *relates to you, or*
 - (b) *is an interest of -*
 - (i) *your spouse or civil partner; or*
 - (ii) *a person with whom you are living as husband and wife; or*
 - (iii) *a person with whom you are living as if you were civil partners*

and you are aware that the other person has the interest.
- (3) *Disclosable pecuniary interests includes -*
 - (a) *any employment or profession carried out for profit or gain;*
 - (b) *any financial benefit received by the Member in respect of expenses incurred carrying out his or her duties as a Member (except from the Council);*
 - (c) *any current contracts with the Council;*
 - (d) *any beneficial interest in land/property within the Council's area;*
 - (e) *any licence for a month or longer to occupy land in the Council's area;*
 - (f) *any tenancy where the Council is landlord and the Member (or person in (2)(b) above) has a beneficial interest; or*
 - (g) *a beneficial interest (above the specified level) in the shares of any body which has a place of business or land in the Council's area.*

Other Interests

- (4) *If a Member has a non-disclosable pecuniary interest or a non-pecuniary interest then you are required to declare that interest, but may remain to discuss and vote.*
- (5) *A Member has a non-disclosable pecuniary interest or a non-pecuniary interest where -*
 - (a) *a decision in relation to the business being considered might reasonably be regarded as affecting the well-being or financial standing of you or a member of your family or a person with whom you have a close association to a greater extent than it would affect the majority of the council tax payers, rate payers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the authority's administrative area, or*
 - (b) *it relates to or is likely to affect any of the descriptions referred to above, but in respect of a member of your family (other than specified in (2)(b) above) or a person with whom you have a close association*

and that interest is not a disclosable pecuniary interest.

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Agenda Item 3

**S106 AGREEMENT ADVISORY GROUP
SPECIAL DEVELOPMENT MANAGEMENT PANEL
SPECIAL COUNCIL**

**9 DECEMBER 2013
9 DECEMBER 2013
9 DECEMBER 2013**

Case No: 1201158OUT (OUTLINE APPLICATION)

Proposal: MIXED USE DEVELOPMENT OF THE LAND TO PROVIDE UP TO 290,000SQM OF EMPLOYMENT FLOOR SPACE, INCLUDING DATA STORAGE AND A MATERIALS RECOVERY DEMONSTRATION CENTRE AND UP TO 5000 DWELLINGS, INCLUDING SHELTERED/EXTRA CARE ACCOMMODATION; A MIXED USE HUB AND MIXED USE NEIGHBOURHOOD FACILITIES, INCLUDING RETAIL, COMMERCIAL, LEISURE, HEALTH, PLACE OF WORSHIP AND COMMUNITY USES; NON-RESIDENTIAL INSTITUTIONS INCLUDING PRIMARY SCHOOLS, NURSERIES, A SECONDARY SCHOOL AND LAND RESERVED FOR POST 16 EDUCATION PROVISION; OPEN SPACES, WOODLANDS AND SPORTS PROVISION; RETENTION OF LISTED BUILDINGS; NEW VEHICULAR ACCESS POINTS FROM ERMINE STREET AND THE A141, WITH OTHER NEW NON-VEHICULAR ACCESS POINTS; ASSOCIATED INFRASTRUCTURE; RESERVE SITE FOR A RAILWAY STATION AND ANCILLARY USES; AND ASSOCIATED DEMOLITION AND GROUNDWORKS.

Location: LAND AT THE FORMER ALCONBURY AIRFIELD AND NEIGHBOURING FARMLAND, ERMINE STREET, THE STUKELEYS

Applicant: URBAN & CIVIC LTD

Grid Ref: 519713 276509

Date of Registration: 15.08.2012

Parish: The Stukeleys

RECOMMENDATION TO S106 AGREEMENT ADVISORY GROUP:

To note the content of the report and comment on the proposed terms of the obligation.

RECOMMENDATION TO SPECIAL DEVELOPMENT MANAGEMENT PANEL:

To indicate to Full Council that it was minded to APPROVE the application subject to satisfactory completion of the S106 Agreement and conditions.

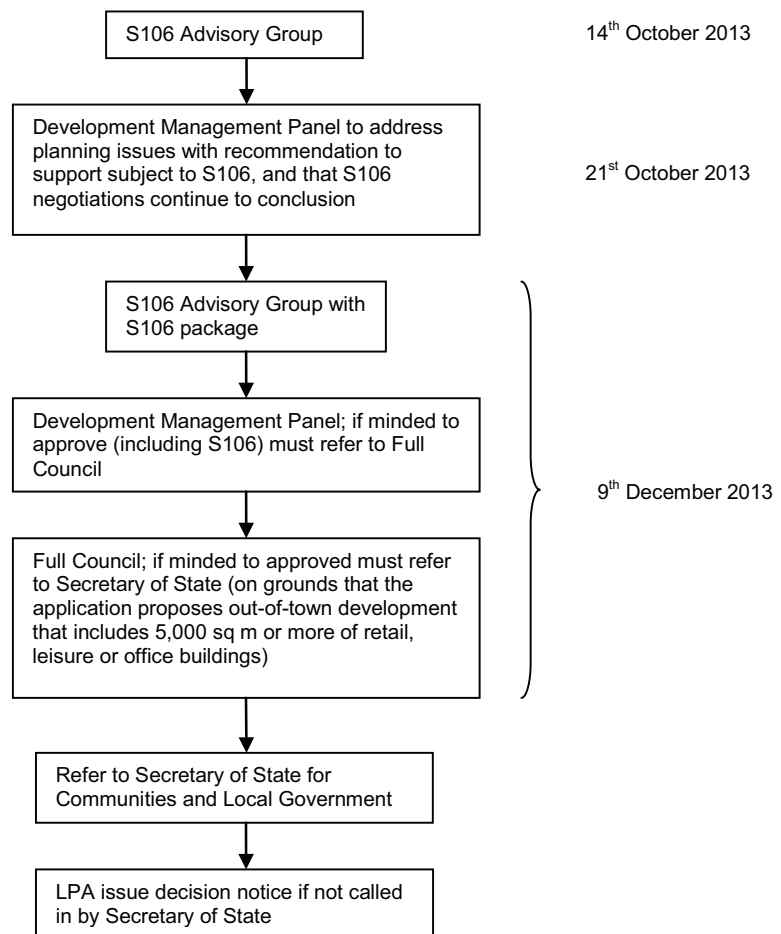
RECOMMENDATION TO SPECIAL COUNCIL:

(Assuming that the Development Management Panel indicated that was minded to APPROVE the application) To indicate to the Secretary of State that it

was minded to APPROVE the application subject to satisfactory completion of the S106 Agreement and conditions and, if the application is not called-in by the Secretary of State, to APPROVE the application subject to satisfactory completion of the S106 Agreement and conditions to be determined by the Assistant Director of Environment, Growth and Planning to include those set out below.

1. INTRODUCTION

- 1.1 On 21st October, Development Management Panel considered proposals for the mixed use redevelopment of the former Alconbury Airfield and adjacent farmland to include up to 290,000 sq m of employment floorspace, up to 5,000 new homes and supporting infrastructure. The Panel resolved to support the principle and general form of the proposed development, and that a report would be brought back to the Panel with details of the S106 negotiations and suggested matters to be the subject of conditions. The report considered by the Panel on 21st October is attached to this report as an appendix.
- 1.2 This report provides details of any updates since the 21st October, which include further representations from Cambridgeshire County Council, and the proposed overall package of developer contributions. The anticipated process to determine the outline planning application was presented to the Panel on 21st October and is set out below, showing that - subject to the conclusion at each of those stages - three further stages of that process are to be addressed on Monday 9th December 2013 through consideration of the proposals by the District Council's S106 Agreement Advisory Group, the Development Management Panel, and Full Council. To confirm, the recommendation is in three parts because it is intended that this same report will be considered by the Advisory Group, Panel and Full Council.



2. DESCRIPTION OF SITE AND APPLICATION

2.1 No updates since 21st October Development Management Report.

3. NATIONAL GUIDANCE

3.1 No updates since 21st October Development Management Report.

4. PLANNING POLICIES

4.1 Saved policies from the Huntingdonshire Local Plan (1995)

No updates since 21st October 2013 Development Management Panel report.

4.2 Saved policies from the Huntingdonshire Local Plan Alterations (2002)

No updates since 21st October 2013 Development Management Panel report.

4.3 Adopted Huntingdonshire Local Development Framework Core Strategy (2009)

No updates since 21st October 2013 Development Management Panel report.

4.4 Cambridgeshire and Peterborough Minerals and Waste Development Plan Core Strategy (2011)

No updates since 21st October 2013 Development Management Panel report.

4.5 Minerals and Waste Site Specific Proposals Development Plan Document (2012)

No updates since 21st October 2013 Development Management Panel report.

4.6 Draft Huntingdonshire Local Plan to 2036: Stage 3 (2013)

(This document is not policy but is included here as it is draft policy for the District and is a material planning consideration in determining the outline planning application).

The District Council undertook consultation on the 'Huntingdonshire Environmental Capacity Study: Additional Sites Assessment' between 8th November and 6th December 2013. This consultation included revised peripheral area assessments for all settlements previously assessed, and detailed assessments of new sites submitted during the 'Stage 3' consultation in the summer of 2013 that are within the peripheral areas considered to have some potential for development. This consultation included a site immediately to the north east of the application site with the potential for around 1,450 new homes, with specific reference being made to access through the application site.

No consultation responses directly relevant to this planning application have been received at the time of writing.

4.7 Relevant legislation and regulations

No updates since 21st October 2013 Development Management Panel report.

4.8 Supplementary Planning Documents and guidance

No updates since 21st October 2013 Development Management Panel report.

4.9 Other relevant documents

No updates since 21st October 2013 Development Management Panel report.

5. PLANNING HISTORY

Former airfield site

5.1 Since 21st October Development Management Panel report, planning permission and associated advertising consent (planning reference 1301532FUL and 1301646ADV) has been given for a temporary gatehouse with illuminated signage for the 'Boulevard Gateway Access' to the Alconbury Weald site.

6. CONSULTATIONS

- 6.1 No additional consultation has been carried out since that referred to in the 21st October Development Management Panel report.

7. REPRESENTATIONS

- 7.1 Additional representations have been received from Cambridgeshire County Council (REPRESENTATIONS ATTACHED) in relation to the proposed package of developer obligations. These additional County Council comments are addressed in the 'Infrastructure Requirements and Planning Obligations' section of this report.

8. THE ENVIRONMENTAL STATEMENT

- 8.1 No updates since 21st October 2013 Development Management Panel report.

9. SUMMARY OF ISSUES

- 9.1 The main issues considered by the Development Management Panel on 21st October 2013 in assessing this application were those of the principle of development (including loss of existing land use, proposed uses and amounts), amount, use and indicative layout and scale parameters, economic development and employment, access, transport and connectivity, ecology, flood risk and drainage, archaeology and heritage assets, trees and landscape, noise and pollution, ground conditions and contamination, energy efficiency, waste, infrastructure requirements and planning obligations.

PRINCIPLE OF DEVELOPMENT

- 9.2 No updates since 21st October 2013 Development Management Panel report.

AMOUNT, USE AND INDICATIVE LAYOUT AND SCALE PARAMETERS

- 9.3 No updates since 21st October 2013 Development Management Panel report. It is recommended that planning conditions are imposed to ensure that development is proposed that is in accordance with the parameters set out in the Parameter Plan and Development Specification including the Spatial Principles, and that is in accordance with the Design & Access Statement Principles.
- 9.4 *Retail* – It is considered to be important that the proposed retail development at Alconbury Weald is appropriately developed in conjunction with residential and commercial development to benefit workers and residents at Alconbury Weald and to also ensure that Huntingdon town centre is not adversely affected by retail development expanding in advance of population needs. Accordingly, it is recommended that a planning condition is imposed such that as each phase of the development is brought forward, a clear justification is provided for the quantum for all the types of development that are being proposed within that phase, for approval by the Local Planning Authority.

- 9.5 *Non-employment uses in the Enterprise Campus* - As stated in the 21st October DMP report it is considered essential that the employment focus of the Alconbury Enterprise Campus must not be inappropriately diluted, but that the sensitive introduction of some appropriate forms of residential development into the Enterprise Campus may be acceptable as part of an integrated solution to the overall delivery of a sustainable development. It is considered reasonable to require through planning condition that as each phase of the development is brought forward, any proposals for non-employment uses within the Enterprise Campus are justified alongside the justification for the quantum and type of development in that phase.

ECONOMIC DEVELOPMENT AND EMPLOYMENT

- 9.6 The 21st October Development Management report highlighted that the appropriate phasing of delivery of housing, community and commercial uses is considered to be critical to ensure a quality development across the whole of Alconbury Weald including the Enterprise Campus.
- 9.7 Consultation responses were received calling for a formal mechanism to be put in place to link the successful development of employment space with residential development. It is considered that to deliver a sustainable development it will be ideal for houses to be brought forward in line with potential job opportunities and the Council will look to achieve this through the process of agreeing to the make-up of each key phase of development including a mix of land uses.
- 9.8 The Council and its partners (including the Local Enterprise Partnership) will aim to ensure an appropriate balancing of houses and jobs and that to ensure that the maximum opportunity is available for the ready take up of employment land and that the wider Alconbury Weald development is able to realise its potential for creating a high quality mixed use destination.
- 9.9 Ultimately the delivery of jobs in the Enterprise Campus will be driven by the market and whilst it is therefore not considered reasonable to specifically tie the delivery of exact job numbers to any associated housing development, it is recommended that a planning condition is imposed such that as each phase of the development is brought forward, a clear justification is provided for the quantum of all types of development within that phase, for approval by the Local Planning Authority, and that development proceeds accordingly.

ACCESS, TRANSPORT AND CONNECTIVITY

- 9.10 The proposed 'Monitor & Manage' approach to transport mitigation and various off-site highways works are addressed in the 'Infrastructure and Planning Obligations' section of this report. It is recommended that appropriately worded planning conditions are imposed to secure both the Monitor & Manage approach and both on-site and off-site highways works. It is further recommended that compliance with the Framework Travel Plan is conditioned accordingly.
- 9.11 In order to protect the on-going function and movement of traffic on its strategic network the Highways Agency has directed that a number of conditions be imposed upon any planning permission, as set out in the 21st October

Development Management Panel report; it is recommended that these conditions are imposed on any planning permission.

- 9.12 Proposed landscaping and traffic calming through Great Stukeley, Little Stukeley, and Abbots Ripton is specifically addressed in the 'Infrastructure and Planning Obligations' section of this report.
- 9.13 The outline application also proposes an access to serve the site to the south of the site via the A141 Huntingdon northern bypass, and located between the A141/Latham Road Roundabout and the A141/St Peters Road Roundabout to the west of the railway bridge over the East Coast Main Line. The outline application includes two options for this proposed access to the A141 Huntingdon northern bypass: option 'A' being closer to the railway bridge than Option 'B'. It is understood that both options are being actively considered by the applicant and dependent upon the outcome of landowner negotiations one will be selected for delivery. It is intended that only one of the access options is delivered. At this outline stage, it is considered that this indicative location for the access is appropriate and acceptable. The exact location of the access will need to be determined in accordance with detailed traffic modelling and safety analysis work in due course.
- 9.14 Following a recently successful bid to Government for Local Infrastructure Funding, the developer is also looking to deliver this southern access during 2015 although the Phase 1 transport assessment does not assume this will be in place, so this road itself will instead be subject to further Transport Assessment work as that scheme is developed.
- 9.15 This 'fourth' or southern access is considered to be essential to enable the delivery of an overall sustainable development in transport and connectivity terms. The Stukeleys Parish Council has made strong representations in relation to the need for this access and its early provision. Whilst the Monitor & Manage approach could determine the timing of delivery of the new access, the early provision of at least a dedicated pedestrian and cycle access via this route between Alconbury Weald and Huntingdon is considered to be a priority for the District Council and should be secured via planning condition.
- 9.16 Discussions on a range of solutions to facilitate pedestrian and cycle crossing of the A141 have been undertaken and a preferred approach will also be worked up in detail with the Highways Authority.
- 9.17 It is recommended that a condition is imposed upon any planning permission requiring the submission and approval of a Code of Construction Practice and Construction Access Strategy for the development as a whole and requiring updating and revision in the form of a Construction Management Plan for each reserved matters application area as each reserved matters application is submitted. This should cover issues including recycling of materials, operating hours, lorry routeing, safety and a workplace travel plan.
- 9.18 Concerns have been raised regarding the potential traffic impacts upon the roads through Abbots Ripton. It is considered that the impact on Abbots Ripton will be significantly less than those through The Stukeleys, but the need for some

targeted public realm improvements (i.e. traffic calming) through the village is recognised. A detailed scheme will need to be agreed with Cambridgeshire County Council and secured through the S106 agreement.

ECOLOGY

- 9.19 No updates since 21st October 2013 Development Management Panel report. It is recommended that a planning condition is imposed to secure an 'Ecological Mitigation Strategy', which would build on the findings of the ES and which would be prepared in conjunction with the Code of Construction Practice for the site. The Ecological Mitigation Strategy would set site-wide and species specific principles that would then form the basis for detailed mitigation to emerge through each phase of development and reserved matters.
- 9.20 Should the detailed proposals lead to any direct impacts on the SSSI suitable appropriate compensatory habitat and management thereof will have to be provided; and it is recommended that this is secured through planning condition.

FLOOD RISK AND DRAINAGE

- 9.21 The Environment Agency has confirmed that the review of the Flood Risk Assessment was carried out in a reasonable and robust manner and the findings of the review need not result in any changes to the Flood Risk Assessment or the design, assessment and reports supporting the outline application.
- 9.22 It is recommended that a planning condition is imposed such that a Water Management Strategy is submitted and approved that will ensure that a comprehensive strategic assessment of drainage proposals is undertaken prior to the development of individual phases of the site.

ARCHAEOLOGY AND HERITAGE ASSETS

- 9.23 No updates since 21st October 2013 Development Management Panel report. It is considered that the details provided with the outline application are sufficient to secure an appropriate level of archaeological work in mitigation of the archaeological impact of the proposed development. Further details will be addressed in a written scheme of investigation, which it is recommended is secured by condition.
- 9.24 It is recommended that a planning condition is imposed to secure the preparation of a 'Heritage Area Action Plan' to guide the interpretation and ongoing maintenance and management of three Grade II* Listed Buildings. Further planning conditions are recommended to ensure that the important 'Wall art' is protected and retained wherever possible and that a number of buildings are surveyed and recorded prior to demolition.
- 9.25 As reported to the Development Management on 21st October, it is recommended that a planning condition is imposed that would ensure that the woodland and scheduled ancient monument at Prestley Wood is managed in a manner that respects its heritage status. This aim will be further strengthened by

Spatial Principle No.12 (which will be secured by condition) that specifically requires Prestley Wood to be managed appropriately.

- 9.26 Spatial Principle No.12 also refers to woodland planting to be used to provide a buffer between Prestley Wood and any nearby development in Development Area 3 (which is part of the Alconbury Enterprise Campus), to protect its setting. In addition to this, it is recommended that a planning condition is imposed such that the design code prepared for the Key Phase of development that includes Development Area 3 has specific regard to the setting of Prestley Wood.

TREES AND LANDSCAPE

- 9.27 As reported to Development Management Panel on 21st October 2013, the Stukeleys Parish Council commented that the landscaping (woodland belt) proposed adjacent to the western edge of Little Stukeley appears insufficient to ensure adequate separation from Little Stukeley and an acceptable rural setting for the approach to the village. It is considered that this matter should properly be dealt with through the detailed design to ensure this is an adequate screen that is incorporated into the overall design of the new development.

NOISE AND POLLUTION

- 9.28 No updates since 21st October 2013 Development Management Panel report. It is recommended that a Code of Construction Practice is secured via planning condition to be submitted to and agreed by the District Council and then followed as the development takes place. It is considered that appropriately worded conditions to require noise assessment and mitigation measures for development proposed through reserved matters applications should be imposed.
- 9.29 As proposed in the ES, it is recommend that constraints are put in place via planning condition in relation to emissions from the proposed energy centres such that where an energy centre is proposed, plans and particulars are submitted with the relevant reserved matters application and approved by the District Council to include detailed air quality assessments, if the maximum pollutant significant emissions (tonnes per year) is triggered as identified in Table 19.5 of the ES (repeated at Table 7 of the Energy Strategy).
- 9.30 Subject to appropriately worded conditions as described above the proposals are considered acceptable.

GROUND CONDITIONS AND CONTAMINATION

- 9.31 No updates since 21st October 2013 Development Management Panel report. Specifically, a Code of Construction Practice is proposed to be prepared and approved prior to the construction phase that would outline the mitigation, control and monitoring measures to be put in place to minimise the effect of the initial demolition and subsequent development works on ground conditions and land quality.

ENERGY EFFICIENCY

- 9.32 A commitment is made in the outline application to deliver buildings to carbon reduction standards ahead of the Building Regulations pertaining at the relevant time. This would be a significant commitment to the overall environmental sustainability of the proposed development and contributes to the sustainability credentials of the proposals in the planning balance. It is considered that this commitment should be secured by planning condition.

WASTE

- 9.33 No updates since 21st October 2013 Development Management Panel report. Mitigation measures to reduce potential adverse effects of waste throughout the lifetime of the proposed development focus on the preparation and implementation of a Code of Construction Practice for the demolition and construction phases, and the design of layout and properties to meet with the requirements of the local waste policies for the operational phase, including space to house recycling, composting and non-recyclable waste bins, as well as adequate access for waste collection vehicles and operatives. It is recommended that a Code of Construction Practice is secured by condition that incorporates a waste management strategy in accordance with Site Waste Management Plan regulations, and includes details of soil and material management arrangements.
- 9.34 The County Council has commented that the RECAP waste toolkit will need to be completed for each phase of the development as more detailed information comes forward; it is recommended that this is secured through planning condition.

OTHER MATTERS

- 9.35 Fire Hydrants – Cambridgeshire Fire and Rescue Service require the provision of fire hydrants to be secured through an appropriately worded planning condition. This is considered to be reasonable and acceptable.
- 9.36 Community Infrastructure Levy (CIL) phasing – As the planning application is in outline with all details to be approved as reserved matters application, the CIL regulations allow for consideration for phasing. Normally CIL liability (when payment is due) arises upon commencement of development however when the development is phased, CIL liability will arise separately in respect of the commencement of each phase. A condition for CIL phasing is therefore recommended that would require phasing plans as each Key Phase is brought forward.

INFRASTRUCTURE REQUIREMENTS AND PLANNING OBLIGATIONS

- 9.37 Without prejudice to the eventual determination of this planning application negotiations are being held with the applicant in order to determine the extent of the proposed social, community and physical infrastructure required to serve the proposed development. These negotiations are being held in line with advice contained within the NPPF and the relevant statutory tests, and the provisions of the development plan. Statutory tests set out in the Community Infrastructure Regulations 2010 require that S106 planning obligations must be necessary to

make the development acceptable in planning terms, directly related to the development and fairly and reasonable related in scale and kind to the development.

- 9.38 S106 obligations are intended to make a development acceptable which would otherwise be unacceptable in planning terms. Significant progress has been made with the negotiations towards an agreed package of strategic and community infrastructure to appropriately support the proposed development. This section of the report set out the progress made and indicates where final agreement is yet to be reached. These proposed developer contributions are due to be considered by the S106 Advisory Group at their meeting on 9th December 2013. The outcome of that meeting will be reported at the Development Management Panel meeting and to Full Council.

Community Infrastructure Levy (CIL)

- 9.39 As reported to DMP on 21st October, the development will be CIL liable in accordance with the Council's adopted charging schedule and will deliver significant amounts of funding towards meeting local infrastructure needs. CIL will need to be paid in instalments in accordance with policy subject to a planning condition that the site may be brought forward in phases, with phasing plans for each Key Phase of development.

Affordable housing and S106 review mechanism

- 9.40 It is considered that an effective structure for a robust associated S106 review mechanism has now been agreed between the District Council and the applicant, which in essence will seek to reasonably deliver an appropriate amount of affordable housing across the various phases of the proposed development. As such, if the agreed viability position, which would be considered at each phase of the development, did not allow for delivery of affordable housing at the applicable policy level in a particular phase of development, this would be acknowledged and thereafter addressed, as far as reasonably possible, in the viability assessments and preparation for subsequent phases.
- 9.41 It is considered that an appropriately balanced position can therefore be reached. As the exact viability position becomes clear for the first phase of development it is anticipated that this phase would be likely to deliver a below-policy level of affordable housing because of the need to acknowledge the significant recognised infrastructure costs associated with the initial opening up the site and delivery of essential utilities. This is to be expected in such circumstances and is considered to be reasonable. The S106 review mechanism would then allow for the level of affordable housing to be set for later phases and would specifically include the capacity to look to address any below-policy supply of affordable housing which may have occurred in earlier phases of the development.
- 9.42 The principle of a review mechanism within the S106, that would allow for any uplift in values to be captured and shared between both the applicant and the District Council, and that would have the capacity to seek recover under-provision in affordable housing from earlier phases, is therefore now capable of being agreed. Certain aspects of the review mechanism, including the specific

reasonable level of return that the developer should expect, the exact basis of sharing future values above that level between the applicant and the District Council, the timing of each review and the specific elements to be included within each review, remain to be confirmed. Final details of the review mechanism will need to be considered and endorsed by the District Council's financial/viability advisors (Deloitte) before completion of the S106 agreement.

- 9.43 Members should recognise that once outline planning permission has been granted the S106 review mechanism, when finalised and agreed, will determine the level of affordable housing to be provided in subsequent phases of development.

Skills and innovation

- 9.44 As reported to Development Management Panel on 21st October, it has been agreed between the District Council and the applicant that provision should be made such that the applicant continues to deliver a jobs brokerage service, which is currently provided from a shop unit in the centre of Huntingdon, at the applicant's expense. The service would coordinate efforts to provide job opportunities within the Enterprise Campus by providing links between the landowners, businesses within the Enterprise Campus, JobscentrePLUS, the Local Enterprise Partnership and the Council.

Highways and access

- 9.45 An appropriate package of transport measures to accompany the first phase of development, based on the proposed measures listed in the Transport Assessment, will be secured via the S106 agreement. This package will include works to the highway network, a first phase of provision of integrated cycle and pedestrian links and measures associated with the development-related Travel Plan for the development to encourage the use of sustainable transport modes, including significant public transport investment. The package of measures to accompany the first phase of development is agreed at £6.82m, subject to the exact timing of the delivery of individual schemes and these will be funded entirely by the applicant. The costs of some of the individual elements are still to be agreed, in particular the extent of 'pump-priming' subsidy required for bus services. The package of measures to accompany the first phase of development are listed in the S106 'Heads of Terms' table below; the table provides a summary and it is noted, as highlighted by the County Council in their recent representations, that further work is required to confirm the details, including exact triggers and responsibilities for delivery.
- 9.46 Traffic calming on Ermine Street through The Stukeleys is an important integral element to be introduced at an early stage during the first phase of development. A Stakeholder group, including the Parish Council, has been working on a detailed design scheme for inclusion within the S106 agreement which has been primarily designed to discourage rat-running through the Parish involving traffic generated by the development. The developer will fund the cost of that work, which will involve comprehensive re-working of the street scene in both Great and Little Stukeley to create a more village-focussed environment rather than the

- main road appearance that exists at present. The Stakeholders have been adopting Best Practice techniques in developing the overall design and learning from similar successful schemes elsewhere within Cambridgeshire, such as in Castor and Eye. As noted above, further detailed work is to be concluded to confirm all details of this scheme.
- 9.47 The proposed 'Monitor & Manage' approach to phases beyond the first phase of development has been refined since the report considered by DMP on the 21st October. The detailed mitigation scheme for each phase of development will be agreed before that phase is developed, with the exact costs of delivering the required mitigation to be set out based on the outcomes of the Transport Assessment for that phase.
- 9.48 Discussions between the County Council (as Highways Authority) and the applicant have agreed the principle that a funding cap should be included within the S106 to fund transport mitigation measures beyond the first phase of development. The range of the cap being discussed is between £15.8m and £18.7m – this figure is to be finalised by way of supplementary negotiations that would need to be concluded before finalisation of the agreement. This figure is based on the assumption that the new A14 will be in place and operational. The cap would limit the applicant's liability for the overall cost of the transport mitigation required. In the event that insufficient funds had been allocated through the funding cap to cover the costs of all necessary transport mitigation, it has been agreed that excess costs would remain the liability of the Highways Authority. However, the applicant has agreed that a contingency should be allocated (which has potentially been agreed at a figure of between £7m and £8.2m) that would be made available to fund any changes that might arise to the actual cost of mitigation required. In the event that the funding cap was not reached, and the contingency not used, any remaining funds would be released to District and County Council to be allocated as they saw appropriate.
- 9.49 The detailed timing of availability and operation of this funding remains to be confirmed, which is the focus of detailed discussions between the County Council and the applicant.
- 9.50 As mentioned above, the proposed funding cap is based on the transport mitigation schemes that would potentially be required if the proposed A14 major improvement scheme were to go ahead. In the event that the A14 improvement scheme did not go ahead, it has been accepted by the County Council and applicant that any additional costs of full mitigation in excess of the funding cap would need to be shared. The funding that the applicant would make available as a contingency for the funding cap would be available as the applicant's contribution to any additional costs in the event that the A14 improvement scheme did not go ahead. This is an area where the parameters will change over time and the District Council needs to take a flexible position now to be able to respond to changing conditions over time to allow the appropriate mitigants to be agreed if and when they are required.
- 9.51 In its recent representations, the County Council has requested that costs (£100,000) are attached to the transport monitoring measures proposed to be included in the S106 agreement. A planning condition is proposed that would

ensure an appropriate transport monitoring scheme with certainty of delivery would be included within the Transport Assessments and associated monitoring strategies to be prepared for each Key Phase of development. It is therefore considered that it is not necessary to include a specific funding contribution for this within the S106 agreement.

Education and schools

- 9.52 As reported to the Development Management Panel on 21st October 2013, the proposed development would obviously generate a demand for additional education facilities and the appropriate provision of these is a priority for all parties. In response to negotiations which are being held with Cambridgeshire County Council in their role as the Local Education Authority, the applicant is proposing to provide three primary schools including provision for early years education and a secondary school, with sufficient land for each.
- 9.53 Based on a reasonable modelling exercise utilising the County Council's 'child yield' model, that has also been informed by the viability assessment being carried out for application site itself and the ongoing viability assessment being carried out as part of the preparation of the Huntingdonshire Local Plan to 2036, the applicant is proposing to fund seven forms of entry of primary education provision and eight forms of entry of secondary education provision. The applicant has agreed to set aside free serviced land for each of these schools.
- 9.54 The primary school provision would be 1 x 3 form entry school and 2 x 2 form entry schools. The applicant has proposed that each of these schools is set within land sufficient to accommodate a 3 form entry primary school; this would allow for the eventuality that the ultimate size of the 2 form entry schools were larger, should the County Council wish to provide additional accommodation in the future. The exact costs of each of the schools remains to be confirmed.
- 9.55 The County Council has subsequently suggested that eight forms of entry of primary education provision should be funded; however this conclusion is based on an indicative dwelling mix provided by the applicant before the submission of the outline planning application. A proposed dwelling mix was not included with the outline planning application and a modelling exercise carried out since submission of the application concludes that 6.3 forms of entry primary education places would be required. The applicant has therefore agreed to fund 7 forms of entry provision. It is noted that this approach may be more accurate when the proposed mix is known, however the mix is not for consideration at this outline planning permission stage and the County Council's request for 8 forms of entry cannot therefore be reasonably supported.
- 9.56 As additional land would be provided at each of the 2 form entry schools, if the County Council wished to make additional provision in this or any other area it could do so, however the relative costs of this would need to be met by the County Council, potentially through a reduction in the S106 infrastructure funding for other County Council service responsibilities.

- 9.57 It has been agreed with the applicant that the S106 agreement will ensure that the applicant provides funding for an eight form of entry secondary school with 8.68 ha of free serviced land.
- 9.58 It has been agreed with the applicant that the first primary school would be opened as soon as possible to meet the needs of early residents to Alconbury Weald. The exact timing of the opening of the second and third primary schools and the secondary school remain to be confirmed; the County Council's recent representations state that County Council Members have made their views clear that they wish to see secondary education provision in place for the first residents of Alconbury Weald, but accept that some form of appropriate temporary early provision of secondary school places may be needed. Any potential need for 'interim' education provision in advance of the new school being completed will need to be agreed as part of subsequent negotiations; but it is considered reasonable for the applicant to meet the costs of this.
- 9.59 The County Council's stated position – that the secondary school should be built in time to open for the first residents at Alconbury Weald – is not considered to be realistic or reasonable due to the capacity that exists at the existing secondary schools within whose catchment the application site lies (St Peter's school, Huntingdon; and Sawtry village college). As such, the District Council is advised that the County Council's position would be open to legal challenge. The County Council has indicated that it would be prepared to 'forward fund' early secondary school provision on site; it is considered that any costs associated with this would need to be met by the County Council, potentially through a reduction in the infrastructure funding for other County Council service responsibilities. It is considered that should the County Council choose not to do this, the secondary school should be made available at the appropriate time to meet the need created, with any interim costs associated with transporting pupils to existing schools to be included in the S106 agreement and met by the applicant.
- 9.60 As reported to Development Management Panel on 21st October, the County Council's request for funding towards start-up costs of each school is considered to be a specific responsibility for the Local Education Authority and is not a specific development related requirement identified within the adopted SPD. The development cannot reasonably be expected to provide funding for a matter that is the responsibility of the County Council.

Special school

- 9.61 Following discussions with the County Council, the applicant has agreed to provide 1.8 ha of free serviced land for a special education needs school that would serve the Huntingdon area. As reported to Development Management Panel on 21st October, this provision is not considered to be a requirement of the scheme but needs to be taken into consideration when considering the overall package of community benefits and the overall benefits to be derived by the County Council.

Early Years provision

- 9.62 As reported to Development Management Panel on 21st October 2013, and to address the County Council's recent representation, provision for greater than 4,000 sq m of D1 community building space is included within the outline planning application. Although no additional land beyond 200 sq m in Development Area 1 is allocated specifically for childcare uses, a proportion of the community buildings could provide for this. It is recommended that a planning condition is imposed such that land for early years and child care uses would be identified as each Key Phase is brought forward. The application as submitted therefore allows for the provision of day care / nursery use if there is a market demand. Any additional requirement for this use beyond the provision in the outline application would need to be addressed through additional planning applications, which would be supported in principle by the District Council.

Healthcare

- 9.63 Provision is to be made on site for a health centre and the nature of permanent and interim provision on the site is currently being agreed with the NHS.

Open Space

- 9.64 As reported to Development Management Panel on 21st October 2013, the applicant is proposing to provide a range of types of open space and play areas. Details of the play equipment to be provided will be agreed through a 'Community Facilities Delivery Strategy' that will be required through planning condition and secured through the S106 process. Maintenance rates for all open space types will also be agreed and secured prior to the finalisation of the S106 agreement.
- 9.65 The amount of informal open space proposed is significantly in excess of the policy requirement, but this has been put forward voluntarily by the applicant wanting to create a high quality development and as a key element of the Alconbury Weald proposals to allow enhanced green infrastructure and recreation opportunities to new residents. A key role that an element of the proposed informal open space will play is to act as a 'buffer' between the existing villages of Great and Little Stukeley and the proposed new development. The exact boundaries of this open space and mechanism for laying it out to agreed specifications and delivering it into community ownership will need to be the subject of subsequent detailed negotiations and will need to be captured within the S106 agreement; it is proposed by the applicant that the exact boundary of the open space to be protected in perpetuity is identified prior to the commencement of development; it is recommended that this is secured by planning condition.

Outdoor sports facilities

- 9.66 Outdoor sports facilities are to be provided in accordance with policy requirement. The outline application makes provision for these in accordance with the policy requirement.

Indoor sports facilities

- 9.67 As reported to Development Management Panel on 21st October 2013, within the Developer Contributions SPD indoor sports facilities are referred to as a negotiated requirement. Space is proposed within the community buildings, including that provision within Development Area 7 as shown on the Parameter Plan should include a clubhouse and changing rooms, and the potential exists to secure shared use with facilities at secondary school. With the delivery of high quality pedestrian, cycle and bus links to Huntingdon, the site is also in close proximity to Huntingdon Leisure Centre and residents of the new development should be encouraged to use this existing facility as well as the on-site provision.

Community facilities

- 9.68 The outline application includes provision for community centres on site with a combined total floorspace of up to 3,600 sq m. The S106 agreement will set out that the timing of delivery and responsibilities for delivery of buildings would lie with the applicant and that this would be to an agreed specification linked to the S106 agreement. The exact timing of delivery and quantum of community building space will be determined through subsequent detailed negotiations.
- 9.69 The County Council has requested that space is provided for the delivery of children's centre services, to be located within a community hub/building, to include a meeting room, community room and office space totalling approximately 100 sq m with a requirement for some outdoor play space. These rooms could be shared with other community services to make the best use of space. It is considered that these uses could be accommodated within the community buildings to be located at the 'Hub'.
- 9.70 A 'Community Facilities Delivery Strategy', to be secured by condition, will need to set out the management arrangements for the community buildings. A community trust model has been proposed, which could be acceptable to the District Council.
- 9.71 Provision for a permanent library with space for a heritage archive area will be made within the S106 agreement, as part of obligations for the delivery of community facilities. The responsibility for delivery may lie with the applicant, to build to an agreed specification that would be linked to the S106 agreement. The S106 agreement would also make provision for a financial contribution to a 'micro-library' or an additional mobile library stop to provide a library service in advance of the permanent facility being completed.
- 9.72 The developer has agreed to provide a free, serviced, plot of land for use for a place of worship.

Archaeology

- 9.73 As reported to the Development Management Panel on 21st October 2013, it is considered that the County Council's request that the applicant provides funding for heritage preservation and monument management, and for public archaeology provision do not satisfactorily meet the statutory tests and therefore these requested contributions cannot be supported.

- 9.74 It is considered that the ongoing maintenance of the Prestley Wood scheduled ancient monument would be best addressed through an Estate Management Strategy, to be secured via planning condition.

Strategic waste facilities

- 9.75 Policy CS10 of the 2009 Adopted Core Strategy refers and within the Developer Contributions SPD in paragraph 5.4 Waste Management is referred to as a negotiated requirement.
- 9.76 As reported to the Development Management Panel on 21st October 2013, off-site contribution towards waste infrastructure would only be permissible where more than 50% of the need for the infrastructure is generated by the proposal. The County Council request for funding towards an off-site household waste recycling centre would not account for more than 50% of the total 'project' cost'. It is therefore considered that any requirement for strategic waste facilities should not be funded through condition or S106.

Residential wheeled bins

- 9.77 Each dwelling will require the provision of one black, blue and green-wheeled bin. The cost of such provision in 2011/12 was £57.20 per dwelling and confirmed for 2013/14 as £63.68. For flats within the development, communal 1100 litre bins could be provided rather than individual bins for each dwelling. The cost for communal bins in 2013/14 is £630.60. As such a formula based approach with appropriate review mechanism is suggested with the scheme and details to be captured within the S106 Agreement.

Sustainable water management

- 9.78 The drainage areas proposed in the outline planning application would be on-site infrastructure and would control the surface water run off arising from the new development. The sustainable urban drainage systems (SuDS) indicated within the layout, will need to be part of the more comprehensive surface water drainage strategy and the adoption and long-term maintenance of these established with full consideration of climate change. The site-wide water management strategy, to be secured by condition, would set in place principles by which detailed work would come forward.
- 9.79 As reported to the Development Management Panel on 21st October 2013, the detailed design and associated costs are unknown at this outline stage. The detailed design would be agreed by condition. The S106 obligation would need to ensure the appropriate maintenance of the infrastructure and is necessary to make the proposal acceptable, and is directly, fairly and reasonably related to the development. If the responsibility for maintenance and management of SuDS within the proposed development were to become the responsibility of the County Council, appropriate funds would be needed in accordance with the relevant policy at that time.

Indexation of costs

9.80 All costs will be index-linked using the most appropriate indexation and the County Council will seek appropriate levels of security to guarantee infrastructure investment.

S106 monitoring costs

9.81 An allowance will be made within the S106 agreement for appropriate S106 monitoring costs.

S106 Heads of Terms

9.82 The table below summarises the agreed infrastructure contributions relating to the development and the indicative costs. Final points are subject to subsequent negotiations.

9.83 The terms of the proposed agreement as detailed above and in the table below represent necessary and satisfactory mitigation for the impact of the proposed development. Taking all these matters into account, officers consider that the proposed obligation is acceptable. By agreeing to these obligations, the applicant has indicated that the development is deliverable on this basis.

Infrastructure area	Agreed obligation	Indicative contribution	Summary of works
Education	Land for up to 3 x 3FE primary schools and 1 x 8FE secondary school		Land transferred
All primary schools to provide 2FE early years	Primary Temporary early provision of primary school places on site 1 st primary school 3FE:	N/A Final agreed cost and delivery mechanism for primary schools to be confirmed through subsequent negotiations	On site provision in temporary building First primary school opened for first residents
	Phase 1 2FE Phase 2 additional 1FE 2 nd primary school 2FE 3 rd primary school 2FE	Tbc Tbc Tbc Tbc	
	Secondary school to provide 8FE	Secondary Phase 1 4FE (with core for 8FE) Phase 2 increase to 8FE Temporary early provision of secondary school places off site (transport costs)	Final agreed cost and delivery mechanism for secondary school to be confirmed through subsequent negotiations Tbc Tbc Tbc
	Special school Land provided for special	1.8 ha	Land transferred

Infrastructure area	Agreed obligation	Indicative contribution	Summary of works
	school adjacent to secondary school		
	Early years Provision of sites for early years facilities	N/A	Provision to be made within each Key Phase
Affordable housing	Affordable housing provided up to HDC policy with agreed S106 review mechanism	N/A	Affordable housing to be delivered within each Key Phase
Open Space/Outdoor Sports Facilities	Provision of: Formal green space	N/A	Open space to be provided to agreed specification to be appended to S106
	Informal green space: Parks & gardens Natural & semi natural space Amenity open space Allotments, community gardens & orchards Shared local sports & education	N/A	Open space to be provided to agreed specification to be appended to S106, including mechanism for delivery of land into community ownership
	Provision of equipped play areas LEAP LAP NEAP	N/A	Play space to be provided to agreed specification
Indoor Sports Facilities	Provision of: Sports Pavilion / Community building	N/A	Facilities to be delivered to agreed specification to be appended to S106
Libraries and lifelong learning	Temporary library provision either: On-site 'micro library', or Additional mobile library stop On-site library Heritage archive	£28,920 £28,920 £250,000 fit out cost £54,000	Library to be provided to agreed specification to be appended to S106
Health	Temporary provision either on-site or off-site Provision of free site for permanent health centre Negotiations to be completed	Tbc	On-site provision would utilise existing building or as part of shared facility Land transfer to health provider
Highways and access	<i>Phase 1 transport works package to include:</i> A14 J23 Spittals interchange improvements; A14 J21 Brampton Hut	£6,628,500	

Infrastructure area	Agreed obligation	Indicative contribution	Summary of works
	improvements; Rusts Lane interchange improvements; A141 / A1123 / B1514 roundabout; A141 / Ermine Street / Stukeley Road roundabout; Pedestrian and cycle enhancements between site and Alconbury village; Ermine Street – public realm enhancements (traffic calming) scheme including ped/cycle improvements; Abbotts Ripton – public realm enhancements (traffic calming) scheme; Bus service investments		
	<i>Phase 1 Travel Plan measures to include:</i> Pedestrian / cycle improvements; Car share measures; Awareness campaigns and promotional material; Travel plan monitoring surveys; Car free zones; Public transport improvements	£2,847,793	
	<i>Other linkages:</i> Pedestrian / cycle link to Huntingdon Pedestrian / cycle link to Great Fen	£150,000 (required should Southern access not come forward under LIF funding) £320,000	Upgrade existing route network within Alconbury Weald
Remaining phases transport cap	Transport contribution for post Key Phase 1 works	Tbc – £15.8m - £18.7m with £7m - £8.2m contingency	
Operation of Monitor & Manage mechanism	Contribute to transport monitoring measures	N/A	Provision timely transport monitoring information to agreed specification
SuDS management and maintenance	In the event that SuDS are proposed for adoption	Tbc	Contribution to be confirmed subject to transfer of SuDS for adoption
Waste management	Residential wheeled bins contribution	Exact figure to be confirmed	Payments based on contribution per property £63.68 or communal bins for flats £630.00 (index linked)
Local enterprise	Provision of jobs brokerage scheme and management	N/A	Developer to manage jobs brokerage scheme in conjunction with Jobs Centre Plus
Heritage	Carry out works to listed buildings in Heritage Area	N/A	Heritage Area Action Plan to be prepared and works carried out in accordance

Infrastructure area	Agreed obligation	Indicative contribution	Summary of works
Estate Management	Carry out estate management works for a fixed period followed by transfer of land as per the Estate Management Strategy	N/A	To agreed standards
S106 monitoring costs	To contribute annual payment for monitoring delivery of the site according to conditions and obligations	£630,000	First payment within 6 months of signing of S106 agreement, thereafter annual payments

PLANNED DELIVERY STRATEGY

9.84 No updates since 21st October Development Management report. It is proposed that the approach to phasing of the development, involving the identification and approval of key phases and subsequent submission of reserved matters in accordance with the relevant key phase, would be controlled through conditions. It is important that adequate and effective joint working arrangements are maintained between the District Council and other stakeholders, in particular the County Council, to ensure that the information submitted to discharge conditions is properly considered.

10. CONCLUSIONS

10.1 Subject to any points to be reported from the S106 Agreement Advisory Group, or from Development Management Panel, or made at Full Council, it is considered that the S106 package is in accordance with the relevant Community Infrastructure Levy regulations.

10.2 It is considered that the proposals amount to a balanced position that provides the District Council and partners with the best opportunity to meet their corporate aims.

10.3 A S106 review mechanism, the principles of which have been agreed between the District Council and the applicant, will allow affordable housing levels to be reconsidered as each phase comes forward.

9.25 The application proposes retail, leisure and office development on land which is edge-of-centre, out-of-centre or out-of-town and consists of or includes the provision of a building or buildings where the floor space to be created is 5,000 sq m or more. As a consequence, if the Development Management Panel is minded to approve the application, in accordance with the Council's Scheme of Delegation, the application will need to be referred to Full Council. If Full Council is minded to approve the application, in accordance with the requirements of the Town and Country Planning (Consultation) (England) Direction 2009, the application would need to be referred to the Secretary of State for Communities and Local Government.

11. RECOMMENDATION:

That the S106 Agreement Advisory Group: To note the content of the report and comment on the proposed terms of the obligation.

That the Development Management Panel: To indicate to Full Council that it was minded to APPROVE the application subject to satisfactory completion of the S106 Agreement and conditions.

That the Council: (Assuming that the Development Management Panel indicated that was minded to APPROVE the application) To indicate to the Secretary of State that it was minded to APPROVE the application subject to satisfactory completion of the S106 Agreement and conditions and, if the application is not called-in by the Secretary of State, to APPROVE the application subject to satisfactory completion of the S106 Agreement and conditions to be determined by the Assistant Director of Environment, Growth and Planning to include those set out below.

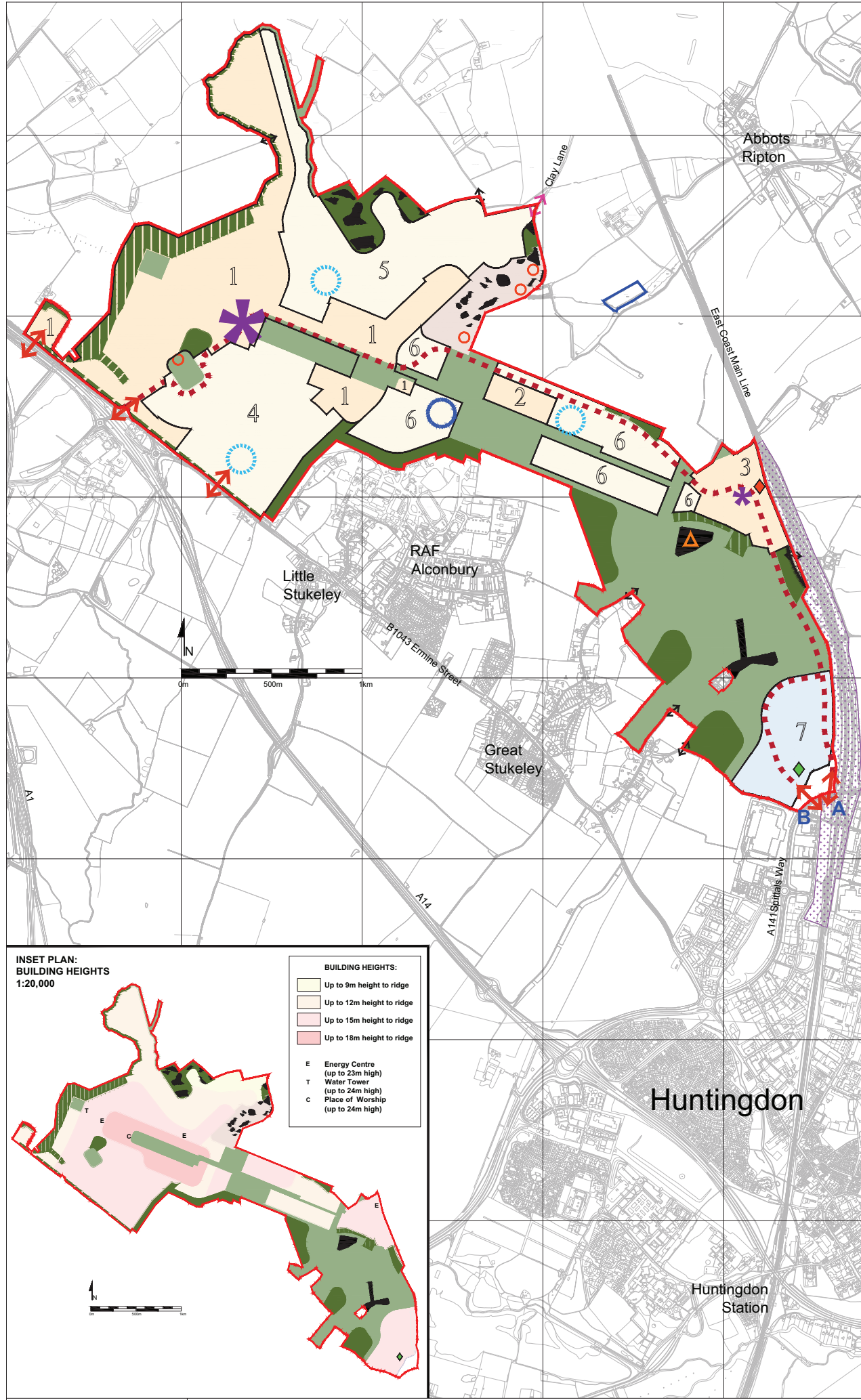
CONDITIONS –

- First reserved matters application within 3 years
- Reserved matters – all matters
- Development to be undertaken in phases
- Development to be in accordance with the parameter plan, development specification, spatial principles and design and access statement principles
- Archaeological programme of works
- Appointment of ecological and arboricultural clerk of works
- Travel Plan monitoring strategy
- Broadband provision
- Controlled access at Clay Lane
- Identification of land to be protected in perpetuity
- Estate management strategy
- Community facilities delivery strategy
- Ecological mitigation and management strategy
- Water management strategy
- Framework Travel Plan
- Code of construction practice
- Definition of a Key Phase
- Key Phase framework requirements (to include design code, transport assessment, delivery plan setting out proposed programme of delivery, affordable housing framework where relevant, proposed timescale for reserved matters applications, sustainability statement, supplements to site-wide strategies, S106 update statement, statement on how Key Phase confirms with parameters assessed through Environmental Statement)
- On site highways works
- Off site highways works
- Scope of transport assessment and traffic monitoring
- Compliance with parameter plan, development specification, spatial principles and design & access principles, and site wide strategies
- Reserved matters applications outside of Key Phase under exceptional circumstances
- Sustainability (buildings to be constructed ahead of building regulations)

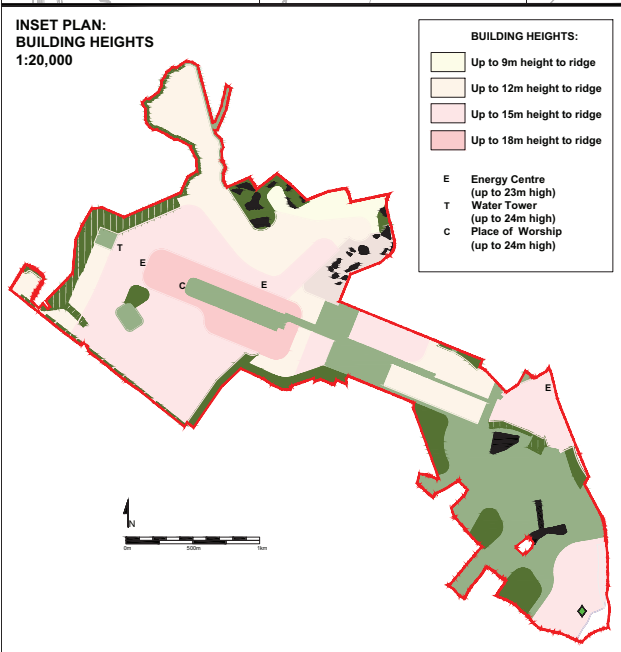
- Reserved matters applications to address protection and management of existing hedges and trees
- Management of Prestley Wood
- Management plan for ecological mitigation to SSSI if required
- Emissions from energy centres
- Heritage area action plan
- Retention of wall art
- Building surveys and recording prior to demolition
- Allotments layout, access arrangements
- Ground investigation and contamination remediation including action in the event that contamination is identified during construction
- Height restrictions for buildings immediately adjacent to primary school site

CONTACT OFFICER:

Enquiries about this report to **Mr Paul Mumford Alconbury Weald Project Officer**
01480 388436



- Planning Application Boundary
- Other land under the applicant's control
- LAND USES:**
- Enterprise Zone Development Areas 1, 2, 3
- Development Areas outside Enterprise Zone 4, 5
- Heritage Area
- Further Education Sports Campus Development Area 7
- Open Space
- Existing woodland
- Proposed woodland
- Permeable Woodland
- ACCESS:**
- ↔ General Access Point
- ↔ Clay Lane potential bus, cycle pedestrian access
- ↔ Footpath/cycleway/bridleway connection
- Primary Route including Busway
- A/B** Alternative site access points to A141
- FACILITIES:**
- ⊙ Primary School Local Facilities
- ⊙ Secondary School
- ✳ The Hub
- ✳ Interchange Facilities
- ◆ Land reserved for possible future railway station
- ◆ Land reserved for post 1 educational uses
- STATUTORY DESIGNATIONS:**
- Listed Buildings
- △ Scheduled Monument
- SSSI



NOTES
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My ref:
Your ref:

Date: 27th November 2013

Contact: Graham Thomas
Direct dial: 01223 728353
E Mail: graham.thomas@cambridgeshire.gov.uk



Economy, Transport & Environment
Executive Director, Alex Plant

By Email

Mr. S Ingram
Assistant Director Environment, Planning & Growth
Huntingdonshire District Council

Growth & Economy
Castle Court
Shire Hall
Castle Hill
Cambridge
CB3 0AP

Copy to Paul Mumford

Dear Steve,

Alconbury Weald Section 106 Draft Heads of Terms

Thank you for consulting the County Council in relation to the Alconbury Weald Section 106 draft Heads of Terms. Please find enclosed the following corporate response from the County Council.

The key issues of difference relate to infrastructure provision, namely the size of the three primary schools, and the level of the potential transport infrastructure CAP needed to support Alconbury Weald in a "with the new A14" scenario.

With the level of supporting information provided with this planning application there are a number of unknowns and unanswered questions which has required considerable work from officers drawn from across this authority. This work has focussed on assessing the scale of growth and accurately planning for this without placing an undue burden or costs on the local authorities, particularly the County Council as the main infrastructure provider.

It is important to note that the price estimates given, have been provided as current estimates. Should significant time elapse between the committee date and the formal "sign off" of the S106, these prices will need to be updated near the time of completing the S106. The County Council will also require reassurance through the S106 process that acceptable security arrangements are in place to either guarantee infrastructure provision and/or the funding for infrastructure is provided.

I trust the information provided helps refine your report for 9 December 2013 meeting. Please do not hesitate to contact me if you have any questions or require clarification on the issues covered.

Yours sincerely,



Graham Thomas
Head of Growth and Economy

Copies to
Cllr Ian Bates Portfolio Holder – Growth & Planning
Graham Hughes – Director Strategy & Development



1.0	EDUCATION:
	<u>Primary Education – Provision:</u>
1.1	The County Council welcomes the three 3ha sites currently allocated for each of the three primary schools. We are however concerned by the level of funding identified within the draft Heads of Terms.
1.2	In the absence of detailed or phasing plan the County Council has relied upon development mixes supplied by the promoter which clearly show 7.3 FE primary education places being generated at Alconbury Weald as was report to this Council Cabinet. From our experience new communities within Cambridgeshire have average household sizes of between 2.6 and 2.8 people. The current mixture of one primary school of 3FE and 2 primary schools of 2FE would therefore be insufficient to provide for the number of primary aged pupils arising from this development.
1.3	Whilst housing mixes are only indicative they show the large number of pupils which could potentially be coming forward and which therefore need to be planned for both in terms of space and financial contributions.
1.4	As the Education Authority with a wealth of experience and understanding the scale of children presenting for school places in new communities, it is recommended a mixture of two 3FE primary schools and one 2FE primary school will be required. In order to properly plan for sufficient primary school places to cope with the scale of development proposed at Alconbury 8FE is required.
1.5	The second primary school could be built in two phases (initially 2FE with 3FE core).The costs for this would be the same as the first primary school – £11,543,980, of which £9,223,980 is first phase (2FE with 3FE core) followed by a 2nd phase of £2,320,000.
1.6	This proposal allows the County Council to suitably plan and deliver the primary education requirements for the development. Reviews through the life of the scheme can provide flexibility and ensure that the appropriate level of provision is provided.
	<u>Primary School - Costs:</u>
1.7	The first primary school estimate, as contained with the Heads of Terms, was based on a September 2015 opening, which is now no longer achievable or deliverable. The up to date estimates for the first primary school is: £11,543,980, of which £9,223,980 is first phase (2FE with 3FE core) followed by a 2nd phase of £2,320,000.
	<u>Primary School – Triggers:</u>
1.8	We agree with the trigger for the first primary school being opened for first residents. However, the trigger for the second primary school should be by completion of 2000

	dwellings (not 2300), and the trigger for the third primary school should be by completion of 3500 dwellings (not 3700).
	<u>Secondary School – Temporary Early Provision Costs:</u>
1.9	Temporary early provision of secondary school places is included within the Heads of Terms. The level of contribution currently included (£330,625) appears to reflect the cost of transporting secondary school aged children to St Peter’s/Sawtry.
1.10	As the County Council has previously explained the first secondary pupils attending Sawtry or St Peter’s Huntingdon is not an appropriate option, as both schools are under 'notice to improve' following OfSTED inspections earlier this year.
1.11	In addition, County Council Members have made their views clear that they wish to see secondary education provision in place for first residents of Alconbury Weald, a position which has been strengthened following agreement by the County Council to forward fund early secondary school provision on-site.
1.12	In relation to the S106 further work is required with the County Council in order for a realistic cost to be included for temporary early provision of secondary school places.
	<u>Early Years Provision:</u>
1.13	The County Council have indicated throughout discussions with the promoters that in addition to the Early Years (EY) provision included in each of the primary schools, there will be an additional requirement for 7 sites in a range of locations across the development e.g. along commuter routes, in employment areas as well as in neighbourhood areas, to enable the private and voluntary sectors to deliver a range of EY provision (day nurseries, playgroups, pre-schools). This is captured in para 6.18 of the Notes of the Advisory Group meeting of 14 October, which says: <i>‘It is accepted by the County Council that the demand will be driven by the market’</i> . That is so, but the 7 sites are still needed for the market to operate’.
1.14	However, in para 2.8 of the Advisory Group’s Report the ‘Advisory Group noted <i>‘.....that accommodation for the purpose (i.e. EY provision) could be provided in the community buildings located within the development’</i> . This appears to come from a response where we had indicated that some EY provision could take place in a community space but there would be specific requirements in terms of kitchen facilities toilets, storage space, access etc and potential issues about the management of community space. It has been inferred from this that all EY provision could be provided in community spaces, which is not the case.
1.15	Whilst the community buildings have the potential to be used by the private and/or voluntary sector for establishing early years provision, this will only be suitable for certain providers (more small-scale providers). Alconbury Weald, particularly given its large employment area, is likely to also attract larger early year’s providers (e.g. the likes of Kids Unlimited). They will require specific sites and individual buildings from which to run their business, space in a community centre will not work for them.

1.16	The D1 space within the development therefore needs to be suitable in order to facilitate a range of early year's providers from the private and/or voluntary sector coming forward. This space should also be located in a range of locations, e.g. along commuter routes, employment areas (rather than just in the centre of neighbourhoods/hub in the centre of the development).
1.17	The only additional area forthcoming through the outline planning application appears to be 200sq m of D1 space identified as a creche to be located in Development Area 1 (see para 6.19 of Notes of Advisory Group meeting of 14 October), which is referred to in the Heads of Terms. This is totally inadequate in terms of volume and type of sites required.
1.18	The Heads of Terms therefore needs to be amended to include reference to 7 early years facilities, covering a range of locations and suitable for a range of providers.
1.19	The provision of suitable sites for early year's provision is a statutory requirement, and it is sensible to plan for this properly at the outset. This Council welcomes the opportunity to work with Huntingdonshire District Council to ensure that there are the conditions and opportunity for a range of early year's provision at Alconbury Weald.
	<u>Children's Centre:</u>
1.20	The County Council Cabinet Report refers to the requirement for Children's Centre Services. This can be located within a community hub/building and requires space (totalling 100sqm) and possibly fit-out costs. These requirements need to be included within the Heads of Terms.
	<u>Special School Provision:</u>
1.21	We note that a site for the special school is not mentioned in the draft Heads of Terms, but we are reliably informed by the promoters that this has been taken into account and has been addressed by the Local Planning Authority. The site area requirement is for 1.8ha for the special school, adjacent, and in addition to, the site currently located for the secondary school.
2.0	LIBRARIES AND LIFELONG LEARNING:
	<u>Temporary Library Provision:</u>
2.1	The County Council welcomes the inclusion of a sum of £28,920 for temporary library provision at Alconbury Weald. This contribution is for <u>either</u> the on-site micro library <u>or</u> the additional mobile library stop. As the specific requirement and form of provision is not confirmed at present this flexibility is required within the Heads of Terms.
2.2	The draft Heads of Terms needs to therefore be amended to remove reference to the additional mobile library stop being at nil cost and the £28,920 referring to either option for temporary library provision. We agree with the trigger of the temporary

	library being open by completion of 400 dwellings.
	<u>Permanent Library Provision:</u>
2.3	We agree with the cost of £250,000 for the on-site permanent library provision. The figure of £250,000 is calculated on the basis of fit out costs. This is only agreed on the basis of assurances that a community hub building of adequate size and suitability for the purposes of a library and children's centre is made available. If not the CCC would require contributions at £97 per head to build and fit-out the library element of the facility. We also agree with the trigger being open on completion of 2,910 dwellings or when the community hub is built if this is sooner linked to delivery plan within Key Phase.
2.4	However, the £250,000 for the on-site library provision does not include the costs for the heritage display/interpretation space, as currently indicated by the draft Heads of Terms. The heritage display/interpretation space is an additional £54,000 and although it has the potential to be co-located within the library can also be located elsewhere within the community hub/building.
2.5	The draft Heads of Terms therefore need to be amended to separate the on-site permanent library and heritage display/interpretation space requirements. In addition, the heritage display/interpretation space needs to make reference to an indicative contribution of £54,000 and have the same indicative triggers as the permanent library provision.
	<u>Heritage Archive:</u>
2.6	We note that reference has been made to a contribution to Huntingdon library of £54,000. Although we are happy to take document and resources from Alconbury Weald at the Huntingdon Library and Archives this will not include any archaeological finds. In addition, this would be at nil cost, given that the facility has spare capacity. The indicative resource identified here would be better to reallocate to the permanent on site library archive listed above.
3.0	TRANSPORT:
	<u>Phase 1 Transport Works:</u>
3.1	The County Council has the following observations regarding Section 8 of the Heads of Terms: 1) The list of measures is correct (although it needs to address provision of pedestrian/cycle crossing facilities for the A141). However, these are very much 'Heads of Terms', and further work will be required to work up the details (including triggers). 2) Off-site highway works such as the roundabout improvements set out in the Heads of Terms would need to be implemented by the developer through The Highways Act - CCC would not accept contributions for these. The financial values shown may therefore differ from those assumed as these will depend on construction costs and will be borne directly by the developer

	<p>3) A total cost for transport is set out in the table (£6.820m); however the costs of some of the individual elements still need agreeing. In particular, viability assessments of the proposed bus services will be required to determine the extent of pump-priming subsidy required which would need to be paid to the County Council. Although we have agreed the range of measures needed, the County Council has not yet had all of this detailed information and hence cannot agreed all of the cost details. As also noted in (2) above, the highway measures would be delivered by the developer rather than via a contribution and the costs will therefore be determined through tendering by the developer. The overall cost might therefore come out higher (or lower) than indicated.</p> <p>4) Pedestrian / cycle crossing facilities for A141 need to be addressed (this is complicated by a number of potential wider issues such as whether the southern access is delivered and includes pedestrian facilities, or whether Northbridge happens, so some 'if this then that' type wording might be needed in the Section 106 itself).</p>
	<u>Transport Cap:</u>
3.2	Section 9 of the Heads of Terms makes reference to a Transport Cap for the remaining phases of development. The County Council acknowledges the difficulties in estimating the value of any caps given uncertainties regarding deliverability of the A14 scheme, its potential impacts, and the long term nature of the Alconbury Weald proposals. Whilst the County Council accepts the principle of a transport cap, this carries a significant financial risk to this Council as there are a number of unknown elements which make estimating the cost ceiling difficult. We therefore need to better understand the overall viability of Alconbury Weald, details of which are still outstanding, particularly given the County Council is being asked to take a significant risk which could potentially amount to several million pounds.
3.3	We have recently received some further work from Peter Brett Associates (the promoter's transport consultant) to help 'validate' the cost cap proposals. High level discussions will be required to agree whether this work is suitably robust for estimating the potential costs of transport measures given the uncertainties discussed above as there are potentially significant risks to CCC if the cap is set too low and the outturn transport bill comes in higher.
3.4	Knowing the difficulties with estimating costs for transport projects, so-called optimism bias, and the potential for cost creep for infrastructure schemes, the County Council considers it reasonable for a contingency amount to be included as part of the transport cap. High level discussions are required to formally decide on what level of contingency is reasonable but we are encouraged by recent discussions with our transport officers that suggest a contingency of £7m can be considered in addition to the £15.8m transport CAP currently proposed for the 'with A14' scenario. However, in view of the emerging recognition of the need to better manage development-related traffic flows on the A141, possibly through co-ordinated traffic signals, and the need for improvements to Rusts Lane, the County has estimated a revised basic cap of £18.7m with a proposed contingency budget of £8.2 thereby requiring a transport CAP of £26.9m.

	In conclusion the Heads of Terms need to be revised to identify a transport CAP of £26.9m.
3.5	Other issues still to be resolved, subject to agreeing cap levels, and the handling of contingencies include further discussions about how costs are apportioned across phases. There have been proposals to base this on a cost/dwelling but consideration needs to be given as to how the transport demands from the significant non-residential element can be brought into this calculation. Also, transport can require 'chunky investment' with some phases invariably having to bear more significant costs than others. If such investment exceeds the indicative per dwelling based allocation for that key phase we would need to agree how these additional costs would be covered?
4.0	OPERATION OF MONITOR AND MANAGE MECHANISM:
4.1	The contribution for transport monitoring measures currently contains no costs. It is important that costs are included, and the County Council requires that £100,000 is added to this infrastructure area.
5.0	SUDS MANAGEMENT AND MAINTENANCE:
5.1	The County Council notes that the contribution to the on-site SUDS maintenance is still to be confirmed. Whilst we acknowledge that costing of this infrastructure is not possible until a detailed scheme is known the S106/viability discussions will still need to ensure that sufficient management and maintenance costs are allocated in the overall scheme viability so that whoever takes on the maintenance of the SUDS is not left with an onerous financial burden. It is also worth noting that in addition to the planning permission the developer will require to apply for a licence from the County Council for SUDS work from April. In view of this and to save time it would be sensible to require a pre-commencement planning condition which requires the technical work to be completed to fulfil both the local planning authority and lead flood and water authority statutory requirements.
6.0	S106 MONITORING COSTS:
6.1	The County Council requires monitoring costs of £100,000 to be included within the Heads of Terms in order to reflect the important work that County Council officers undertake in monitoring the County Council S106 contributions over 10-15 year plus period.

GREEN PAPERS FOLLOW

Case No: 1201158OUT (OUTLINE APPLICATION)

Proposal: MIXED USE DEVELOPMENT OF THE LAND TO PROVIDE UP TO 290,000SQM OF EMPLOYMENT FLOOR SPACE, INCLUDING DATA STORAGE AND A MATERIALS RECOVERY DEMONSTRATION CENTRE AND UP TO 5000 DWELLINGS, INCLUDING SHELTERED/EXTRA CARE ACCOMMODATION; A MIXED USE HUB AND MIXED USE NEIGHBOURHOOD FACILITIES, INCLUDING RETAIL, COMMERCIAL, LEISURE, HEALTH, PLACE OF WORSHIP AND COMMUNITY USES; NON-RESIDENTIAL INSTITUTIONS INCLUDING PRIMARY SCHOOLS, NURSERIES, A SECONDARY SCHOOL AND LAND RESERVED FOR POST 16 EDUCATION PROVISION; OPEN SPACES, WOODLANDS AND SPORTS PROVISION; RETENTION OF LISTED BUILDINGS; NEW VEHICULAR ACCESS POINTS FROM ERMINE STREET AND THE A141, WITH OTHER NEW NON-VEHICULAR ACCESS POINTS; ASSOCIATED INFRASTRUCTURE; RESERVE SITE FOR A RAILWAY STATION AND ANCILLARY USES; AND ASSOCIATED DEMOLITION AND GROUNDWORKS.

Location: LAND AT THE FORMER ALCONBURY AIRFIELD AND NEIGHBOURING FARMLAND, ERMINE STREET, THE STUKELEYS

Applicant: URBAN & CIVIC LTD

Grid Ref: 519713 276509

Date of Registration: 15.08.2012

Parish: The Stukeleys

RECOMMENDATION: To SUPPORT THE PRINCIPLE AND GENERAL FORM OF THE PROPOSED DEVELOPMENT; and

That the Assistant Director, Environment, Growth and Planning continue to negotiate obligations based on the principles established in this report to make the development acceptable in planning terms and subsequently report back to the Panel with details of the negotiations together with suggested matters to be the subject of conditions.

1. DESCRIPTION OF SITE AND APPLICATION

The site

- 1.1 This application site is the former Alconbury Airfield and neighbouring adjoining arable farmland to the south east. It is situated to the north-west of Huntingdon and extends to some 580 Hectares (approximately 1400 acres).
- 1.2 The former airfield has a significant history of former military uses and varying proposals for re-use; the new owners are now seeking to deliver new proposals. The airfield was made redundant in 1995 and contains a mixture of former military buildings. The site is bordered along part of its eastern edge by the Great Stukeley Railway Cutting Site of Special Scientific Interest, which has been designated in recognition of the grassland habitat created by the excavation of the railway cutting. Approximately 1.2 ha of ancient woodland within the site has County Wildlife Site status.
- 1.3 The current buildings across the site comprise some 130,683 sq m of floorspace. Many of the buildings (approximately 85,000 sq m of floorspace) are the subject of an existing Temporary Planning Permission (reference nos. 08/01867/FUL and 10/00739/S73), which permits the temporary use of specific buildings and hardstanding areas for B1, B2, B8 and sui generis uses, such as offices, storage, some general industry and a small number of very specific uses such as a police dog training unit. There are also extensive areas of external storage permitted under the same planning permission.
- 1.4 On 17 August 2011 150 ha of the Airfield site were designated by the Government as one of 23 Enterprise Zones nationally. This land is included within the application site. The Greater Cambridge and Greater Peterborough Local Enterprise Partnership (LEP) and its key partners, including the applicant Urban&Civic Ltd, Huntingdonshire District Council and Cambridgeshire County Council, jointly promoted the Enterprise Zone in order to deliver a step change in the number of significant businesses and private sector jobs in the area. The employment development proposed by this planning application is located within the Enterprise Campus and is proposed to accommodate around 8,000 jobs.
- 1.5 Enterprise Zone status for part of the site means that the former Alconbury airfield is a preferred location for rapid and significant employment development, and that such development will be welcomed and facilitated by the District Council; it does not constitute a planning permission to develop the site and any proposals for development must be considered by the planning system. The District Council has already considered and approved several planning applications for specific employment-related development within the Enterprise Zone (including the 'Incubator' unit that is currently under construction). The outline planning application that is the subject of this report seeks to establish development and design parameters for the entirety of the Enterprise Zone, and the wider Alconbury Weald site.
- 1.6 The Enterprise Zone (now known as Alconbury Enterprise Campus) is designed to encourage investment, attract innovative companies and create around 8,000

- jobs. Target sectors for jobs and investment have been agreed, around high value and high technology manufacturing, research and development. The Enterprise Campus has the potential and capacity to act as an economic growth catalyst bringing growth benefits across the District and to the wider LEP area. The uplift in business rate income within the zone will be retained within the Local Enterprise Partnership area for 25 years rather than going to the Treasury as happens normally. This additional income will be available to help fund projects across the whole of the Local Enterprise Partnership area, to be agreed by the Board of the LEP. Business rate discounts worth up to £275,000 over a 5 year period from April 2012 are available for every business that moves into the Enterprise Campus.
- 1.7 Four buildings on the site have been listed for their historic interest (shown on the Parameter Plan):
- Avionics Building (Grade II*)
 - Hardened Aircraft Shelters x 2 (Grade II*)
 - World War II Watch Tower (Grade II)
- 1.8 The site includes an area of arable agricultural land (the Southern Peninsular) that lies between the former airfield and the northern perimeter of Huntingdon known locally as Grange Farm. Field boundaries include a number of hedgerows and wooded copses, one of which, Prestley Wood, is a moated site designated as a Scheduled Monument. The existing farm buildings at Grange Farm (excluded from the Application Site) accommodate a number of small-scale employment uses and the main building is in residential use.
- 1.9 The Application Site also includes third party land to gain access from the neighbouring farmland to the A141 Spittals Way. Two potential access options are shown, although it is proposed that only one would be implemented:
- Option A comprises land under the control of Network Rail. This land is covered in scrub and grassland and is designated as part of the Great Stukeley Railway Cutting Site of Special Scientific Interest (SSSI).
 - Option B comprises land under the control of St. Johns College, Cambridge, which is in arable agricultural use.
- 1.10 The Application Site is located on a largely level plateau. Adjoining Huntingdon to the south, the Application Site is within a predominantly agricultural area with a number of small villages and farmsteads in close proximity, with Great and Little Stukeley to the south/south-east, Alconbury and Alconbury Weston to the west and Abbots Ripton to the north-east.
- 1.11 To the south the adjoining RAF Alconbury is a United States Air Force (USAF) operational and residential enclave that remains in military use for a range of non-flying support functions. There is some development activity taking place within RAF Alconbury and the RAF Large Vehicle Access is located adjacent to the site boundary with the B1043 Ermine Street.

- 1.12 Also to the south, the villages of Little and Great Stukeley are located on the B1043 Ermine Street. For the most part these villages are situated beyond RAF Alconbury although some properties in Great Stukeley adjoin the farmland part of the application Site.
- 1.13 Adjoining the site to the south lies major transport infrastructure in the form of the A14 and the A1(M). These strategic routes provide linkages to Huntingdon, Cambridge, Peterborough and London. Direct access to these routes is possible via the B1043 Ermine Street. A number of business activities exist on the B1043 Ermine Street adjoining the Site frontage.
- 1.14 To the west of the Application Site lies agricultural land and woodland. Hermitage Wood is a distinctive feature in this area. Immediately adjacent to the western boundary of the site and the recently constructed 'construction and services' access to the site, lies Top Farm. This collection of farm buildings includes residential and business uses including a cattery and haulage activities.
- 1.15 To the north of the Application Site is a mix of woodland and further agricultural land in arable use. Long Coppice and Little Less Wood about the northern site boundary.
- 1.16 The eastern boundary of the Application Site is formed by the East Coast Main Line railway which links London to the North East and Scotland. Beyond this railway lies the village of Abbots Ripton. The south-east corner of the Site abuts the A141 Spittals Way and the Somerfield Distribution Centre on the northern edge of the developed area of Huntingdon. Huntingdon town centre lies some 2.5 km to the south east of the Application Site.

The application

- 1.17 All Matters (Access, Appearance, Landscaping, Layout and Scale) are reserved for future determination. This application seeks Outline Planning Permission only for:
- Up to 290,000 sq m of B class employment floorspace (Class B1, B2 and *Sui Generis* with ancillary B8 uses) to include: B1a Office 30,000 sq m (10%); B1b R&D 70,000 sq m (25%); B1c Light Industry 70,000 sq m (25%); B2 General Industry and *Sui Generis* Materials Recovery Demonstration Centre 111,000 sq m (37%); and *Sui Generis* Data Storage 9,000 sq m (3%)
 - Up to 5,000 dwellings including uses in Class C3 including up to 400 units of sheltered / extra care accommodation in Class C2
 - Up to 7,000 sq m of retail uses (Class A1/A2/A3/A4/A5) of which the largest store will be not more than 1,500 sq m gross floorspace
 - Three Primary Schools incorporating pre-school provision (Class D1) at not more than 4,000 sq m per school (up to 12,000 sq m in total)
 - Secondary School with eight forms of entry (Class D1) with floorspace of no more than 13,500 sq m

- Land reserved for post-16 educational uses
- Up to 1,500 sq m of Health Centre use (Class D1)
- Up to 200 sq m of Dentist use (Class D1)
- Up to 400 sq m of Library use (Class D1)
- Police room of up to 400 sq m (Class B1)
- Place of Worship of up to 1,500 sq m (Class D1)
- Up to 3,800 sq m of Community Buildings including on site heritage archive (Class D1)
- Up to 2,000 sq m of Gym/Fitness Centre uses (Class D2)
- Up to 400 sq m of sports club Clubhouse and Changing Rooms (Class D2)
- Up to 200 sq m of Crèche uses (Class D1)
- Reserve sites for railway station and associated interchange, rail turnback and associated car parking
- Retention of all Listed Buildings including identification of Heritage Area, preservation and appropriate management of Prestley Wood Scheduled Monument and preservation and re-use of associated historic artefacts where appropriate and provision of interpretation features
- Open spaces and Landscaping (including parks, play areas, playing fields, multi-use games areas, weather protected structures, skateboard park, public art, all weather pitches and associated floodlighting, woodlands, wildlife habitat areas including SSSI compensatory habitat, managed grassland, allotments, community orchards, green wedge along the edge of the existing Stukeley villages, reinstated hedgerows, formal/informal open space, ancillary maintenance sheds and pavilions and associated lighting)
- Access roads including access points to B1090/B1043 Ermine Street and A141 Spittals Way and bus only access to Clay Lane with associated street lighting and street furniture
- Pedestrian, cycle, vehicle and bus routes including plazas, dedicated busway and bus stops with associated street lighting and street furniture
- Vehicular and cycle parking including electric vehicle charging points
- Up to 3 Energy Centres up to 1,000 sq m each (sui generis) with one energy centre storage area of up to 0.4 hectares
- Community Waste Management Facility/ies (sui generis)
- Provision and/or upgrade/diversion of services including water, sewerage, telecommunications, electricity and gas and related service media, renewable energy infrastructure including Combined Heat and Power Networks and apparatus including a water tower, pumping stations, substations and pressure regulators

- Drainage works including a Waste Water Treatment Works, Sustainable Urban Drainage Systems and ground and surface water attenuation features
- Demolition of all existing buildings except for Listed Buildings and all buildings within the Heritage Area
- Associated ground works
- Boundary treatments including construction hoarding

Documents submitted

1.18 The various documents that form the outline planning application are described briefly below.

- Location plan – shows land subject to the application in red and other land in the applicant’s ownership in blue;
- Topographical plan – sets out the heights and gradients of the land subject to the application;
- Parameter Plan – the key plan which underpins the application by setting broad parameters for the proposed development;
- Development Specification including: Description of Development, Development Areas Schedule, Spatial Principles and Building Envelope Schedule – describes the development proposed by the application, the arrangement of uses across the site, the scale of different types of buildings and the key principles to establish the location of uses relative to each other;
- Planning Statement – provides overview of the site, relevant history, planning policy and development proposals and evaluates the proposals;
- Design & Access Statement including Design & Access Principles – describes how the design and access elements of the application evolved and sets out key design principles and an illustrative masterplan;
- Environmental Statement including tree survey and incorporating the Environmental Impact Assessment mitigation – identifies and assesses the impacts of the proposals on the environment and explains how these impacts could be mitigated;
- Environmental Statement non-technical summary;
- Statement of Community Involvement – describes the approach taken to consultation and how the application evolved as a result of that consultation;
- Transport Assessment including Travel Plan –assesses the impact of the proposals on the local and strategic transport network and identifies suggested strategies and mitigations (transport mitigation provided for Phase 1; see explanation of proposed ‘Monitor & Manage’ approach);

- Heritage Strategy – summarises the history of the site, its buildings and structures, and explains how these have been addressed;
 - Town Centre Impact Assessment – examines the implications of proposed retail and leisure uses on the surrounding area and in particular Huntingdon Town Centre;
 - Economic Development Strategy – examines the economic impact of the proposals and recommends how to maximize the economic benefits both locally and regionally from the development;
 - Energy, Waste and Water Strategy including Flood Risk Assessment – presents opportunities and mechanisms to deliver a sustainable development;
 - Green Infrastructure Strategy – explains all aspects of green infrastructure incorporated within the proposals and how these would be delivered;
 - Community Facilities Strategy – sets out the range of community facilities incorporated within the proposals;
 - Utilities report – describes the existing utility apparatus on and around the site and the new utility supplies required to support the proposals.
- 1.19 The formal elements of the planning application together describe the different uses proposed and their broad allocation across the site as well as establishing key principles and environmental mitigation. These formal elements are:
- Parameter Plan
 - Development Specification (including spatial principles)
 - Design & Access Statement (DAS) principles
 - Environmental Impact Assessment mitigations
- 1.20 The Development Specification includes a Development Areas Schedule which identifies relevant land uses and ranges of floorspace and open space to be accommodated within each Development Area. The figures within the Development Area Schedule are subject to the overriding maxima for each individual land use, set out in the overarching Description of Development above.
- 1.21 The Development Specification also includes a series of Spatial Principles which set further parameters for the assessment of layout and disposition of land uses.
- 1.22 The Design & Access Statement (at Section B) contains a number of ‘Design & Access Principles’; these principles would provide a further level of design control for subsequent detailed design and have been the subject of discussion between the applicant and the District Council. A number of Design & Access Principles were revised following this discussion and re-submitted as part of the amendments to the outline application. Further detailed proposals will be brought forward in accordance with these Spatial Principles and Design & Access Principles; the planning application proposes that these principles are translated into reserved matters applications and design codes via planning condition.

- 1.23 The proposed land uses are expressed in the form of seven Development Areas (DAs) shown on the Outline Application Parameter Plan. The DAs provide the proposed parameters for scale and location of land uses only and do not determine the precise form and disposition of individual land uses within the DAs, nor their phasing.
- 1.24 Development Areas 1, 2 and 3 are located mainly within the boundaries of the Enterprise Zone. Development within these zones will be employment led. Development Areas 4, 5 and 6 are outside the EZ boundary and will be predominantly residential led and Development Area 7 incorporates educational and sports provision.

Development Area 1

- 1.25 DA1 is located at the western most end of the site and accommodates the largest area of the Enterprise Campus. It will accommodate the full range of employment uses applied for and includes the 'Hub' which will be the main focal point for the provision of retail and services, and for community uses. DA1 also includes some residential accommodation as part of a number of mixed use elements. DA1 also incorporates open space, proposed to be in the form of a 'Campus Park' to link with residential areas DA4, DA5 and DA6.
- 1.26 DA1 includes several point features in terms of building heights in the form of up to two energy centres (facilities for local energy generation), a water tower and a place of worship within the Hub.

Development Area 2

- 1.27 DA2 is located centrally in the application site and comprises the second component of the Enterprise Campus. As such it includes employment as the primary land use.
- 1.28 DA2 overlooks Alconbury Weald's central area of sports pitches to the south and lies adjacent to the residential led Development Area 6 to the north and east.

Development Area 3

- 1.29 DA3 is the third component of the Enterprise Campus. As such, it primarily accommodates employment uses. Importantly, DA3 also includes Interchange Facilities which incorporate retail and service uses and land reserved for a railway station.
- 1.30 DA3 abuts the Great Stukeley Railway Cutting SSSI. It is proposed that the area adjacent to the SSSI will accommodate appropriately designed and managed landscaping.
- 1.31 Discussions between the applicant and Network Rail are ongoing regarding the feasibility of a railway station within DA3. The Proposed Development reserves land for a railway station. Given the lack of certainty over the station element at the present time, this Outline Planning Application does not assess the effects of

rail services. Nor is the potential impact of the platforms, access routes and other rail works associated with a new station assessed, including the impact of these elements on the SSSI.

Development Area 4

- 1.32 DA4 is located adjacent to the main Ermine Street entrance to the site. It is proposed to be predominantly residential with supporting community facilities (including a primary school, community building and small scale retail) and public open space.
- 1.33 The northern part of DA4 is bounded by the Campus Park area and the Hub. To the east the area is buffered from the adjacent USAF RAF Alconbury by a belt of woodland and open space.

Development Area 5

- 1.34 DA5 is another residential led development area and is located in the northern part of site incorporating part of the peninsular site. DA5 is defined by the wooded northern edge to the north including retention of existing woodland. As with DA4, DA5 will include provision for small scale retail provision alongside a Primary School.

Development Area 6

- 1.35 DA6 is a residential led Development Area located centrally within the site around an area of open space and sports pitches. DA6 will also include a Primary School and the Secondary School, the general locations of which are shown on the Parameter Plan. The built form of the Secondary School will be located within the southwestern parcel of DA6 as shown on the Parameter Plan. Shared school and local playing fields will be located immediately adjacent to the school buildings in the open space between the development parcels south of the runway alignment.
- 1.36 A sports pavilion is proposed within DA6 to provide changing facilities, community and social space to be used in conjunction with the playing fields envisaged in this part of the site.

Development Area 7

- 1.37 DA7 includes formal open space, land for local sports provision, a clubhouse and changing rooms, and land reserved for post 16 educational uses. The latter element is envisaged to be brought forward outwith this Outline Planning Application, but has been assessed in the supporting EIA, primarily to take account of the transport effects, but also wider potential impacts.
- 1.38 In addition to its built form, DA7 will include hard surfaced outdoor play areas, floodlit all weather pitches and other conventional playing fields. The sports campus includes playing fields that could be occupied by local sports clubs

supported by a clubhouse and changing rooms provided together with pitches, access and car parking.

The Environmental Statement

- 1.39 This application is considered to be development that requires the submission of an Environmental Statement under the Environmental Impact Assessment Regulations (2011). The ES was scoped formally with the Council in December 2011. An Environmental Statement was submitted in accordance with the Regulations, and amended in June 2013 in light of other amended information supporting the application. The full ES, which comprises both the original ES and the addendum to the ES, was subject to formal consultation as part of the consultation on the outline application and amendments to the outline application.
- 1.40 An independent planning consultant (Barton Willmore) was instructed to undertake a review of the ES to ensure that it was valid in terms of the 2011 Environmental Impact Regulations. Both the original ES and the ES addendum were subject to this scrutiny; the review found that the ES has assessed each issue satisfactorily for the purposes of the 2011 Regulations. Both the original ES and the ES addendum were subject to formal consultation as part of the consultation on the outline application (August – November 2012) and the amendments to the outline application (June – July 2013).
- 1.41 It is for the District Council to ensure that through the development management process the mitigation recommended in the ES is implemented and managed.
- 1.42 All parameters and assessments take account of the impacts and reflect the design of the permitted Enterprise Zone Enabling Development (including gatehouses) (reference 11/02094/FUL), but assess further works to the Boulevard Gateway access over and above the permitted scheme, to provide additional highway capacity as envisaged in the documentation supporting this application.
- 1.43 All parameters and assessments also take account of the impacts and reflect the design of the proposed Incubator Unit and associated parking and access within the Enterprise Zone together with the application for the reuse of two existing buildings for a Materials Recovery Demonstration Centre.
- 1.44 A number of stand-alone planning applications that fall within the scope of the ES have been submitted for development on the former airfield and adjacent farmland, which are listed in the 'Planning History' section of this report. Each of these applications has been consistent with the outline planning application for Alconbury Weald.

Amendments to application

- 1.45 The application has been amended following the original submission to respond to consultation comments received and officer discussions. Amendments comprised:

- Parameter plan update to facilitate the relocation of the secondary school site centrally within the application site
- Development Specification update
- Planning Statement addendum
- Transport Assessment addendum to reflect changes to the parameter plan and in response to comments received
- Design & Access Statement addendum to reflect changes to the parameter plan and spatial principles and revision of some of the Design & Access principles
- Green infrastructure strategy addendum
- Community facilities strategy addendum
- Environmental Statement addendum

1.46 In addition to these formal changes, briefing notes for a number of topics (landscape and visual impact, ecology, waste, energy and transport) were submitted to clarify how the outline application addressed issues raised during the consultation.

2. NATIONAL GUIDANCE

- 2.1 The National Planning Policy Framework (2012) sets out the three dimensions to sustainable development - an economic role, a social role and an environmental role - and outlines the presumption in favour of sustainable development. Under the heading of Delivering Sustainable Development, the Framework sets out the Government's planning policies for - building a strong, competitive economy; ensuring the vitality of town centres; supporting a prosperous rural economy; promoting sustainable transport; supporting high quality communications infrastructure; delivering a wide choice of high quality homes; requiring good design; promoting healthy communities; protecting Green Belt land; meeting the challenge of climate change, flooding and coastal change; conserving and enhancing the natural environment; conserving and enhancing the historic environment; and facilitating the sustainable use of minerals.
- 2.2 Draft Planning Practice Guidance Suite (August 2013) contains planning practice guidance to support the National Planning Policy Framework. Applicable topic areas include Assessment of housing and economic development needs; Conserving and enhancing the historic environment; Design; Ensuring the vitality of town centres; Environmental Impact Assessment; Local Plans; Natural Environment; Open space; Planning obligations; Travel plans and transport; Viability; Water supply, waste water and water quality.
- 2.3 The Draft Practice suite has been issued by the Department for Communities and Local Government in what is described as 'beta' form for testing and comment. When the Practice Guidance goes formally live, in a non-beta form, this does not mean that it will be a document that will simply crystallise in that form; rather it will be updated from time to time in its web-based form.

Consequently, it is appropriate that Members note its existence and potential relevance albeit the guidance is not policy, for consideration of which one should look to the NPPF, Development Plan and emerging draft Huntingdonshire Local Plan to 2036.

For full details visit the government website
<https://www.gov.uk/government/organisations/department-for-communities-and-local-government>

3. PLANNING POLICIES

3.1 Saved policies from the Huntingdonshire Local Plan (1995)

H23: “Outside Settlements” – general presumption against housing development outside environmental limits with the exception of specific dwellings required for the efficient management of agriculture, forestry and horticulture.

H31: “Residential privacy and amenity standards” – Indicates that new dwellings will only be permitted where appropriate standards of privacy can be maintained and adequate parking provided.

H37: “Environmental Pollution” – housing development will not be permitted in locations where there is a known source of environmental pollution which would be detrimental to residential amenity.

H38: “Noise Pollution” – development sites adjoining main highways, railways, industrial operations and other potentially damaging noise pollution sources will be required to adopt adequate design solutions to create acceptable ambient noise levels within the dwellings and their curtilage.

E1: “Economic and Employment Growth” – will be promoted, commensurate with the planned residential and population growth and the Council’s aims to provide a range of employment opportunities and reduce commuting.

E2: “Provision of Land” – land will be allocated for an adequate range of sites and premises, in terms of size, quality and location that would be suitable for industry, warehousing and distribution, office and high technology uses, providing individually and cumulatively they comply with other Local Plan policies.

S6: “Small Shopping Centres” – of no more than 1,394 sq m will normally be permitted to serve new residential neighbourhoods.

S14: “A3 Uses” – proposals for A3 uses will be subject to the following criteria: effect on adjacent properties and nearby residential properties; car parking facilities and highway implications; the proposed opening hours and whether they can be restricted by condition.

T18: “Access requirements for new development” states development should be accessed by a highway of acceptable design and appropriate construction.

T19: "Pedestrian Routes and Footpath" – new developments are required to provide safe and convenient pedestrian routes, having due regard to existing and planned footpath routes in the area.

T21: "Public transport services" states that the District Council will support proposals which maintain or improve the present level of public transport services.

R1: "Recreation and Leisure Provision" – will directly promote district wide recreation and leisure projects and generally support leisure and recreation facilities commensurate with population levels, housing developments and identified need.

R2: "Recreation and Leisure Provision" – applications for recreational facilities will be considered on their merits bearing in mind: advice from sporting recreation authorities on the need for further provision; the effect on residential amenity; the effect on landscape, visual amenity, nature conservation and archaeological interest; access, parking and traffic generation; the siting, design and materials of any building and structures.

R3: "Recreation and Leisure Provision" – sets out the minimum standard requirements for the provision of recreation open space – Settlements with populations in excess of 1000 persons to be based on the standard of 2.43 hectares (6 acres) per 1000 population.

R7: "Land and Facilities" – For new residential development of 30 dwellings or more (or 1.2 ha), in addition to the provision of children's casual and equipped play space, the District Council will normally seek the provision of (or equivalent contribution towards) formal adult and youth play space.

R8: "Land and Facilities" – consideration will be given to the acceptance of contributions from developers towards improving recreational facilities in the vicinity of the site, to off set recreational requirements set out in R7.

R12: "Land and Facilities" – the provision of children's play areas in housing estate developments will normally be sought. This provision should be enclosed, useable, safe, adequately equipped and appropriately located.

R13: "Countryside Recreation" – provision of facilities for informal countryside recreation subject to the criteria of R2, will be supported.

En2: "Character and setting of Listed Buildings" - indicates that any development involving or affecting a building of architectural or historic merit will need to have proper regard to the scale, form, design and setting of that building

En12: "Archaeological Implications" – permission on sites of archaeological interest may be conditional on the implementation of a scheme of archaeological recording, prior to development commencing.

En13: "Archaeological Implications" – in areas of archaeological potential, planning applications may be required to be accompanied by the results of an archaeological field evaluation or desk-based assessment.

En17: "Development in the Countryside" - development in the countryside is restricted to that which is essential to the effective operation of local agriculture, horticulture, forestry, permitted mineral extraction, outdoor recreation or public utility services.

En18: "Protection of Countryside features" – Offers protection for important site features including trees, woodlands, hedges and meadowland.

En20: "Landscaping Scheme" - Wherever appropriate a development will be subject to the conditions requiring the execution of a landscaping scheme.

En22: "Conservation" – wherever relevant, the determination of applications will take appropriate consideration of nature and wildlife conservation.

En23: "Conservation" – development within or which adversely affects a site of special scientific interest, a national or local nature reserve or wildlife in an area will not normally be permitted.

En24: "Access for the disabled" – provision of access for the disabled will be encouraged in new development.

En25: "General Design Criteria" - indicates that the District Council will expect new development to respect the scale, form, materials and design of established buildings in the locality and make adequate provision for landscaping and amenity areas.

CS5: "Health and Social Services" – the development, improvement and extension of facilities for health and social care in the community will normally be permitted, subject to environmental and traffic considerations, and the supplanting of such facilities by other uses will generally be resisted.

CS6: "Improvements to Library Services" – supports improvements to the library service including, where appropriate, the provision of buildings or sites for library development within schemes for housing or commercial development.

CS8: "Water" – satisfactory arrangements for the availability of water supply, sewerage and sewage disposal facilities, surface water run-off facilities and provision for land drainage will be required.

3.2 Saved policies from the Huntingdonshire Local Plan Alterations (2002)

HL5 – Quality and Density of Development - sets out the criteria to take into account in assessing whether a proposal represents a good design and layout.

HL6 - Housing Density - indicates that housing development shall be at a density of 30 - 50 dwellings per hectare.

HL10 - Housing Provision – in the district should reflect the full range of the local community's needs by ensuring a choice in new housing.

OB2 – Maintenance of Open Space – contributions may be sought for the maintenance of small areas of open space, children's play space and recreational facilities, woodland or landscaping to benefit the development.

3.3 Adopted Huntingdonshire Local Development Framework Core Strategy (2009)

CS1: “Sustainable development in Huntingdonshire” – all developments will contribute to the pursuit of sustainable development, having regard to social, environmental and economic issues. All aspects will be considered including:

- efficient use of land and infrastructure
- maximisation of renewable energy provision on-site and improved energy efficiency
- waste reduction and recycling
- reduced water consumption and wastage
- minimising impact on water resources and water quality and managing flood risk
- preservation and enhancement of the diversity and distinctiveness of Huntingdonshire’s towns, villages and landscapes, including conservation and management of buildings, sites and areas of architectural, historic or archaeological importance and their setting
- protection and enhancement of habitats and species
- promotion of sustainable, well designed and accessible places
- protection and enhancement of green spaces
- support of the local economy and
- minimisation of the need to travel and increase of opportunities for sustainable travel.

CS2: “Strategic Housing Development” – during the period 2001 – 2026, a total of at least 14,000 homes will be provided in areas including:

In the Huntingdon Spatial Planning Area at least 1800 homes will be provided. Of these, at least 1,000 homes will be on previously developed land, about 800 homes will be on greenfield land and about 720 homes will be affordable. Provision will be in the following general locations:

In a significant mixed use redevelopment in Huntingdon in the area west of the town centre, covered by the Huntingdon West Area Action Plan and redevelopment of previously developed land within the built-up area of Huntingdon;

In a mixed use redevelopment in Brampton on previously developed land;

In Godmanchester as part of a significant mixed use development on greenfield land to the south east/east and on greenfield land to the south west.

CS3: “The Settlement Hierarchy” – states that any areas not specifically identified are classed as part of the countryside, where development will be strictly limited to that which has essential need to be located in the countryside.

CS4: “Affordable Housing in Development” – Proposals of 15 or more homes or 0.5 ha or more should seek to achieve a target of 40% affordable housing, with a target of 70% social rented accommodation, with the balance being provided as intermediate housing. In determining the amount and mix of affordable housing to be delivered, specific site conditions and other material considerations including viability, redevelopment of previously developed land, or mitigation of contamination will be taken into account.

CS7: “Employment Land” – At least 85 ha of new land for employment will be provided before 2026, in key identified areas.

In the Huntingdon Spatial Planning Area where about 51 ha of land will be provided, of which at least 13 ha will be on previously developed land and about 38 ha will be on greenfield land. Provision will be made in the following general locations:

In a mixed use redevelopment in Huntingdon, for B1 uses to the west of the town centre covered by the Huntingdon West Area Action Plan, and in greenfield development for B1, B2 and B8 uses to the north west of the town.

In a mixed use redevelopment for B1 uses on land within Brampton;

In Godmanchester as part of significant, mixed use, greenfield development to the south east/east of Godmanchester.

CS8: “Land for Retail Development” - at least 20,000m² of comparison floorspace and 4,000m² of convenience floorspace will be provided before 2026 within defined areas including:

4,000m² of convenience floorspace across the District to serve the population growth.

CS10: “Contributions to Infrastructure Requirements” – proposals will be expected to provide or contribute towards the cost of providing infrastructure and of meeting social and environmental requirements, where these are necessary to make the development acceptable in planning terms.

Local policies are viewable at <https://www.huntingdonshire.gov.uk>

3.4 Cambridgeshire and Peterborough Minerals and Waste Development Plan Core Strategy (2011)

CS1: “Strategic Vision and Objectives for Sustainable Minerals Development” – in delivering the growth agenda there will be an increased use of recycled and secondary aggregates in preference to land won materials.

CS2: “Strategic Vision and Objectives for Sustainable Waste Management Development” – growth will be supported by a developing network of waste management facilities which will deliver sustainable waste management.

CS7: “Recycled and Secondary Aggregates” – the Mineral Planning Authorities will give priority to the production and supply of recycled/secondary aggregates to be used in preference to land won aggregates.

CS14: “The Scale of Waste Management Provision” – sets out the minimum capacities and space for waste management.

CS15: “The Location of Future Waste Management Facilities” – a network of waste management facilities will be developed across Cambridgeshire and Peterborough, partly guided by new developments.

CS16: “Household Recycling Centres” – new development will contribute to the provision of household recycling centres. Contributions will be consistent with the RECAP Waste Management Design Guide and additionally through planning obligations or through CIL.

CS17: “Waste Water Treatment Works” – New waste water treatment capacity, including the improvement or extension to existing works, will be considered favourably where it is required to meet the growth in Cambridgeshire and Peterborough, subject to proposals demonstrating that certain criteria are met.

CS22: “Climate Change” – Minerals and waste management proposals must take account of climate change for the lifetime of the development. This will be through measures to minimize greenhouse gas emissions, and by measures to ensure adaptation to future climate changes.

CS23: “Sustainable Transport of Minerals and Waste” – Sustainable transport of minerals and waste by rail, water, conveyor, and pipelines will be encouraged.

CS24: “Design of Sustainable Minerals and Waste Management Facilities” – All proposals for minerals and waste management development will be required to achieve a high standard in their design and mitigation of environmental impacts including climate change.

CS28: “Waste Minimisation, Re-use, and Resource Recovery” – Waste Planning Authorities will encourage waste minimisation, re-use and resource recovery by requiring a waste management audit and strategy for large development, submission of a RECAP Waste Management Design Guide Toolkit Assessment and provision of bring sites.

CS29: “The Need for Waste Management Development and the Movement of Waste” – Proposals for new waste management development or an extension of existing waste development will be permitted where they meet a demonstrated need within Cambridgeshire and Peterborough.

CS30: “Waste Consultation Areas” – Waste consultation areas will be identified in the Core Strategy and Site Specific Proposals Plan and defined on the Proposals Map at certain locations.

CS32: “Traffic and Highways” - relates to constraints on minerals and waste development in relation to transport modes, highways infrastructure and lorry routing.

3.5 Minerals and Waste Site Specific Proposals Development Plan Document (2012)

SSPW1B – identifies the Alconbury Airfield site as an area of search for waste recycling and recovery facilities, including inert waste recovery facilities.

3.6 Draft Huntingdonshire Local Plan to 2036: Stage 3 (2013)

(This document is not policy but is included here as it is draft policy for the District and is a material planning consideration in determining the outline planning application).

LP1 “Strategy and principles for development” – supports proposals which contribute to the delivery of new housing, economic growth and diversification and infrastructure provision through the detailed development strategy and expectations.

LP2 “Contributing to Infrastructure Delivery” – a proposal will be supported where it makes appropriate contributions towards the provision of infrastructure, and of meeting economic, social and environmental requirements through CIL and Planning Obligations.

LP3 “Communications Infrastructure” – proposals will support and help implement the aims and objectives of the ‘Connecting Cambridgeshire’ broadband initiative.

LP6 “Flood Risk and Water Management” – in relation to flood risk a proposal will be supported where it is not in an area at risk of flooding; suitable protection/mitigation measures can be agreed and there will be no increase in the risk of flooding. With regard to surface water a proposal will be supported where SuDS are incorporated, the standing advice of the appropriate IDB has been taken into account and there is no adverse impact.

LP7 “Strategic Green Infrastructure Enhancement” - proposals consistent with the Cambridgeshire Green Infrastructure Strategy 2011 (or successor documents) and/or which contribute towards the objectives of protecting, maintaining and enhancing, creating new and strengthening links with existing green infrastructure will be supported. In addition a proposal will be expected to provide replacement provision of equal or greater value than that which will be affected.

LP8 “Development in the Spatial Planning Areas” – Details Huntingdon Spatial Planning Area (SPA) as one of four spatial planning areas in the District. This SPA includes Alconbury Weald. A series of sites are allocated for development in this plan in order to achieve the spatial strategy. In addition to these, supports development (residential, economic, other uses and mixed use) within the built-up area of a SPA settlement.

LP13 “Quality of Design” – encourages design of a high standard based on a thorough understanding of the site and its context. Residential proposals for 10 or more homes should demonstrate how they meet the ‘Building for Life’ Silver (Good) Standard or higher or equivalent.

LP14 “Reducing Carbon Dioxide Emissions” – A proposal will be supported where it can be demonstrated that viable efforts to reduce carbon dioxide (CO₂) emissions have been incorporated and compliance is demonstrated. All development should use the principles of sustainable construction and embodied carbon in the design, materials and construction.

LP15 “Ensuring a High Standard of Amenity” – A proposal will be supported where a high standard of amenity is provided for existing and future users and residents of both the surroundings and the proposed development.

LP17 “Sustainable Travel” – Proposals should demonstrate that: -

- a. opportunities are maximised for the use of sustainable travel modes
- b. traffic volumes can be accommodated and will not cause significant harm to the character of the surrounding area
- c. any adverse effects of traffic movement to, from and within the site including the effect of car parking is minimized
- d. a clear network of routes is provided that provides connectivity and enables ease of access, to, around and within the proposal and within the wider settlement for all potential users, including those with impaired mobility; and
- e. safe and convenient pedestrian and cycle routes, including links to new and existing services, facilities, footpaths, bridleways and the countryside are provided where appropriate and if possible formalised as rights-of way

LP18 “Parking Provision” – supports proposals where appropriately designed vehicle and cycle parking with a clear justification for the level of provision proposed. Parking should be an integral part of the design process. Parking facilities may be shared where location and patterns of use permit.

LP22 “Tourism, Sport and Leisure Development” – Proposals for sport and leisure development in the countryside will be supported where it is well-related to a settlement, has been appropriately designed and landscaped, has safe access and adequate water and sewerage services can be provided.

LP23 “Local Services and Facilities” – A range of available land or buildings within a neighbourhood is essential to maintain its sustainability. A proposal for an additional service will be supported where it is of a scale to serve local needs, without having an adverse impact on a designated town centre

LP24 “Housing Mix” – housing development will be supported where sizes, types and tenures of housing responds to the advice and guidance provided by the Cambridgeshire and Peterborough Strategic Housing Market Assessments, local assessments of housing need and demand or other relevant housing and demographic studies and the Council’s Housing Strategy and Tenancy Strategy. All new build homes will be expected to comply with Lifetime Homes standards. A proposal that includes 200 or more homes should seek to make a proportion of plots available for self-build homes.

LP25 “Affordable Housing Provision” – Housing development should seek to deliver a target of 40% affordable housing where the scheme includes 10 or more. A target of 70% of new units should be comprised of social or affordable rented properties with the balance comprising of intermediate housing. It is recognised that there may be circumstances where it is necessary or appropriate to deliver a lower level of on-site provision where it can be demonstrated that the target is not viable. A development viability assessment will be required to justify an alternative level of affordable housing provision.

LP28 “Biodiversity and Protected Habitats and Species” – a proposal will be supported

where it does not give rise to a significant adverse impact on protected species or sites of local or regional importance for biodiversity or geology unless the need for, or benefits of, the proposal outweigh the impacts. If adverse impacts are identified and they are proven unavoidable, every effort will be made to mitigate the impact. Where this cannot be achieved then alternative forms of compensation will be considered. A proposal will aim to conserve and enhance biodiversity.

LP29 “Trees, Woodland and Related Features” – a proposal will be supported where it avoids the loss of, and minimises the risk of harm to trees, woodland, hedges or hedgerows of visual, historic or nature conservation value.

LP30 “Open Space” – proposals will be expected to include open space in accordance with the Adopted SPD and provide or improve connections to open spaces and green infrastructure nearby.

LP31 “Heritage Assets and their Settings” – great weight is given to the conservation of any heritage asset; more weight is accorded to assets of greater significance. A proposal which affects the special interest or significance of a heritage asset or its setting must demonstrate how it will conserve, and where appropriate enhance, the asset. Any harm must be justified and weighed against the public benefit. A proposal will be required to show that it would not have an adverse impact on views of, or from, the heritage asset or of the features which contribute positively to the asset.

Proposed Allocation (Mixed use) SEL 1 “Alconbury Weald” – sets out the allocation for a mix of uses including residential, employment, retail, education and community facilities, green open space and transport infrastructure improvements. It details that successful development of the site will require a comprehensive public masterplanning exercise. The boundary of the proposed allocation site matches the boundary of the outline application site. The full draft policy is as follows:

A total area of approximately 575 ha of land east of the A1(M) at the former Alconbury airfield and Grange Farm, Huntingdon is allocated for a mix of uses, the scale of which is to be determined before finalising the Local Plan, but development could comprise:

- *approximately 5000 homes (with potential for some more homes in the longer term)*
- *150ha of employment land*
- *approximately 4200m² gross retail floorspace (Class A1) with a maximum of 1500m² in one store and other stores with a maximum of 500m² each, all contained within centres to be identified in the masterplan*
- *services (A2), restaurants (A3), and takeaways (A5) appropriate to the scale of development within centres to be identified in the masterplan*
- *educational and community facilities appropriate to the scale of development*
- *strategic green infrastructure incorporating publicly accessible, natural green space and other open space appropriate to the scale of development*

- *transport infrastructure improvements appropriate to the scale of development including potential linkages to the Busway and the possible provision of a railway station*

Successful delivery of development will require a comprehensive public master planning exercise produced or agreed with the Council that addresses:

- *details of a phasing approach to ensure balanced delivery of industrial and commercial development with residential development*
- *integration of development with the existing structure of the airfield*
- *integration with Huntingdon while maintaining separation from nearby settlements*
- *protection of heritage assets and their settings*
- *a comprehensive approach to maintaining and enhancing character and creation of development with a distinctive sense of place*
- *establishment of a transport network that promotes sustainable travel modes*
- *satisfactory resolution of any additional traffic impact on the A14 having regard to a transport assessment and travel plan*
- *all retail to be complementary to the continuing vitality and viability of the town centre and not jeopardising the delivery of Chequers Court and Huntingdon West*
- *provision of additional site access from the south onto the A141 to avoid the need for unacceptable levels of traffic on the B1043 from Huntingdon and ensure greater connectivity with Huntingdon*
- *the mixture of uses to be incorporated, including social and community facilities and local centres to meet the needs arising from the proposed development*
- *the arrangement of different uses in a manner that minimises the need to travel*
- *differentiated densities of development depending on proximity to centres and the development of distinctive character areas*
- *design codes for the appearance of development proposals*
- *noise assessment and acoustic treatments in relation to the East Coast Main Line Railway*
- *retention of existing trees in accordance with a tree survey*
- *provision for habitats in accordance with an ecological assessment*

- *areas that contribute to the strategic green infrastructure network with reference to the existing strategic network and providing links between the development, Huntingdon and the Great Fen*
- *a comprehensive approach to providing publicly accessible green and open space throughout the development*
- *landscaping design recognising vistas, boundaries and appropriate visual screening from the surrounding countryside*
- *flood risk assessment and provision of sustainable drainage systems*
- *a decentralised low carbon energy network*

Areas of the site developed for employment uses will be treated as an Established Employment Area and further development or redevelopment proposals will be determined in line with appropriate policies of this Plan.

3.7 The boundaries for the application site and the Proposed Allocation SEL1 are identical.

3.8 Relevant legislation and regulations:

- The Town and Country Planning Act 1990
- The Planning and Compulsory Purchase Act 2004
- The Planning (Listed Buildings and Conservation Areas) Act 1990
- The Town and Country Planning (Environmental Impact Assessment) Regulations 2011
- Air Quality (England) 2000 Regulations
- Conservation of Habitats and Species Regulations 2010 (Habitats Regulations)
- Wildlife and Countryside Act 1981
- Countryside and Rights and Way Act 2000
- Localism Act 2011 – Section 143 (amending S70 of the Town and Country Planning Act 1990) regarding local finance considerations
- Community Infrastructure Levy Regulations 2010 No.948

3.9 Supplementary Planning Documents and guidance:

- RECAP CCC Waste Management Design Guide (CCC SPD) 2012
- LDF Developer Contributions SPD (2011)

3.10 Other relevant documents:

- Huntingdonshire Landscape and Townscape Assessment (2007)
- Huntingdonshire Design Guide (2007)

- Huntingdonshire Open Space, Sports and Recreational Needs Assessment and Audit 2006
- Sports Facilities Strategy for Huntingdonshire (2009)
- Public Libraries, Archives and New Development: A Standard Charge Approach - first published by the Museums, Libraries and Archives (MLA) Council in 2008 updated May 2010
- Cambridgeshire Local Transport Plan 2011 – 2026: Implementation Plan
- Huntingdonshire and Godmanchester Market Town Transport Strategy 2003 – 2014 (MTTS)
- Huntingdonshire’s Sustainable Community Strategy 2008-2028
- Huntingdonshire Retail Study (2013)
- Huntingdonshire Water Cycle Study (2012)
- Huntingdonshire Strategic Flood Risk Assessment (2010)
- Cambridgeshire Green Infrastructure Strategy (2011)
- Countryside Character Volume 6: East of England
- Cambridgeshire Quality Charter for Growth (2008)
- English Heritage Guidance – The Setting of Heritage Assets (2011)
- Huntingdonshire Economic Growth Plan 2013 – 2023 (2013)
- The Rt Hon Greg Clark’s (Minister for Decentralisation and Cities) Written Ministerial Statement “Planning for Growth” (23 March 2011) promotes sustainable growth and jobs and states that significant weight should be attached to the need to secure economic growth and employment.

4. PLANNING HISTORY

Grange Farm

- 4.1 The farmland neighbouring the former airfield has been in agricultural use for many years.

Former airfield site

- 4.2 The Airfield had its first runways built in 1940. During the Second World War and the Cold War it was used by the RAF and the United States Air Force and served a variety of functions. Flying ceased on 31 March 1995 and the base was subsequently decommissioned. The existing buildings on site reflect the varied roles that the Airfield played across its life as an active military base.
- 4.3 In 1996 the Ministry of Defence decided to dispose of the site.
- 4.4 A series of related applications were submitted in 1997 by Alconbury Developments Ltd (ADL) for:

- a) Outline planning permission for the erection of warehousing and ancillary offices, industrial buildings, leisure facilities, roads and rail sidings (application reference 97/H1500)
 - b) Outline planning permission for a recycling depot for the crushing, sorting and storage of concrete and steel following demolition of the buildings associated with the warehousing permission (97/H1507); and
 - c) Transport and Works Act consent for a freight rail link into the site from the East Coast Main Line railway (ECML) associated with permission 97/H1500 (TWA/99/APP/13).
- 4.5 Following a public inquiry, the Secretary of State granted permission for these three applications in 2003. These permissions have not been implemented.
- 4.6 Within the former Airfield, planning permissions were granted for the temporary use of specific buildings and hard standing areas for B1, B2, B8 and sui generis uses, such as offices, storage, some general industry and a small number of very specific uses such as the police dog training unit (Ref. 0801867FUL). These temporary consents were consolidated and renewed in 2010 and extended to December 2015 via an application to vary a condition (S73 application) to extend the life of the existing consents (ref. no. 1000739S73).
- 4.7 In 2010 two planning applications were approved in July 2010 to extend the life of the ADL outline planning permission and the rail link permission for a further 5 years until December 2015 (ref. 1000739S73 and 1000692REP). Again, this was achieved via an application to vary a condition (S73 application).
- 4.8 Planning permission was granted in February 2012 for enabling works within the former technical area of the Alconbury site to permit early delivery of development within the Enterprise Zone. These works (application reference 1102094FUL and a series of amendments) included the demolition of buildings, the undertaking of advance landscaping, the provision of a revised access route from the Gateway Boulevard Access and the creation of a new Construction and Service Access from the B1043 Ermine Street. The new Construction and Service access opened on 18th February 2013 and the new Gateway Boulevard Access is expected to open in December 2013.
- 4.9 Since that time, a number of further planning applications have been submitted and approved. These have been primarily located within the former technical area of the site to launch new business development within the Enterprise Zone. The developments comprised within these applications are consistent with and fall within the parameters assessed within the Alconbury Weald outline planning application. The following applications have been submitted and approved.
- 4.10 In September 2012, planning permission was granted for the construction of a Business Incubator Unit comprising B1 and B2 use classes, with car parking, landscaping, signage, minor ground remodelling and associated works and any necessary demolition. The Business Incubator Unit will act as a catalyst for the development of a new business community at Alconbury Weald and has been

designed to provide high quality, flexible accommodation to support new and small companies in the Alconbury Enterprise Campus. The Business Incubator Unit is now nearing completion. (Ref: 1201363FUL)

- 4.11 In August 2012, Cambridgeshire County Council granted consent for a change of use at Buildings 110 and 118 within the Enterprise Zone from light industrial/storage (Use Class B1/B8) to a Materials Recovery Demonstrator Centre (Sui-Generis). Amendments to the application were approved in February 2013, and the site is now close to being operational. (REF: H/05012/12/CW).
- 4.12 In February 2013, permission was granted for a new vehicular track running from the south eastern end of the runway at Alconbury Weald along the landing lights to connect in with an existing farm track on Grange Farm land. Now implemented, the track enables access for maintenance and management traffic to connect across the whole of the Alconbury Weald site without having to go through the Stukeleys. (Ref: 1202036FUL).
- 4.13 In June 2013, Stukeleys Parish Council were granted planning permission for a change of use from agricultural farm land to community allotments with associated allotment building, access road, car parking, landscaping, fencing and rainwater harvesting system at land off Owl End, Great Stukeley. The allotments have now been constructed and were opened in August 2013 (Ref: 1300397FUL).
- 4.14 In September 2013, planning permission was granted for a temporary change of use of Building 3051 (B8) within the technical area of the Alconbury site to a target sports club (Sui Generis) with associated toilet block and car parking. The development will provide the club members of Soke with indoor training facilities for a period of five years. (Ref: 1301037FUL).
- 4.15 In September 2013, planning permission was granted at Plot 132 within the technical area of the Alconbury site for a temporary change of use to a demonstration set for a short freight pipeline system site including the refurbishment of building no.138. The permission provides Mole Solutions Ltd with a demonstrator system for 3 years. (Ref: 1301288FUL).
- 4.16 Finally, also in September 2013, advertisement consent was granted for two marketing boards located at the Gateway Boulevard Access and new Construction and Service Access. Now implemented, the boards will increase the visibility and presence of Alconbury Enterprise Campus. (Ref: 1301294ADV).
- 4.17 In addition, it is noted that a different developer is proposing the development of a renewable energy solar farm (1301218FUL) to include the installation of solar panels, transformer rooms and plant, access and on-site tracks, security fencing and cameras, landscaping and other works at land immediately to the north of the eastern end of this application site (to the north of proposed Development Area 3) – the planning application is currently undetermined.

5. CONSULTATIONS

5.1 There have been two rounds of public consultation, the first on the original submission in August 2012, the second relating to the amendments and additional information in June 2013. In the summary of consultation responses given here, the comments from any contributor or consultee that responded to both sets of consultation are combined. As is conventional practice, full comments from parish council(s) (and Huntingdon Town Council) are provided for Members as appendices to this report.

Comments received:

5.2 The Stukeleys Parish Council – Recommend that the outline planning permission be granted subject to requirements set out in consultation response – (COMMENTS ATTACHED).

5.3 Alconbury Parish Council – No objection - (COMMENTS ATTACHED).

5.4 Alconbury Weston Parish Council - Recommend refusal - (COMMENTS ATTACHED).

5.5 Abbots Ripton Parish Council – No objection although unable to recommend approval (COMMENTS ATTACHED).

5.6 Woodwalton Parish Council – Recommend refusal - (COMMENTS ATTACHED).

5.7 Huntingdon Town Council – Recommend approval - (COMMENTS ATTACHED).

5.8 St Ives Town Council – Recommend approval subject to more information on proposed phasing of development, early provision of the Busway to the site, details of how any increase in traffic would be dealt with, provision for fire cover, and protection of green spaces in perpetuity.

5.9 South Cambridgeshire District Council – No response received.

5.10 Fenland District Council – No response received.

5.11 Peterborough City Council – No objection raised, subject to there being no changes to the mix or amounts of employment land or retail floorspace; comment that the scheme is contrary to the adopted policy at this time and it would therefore be premature to determine the application before this process is concluded. Conditions should be applied to limit amount and use of employment and retail floorspace.

5.12 East Cambridgeshire District Council – No response received.

5.13 East Northamptonshire District Council – No objection in principle subject to the Highways Agency and Natural England being satisfied with the scope of the Environmental Statement and raising no formal objection.

5.14 Central Bedfordshire Council – No objection.

- 5.15 Cambridge City Council – No response received.
- 5.16 Bedfordshire County Council – No response received.
- 5.17 Northamptonshire County Council – No response received.
- 5.18 Alconbury and Ellington Internal Drainage Board – No objection in principle providing there is no increase in storm water runoff to the Board’s adjacent district and/or watercourse.
- 5.19 Anglian Water – No objection - Anglian Water supported the response made by the Environment Agency.
- 5.20 Cambridgeshire Constabulary - No objection – welcome the opportunity to assist in giving advice during the design stage.
- 5.21 Cambridgeshire Fire and Rescue – No objection subject to securing provision for fire hydrants.
- 5.22 Cambridgeshire County Council –
- Archaeology – No objection subject to condition for archaeological work
 - Ecology – No objection
 - Economic development – Objects to proposals for housing within the Enterprise Zone. Supports proposals for 290,000 sq m of employment floorspace and priorities for development in Economic Development Strategy. Phased delivery of housing, community and commercial uses is critical to ensuring a sustainable development, would not want to see significant residential development impacting adversely on the Enterprise Zone’s potential to create 8,000 jobs.
 - Education – Objection to location of first primary school in relation to noise, proposed timing of first primary school, absence of identified land for special school – welcome the relocation of the secondary school to locate the school within the housing areas of the proposed new development. Final details of school buildings, their exact location, timing of provision and playing fields will need to be discussed with County Council; early years provision for additional day care/nursery provision should be identified.
 - Libraries and lifelong learning – No objection, welcome the proposed provision of a library at the ‘Hub’ at the heart of the new community. Require interim provision in advance of a permanent facility being provided.
 - Play projects – No objection – subject to a condition requiring a play strategy.
 - Social / Extra Care Provision – Objection in relation to Lifetime Homes standards – request condition for the provision of 100% of homes to be Lifetime Homes.

- Water management – No objection subject to condition for further information on the design of sustainable drainage systems (SuDS).
 - Waste management – No objection - subject to conditions and S106 contributions towards strategic waste management facilities.
- 5.23 Cambridgeshire County Council as Local Highways Authority – no objections subject to conditions and S106 contributions. Conditions should include those to control the ‘monitor and manage’ methodology that proposes detailed highways mitigation for the first phase of development with a commitment to undertaking further traffic assessment work to identify highway mitigation measures for development beyond the first phase.
- 5.24 Cambridgeshire Wildlife Trust – No objections subject to a condition for an ecological mitigation plan to address comments made.
- 5.25 Campaign for the Protection of Rural England (CPRE) – No objection and welcomes the reuse of the site as a sustainable mixed use development. Comments that development should be designed in a way to minimize landscape and visual impact and that open space should be guaranteed in perpetuity with a long term funded management plan. Concern over transport impact and details of phasing of site to ensure a balanced delivery of housing, employment and infrastructure. Would require further information to assess the impact of any proposed site-based energy generation facilities.
- 5.26 English Heritage – No objection in principle subject to conditions regarding protection of listed buildings, recording of undesignated heritage assets and timing for production of a strategy for the proposed ‘Heritage Area’. Contend that proposed development would cause significant harm to the setting of the Grade II* listed buildings (the Avionics building and two aircraft hangars).
- 5.27 Environment Agency – No objection in principle subject to conditions regarding surface water, foul water, contaminated land, and plan for protection of ecology/biodiversity.
- 5.28 Greater Cambridge Greater Peterborough Local Enterprise Partnership – No objection. Supports and endorses the proposals including the provision of 290,000 sq m of business space creating the opportunity for 8,000 jobs, and the provision of ‘The Hub’ to support both business and residential communities. Supports a range of mixed uses but comment that any proposals for residential development within the Enterprise Zone must be accompanied by a clear and targeted justification, that this would not undermine the employment focus or the longer term employment potential of the Enterprise Zone.
- 5.29 HDC Environmental Health –
- Air Quality – No objection subject to a condition for noise and dust management through construction.
 - Contamination – No objection subject to condition for ground contamination.
 - Noise – No objection subject to details at reserved matters stage.

- 5.30 HDC Housing – No objection subject to the scheme incorporating a mix of housing tenure to meet local need, with the affordable housing percentage, phasing, tenure, cost, eligibility, ownership and management to be agreed.
- 5.31 HDC Operations –
- Green Space – No objections subject to conditions and S106 agreement – to secure provision and maintenance of green space including space for children’s play.
 - Refuse – No objections subject to applicant being made aware of standard measurements of refuse vehicles and subject to conditions and S106 agreements to secure provision of wheeled bins.
- 5.32 Highways Agency – No objections subject to conditions for the delivery of proposed works to Brampton Hut and Spittals interchanges on the A14, for the implementation of the Travel Plan and for a Construction Access Strategy. The Highways Agency take a cautious approach to the later stages of Alconbury Weald and request that the quanta of development within the application area should not exceed those identified in the Transport Assessment up to 2016 prior to further assessment work to be approved by the Local Planning Authority.
- 5.33 Homes and Communities Agency – Fully supports the development at Alconbury Weald as part of its ongoing commitment to work with partners on the priorities of local authorities and their Local Enterprise Partnerships.
- 5.34 Huntingdon Town Centre Partnership – No response received.
- 5.35 Natural England – No objection raised; conditions required for mitigation and compensation measures for Great Stukeley Railway Cutting SSSI, for a lighting scheme for areas close to the Site of Special Scientific Interest (SSSI) and for an ecological mitigation strategy/plan to include long-term management of habitat.
- 5.36 National Grid – No objection.
- 5.37 National Health Service (NHS) – No objection subject to S106 contribution to provide a permanent health facility on site and contribution towards any temporary facilities required.
- 5.38 Network Rail – No objection in principle to the development subject to improving bridleway/footpath level crossing at Abbots Ripton, and conditions relating to surface water drainage, safety barriers, boundary fencing, method statements for work, soundproofing, landscaping, and lighting.
- 5.39 Sport England – No objection subject to planning condition for detailed plans for outdoor sports hubs, survey of land for outdoor sports facilities, and provision of scheme of future maintenance and management of on-site sports facilities. Planning obligations should make provision for securing community use of sports facilities provided at schools through community use agreement.

6. REPRESENTATIONS

- 6.1 The first round of public consultation was accompanied by a series of four public exhibitions about the planning application and the delivery of some 1,900 information postcards to properties in the villages of Great and Little Stukeley, Alconbury, Alconbury Weston, Woodwalton and Abbots Ripton. Site notices were displayed at several locations in each village. Copies of the outline application were placed on deposit for inspection by the public at the Council's offices in Huntingdon, Huntingdon Library and Huntingdon Town Council's offices.
- 6.2 The following table summarises the comments made by the 21 people that made representations to the Local Planning Authority relating to the original application and the re-consultation.

Increased traffic will affect local journeys as existing road network is already overloaded.
Vehicular access should be made to the B1090 to allow integration of the site to the north.
Footpath routes should be retained and added to; Alconbury Weald should be one of the steps on a Great Fen walking route between Huntingdon and Peterborough via Monks Wood, Woodwalton Fen and Holme
Green open spaces to the southern end of the site are removed from people who will live in the north.
Public transport and cycle provision might not have the desired impact of keeping people out of their cars.
Adequate public transport, walking and cycling access needs to be available to all houses, employment areas and public facilities as soon as they open
Two main access points seems not enough for the number of dwellings and commercial space.
Cumulative impact of other development (Northbridge) will make matters worse
Much depends on the plans for the A14; premature to allow scheme ahead of A14 solution
Do not need the 3 rd access onto Ermine Street and this would have an adverse impact on Great and Little Stukeley
More and wider tree planting is needed to screen the development (Development Area 4) from Ermine Street, which must be planted ahead of development
Alternative routes to going through the Stukeleys must be provided and adhered to
Overall development should be a significant asset to the area
Good provision of green spaces and facilities
Infrastructure must be put in first and there must be a 'No left turn' sign for the access onto Ermine Street north of Little Stukeley
Approved housing levels must be linked to commercial development and jobs creation; not an alternative
Southern access must be built before any houses are occupied
Clay Lane should not be opened up to vehicles
The development will lead to more rat-running through Abbots Ripton which will bring safety risks
Development proposals do not give regard to Huntingdon's existing environmental beauty
Conflicts with policy and grant of planning permission should be delayed

There should be provision for Gypsy and Travellers
Need to improve existing cycling route along B1043
Impressed by the emphasis placed on retaining the heritage features of the site
Development will be too noisy
Separation must be maintained from existing villages
Promotion of bus routes through Alconbury Weald should not be to the detriment of existing services through villages
Strict limits should be imposed on warehousing/distribution businesses
Street lighting should minimize light pollution
Sustainable reuse of water should take place that will reduce floodrisk off-site
5000 homes is enough for this site

- 6.3 The FA Group – No objection. Comments on amount of provision for football facilities required if the development goes ahead.
- 6.4 Huntingdonshire Rugby Club – Welcome the proposals as an opportunity for a permanent home for the club.
- 6.5 Huntingdonshire Regional College – Support plans to offer residents of Huntingdonshire greater choice in terms of educating its young people.
- 6.6 Kings Ripton Parish Council – No objection. Concern expressed that the development could have an impact on the infrastructure of the village in particular the increase in traffic.
- 6.7 St Peter’s School, Huntingdon – Concern that the initial proposed location of the secondary school was too close to St Peter’s [NB these comments were in common with Cambridgeshire County Council’s view of the initial proposed location of the secondary school; the location of secondary school moved at amendments stage].
- 6.8 Strutt & Parker LLP submitted a response to the amended application on behalf of the Abbots Ripton Estate – strategic planning for the area should take the opportunity to explore how new development could deliver strategic connections to the north of Alconbury Weald and alternative access solutions for Alconbury Weald exist to the east. The response also raised a number of technical queries in relation to the Flood Risk Assessment submitted with the application.
- 6.9 Churchmanor Estates – Objection – concern that the proposal does not accord with the NPPF and should be refused; questions whether the scale of retail is appropriate in this location as it could undermine investor confidence in Huntingdon. Sequential assessment seems to be lacking.

Representations on draft Huntingdonshire Local Plan to 2036

- 6.10 The Local Planning Authority undertook a consultation exercise on the Stage 3 Draft Huntingdonshire Local Plan, running for an 8 week period from 31st May to 26th July 2013. The Stage 3 Draft Local Plan contains a planning strategy, development management policies, and proposed site allocations that seek to address the Huntingdonshire’s objectively assessed development needs

between 2011 and 2036. Alconbury Weald is identified in the Stage 3 Draft Local Plan as Proposed Allocation (Strategic Expansion Location) SEL1. 20 representations were received specifically ascribed to Alconbury Weald. A summary of the representations received is set out here:

- 6.11 There was support expressed for the proposed allocation of Alconbury Weald and the potential for mixed uses including comment that development here and at Wyton-on-the-Hill should be maximised as they are brown field sites and more development may mean green field sites elsewhere would not need to be developed. There were similar comments that queried the difference in housing numbers for Alconbury Weald between the Stage 2 consultation and this consultation. There was also some concern raised about the possibility of more than 5000 homes, particularly that this was not quantified.
- 6.12 Comments raised a range of issues concerning the 'possible' rail station. These included questions about the practicality of railway station at Alconbury Weald given its proximity to the existing Huntingdon station. Others suggested that the rail station should be more clearly stated as a requirement. Comments also included identification of the Rail Industry guidelines concerning new station provision highlighting the need for a positive business case, detail of how it fits with existing services and stations and be cost neutral to the tax payer. There was also support for the station as it was thought this could offer new connections for North Northamptonshire.
- 6.13 There were some concerns expressed about infrastructure provision, particularly roads and transport connections. These included requests for additional road connections including direct north and south access to the A1M. There were also some who questioned the deliverability of Alconbury Weald due to the infrastructure requirements, both in terms of the overall deliverability and whether it could be delivered on the timescales identified or within the plan period. There were also sites submitted around Alconbury Weald with the suggestion that they could help deliver alternative/ better connections/ access solutions as well as additional strategic green infrastructure.
- 6.14 A comment identified the heritage importance of Alconbury Weald and supported the policy wording in this regard. It went on to seek identification of the heritage area as a specific part of the policy. It also noted there would be a potential conflict between tree retention and heritage assets. Another comment identified potential impact on Great Stukeley Railway Cutting SSSI and suggested that it is identified in the policy.
- 6.15 Some concern was identified about the details relating to retail development within the proposed development. The concern centred on whether there was unnecessary detail and a lack of clarity with the suggestions that the policy should simply state the maximum amount of retail development and that the maximum size of any one store should be more clearly identified as 1,500m² gross. The link to Chequers Court and town centre redevelopment was also questioned. There was however support for the provision of local food stores across the proposed development.

- 6.16 There was also concern expressed about the identification of 150 ha of employment land in the policy, suggesting that it might be more appropriate to identify the 290,000m² floorspace and 8000 jobs target that were part of the enterprise zone bid.
- 6.17 Urban and Civic, the site owners identified the evidence submitted with the planning application as being important in demonstrating that requirements of the draft allocation could be achieved. They suggested a change to text to recognise the need for what they referred to as 'balanced integration' with Huntingdon. They also suggested a change to the requirement for decentralised energy to recognise the flexible approach adopted so far in discussions with the Council on the outline planning application. Further to this they suggested a change regarding the retention and/or replacement of trees. They also expressed concern that Environmental Capacity Study stated that the landscape assessment will 'form a guide', suggesting that this is changed to 'will be taken into account'.
- 6.18 Further to this another comment on the Environmental Capacity Study noted that the areas assessed do not relate to heritage structures and queried text relating to character.
- 6.19 Comments from the Environment Agency identified the importance of waste water to the sustainability of development at Alconbury Weald and expressed concern that this was not reflected in the policy. They suggested that more progress was needed on planning of required infrastructure. In this regard they suggested that phasing of development may be needed regarding water treatment infrastructure for the Huntingdon area as a default first come first served basis may impact adversely on delivery of Alconbury Weald. They suggested that what might be required in terms of phasing could be investigated in an update to the Water Cycle Study. They identified that the likely land contamination could affect deliverability or the rate of development particularly with regards to drainage. They suggested that there should be some requirement for contamination assessment and planning of remediation to be done before determining the layout of development and the drainage strategy as this would avoid potentially costly redesign at a later date. They noted the large site area means there is potential for over capacity of surface water drainage solutions as it could mean that less detailed monitoring would be required. They noted that existing drainage is likely to need upgrading and suggested a requirement for betterment. They also identified a key role for the Local Plan in ensuring there is an appropriate water management strategy.
- 6.20 Cambridgeshire County Council stated their preference for developer contributions for Alconbury Weald to come from section 106 agreements. They also detailed the need for some specific infrastructure.
- 6.21 In addition to these issues there were also comments that wished to see Alconbury retained as an airport and queried whether gypsy and traveller pitches are to be provided at Alconbury Weald.
- 6.22 Cambridgeshire County Council also made representations on other aspects of the draft Local Plan that may have relevance to Alconbury Weald, for instance

the County Council wishes to seek assurances from the District Council that the District Council will work with the County Council to identify a site within its Plan for the development of a new special school within Huntingdonshire. The optimum size of such a school would be 100 places which would require a site of up to 1.8 ha.

7. THE ENVIRONMENTAL STATEMENT

- 7.1 As described above, the outline application was accompanied by an Environmental Statement (ES).
- 7.2 The 'Monitor & Manage' approach being proposed towards transport assessment of the proposed development (discussed in detail in the 'Access, transport and connectivity' section of this report) entails the full development proposals being addressed, with the effects described in the ES, but with mitigation measures being defined only for 'Phase 1' (the quantum of which is defined in the ES and Transport Assessment). This approach is set out in the ES and the Transport Assessment that accompanied the outline planning application.
- 7.3 It is proposed that as a transport mitigation for the remainder of the proposed development, an adaptive management method (Monitor & Manage) is employed. This approach relies upon monitoring the effects of the development and reviewing the transport mitigation being undertaken. Beyond Phase 1, forms of mitigation would be settled at the relevant time through a mechanism that would be set out in planning conditions and as part of the S106 agreement.
- 7.4 The applicant maintains, that the EIA regulations do not require that full details of specific technical mitigations are included in this ES, and that it is lawful in the Environmental Impact Assessment context for the ES to provide for an adaptive approach and to include, as a 'measure envisaged', a mitigation scheme that clearly sets out:
- The objectives of such a scheme
 - The parameters of the scheme
 - The methods of achieving the scheme's objectives and reviewing and adapting the methods over time to ensure that they are met; and
 - A review mechanism to ensure that the achievement of the objectives is kept under an appropriate frequency of review and the means adapted if further steps prove necessary.
- 7.5 The District Council, following legal advice, is satisfied that regarding the uncertainties attributed to the A14 major improvement scheme greater certainty beyond that which has been currently provided by the applicant cannot be achieved at this stage. However, the Monitor & Manage approach will necessitate further appropriate consideration of the ES as subsequent consents are given for later phases of development. This proposed approach will not only ensure that the provision of a satisfactory mechanism for the consideration of mitigation of impacts but will also provide a mechanism for satisfactory environmental assessment consistent with the relevant regulations and directive.

8. SUMMARY OF ISSUES

- 8.1 As set out within the Planning and Compulsory Purchase Act 2004 (section 38(6)) and the Town and Country Planning Act 1990 (section 70(2)) in dealing with planning applications, the Local Planning Authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations. This is reiterated within paragraphs 2, 11, 196 and 210 of the NPPF. The development plan is defined in section 38(3)(b) of the 2004 Act as “the development plan documents (taken as a whole) that have been adopted or approved in that area”.
- 8.2 In Huntingdonshire the development plan consists of:
- Saved policies from the Huntingdonshire Local Plan 1995 (Parts 1 and 2)
 - Saved policies from the Huntingdonshire Local Plan Alteration 2002
 - Adopted Core Strategy 2009
 - Huntingdon West Area Action Plan 2011
 - Cambridgeshire & Peterborough Minerals and Waste Development Plan Core Strategy and Proposals Map C 2011 and Site Specific Proposals Plan and Proposals Map A and B 2012
- 8.3 The statutory term ‘material considerations’ has been broadly construed to include any consideration relevant in the circumstances, which bears on the use or development of land. In the consideration of this application the material considerations include the NPPF, national guidance, the emerging draft local plan policies and Proposed Allocation SEL1, the supplementary planning documents and other documents detailed above along with the comments received from consultees and all contributors where related to material planning matters, and the status of 150 ha of the application site as Enterprise Zone.
- 8.4 The main issues to consider in assessing this application are those of the principle of development (including loss of existing land use, proposed uses and amounts), amount, use and indicative layout and scale parameters, economic development and employment, access, transport and connectivity, ecology, flood risk and drainage, archaeology and heritage assets, trees and landscape, noise and pollution, ground conditions and contamination, energy efficiency, waste, infrastructure requirements and planning obligations.

PRINCIPLE OF DEVELOPMENT

Current site uses

- 8.5 Consideration should be had to the extant consents for employment development across the former airfield site. Outline planning permission exists for the development of the former airfield for the erection of warehousing and ancillary buildings, road and rail sidings; for a recycling depot for crushing sorting and storage of concrete; and for a freight rail link into the site from the East Coast Main Line. Planning permission also exists for temporary use of specific buildings

and areas of hardstanding for commercial uses including offices, storage and some general industry.

Compliance with adopted development plan

- 8.6 Planning law requires that applications for planning permission need to be determined in accordance with the Development Plan, unless material considerations indicate otherwise. As detailed above, the Development Plan for the area consists of the saved policies of the Huntingdonshire Local Plan (1995 and amendments 2002), and the Huntingdonshire Core Strategy (2009). The significant material considerations that need to be considered here clearly include the NPPF, as it is now beyond the one year timeframe from the launch of the NPPF within which full weight could still be given to Development Plan policies adopted pre-NPPF (NPPF paragraph 215), which applies to all components of the Development Plan. However, paragraph 215 allows due weight to continue to be given to relevant policies according to their degree of consistency with the framework. Other relevant material considerations include the emerging draft Huntingdonshire Local Plan to 2036, Supplementary Planning Documents and Guidance, supporting reports and strategies and the Enterprise Zone status of 150 ha of the application site.
- 8.7 The site is not allocated for development within the Local Plan 1995/2002 or the Core Strategy and is therefore considered to be located within the countryside for the purposes of these plans. However, the context for the consideration of these proposals is obviously far more complex. There is reference in the adopted Huntingdonshire Core Strategy and indeed in previous Development Plan documents that anticipated the former Alconbury airfield would be considered and brought forward for development. By reason of its planning history, its scale and location, it had been recognised that it is realistic that it would be considered for substantial development. As such, the planning potential of the former Alconbury airfield would have been explored as an aspect of a revised East of England Plan, but this tier of plan making has recently been revoked in favour of a system of national and local planning policy.
- 8.8 As such, the development proposed could not be realistically said to accord with the Development Plan read as a whole, although it is notable that there is general alignment between the proposals in the outline planning application and the Huntingdonshire Core Strategy policies and ambitions. The Enterprise Zone designation and the objectives of the Government's policies for economic and housing growth indicate that the site can be considered for development within an early timeframe. It is not required slavishly to await the outcome of the Development Plan review. (That said, the review of the Development Plan was commenced in December 2012 and has been progressed as expeditiously as possible consistent with its rather wider District-wide scope). As Members will be aware, the draft Huntingdonshire Local Plan looks to allocate the site via Proposed Allocation SEL1 for mixed use development of approximately 5,000 homes, 150 ha of employment space, retail, education and community facilities and open space. While there are several comments on the proposed allocation of land at the former airfield for mixed use development, none directly objects to it and indeed the proposal is the subject of considerable support from the Local

Enterprise Partnership, County and District Councils and neighbouring authorities.

- 8.9 In consequence, although the extant Development Plan does not direct its attention explicitly to the release of the site for development, (and hence the reason why the proposal cannot be said to accord with it), the Development Plan was drawn up in the knowledge of the anticipated utilisation of the site. The Development Plan was drawn up following the (still extant) grant of planning permission following appeal for approximately 7 million sq ft of warehousing and a rail link to the East Coast Main Line. Hence, strictly the site has to be considered having regard to the other material considerations and whether these are sufficient to overcome the non-accord with the Development Plan and its potential conflict with a number of Development Plan policies including EN17 (restricting development in the countryside) and H23 (presuming against housing development outside environmental limits). This is not the full extent of the policies for which the paragraph above relates.
- 8.10 The prime material consideration is the NPPF which seeks to foster economic growth and achieve sustainable development and that framework makes specific reference to the three dimensions of sustainable development influencing the role of the planning system. Whilst it favours plan-led development (NPPF paragraph 17 first bullet) that is not so as to exclude consideration of other proposals that have otherwise come forward following the adoption of the Development Plan. It should be noted that the determination of this development proposal is not being considered in isolation from the plan-led approach: it is the subject of specific promotion through the emerging plan as discussed above. Hence the site comes to be considered on its particular and perhaps unique merits. It is a substantial site comprising a significant area of previously developed land located adjacent to three nationally significant transport corridors. It has been identified by national Government via its Enterprise Zone designation to be a focus for strategic economic growth with such growth to be delivered as soon as practicable.
- 8.11 The site is located close to Huntingdon itself, with the south-eastern boundary of the site adjacent to the A141 Huntingdon northern bypass. Proper regard should be had to the opportunities to link the proposed new development with Huntingdon in terms of both employment and community related purposes. Both the commercial development and the housing development that goes with it will not only provide a substantial economic boost to the District and wider area, it will also provide for a sustainable, holistically considered, development that incorporates and respects a range of important environmental objectives in a way that specifically relates to the three dimensions of sustainable development as set out in the NPPF.
- 8.12 Both the information submitted and assessed in context of the outline planning application and in context of the draft Huntingdonshire Local Plan reinforce and support the principle of development and the desirability of the general form of the development proposed.
- 8.13 The prospect of sustainable new homes being built on the site alongside the Enterprise Zone provides the best chance of creating a sustainable development;

one of the principles of the NPPF is the promotion of mixed use developments (paragraph 17 ninth bullet).

- 8.14 It is true that in accordance with planning law, planning permission should normally be refused unless material considerations indicate otherwise. In this case, because of the limited weight that can be attributed to the existing Development Plan, the prime material consideration to which significant weight has been applied is the National Planning Policy Framework. When considering the principle of development it is considered that these proposals are in general accord with the objectives and the NPPF and the principles therein and whilst a decision would come in advance of a consideration of the new Local Plan at examination in public, the stage reached and the nature of the representations made to date, indicate that there is both a broad level of support for the proposals and the absence of any substantial objections. A supportive resolution at this time would therefore not offend the plan-led approach.

National Planning Policy Framework (NPPF)

- 8.15 The 'golden thread' running through the national Government's policy document is a presumption in favour of sustainable development. NPPF advises that for decision making this means 'Approving development that accords with the development plan without delay, and where a development plan is absent, silent or out of date, granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF as a whole, or if the policies in the NPPF advise against it.' (paragraph 14).
- 8.16 As discussed above, the existing Development Plan is not absent in relation to the application site; the Huntingdonshire Core Strategy (2009) includes general policies to restrict development in the countryside and restrict housing development outside of existing environmental limits. The Development Plan is not silent in relation to the application site; but only because the Huntingdonshire Core Strategy (2009) specifically makes a limited reference to future considerations of potential proposals in relation to the former Alconbury airfield, in anticipation that the site would be subsequently considered and brought forward for development. The existing policies are not out of date, insofar as the District Council can demonstrate a five-year housing supply of deliverable housing site (paragraph 49 of the NPPF).
- 8.17 For these reasons, the specific presumption in favour of sustainable development is considered not to be fully engaged in this instance and therefore because of that paragraph 14 of the NPPF is not considered to be an overarching relevant material consideration against which to determine this planning application.
- 8.18 Nevertheless, the broad requirement in relation to sustainable development set out in paragraph 14 is repeated in the Ministerial Foreword: 'Development that is sustainable should go ahead, without delay' and at paragraph 187: 'decision-takers at every level should seek to approve applications for sustainable development wherever possible.' Further, one of the 12 core land use principles that the NPPF states should underpin this decision making process includes 'driving sustainable development to deliver homes, business and industrial units,

infrastructure and thriving local places the country needs' (paragraph 17). As such, this does not mean that the District Council cannot (and should not) look to approve a proposal that is considered to be for sustainable development.

Re-use of previously developed land

- 8.19 Material has been produced and examined by the District Council and it is therefore fair to judge that around 414 ha of the overall 580 ha application site (i.e. the former airfield land) would properly be considered to constitute previously developed land. The application proposes the re-use of this land for mixed use development. The re-use of previously developed land is encouraged in the NPPF (Para 17) and this should be given weight in considering the application.
- 8.20 It is considered that the proposal would make effective use of land by re-using previously developed land.

Weight to be given to existing and emerging plan

- 8.21 Para 215 of the NPPF makes clear that due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given). Para 216 states that decision-takers may also give weight to relevant policies in emerging plans according to:
- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
 - the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
 - the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).
- 8.22 Weight can therefore properly be attributed to the emerging draft Huntingdonshire Local Plan to 2036 but clearly substantial weight cannot yet be attributed to it because of the current non-statutory stage reached in its preparation. It is also important to note the absence of substantial objection and the presence of high level support for the Proposed Allocation SEL1.

Draft Huntingdonshire Local Plan to 2036

- 8.23 Huntingdonshire District Council is preparing a new Local Plan to 2036 to ensure that the District's development plan remains up to date, and takes account of recent changes of circumstance. These changes in circumstance include the recent revocation of the East of England Plan, as a provision of the Localism Act 2011, and the consequent removal of regional scale spatial strategy, policies and targets, including housing development targets; the introduction of the National Planning Policy Framework in March 2012, which simplifies national planning

- guidance and promotes sustainable development that meets objectively assessed needs, including the need to 'boost significantly the supply of housing'; the designation of the Alconbury Enterprise Zone, which in itself triggers a review of the development plan documents; and the publication of the 2011 Census data. An up to date, adopted development plan significantly reduces the risk of 'planning by appeal'.
- 8.24 The new Huntingdonshire Local Plan to 2036 will take forward the existing Huntingdonshire Core Strategy and plan for a further 10 years. The most up to date parts of the Development Plan are the Huntingdonshire Core Strategy to 2026 (adopted in 2009) and the Huntingdon West Area Action Plan (adopted in 2011) which were prepared following extensive public engagement each culminating in independent examination by a government planning inspector where both were found to provide a sustainable strategy.
- 8.25 The other Cambridgeshire local planning authorities are also preparing updated Core Strategies or new Local Plans to similar timescales as the Huntingdonshire Local Plan process. As part of the Duty to Co-operate on plan making, which was introduced as part of the Localism Act 2011, the Cambridgeshire local planning authorities have worked together, and also with Peterborough City Council, to produce the evidence of the 'objectively assessed needs' for housing and employment development through to 2031 and, in Huntingdonshire's case, to 2036. The outcomes of this research, which was led by the Cambridgeshire and Peterborough Joint Strategic Planning Unit with specialist input from the Cambridgeshire County Council Research Group, have been published in the 'Population, Housing and Employment Forecasts Technical Report (April 2013)' and subsequently endorsed by each local planning authority. The Technical Report was endorsed by Huntingdonshire District Council's Cabinet on 20th June 2013.
- 8.26 The Technical Report was used to inform an update to the Cambridgeshire Strategic Housing Market Assessment, which identified the objectively assessed needs for housing across the County. The objectively assessed need for housing for Huntingdonshire, which is reflected in the strategy, policies and proposed allocations in the Stage 3 Draft Local Plan, is for the provision of 17,000 dwellings between 2011 and 2031, and 21,000 dwellings between 2011 and 2036. The proposed allocations in the Stage 3 Draft Local Plan include all of the strategic directions of growth that established the principle of development at key locations in the adopted Core Strategy, as well as a series of other locations. The proposed allocations include three large Strategic Expansion Locations at Alconbury Weald, Wyton Airfield and Wyton on the hill, and St Neots East. Whilst these will accommodate a significant proportion of the District's objectively assessed needs for housing and other uses to 2036, all of the locations identified in the Stage 3 Draft Local Plan, including the proposed development subject of this application at Alconbury Weald, are required to meet the overall objectively assessed need.
- 8.27 The Stage 3 draft Huntingdonshire Local Plan to 2036 sets out the spatial strategy for the area and promotes and directs new housing to sustainable settlements and includes Alconbury Weald (Proposed Allocation SEL1). Proposed Allocation SEL1 states that Alconbury Weald will provide 5,000

- dwellings with the potential for some more in the longer term. The Proposed Allocation also states that the approach to phasing must be understood to ensure the balanced delivery of commercial development with residential development and that development proposals must be the outcome of a public masterplanning exercise.
- 8.28 Both the Highways Agency and Cambridgeshire County Council as Local Highway Authority have been engaged in the preparation of the draft Local Plan, and have provided highways advice. At this time, no strategic or operational traffic and transport objections have been made in respect of the proposals for Alconbury Weald contained within the draft Local Plan.
- 8.29 Alconbury Weald is identified as a Strategic Expansion Location for Huntingdon in the draft Stage 3 Huntingdonshire Local Plan to 2036. It is therefore a material consideration for planning purposes to which an appropriate amount of weight can be afforded. As indicated in paragraph 216 of the NPPF, the level of weight that decision takers should give to policies in emerging plans depends on the stage of preparation of the plan; the extent to which there are unresolved objections to a policy; and the degree of consistency of the policies with the NPPF.
- 8.30 In this case whilst the Proposed Allocation SEL1 is considered consistent with the aims of the NPPF (specifically seeking to deliver long term housing supply and economic growth in sustainable locations supported by appropriate infrastructure), the examination of these policies has not occurred, and therefore this appropriately limits the weight that can be applied. Yet, there are no significant unresolved objections to the Proposed Allocation for development at Alconbury Weald, which strengthens the weight that can be applied.
- 8.31 Having considered the representations made to the draft Local Plan, in particular in response to draft policy SEL1 “Alconbury Weald” it is considered that the issues that have been raised can all be satisfactorily resolved, and therefore the representations submitted in response to the current Local Plan consultation stage do not put in question the intention to take forward and formalise this allocation in the Local Plan. The draft Local Plan has yet to reach the proposed submission draft stage and it is therefore reasonable to make this conclusion, but this is all that can reasonably be said at this time.
- 8.32 This application has identified and the District Council has noted that there are also substantial public benefits associated with these proposals. These are evaluated within the body of this report and summarised in the conclusions to this report.

Prematurity

- 8.33 The draft Huntingdonshire Local Plan preparation and consultation process does not preclude the Local Planning Authority from dealing with planning applications made in respect of this site (or any other).
- 8.34 The Draft National Planning Practice Guidance (August 2013) states that

“While emerging plans may acquire weight during the plan-making process, in the context of the National Planning Policy Framework – and in particular the presumption in favour of sustainable development – arguments that an application is premature are unlikely to justify a refusal of planning permission other than in exceptional circumstances (where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account). Such circumstances are likely to be limited to situations where both:

- a. the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging Local Plan or neighbourhood plan; and*
- b. the emerging plan is at an advanced stage but has not yet been adopted (or, in the case of a neighbourhood plan, been made).*

Refusal of planning permission on grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination, or in the case of a neighbourhood plan, before the end of the local planning authority publicity period. Where planning permission is refused on grounds of prematurity, the local planning authority will need to indicate clearly how the grant of permission for the development concerned would prejudice the outcome of the plan-making process.”

8.35 By reason of the relevant material factors, including the sites partial Enterprise Zone, status it would not be justified to refuse planning permission solely on the basis of prematurity in this instance. It is considered that the absence of substantial objections to the Proposed Allocation SEL1 means that the strategic plan-making process will not be undermined and therefore it is considered that it would not be premature to look to determine this planning application.

Other material considerations

Enterprise Zone status

8.36 The status of 150 ha of the application site as Enterprise Zone, and that this was designated through a separate process, must be appropriately recognised. This is a specific Government initiative that is supported by the Local Enterprise Partnership and is one of the changing circumstances that triggered the preparation of the emerging draft Huntingdonshire Local Plan to 2036. The award of Enterprise Zone status demonstrates that Government has recognised the significance of Alconbury Weald in stimulating and delivering economic investment and development for the District, the wider area and the UK. Enterprise Zone status came with the specific intention of facilitating rapid and transformation employment development at the site. The explicit focus of the Enterprise Zone is to deliver high value employment quickly to the District and

the wider Local Enterprise Partnership area. Alacrity of the planning process is a core element of the commitment that accompanies Enterprise Zone status.

Loss of agricultural land

- 8.37 Of the total approximately 580 ha application site, around 166 ha is made up of Grange Farm, which is existing agricultural land. Grange Farm is classed as approximately one quarter (23.7%) Grade 2 and three quarters (71.5%) Grade 3 (Environmental Statement Chapter 9.4.19) and is currently used for producing arable crops by the farm tenant. The Agricultural Land Classification system classifies land into five grades. The best and most versatile land is defined as Grade 1, 2 and 3a. The NPPF within paragraph 112 states that where significant development of agricultural land is demonstrated to be necessary, Local Planning Authorities should seek to use areas of poorer quality land in preference to that of higher quality.
- 8.38 The proposed use for existing farmland is predominantly 'soft' uses including open space, woodland and allotments.
- 8.39 This issue is appropriately evaluated and concluded upon later in this report.

Local finance considerations

- 8.40 Both the Community Infrastructure Levy and the New Homes Bonus are local finance considerations and as such they are material planning considerations in the determination of this planning application.

AMOUNT, USE AND INDICATIVE LAYOUT AND SCALE PARAMETERS

- 8.41 The submitted Parameter Plan shows the key features of the proposed development including maximum assumed building heights, and was accompanied by an 'Illustrative Masterplan' in the Design and Access Statement of the outline application to indicate how the site could be developed.
- 8.42 The Development Specification sets out further parameters in written form and comprises four key elements:
- The formal Description of Development
 - The Development Areas Schedule, which defines a range of 'Development Areas' across the application site and the range and scale of the proposed land uses within each Development Area
 - The Building Envelope Schedule, which sets the range of building height, frontage length and width/depth
 - The Spatial Principles define the layout and disposition of land uses and the inter-relationships between them for the outline application and subsequent reserved matters applications.

Amount and Use:

- 8.43 The proposals seek permission for a mix of uses and range of floorspaces within these uses that are consistent with the Parameter Plan. The amount of development is set out in the Development Specification 'Description of Development' (as summarised below). The mix and quantum of development has been built in a limited degree of flexibility, which is subject to overriding maxima, as set out in the Development Specification 'Development Area Schedule'. This will allow for the precise form and disposition of individual land uses within each of seven 'Development Areas' to be determined through detailed planning and design subsequent to any outline planning permission. This essentially flexible approach is considered acceptable.
- 8.44 The land uses proposed are residential, class B employment floorspace (B1: business use for any of office; research and development; industrial process that can be carried out in a residential area without detriment to amenity; B2: general industry; and Sui Generis with ancillary B8: storage or distribution uses), A class retail uses (shops; financial and professional services; food and drink), B1/D1 land (D1: non-residential institutions – which includes clinics, health centres, dentists, libraries, nurseries, places of worship and non-residential education and training centres; B1: business) including community centres, a place of worship, crèche, library, police room; a gym/fitness centre and sports club clubhouse (class D2: assembly and leisure); community waste management facilities (sui generis); energy centres (sui generis) for the on-site generation of electricity; retention of listed buildings and identification of a 'Heritage Area'; public open space with associated landscaping; drainage works; boundary treatments; highways and access and associated works. Land is reserved adjacent to the East Coast Mainline railway for a potential future railway station.

Employment

- 8.45 Up to 290,000 sq m of B class employment floorspace (class B1, B2 and Sui Generis with ancillary B8 uses) is proposed. This provision is to be located within the Alconbury Enterprise Campus, which covers a total of 150 ha; this application would therefore set the parameters for development within the Enterprise Campus. The proposed employment floorspace is positively supported by the Local Enterprise Partnership, Cambridgeshire County Council and this Council as it will help facilitate the delivery of up to 8,000 jobs at Alconbury Weald by 2036. 290,000 sq m of employment floorspace is considered sufficient to accommodate 8,000 jobs at standard employment density levels (for example those set out in the Homes and Communities Agency 'Employment Densities Guide' (2010)) according to the broad anticipated proportion of B1 and B2 uses that was set out in the bid for Enterprise Zone status (which was supported by the applicant, Local Enterprise Partnership, Cambridgeshire County Council and the District Council) and is included within the planning application in the Development Specification.
- 8.46 Relevant Design & Access Principles state that there will be a mix of dedicated employment only areas, but also mixed use areas where suitable employment uses such as B1 offices would be co-located with retail and residential uses. Smaller scale 'starter' office units to encourage business enterprise at the

Enterprise Campus would also be located within mixed use areas or with good access to local services at the 'Hub'.

Residential

- 8.47 Up to 5,000 dwellings are proposed including both up to 400 units of sheltered / extra care accommodation, and affordable housing. Draft policy SEL1 suggests that the site could readily accommodate 5,000 new homes (with the potential for some more in the longer term). The application and assessments submitted, having regard to the illustrative masterplan, identifies that the site is capable of accommodating up to 5,000 dwellings (at an average density of 37 per ha within the parcels proposed for development) and up to 290,000 sq m of employment floorspace without unacceptable harm being caused to the character and appearance of the area.
- 8.48 Policy CS4 seeks to achieve a target of delivering up to 40% of the dwelling as affordable housing, but acknowledges that material considerations including viability will determine the amount and mix to be delivered. The ongoing viability assessment will determine the amount of affordable housing that can be delivered on the site. A mix of houses and flats and an appropriate tenure will be agreed by the developer with the Council's Housing Strategy Officers. The provision of affordable housing on major sites is currently being reviewed as part of the draft Local Plan and accordingly, should Members resolve to support this application then it is suggested that the final details to be included in the Section 106 agreement following further negotiations are reported back to Development Management Panel, as per the recommendation.
- 8.49 The County Council representations require that 100% of new homes should be built to Lifetime Home standards and has raised an objection to the outline application as this provision is not proposed. The Council does not have an adopted policy requirement for this, and whilst an emerging Huntingdonshire Local Plan policy expects proposals for more than 10 new homes to demonstrate how they comply with the Lifetime Neighbourhood standards, which incorporate Lifetime Home standards, (Policy LP13) and that new homes must meet the 'Building for Life' Silver standard (Policy LP13), this policy can be given very little weight at this time until it is nearer to adoption. This issue will need to be dealt with in accordance with local and national standards at the time of detailed planning consents.
- 8.50 A Design & Access Principle states that a mix of residential house types should be promoted across the site to respond to housing needs and market requirements, which would include the potential for the provision of 'self-build' plots.

Community Facilities

- 8.51 Planning permission is sought for a series of community facilities that are considered by relevant stakeholders to be appropriate to support the proposed commercial and residential development on the site. Individual facilities are considered in the 'Infrastructure and Planning Obligations' section of this report.

- 8.52 Spatial Principles 1 – 4 relate to community facilities, and set principles that would be adhered to in the preparation of design codes and reserved matters applications. A Design & Access principle is proposed such that opportunities would be explored for the re-use of existing buildings for supporting uses, potentially on a short-term basis.

Education

- 8.53 Primary education: Three primary schools incorporating pre-school provision are proposed, which are designated as having up to 3 forms of entry capacity. It is proposed that land is set aside that is sufficient to accommodate 3 x 3FE primary schools (3 x 3 ha sites). Forecasts by the County Council based upon the information submitted in the outline application indicate that Alconbury Weald would generate the need for between 5.8FE and 7.3FE primary education provision. Land sufficient for 3 x 3FE schools will therefore allow for this. The County Council consider that the first school should be 3FE.
- 8.54 The exact size of the 2nd and 3rd primary schools would therefore need to be determined at the time based on the detailed housing mix and tenure and updated estimates of the demand for primary education provision. It is considered important at this outline stage, without detailed knowledge of the proposed housing mix, to ensure that land is made available to accommodate the potential number of children that might arise from 5,000 new homes. Providing land sufficient for 3 x 3FE primary schools is therefore considered to be reasonable. Funding and the potential timing of delivery of the primary schools is considered in the 'Infrastructure and planning obligations' section of this report.
- 8.55 Secondary Education: An 8FE secondary school is proposed on 8.68 ha of land. This land allocation meets the County Council's requirement for an 8FE school and appropriate provision is therefore made, which is considered acceptable. It is also recognised that the emerging policy position may enable further development at Alconbury Weald and the County Council has requested that land is safeguarded for potential expansion of the secondary school beyond 8FE should the ultimate scale of Alconbury Weald increase beyond 5,000 homes. Any additional land at the secondary school site in order to 'future proof' the development for potential increase in the number of houses is not within the confines of this application and not necessary to make this development acceptable. Whilst it may be needed to make a future proposal acceptable, it would need to be considered at that time. It is important that the District Council and the applicant are aware of this issue and it would need to be addressed if further development was proposed at some point in the future; the issue has been raised expressly with the applicant for consideration. Funding and the potential timing of delivery of the secondary school is considered in the 'Infrastructure and planning obligations' section of this report.
- 8.56 Special School: Notwithstanding the standard primary and secondary education requirements the County Council has requested that this development makes provision of land and/or capital costs for a special school to meet the needs of pupils with complex and severe learning difficulties. The County Council has objected to the outline planning application as no land has been allocated for this purpose, and has requested a site of 1.8 ha for a special school. It is stated by

the County Council that this development would only give rise to the demand for a proportion of that site requirement (between 36% and 50% of the demand for a new special school) and it is therefore considered unreasonable to try to burden this development with meeting the whole requirement for a special school. It is therefore unreasonable for the Local Planning Authority to support this position.

- 8.57 The County Council's request for a capital contribution as part of the S106 agreement is addressed in the 'Infrastructure and planning obligations' section of this report.

Children's services

- 8.58 The County Council has stated that space would be required in the new development from which to deliver Children's Centre services, to deliver information and access to a range of services for families with children 0 - 5 years old. This requirement is approximately 100 sq m with some outdoor play space. It is considered that this requirement can be met as part of the community facilities proposed at the 'hub' within the new development.

Early Years education and childcare

- 8.59 The County Council has identified a need for seven appropriately sized sites (planning use class D1) adjacent to primary schools or community hub locations and employment venues and commuter routes where private and/or voluntary sector early years providers could establish day care/nursery provision, and has objected to the planning application as this provision is not specifically proposed. In its recent response to the amended planning application, the County Council did not state the size of the sites requested, although in an earlier representation on the application as submitted (and in the County Council's representation to the Local Plan consultation the on the same subject) sites of 0.3 ha each were requested.
- 8.60 200 sq m of D1 space is allocated in the outline application for early years and childcare uses, identified as a crèche and to be located in Development Area 1. Although no additional land is allocated specifically for this use, a proportion of the community buildings could provide for this; any additional requirement for this use would need to be addressed through additional planning applications, which would be supported by the District Council. This matter is considered further in the 'Infrastructure and planning obligations' section of this report.

Retail

- 8.61 Up to 7,000 sq m of retail uses (Class A1 (shops)/ A2 (financial and professional services)/A3 restaurants and cafes)/A4 (drinking establishments)/ A5 (hot food take-away)) of which the largest store shall not be more than 1,500 sq m gross floorspace are proposed. It is further proposed that the specific breakdown of uses will be largely market driven. Specific pre-application advice was given by the Council such that the retail proposals for Alconbury Weald must support Huntingdon town centre and not compete with the retail offer of the town centre; this emphasis is reflected in the Proposed Allocation SEL1 in the

Huntingdonshire draft Local Plan to 2036. It is considered that Alconbury Weald should provide some elements of retail to serve the day-to-day needs of people working and living on the site, but that for retail needs beyond this people should look to Huntingdon town centre. This is captured as one of the Design & Access Principles relating to 'Amount and Use' of development.

- 8.62 Significant town centre redevelopment works are underway in Huntingdon, which is intended to improve the retail offer of Huntingdon as the main comparison goods shopping destination in the District. High quality sustainable transport links between the proposed development and Huntingdon town centre would allow easy access to the redeveloped town centre for Alconbury Weald residents. This approach is reflected in the draft Huntingdonshire Local Plan. The proposed amount of retail floorspace has been scrutinised and the overall proposed provision has been found to be in broad accordance with the draft Local Plan policy SEL1 and appropriate to meet the daily needs of people working and living at Alconbury Weald and not to compromise Huntingdon town centre.
- 8.63 It is noted that the planning applicant takes a variant approach to that shown in Proposed Allocation SEL1 which provides specific parameters for A1 uses (i.e. 4,200 sq m for shops with a maximum of 1,500 sq m in one store and 500 sq m in any other store) but provides no floorspace limit for other 'A' uses. The applicant instead proposes a maximum floorspace for all 'A' uses of 7,000 sq m with a maximum (in common with Proposed Allocation SEL1) of 1,500 sq m in one store. Officers have sought to assess whether this variance would give rise to material conflict with the objectives of Proposed Allocation SEL1 and have concluded that subject to imposition of appropriate planning conditions it should not.
- 8.64 The approach proposed in the application also reflects the applicant's representations in context of the draft Huntingdonshire Local Plan to 2036. The concerns expressed by the applicant in context of the draft Local Plan as to the introduction of unnecessary prescription are noted and it would be fair to observe that in this respect they are not without some merit. Officers have reflected on this suggestion and given the scale of the site and timescale for delivery over a number of phases on balance it is adjudged that the additional flexibility suggested is appropriate.
- 8.65 In considering Alconbury Weald the Huntingdonshire Retail Study, carried out as part of the evidence base for the emerging Local Plan, found the level of capacity for convenience goods to be between 1,364 and 2,046 sq m gross and for comparison goods 2,126 sq m gross. The Town Centre Impact Assessment submitted with the outline planning application gives an indicative schedule of the floorspace expected at Alconbury Weald, which is 2,640 sq m of convenience and 1,400 sq m of comparison floor space. The proposed retail floorspace is considered to be broadly in line with the Council's own evidence and is considered to be acceptable.
- 8.66 An objection was received on behalf of Churchmanor Estates, who are promoting the redevelopment of Chequers Court, Huntingdon, stating that the proposed level of retail is not appropriate for the location and would directly compete with the existing town centre provision. The objection also contested some of the

- technical analysis relating to the treatment of 'need', the robustness of the sequential approach and retail impact, contained in the Town Centre Impact Assessment submitted with the outline application. The objection, which was repeated following submission of amendments to the application, called for use of planning conditions to stipulate the scale of retail floorspace being permitted; to identify the split between the various locations; the split between convenience and comparison floorspace; and to set maximum unit sizes.
- 8.67 The applicant has considered the objection in relation to the points raised about the assessment methodology and has confirmed their satisfaction that the technical analysis was carried out appropriately; the Council shares this view, on grounds that the scope and level of detail required in the assessment should be proportionate to the nature of the proposal. On the basis of the information supplied, the Council agrees that the proposed Alconbury Weald retail provision will not threaten the continuing vitality and viability of Huntingdon town centre.
- 8.68 The planning permission sought would limit the size of the largest store to not more than 1,500 sq m; and through the Development Area Schedule would set overriding maxima for the retail floorspace at the 'Hub' in Development Area 1 (5,000 sq m) and in Development Area 3 at the proposed transport interchange (1,800 sq m); the maxima for each of the three proposed local centres is 220 sq m. Although each area built to its maximum would total more than 7,000 sq m, the overriding requirement is no more than 7,000 sq m in total. It is considered that planning conditions to ensure that development is in accordance with the submitted details would control this, which would be in alignment with the draft Huntingdonshire Local Plan to 2036. Whilst it is considered reasonable for the Council to look to control the quantum of retail development (in order to safeguard Huntingdon town centre), it is not considered reasonable to identify the split between convenience and comparison goods, and this is not an approach that has been taken in the draft Huntingdonshire Local Plan Proposed Allocation.
- 8.69 This approach is considered reasonable because (a) the overall scale of the proposed retail provision is not considered to be at a level that would compete with Huntingdon, as evidenced in the Town Centre Impact Assessment submitted with the application and the Huntingdon Retail Study – a planning condition stipulating the split between convenience and comparison goods is therefore not considered to be necessary; (b) the exact nature of the development that the retail provision will serve is not known as there is not yet a fixed understanding of the commercial development that will take place in the Enterprise Campus. The retail provision proposed at the site is to serve the Enterprise Campus as well as the residential elements of the proposed development and without full knowledge of the Enterprise Campus' future tenants it is considered needlessly prescriptive and therefore unreasonable to specify a split within the overall retail provision.
- 8.70 It is also noted that four of the local Parish Council's commented that the retail provision proposed at the new development was perhaps too little to support 5,000 homes and that it was important for each of the predominantly residential Development Areas to have sufficient retail and other facilities to make it an attractive place to live.

- 8.71 As the retail offer proposed is to meet the needs of the new employment and residential communities it would be inappropriate for this to be brought forward in advance of residential and commercial development on the site. It is therefore recommended that requirements in conditions for the phasing of the development should aim to ensure that retail is developed in conjunction with associated residential and commercial development, to benefit not only the residents and employees at Alconbury Weald, but also ensure that Huntingdon town centre is not adversely affected by retail expanding in advance of population needs.

Public open space and landscaping

- 8.72 Around 45% of the site is proposed as formal and informal open space and woodland (approximately 267 ha), as set out in the Green Infrastructure Strategy and the Design and Access Statement submitted with the application. The adopted Developer Contributions SPD requires approximately 45 ha of formal and informal public open space. The detailed provision is discussed in the Trees and Landscape section of this report.

Energy centres

- 8.73 Up to 3 Energy Centres up to 1,000 sq m each (*sui generis*) with one energy storage area of up to 0.4 ha are proposed. Energy Centres are intended as facilities for on-site energy generation employing low or zero carbon technologies. This is considered to be in accordance with the draft policy SEL1 of the emerging Huntingdonshire Local Plan, as it provides the opportunity to develop a decentralised energy supply for Alconbury Weald that is not reliant on the national electricity grid.

Place of worship

- 8.74 The application proposes that land is made available for a place of worship. The principle of this is considered reasonable; how this might be brought forward and any appropriate building for the site would be a matter for further consideration as the new community starts to develop.

Land to be reserved

- 8.75 At this outline stage it is proposed that a location is identified and land is reserved adjacent to the East Coast Main Line railway for a potential future railway station to be provided. The station is the subject of ongoing study with Network Rail in the context of the broader improvements to the East Coast Main Line and accordingly is not included in the outline planning application. This is considered acceptable and the matter is addressed further in the 'Access, Transport and Connectivity' section of this report.
- 8.76 Land is also identified (Development Area 7) for a further education campus with playing fields and all weather pitches including floodlighting (class D1) including up to 3 ha reserved land for post-16 educational uses. Whilst there are no immediate plans for the delivery of any post-16 education uses, the reservation

of land in this manner is considered to be sensible as the campus would be accessible to both residents of Alconbury Weald and Huntingdon.

Layout

- 8.77 The application states that the layout of the proposed development has been informed by the public masterplanning exercise that took place in September 2011 in relation to the outline planning application. It is noted that open space is a strong element of the proposed layout.
- 8.78 The Parameter Plan is a formal submitted planning application drawing and will fix the broad layout parameters including the boundaries of and between Development Areas and open areas, the broad alignment of the primary route and the general location of entrances to the site.
- 8.79 It is proposed that a degree of flexibility is maintained by the identification of a range of land uses for the seven Development Areas shown on the Parameter Plan, with the detail design within each Development Area to be governed by a series of Spatial Principles and Design and Access Principles (both part of the formal planning application) that will be reflected in design codes for each phase of the development.
- 8.80 Eight of the 20 proposed Spatial Principles relate to layout. These principles address community facilities; heritage features; transport; waste management; noise and air quality; and energy.
- 8.81 Some 15 Design & Access Principles relate to the layout of the proposed development; these include principles to address response to landscape; integration of woodland; retaining elements of the layout of the former military uses of the site; creating an interconnected, legible and walkable layout of streets and open spaces; and orientating development to reduce energy demand.
- 8.82 The Parameter Plan fixes the location of the Development Areas and centres of activity listed below:
- Development Areas 1, 2, and 3 are the Alconbury Enterprise Campus and proposed predominantly for employment uses with some mixed use development (see below)
 - Development Areas 4, 5, and 6 are locations for predominantly residential development
 - Heritage Area designed to retain listed buildings and their setting
 - Further education and sports campus (Development Area 7) located at the southern end of the site to be most accessible to residents of Huntingdon as well as Alconbury Weald
 - Woodland and open space
 - The 'Hub' to be the central concentration of community facilities and retail for both employment and residential areas

- The 'Interchange' at the eastern end of the site to be a second centre of activity
- Primary schools and local facilities in Development Areas outside of the Enterprise Campus
- Secondary school site within Development Area 6 (see below)

Location of site for secondary school

8.83 The County Council objected to the original proposed location for the secondary school site in the south east of the site. The amendment to the application included an updated Parameter Plan that showed a relocated secondary school site much more central to the proposed residential development. This new site is supported by the County Council subject to detailed considerations to be addressed through the S106 process including size of the site, school size and deliverability.

Location of site for first primary school

8.84 The County Council objected to the proposed location of the primary school in Development Area 4 (which is expected to be the first phase of development) as being adversely affected by traffic noise. The County Council has requested that this school is relocated to an area that meets the noise requirements for new schools, acknowledging that this is matter of detail that should not present the applicants with a difficulty in overcoming this concern.

8.85 It is considered that all schools (including the proposed secondary school) will need to be located sensibly in accordance with noise and accessibility guidance. The exact location of schools will be determined through the design coding process and reserved matters applications.

Non-employment uses within the Enterprise Campus

8.86 The Development Specification sets out that planning permission is sought for a maximum of 1,314 residential units within the Enterprise Campus (a maximum of 1,080 in Development Area 1 and a maximum of 234 in Development Area 3; these numbers are those that have been tested through the EIA and Transport Assessment process). Concern was raised by the Local Enterprise Partnership and County Council that given stimulating new employment uses is the overriding national and local priority. Proposals for residential development within the Enterprise Campus must be fully justified and must not undermine its employment focus or potential, or the ability of the Enterprise Campus to deliver business rate receipts.

8.87 The County Council have raised an objection to the outline planning application on this basis. The rationale for introducing some residential development into the Enterprise Campus is to allow an attractive mix of development and a sense of place that will encourage business investment. This is set out in the Economic Strategy submitted with the outline application and the argument is considered to have merit. As described above, the 290,000 sq m of proposed employment

floorspace is considered sufficient to accommodate the targeted 8,000 jobs for the Enterprise Campus, based on standard employment densities. Further, it is noted that the bid submitted to Government in June 2011 for Enterprise Zone status, whilst inviting the Enterprise Zone to cover 150 ha of land in total, set out clearly that the expectation was for three million sq ft (approximately 280,000 sq m) of commercial space to be developed to accommodate 8,000 jobs. This bid was supported by the applicant, Local Enterprise Partnership, the County Council and the District Council.

- 8.88 It is considered essential that the employment focus of the Enterprise Campus must not be inappropriately diluted, but that the sensitive introduction of some residential development to Development Areas 1 and 3 may be acceptable as part of an integrated solution to the delivery of sustainable development and that the detailed layout and relationship between employment and residential land should be addressed at the design coding and reserved matters stages. It is considered unreasonable and unnecessary to adopt a fixed approach to the specific uses within the Enterprise Campus. This, together with the fact that the outline application is proposing the promised amount of employment floorspace, mean that on balance the County Council's objection that housing should not be permitted within the Enterprise Campus, is not supported. However, in recognition of the issue raised and to help maximise the economic development potential of the Enterprise Campus it is considered reasonable to require a mechanism to allow proper scrutiny of and justification for any proposal for non-employment uses within the Enterprise Campus.
- 8.89 The Parameter Plan fixes the location of the Development Areas and centres of activity proposed within the development (with the amount and use of development within each Development Area set out in the Development Specification), but allows for flexibility on the detailed design, location and disposition of uses. Spatial Principles and Design & Access Statement Principles will be used to develop the detailed design codes for each phase of development and will guide the design within this flexibility.

Scale

Maximum building heights and building envelope

- 8.90 The 'Building Envelope Schedule' in the Development Specification fixes the scale parameters for upper and lower limits of height, width and length for the proposed development. The maximum height of development would be 24 m for a place of worship and possible water tower, with up to 3 Energy Centres having a flue at 23 m tall. This is no taller than the current tallest building on the site which is the Parachute Tower (24 m tall); albeit this existing structure has planning permission to be demolished under the Enterprise Zone enabling works permission ref. 1102094FUL.
- 8.91 Maximum building heights are fixed spatially in the Parameter Plan inset plan, which identifies the maximum heights of buildings within certain areas of the proposed development. These building height areas do not relate directly to the proposed Development Areas shown on the Parameter Plan, and are distributed across the site in a broadly concentric pattern with the tallest buildings proposed

at the Hub and around the Campus Park. It is proposed that the lowest height buildings would be along the northern edge of the development.

- 8.92 The Design & Access Statement sets out that employment forms would be in three 'typologies' that provide for a mix of scales, sites and settings and that respond to the Parameter Plan and the Spatial Principles:
- Framing a street – employment built form that directly addresses the street, particularly on important routes.
 - Reinforcing Hubs – employment built form to create a sense of place around strategic hubs at busy locations.
 - Set in the landscape – greater emphasis given to landscaping for instance high quality 'pavilion' form set in a rich landscape.
- 8.93 These employment typologies are the subject of Design & Access Statement Principles and it is therefore proposed that these are secured via planning condition to be reflected in detailed design of development.
- 8.94 It is proposed that the different employment typologies would cover a range of plot ratios, ranging from assumed plot ratios of 0.42 (i.e. 42% of the plot occupied by buildings) for lower intensity uses 'set in the landscape' through to assumed plot ratios of 0.52 for higher intensity employment uses such as offices. Employment developments that use the lower plot ratios would have areas for parking, landscaping and servicing set around the built form. Employment developments designed at the higher plot ratios would generally have taller buildings with multiple floor levels with a relatively higher proportion of the site left 'open' for parking, landscaping and services.

Residential density

- 8.95 An average density across the site of 37 dwellings per ha is proposed across the parcels proposed for development. The submitted 'Illustrative Residential Density Plan' included within the Design & Access Statement sets out the density ranges proposed at Alconbury Weald and shows a higher density within the development around the Hub and Interchange and within mixed use areas in the Enterprise Campus. It is proposed that the lowest densities would be on the northern edges of the development.

Landscape

- 8.96 It is proposed that informal and formal open space and play facilities will be distributed throughout the site. Existing features within the site including hedgerows within the existing farmland, woodland at Prestley Wood, woodland belts immediately to the north-east of the Grange Farm buildings and a collection of copses and trees located on the northern edge of the site, will be retained. A Design & Access Statement Principle states that the proposal as a whole will provide areas of green space that meet and exceed the green space standards as set by the District Council (this would include meeting the standards for play facilities) – it is proposed that this principle would be secured by planning permission.

- 8.97 The applicant proposes extensive tree planting including tree-lined roads and extensive tree planting along the western boundary of the site, the northern edge and the boundary to the existing RAF Alconbury site to screen the development to the neighbouring American airbase and Little Stukeley Conservation Area. Three large woodland blocks are also proposed with associated open space stretching from the site boundary adjacent to the eastern edge of Great Stukeley extending into the existing farmland at the southern end of the site.
- 8.98 A significant amount of landscaping has already been implemented in association with the Enterprise Campus enabling works and 'advanced planting' by the applicant adjacent to Ermine Street to the north of Little Stukeley. This early planting is acting to soften the appearance of the boundary of the site and to develop a degree of screening for the proposed new development. The planting is considered to be of high quality and appropriate to the local soil type and tree species.
- 8.99 Suitable distances will be maintained between development and the Great Stukeley Railway Cutting SSSI, with appropriate planting and lighting to maintain the ecological interest of the SSSI. Should the detailed proposals lead to any direct impacts on the SSSI suitable compensatory habitat and management thereof will be provided; it is recommended that this is secured through planning condition.
- 8.100 The surface water management and drainage strategy for the site includes grassed swales (surface features to assist with surface water drainage as part of the overall approach to surface water management) within the development and areas of open water.
- 8.101 Ten of the 20 proposed Spatial Principles relate to landscape. These principles address landscape and trees; strategic open space; additional publically usable open space; ecology and nature conservation; heritage; hydrology, flood risk and drainage; and lighting.
- 8.102 The design of landscape features that would extend into Development Areas is given some consideration in a Design & Access Principle that sets out design parameters for boulevards and avenues, public squares, sports facilities, retention of parts of the runway, and for tree planting. It is proposed that the detailed design and nature of the range of open spaces proposed would be guided by the relevant Spatial Principles and Design and Access Statement Principles and through the design coding process and reserved matters applications.

Appearance

- 8.103 The Spatial Principles and Design & Access Principles, which it is proposed are secured by condition, would guide the form of development and its broad layout. Design & Access Statement Principles have been submitted for how the details of appearance of the place and buildings will be defined and established in design codes and reserved matters applications. These principles would ensure:

- 'Buildings of their time and place' that respect local materials while also meeting contemporary needs and demands
- Distinctive and consistent appearance for important places and routes
- Frontage continuity
- Boundary treatment – to achieve a safe and secure environment and a high quality street scene
- Considered car parking
- Detailed design considerations – contemporary interpretation of traditional designs; integration of service elements such as bin stores; design to reduce energy demand; water efficient fittings
- Lighting – to be sensitively integrated into the street scene
- Take cues from local context – including building types; local materials; colours.

Character areas

- 8.104 Eight character areas are proposed, to be reflected in design coding and reserved matters applications. This is not a formal requirement for Design & Access Statements, but has been provided as a mechanism to draw together the various design influences to create areas of distinct character within the overall proposed development. It is intended that detailed design guidance (in the form of design codes) would be prepared for key phases of the proposed development, which should be informed by the character areas. Specific phases of development may or may not relate to the Development Areas shown on the Parameter Plan, but their design would be informed by the character areas.
- 8.105 The principles of the proposed differing character areas are set out below.
- 8.106 Central Core – including the Hub and Campus Park, this character area would encompass the heart of the development proposals where the highest density and mix of employment development would be located alongside supporting retail and community land uses. The character area would include a central public square as an important public open space around which mixed use buildings of the Hub could be set.
- 8.107 Enterprise Gateway – immediately adjoining Ermine Street including the listed watch tower/briefing room building, proposed cricket pitch and the Incubator building. This character area would be a focus for employment development, located immediately off the main entrance gateway to the site from Ermine Street. The three 'employment typologies' would be accommodated in this area. Residential and community land uses would support and compliment the employment development. A primary school would be located in this character area to support the principle of walkable neighbourhoods.
- 8.108 South of the runway – adjoining the northern boundary of RAF Alconbury and including the secondary school. This character area would be predominantly residential, with supporting community facilities including the secondary school,

and open space. The northern edge of this character area is bounded by the alignment of the main runway as part of the overarching landscape strategy. The Secondary School is positioned to create a strong interface between Development Area 6 and adjacent open space. The position of the playing fields would maintain an open break between development in this central area of the site.

- 8.109 North of the runway – providing a transition from the Central Core to the woodlands north of the application site. This area would be defined by the wooded northern edge to the development, including the former bomb store. Land uses would include low density employment and housing set in and amongst existing and new woodland planting. This character area contains the Heritage Area, where Listed Buildings are to be retained within a setting so that the heritage assets can be enjoyed in context.
- 8.110 Central runway – including the Central Park/shared sports pitches. This area would be a link between the cluster of activities around the Central Core, areas north and south of the runway and the Interchange to the east. The northern edge of this area would be defined by the primary transport route. This area would incorporate formal open space and gives the opportunity for employment development set in parkland. Residential development and a primary school would also be part of this area.
- 8.111 Interchange – this character area would be defined by the potential for a multi-modal transport interchange, with a focus on employment activities that would benefit from easy access to the transport links. Any residential development would be predominantly medium to higher density around the core of the interchange. Formal landscaping is proposed.
- 8.112 Southern Gateway – including formal open space (community sports facilities). This area is a strategic access point for Alconbury Weald with a formal landscape setting to the primary route. Formal tree planting is proposed along the sites boundary and perimeter edges of sports pitches that address the public realm and streets.
- 8.113 Southern Peninsula – including the green wedge to the Stukeleys. This character area would be defined by landscape features and limited development. The edges of the informal public open space proposed here would be bounded by woodland and hedgerows, with existing vegetation supplemented by new planting.
- 8.114 The Spatial Principle relating to lighting is relevant to the appearance of the proposed development.

Access

- 8.115 The access details show that access is proposed via three junctions onto the B1043 Ermine Street. Two of these accesses exist already (the main entrance and Heavy Construction Vehicles (HCV) access, both of which were addressed by the Enterprise Zone 'enabling works' planning permission ref 1102094FUL. One new access point onto Ermine Street is therefore proposed, to the north of

Little Stukeley. The application also proposes a fourth access to the south of the site off the A141 between the A141/Latham Road Roundabout and the A141/St Peters Road Roundabout. The Parameter Plan shows that the main entrance and the access to the A141 will be linked by a primary route that would also act as a bus route.

- 8.116 A potential bus, cycle and pedestrian access is proposed at Clay Lane on the northern edge of the site.
- 8.117 Cycle and pedestrian access would be improved along Ermine Street and St Peter's Road into Huntingdon.
- 8.118 Four of the 20 Spatial Principles proposed are relevant to access. These principles address amongst other things the proximity of sheltered/extra care accommodation to retail provision, health centres and bus stops; the location of the main transport interchanges; and the concepts of walkable neighbourhoods such that at least 80% of homes will be within 800 m of schools, retail provision and cultural or social activities.
- 8.119 Design & Access Principles have been included to ensure that access routes within the proposed development promote a permeable street, cycleway and footpath network and a 'street hierarchy' that would provide a strong link to the main points of site access. Heavy goods vehicles related to the Enterprise Campus and construction activity would be directed away from residential areas within the site where possible.
- 8.120 The Design & Access Principles also include details of how the hierarchy of streets (boulevard; primary street; secondary street; tertiary street) would have a consistent approach to layout, appearance and landscaping. Car parking is also addressed by a Design & Access Statement Principle, which includes that a flexible approach to parking design and provision, focusing on the best design layout to meet the needs of residents, visitors, businesses, pedestrians and cyclists. Parking and garaging for vehicles will be designed in accordance with guidance provided in the best practice manual 'Car Parking: What works where' or subsequent guidance.

ECONOMIC DEVELOPMENT AND EMPLOYMENT

- 8.121 Alongside housing need, there is a fundamental requirement at the national level to drive economic growth, and this is reflected at the local level with the need for enhanced employment provision within Huntingdonshire and the presence of the Alconbury Enterprise Campus within the application site. The documents submitted in support of the application have demonstrated the economic benefits the development would bring to the town, district and Local Enterprise Partnership area.
- 8.122 The NPPF sets out that the economic role of the planning system is to build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure (Para 7).

- 8.123 This role is reflected in one of the 12 core principles of the NPPF which requires the proactive drive and support for sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs (Para 17). The NPPF also states the Government's commitment 'to securing growth economic growth in order to create jobs and prosperity' (Para 18) and 'to ensuring the planning system does everything it can to support sustainable economic growth' (Para 19). It advises that 'significant weight should be placed on the need to support economic growth through the planning system' (also Para 19).
- 8.124 The Economic Strategy and Socio-economic chapter of the ES submitted with the application, together with the District Council's assessment of these, have demonstrated and quantified the number of jobs that the scheme would provide, along with the wider economic benefits the development of Alconbury Weald would bring. Sufficient employment floorspace is proposed to accommodate around 8,000 jobs; if the Enterprise Campus were to be successful it would also generate additional jobs in 'downstream' employment related to the Enterprise Campus (e.g. supply side jobs). It is likely that construction and related jobs would create significant growth in this sector locally. As can be seen from the current construction activity on the application site as part of the Enterprise Campus 'enabling works' and the Incubator Unit, demand for a workforce has emerged early in this sector and is likely to continue.
- 8.125 The Economic Strategy submitted in support of the outline planning application states that Alconbury Weald provides the opportunity to realise the housing and employment ambitions of Huntingdonshire and the Local Enterprise Partnership. Further, the argument is made that the comprehensive redevelopment of the site on this scale with the potential for a range of homes, leisure and community uses, supporting a varied range of commercial uses, will create a unique offer that will be attractive to business investment. The applicant argues that the development of the site from the beginning as a mixed use development of housing and employment space is the best way to ensure the success of the Enterprise Campus, which includes the role funding from the sales of early housing delivery could play in enabling up-front investment in commercial development.
- 8.126 The Huntingdonshire Economic Growth Plan (endorsed by HDC August 2013) concurs with the need for the Alconbury Weald opportunity to be used to create a distinctive high quality offer to accommodate the full business cycle. Whilst the Economic Strategy submitted with the application focusses on the need for housing delivery to take place alongside the employment offer to support viability, a focus within the Huntingdonshire Economic Assessment is the need for employment site delivery to be phased alongside housing delivery to off-set the higher tendency among in-migrants to travel further to work.
- 8.127 Both of these arguments indicated the strong link between employment and housing delivery in ensuring the success of the Enterprise Campus. The appropriate phasing of delivery of housing, community and commercial uses is considered to be critical to ensure a quality development.

- 8.128 Consultation responses were received calling for a formal mechanism to be put in place to link the successful development of employment space with residential development. It is considered that to deliver a sustainable development it would be ideal for houses to be brought forward in line with potential job opportunities and the Council will look to achieve this through the process of it agreeing to the make-up of each key phase of development including a mix of land uses. The Council and its partners (including the Local Enterprise Partnership) will aim to ensure a balance of houses and jobs and that to ensure that the maximum opportunity is available for the ready take up of employment land and that the wider Alconbury Weald development is able to realise its potential for creating a high quality mixed use destination. Ultimately the delivery of jobs in the Enterprise Campus will be driven by the market and it is therefore not considered reasonable to specifically tie the delivery of exact job numbers to housing development. It is therefore considered that it is not reasonable to impose any formal mechanism to restrict the delivery of homes in line with particular levels of commercial development within the application site.
- 8.129 The applicant has indicated that they would be willing to make a strong commitment to the continued matching of jobs and skills in relation to the proposed development and are inviting an obligation through the S106 process that would commit them to maintaining a presence in Huntingdon town centre to provide a jobs brokerage service in relation to the Alconbury Enterprise Campus and Alconbury Weald.
- 8.130 It is considered that the proposed development presents a valuable opportunity for contributing to the delivery of one of the Councils action priorities for local economic growth and development, namely to improve the match of skills to future jobs growth including to improve links between employers and education providers. There are opportunities for skills development linked to the Enterprise Zone and the proposed nature of the site as a mixed use development. The delivery of a development of this scale could provide a reasonably predictable flow of employment opportunities during the construction phase – expected to be a period of at least 20 years. Further, the focus on promoting a number of target sectors should provide some predictability of future skills requirements. This should enable collaboration with local training and education providers to ensure that skills being developed are appropriate for both existing and future business requirements. There is evidence that these opportunities are already being realised as the Huntingdonshire Regional College, in association with the applicant, the District Council, County Council and the Local Enterprise Partnership, has set up a skills training centre within the Enterprise Zone to train practical skills that could be utilised in the construction industry, or by companies locating in the Enterprise Zone.
- 8.131 The proposed development at Alconbury Weald would contain a number of shops and services, but as concluded by the Huntingdonshire Retail Study undertaken as part of the evidence base for the draft Huntingdonshire Local Plan to 2036, these are considered to be of an appropriate scale to serve the development and not compete with Huntingdon town centre's offering of supermarkets and other key services. Overall it is considered that the increase in population will enhance the viability and vitality of Huntingdon town centre through increased patronage and will therefore support local businesses.

ACCESS, TRANSPORT AND CONNECTIVITY

- 8.132 Since 2000, a number of various temporary uses have been granted consent for activity on site. An automatic traffic count survey was undertaken at the existing Main Access to Alconbury Airfield from Rusts Lane Interchange East roundabout as part of the assessment of traffic movements in the preparation of the Transport Assessment submitted with the outline application. Table 3.3 of the Transport Assessment gives an indication of the traffic currently generated by the site (June 2011 data) and shows that approximately 2,000 vehicles arrive at and leave the site each day. The applicant has assumed that all traffic movements related to this planning application are 'new' and there is no discounting to reflect outstanding permissions – this adds robustness to the assessment undertaken.
- 8.133 National and local planning policy relating to transport and access promotes sustainable and mixed use development which should give priority to pedestrian and cycle movements, have access to high quality public transport initiatives, create safe and secure layouts and minimising journey times.
- 8.134 Paragraph 32 of the NPPF states that where developments generate significant amounts of movement, decisions should take account of whether opportunities for sustainable transport modes have been taken up, safe and suitable access to the site can be achieved for all people and improvements can be undertaken within the transport network that cost-effectively limit the significant impacts of the development. It goes on to state that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
- 8.135 The NPPF requires all developments that generate significant amounts of movement to be supported by a Transport Assessment (Para 32) and that large scale residential developments should have a mix of uses in order to undertake day-to-day activities, including work on site, with key facilities such as primary schools and local shops located within walking distance of most properties (Para 38). This application was accompanied by a Transport Assessment (which has been amended and updated during the consideration of the application following discussions with the Highways Agency, as Trunk Road authority and the County Council, as local highway authority). In addition to significant levels of residential development, there is also proposed employment-related development, local facilities, including retail, and schools within walking and cycling distance. The Transport Assessment considers the expected impacts of the development and an overview of the likely transport-related interventions for a fully-built out development but, in accordance with the proposed 'Monitor & Manage' approach; (see below) only gives detailed mitigations for a notional first phase of development at this stage.
- 8.136 The application is supported by a substantial amount of technical modelling information, summarised in the Transport Assessment and associated appendices. A separate Framework Travel Plan was also produced.
- 8.137 The modelling work has been undertaken using Cambridgeshire County Council's own transport model (the Cambridge Sub-Regional Model or CSRMM) as

well as locally based modelling to validate and accurately assess the predicted traffic impacts of the development on the surrounding highway network. Development already committed is included in the CSR baseline, including the Northbridge/Ermine Street development, in order that the cumulative impacts of the overall development are assessed in an integrated and comprehensive fashion.

- 8.138 The assessment years for this work were agreed by the County Council, District Council, Highways Agency and the applicant as 2016 and 2026. 2016 ties in with the anticipated completion of Phase 1 and 2026 acts as the 'Design Year' for Phase 1 (10 years after Phase 1 is completed). It is expected that the rest of the development will be completed around 2033/34. Phase 1 has therefore been submitted with a complete set of mitigation measures that address the transport impact arising from the development. 2026 is the assessment year for the full development and this overall modelling approach is considered appropriate by the County Council as highways authority.
- 8.139 Transport officers from the Council, Cambridgeshire County Council and the Highways Agency have been involved throughout the application process, as well as at the pre-application stage, since the application was formally submitted in August 2012 and have worked closely with the applicants. The approach to assessment has been agreed as an appropriate basis for forecasting the transport implications of the development and this follows the same pattern and approach adopted with other major development sites within the district and all parties are satisfied that this forms a robust set of outcomes moving forward.
- 8.140 This includes defining a baseline situation against which the development's impact can be compared. This baseline/base year model has been compared with observed traffic flows and has shown that the model generally matches observations well; in those locations where there are some discrepancies the Councils have asked for sensitivity tests to be undertaken to ensure the assessment is robust. In terms of the future year baseline position, account has been taken of allocated/committed developments including those allocated in existing plans such as the residential development west of Ermine Street and at Bearcroft Farm.

Monitor & Manage

- 8.141 Uncertainties over the physical alignment, junction arrangements, the tolling regime to be included and the delivery of the proposed A14 improvements to date, mean that there is an inevitable lack of certainty on future traffic impacts until it is known what will actually be delivered. Due to this position, it is not considered unreasonable for the developer to only specifically define highway mitigation measures that are required for the first phase of development.
- 8.142 Also, due to the scale and size of the proposed development, the applicant's general approach is to bring forward development incrementally over a number of years and, as a result, a full, detailed transport assessment, with a complete range of interventions to address any transport-related impact, is not included at this stage. It is envisaged that implementation of the full development will take place over the next 20 years or so in a phased, flexible manner to allow the

- development to respond to the prevailing market conditions and to respond to the major transport improvements planned for the A14, and other changes in transport patterns that might occur in the future. Transport Assessments for future phases would need to take account of changes in other development proposals and any accompanying changes to the transport networks.
- 8.143 The County Council has confirmed that the Transport Assessment does set out a comprehensive range of proposed potential *non-car based* measures including public transport, walking and cycling initiatives that could accompany the full development, but these should only be considered indicative at this stage and could be amended via the monitor/manage approach as future phases are proposed. Estimates of 'Full Development' traffic flows have, however, been fed into the wider Environmental Impact Assessment.
- 8.144 Given the phased approach and the uncertainties associated with the A14 noted above, the applicant has therefore been required to assess the full detail of Phase 1 of the development at this stage to ensure that the impacts of this element of development are known and mitigation measures agreed. Phase 1 comprises 879 homes; approximately 80,000 sq m of employment uses, a local shop, community building and a primary school.
- 8.145 Members will be fully aware of the current proposals for the major improvement scheme for the A14 and we continue to press for the delivery of this scheme at the earliest opportunity. Current consultation on that project indicates that, subject to statutory processes, construction will commence by late 2016. On this basis it is considered reasonable to consider the detail and mitigation of future phases of development in transport terms, once the detail of the A14 scheme is known and once there is more certainty over the proposed development mix and likely trips generated by such uses. The exact mitigation, in terms of highway improvements, public transport and Travel Plan initiatives, can be tailored to the development proposals for each subsequent phase. For clarification, this means that whilst the potential impacts of the full scheme have been assessed, the full transport mitigations needed to support the full build out of the proposed development are not fixed at this stage, but the applicant has provided an indication of the range of potential measures that could be implemented.
- 8.146 This is regarded as a pragmatic solution given the uncertainties around the A14 and the anticipated length of time over which the development will be built out. The acceptance of this approach is conditional upon suitable control being applied to future phases of development in terms of suitably worded planning conditions and appropriate S106 obligations, to ensure that full details of the impacts of future phases are provided and mitigation is provided as necessary. The approach requires the developer to agree a robust monitoring methodology with the local planning and transport authorities to provide a detailed understanding of the evolving transport movements in this area.
- 8.147 A detailed monitoring strategy for the first phase of development will be agreed prior to the first occupation of any part of the first phase of development and subsequent monitoring strategies will be developed for later phases of development. The strategy for Phase 1 is to be agreed but is expected to include permanent traffic counters on site access roads and the highway network;

pedestrian and cycle surveys; annual two-weekly Automatic Traffic Counts at locations around the site; annual residents surveys; possible Automatic Number Plate Recognition (ANPR) surveys; and monitoring of public transport usage. This will allow impacts on the local road network to be monitored as well as those contained in the Framework Travel Plan in terms of targets and uptake of measures through surveys and audits. It is considered that the transport monitoring regime can be secured by way of planning conditions.

- 8.148 Data obtained from the monitoring strategy will be used to advise on actual impacts that occur on the highway network and enable suitable measures to be identified in the future. The strategy will also continue through future phases, to be updated as needed with new on-site monitoring locations, in order to assess the cumulative impacts of the development as build-out continues. It is not anticipated that this would lead to a delay between identification of actual impacts and provision of transport mitigation; if the Transport Assessment for a subsequent phase identifies a need for an improvement to accompany that phase the Local Planning Authority would be able to ensure that the scheme was delivered at the appropriate trigger point.
- 8.149 By condition, it will be required that all subsequent 'key phases' of development (i.e. those beyond Phase 1) shall be accompanied by a revised Transport Assessment; this should be based on the monitoring data collected, and should be required to set out transport mitigation measures required for that key phase. These Transport Assessments will consider the cumulative impacts of that phase, and all preceding phases, to allow appropriate mitigation to be identified for the local, and potentially strategic, highway network at that phase, and this will include continuing public transport provision and improvements, pedestrian and cycle measures and other Travel Plan initiatives, before further development would be permitted.
- 8.150 To assist the Council's consideration of the current application for the whole site in outline form, the applicant was asked to provide an indicative set of possible transport mitigations that could be introduced as part of further development phases to support the full development once built out on the basis of a 'With Improved A14' in place and, as a comparison, a 'Without an Improved A14' scenario. Whilst this has required some broad assumptions to be made about the nature of an A14 improvement scheme that might emerge, based on previous work undertaken by the Highways Agency, it is not possible therefore to say with any complete certainty which of the mitigation measures outlined by the applicant might be required. However, it does give an indication of the scale of transport improvements that might be needed as the development of site progresses and has allowed the District and County Councils, as well as the Highways Agency, to take a view on where the likely impacts of the full development might be (this indicative set of possible transport mitigations is included as an appendix to this report).
- 8.151 This has been the subject of extensive discussions between the applicant, County Council and the District Council and although not formally part of the amendments submitted, and not tested via the existing transport modeling available, these measures align with known, and anticipated, key issues and locations. This gives a considerable degree of reassurance that the transport

impact of future key phases can be fully mitigated if required. The parties are in broad agreement that the likely transport outputs and the potential effects on the existing network, both with and without a new A14, have been properly considered as reasonably as can be, based on current information available to all parties, and that sufficient controls will be in place through the monitor and manage approach to address impacts of future phases.

- 8.152 The applicant has also indicated that, due to viability issues, there would need to be a cost 'cap' on the total value of transport measures that Alconbury Weald could support. This cap has not, as yet, been defined and further work is required through the viability process to do so in advance of the completion of the S106 agreement.
- 8.153 The County Council has suggested that as soon as certainty on the A14 improvement scheme is given, the developer should be obliged to prepare a full transport strategy for Alconbury Weald; this may not be implemented in full and would still be subject to Monitor & Manage but would give the local planning and highway authorities the confidence that there would be an overall strategy for the site based on the best available knowledge at the time, that would be fully capable of being delivered. Although the intention of this suggestion is in part to bring more certainty to the understanding of the scheme once the improvements to the A14 are confirmed, on balance it is considered that this suggestion may be too simplistic to cope with any potential complexity in a programme of delivery for improvements to the A14. It is considered more appropriate at this stage to rely on the approach proposed; which is that all subsequent 'key phases' of development (i.e. those beyond Phase 1) shall be accompanied by a revised Transport Assessment and that a comprehensive monitoring strategy would remain in place throughout the construction of each phase.

Proposed measures

- 8.154 Following lengthy and detailed pre-application discussions, a Transport Assessment was submitted with the outline planning application that considered the likely impacts of the proposed development but, as outlined above, provided detail of the mitigation required for a notional first phase only. Post-submission comments and discussion resulted in an additional 'Transport briefing note' being submitted as part of the amendments to the outline application (June 2013) to respond to a number of comments made, including around the proposed level of public transport provision. Various transport measures are proposed to accompany the development of Phase 1 and these include:
- Highway access from three junctions on Ermine Street
 - Mixed land uses on-site to seek to maximise internal trip-making
 - Local public transport strategy (bus-based)
 - Quality cycle and walking links towards Huntingdon along Ermine Street
 - Environmental and public realm enhancements on Ermine Street, particularly through The Stukeleys
 - Environmental and public realm enhancements around Abbots Ripton

- Improved pedestrian and cycle links to Alconbury village
 - Local capacity enhancements to the A14 Spittals interchange
 - Minor improvements to the Brampton Hut interchange
 - Minor improvements to the Rusts Lane interchange western roundabout
 - Minor improvements to the A141/A1123/B1514 roundabout.
- 8.155 In principle these measures are accepted by the Highways Agency, District Council and County Council as being a reasonable package of transport mitigation measures and will be secured via appropriately worded planning conditions and as part of the S106 agreement as appropriate. The Highways Agency has indicated that, pending the full details of an A14 improvement scheme, that works at Spittals and Brampton Hut may not subsequently be needed. This would allow any funding for those elements to be spent on other transport-related measures that may arise from the transport assessment work and would be covered by the proposed 'Monitor & Manage' regime as the applicant has agreed to ring-fence those costs to their overall transport measures budget.

Framework Travel Plan

- 8.156 The application is supported by a Framework Travel Plan which has been agreed in principle with the District Council, Cambridgeshire County Council, and the Highways Agency. This sets out measures to reduce car dependency and car journeys associated with the development. It is recommended that agreement to the details of the Travel Plan is sought via planning condition. It is recommended that compliance with the Framework Travel Plan is conditioned accordingly. It is also expected that some of the constituent elements of the Travel Plan would form part of the S106 agreement associated with any planning permission.
- 8.157 The following range of Travel Plan initiatives have been agreed in principle and will be secured via appropriately worded planning conditions or as part of the S106 agreement, these being the mechanisms via which the details can be agreed:
- Various pedestrian and cycle improvement, together with enhanced public transport services
 - Bus passes to residents and employees
 - Car share measures
 - Various marketing and promotional activities
 - Appointment of a Travel Plan Co-ordinator
 - Establishment of a Sustainable Transport Fund
 - Discounted bus tickets
 - Monitoring of travel behaviour

- Working with, and contributing financially, towards the Cambridgeshire Travel for Work Partnership to address town wide travel planning activities.

Impact on the Strategic Network

- 8.158 The Highways Agency has raised no substantive issues relating to the details contained within the Transport Assessment, noting that the greatest challenge faced by the applicant is the uncertainty surrounding the major improvements of the A14. Despite the recent positive announcements from the Department for Transport regarding the A14 major improvement scheme and the current public consultation, it therefore remains difficult to accurately consider what the exact level of transport mitigation measures might be needed to accompany an end-state Alconbury Weald. The Highways Agency therefore considers that the adaptive, flexible approach to ongoing assessment proposed is the most pragmatic way of dealing with the proposed development once issues with any new A14, such as detailed design, exact physical alignment and tolling regime are known. In order to protect the function and movement of traffic on its strategic network the Highways Agency has directed that a number of conditions be imposed upon any planning permission.
- 8.159 The first of these requires the completion of works to the Brampton Hut and Spittals Interchange junctions on the A14 before any development within the application area is occupied. These are works to increase the capacity of the roundabouts. The Highways Agency also acknowledges that if the A14 major improvement scheme goes ahead it might be reasonable to scale down these junction improvements to Brampton Hut and Spittals interchange, or to not implement them at all.
- 8.160 The second condition requires that no development shall take place until the pre-construction measures in the Framework Travel Plan are implemented, together with the management, targets and monitoring structures outlined in the Travel Plan, and the Travel Demand Strategy outlined in Chapter 9 of the Transport Assessment. Table 8.1 of the Framework Travel Plan sets out that the pre-construction measures are to submit the Framework Travel Plan and strategy to the authorities for approval; to establish a 'Transport Stakeholders Group'; and to appoint/nominate the Alconbury Weald Framework Travel Plan Coordinator.
- 8.161 The Highways Agency's third condition requires that no development shall take place prior to implementing a Construction Access Strategy consistent with the principles set out in Chapter 11 of the Transport Assessment.
- 8.162 The Highways Agency also advised that the quanta of development should not exceed those identified in the Transport Assessment to 2016 (i.e. the notional 'Phase 1' of 879 homes, approximately 80,000 sq m of employment floorspace, local shops, community buildings and a primary school) until further assessment work has been carried out and approved. This assessment work could be brought forward once the details of the proposed timing of a major improvement scheme for the A14 are better understood. This advice refers to the proposed 'Monitor & Manage' approach, as outlined above.

- 8.163 Subject to these conditions and implementation of a robust Monitor & Manage approach, the impact of the development on the strategic highway network is considered to be acceptable.

Access to local highway network

- 8.164 Highways access is proposed via three junctions onto the B1043 Ermine Street. Two of these accesses exist already (the main entrance and HCV access, both of which were addressed by the Enterprise Zone 'enabling works' planning permission ref 1102094FUL.
- 8.165 One new access point onto Ermine Street is therefore proposed, to the north of Little Stukeley; a number of representations, including from The Stukeleys Parish Council, raise concern about this access and that it would result in increased traffic through Great and Little Stukeley and reinforce a perception that this is the preferred route to Huntingdon from Alconbury Weald, and would adversely affect the setting of the northern approach to Little Stukeley. The provision of an access onto Ermine Street at this point is considered by officers to be a reasonable approach both in terms of the design of the overall development.
- 8.166 At the same time, it is considered vitally important that the route through The Stukeleys does not attract 'rat running' and that traffic impact is minimised as far as possible in order to address any environmental detriment from an increase in traffic through both villages. Given the nature of the road, it is proposed to set aside a sum of money within the S106 agreement to deliver a comprehensive scheme of landscaping and traffic calming through Great and Little Stukeley. Work is ongoing with the 'Stukeleys Traffic Group' to develop a scheme for Ermine Street. The detailed scheme will need to be agreed with Cambridgeshire County Council but current indications are that this will be a substantive scheme that will physically change the 'main road' appearance of the route with the aim of creating a narrower 'village road' appearance and improve the environment for pedestrians and cyclists.
- 8.167 The outline application also proposes a fourth access to serve the site that would be delivered after Phase 1 but before any other development. While this is not part of the detailed application at this stage, it will be to the south of the site via the A141 Huntingdon northern bypass, and located between the A141/Latham Road Roundabout and the A141/St Peters Road Roundabout to the west of the railway bridge over the East Coast Main Line. The outline application includes two options for this proposed access to the A141 Huntingdon northern bypass: option 'A' being closer to the railway bridge than Option 'B'. It is understood that both options are being considered by the applicant and dependent upon the outcome of landowner negotiations one will be selected for delivery. It is intended that only one of the access options is delivered.
- 8.168 Following a recently successful bid to Government for Local Infrastructure Funding, the developer is also looking to deliver this southern access during 2015 although the Phase 1 transport assessment does not assume this will be in place, so this road itself will instead be subject to further Transport assessment work as that scheme is developed.

- 8.169 This 'fourth' or southern access is considered to be essential to enable the delivery of a sustainable development in transport and connectivity terms. The Stukeleys Parish Council has made strong representations in relation to the need for this access and its early provision. Whilst the Monitor & Manage approach could determine the timing of delivery of the new access, the early provision of at least pedestrian and cycle access via this route between Alconbury Weald and Huntingdon is considered to be a priority for the District Council.
- 8.170 In terms of the three points of access points proposed, the County Council and District Council consider that analysis indicates that these operate within conventionally accepted capacity thresholds in transport terms for Phase 1, with the exception of one arm of the approach to Rusts Lane Interchange that testing shows could be approaching capacity by the end of this phase. However, as part of the Monitor & Manage, phased, approach to the development of Alconbury Weald after this phase, the need for physical improvements to this junction will be assessed and this will be agreed with the County Council and District Council before commencement of further phases.
- 8.171 Nevertheless, traffic flows will be monitored at this location as part of the travel demand management strategy (to be implemented by way of the Travel Plan) which will be applied to all phases of development. If this suggests that queuing and delays do begin to occur on this approach to the roundabout as a consequence of phase 1, further non-highway mitigation measures would be sought from the developer in accordance with the Travel Plan.

Off-site highway impacts and proposed works

- 8.172 The Transport Assessment suggests that junctions that would operate above practical capacity are located at:
- Rusts Lane Interchange West roundabout;
 - A141 / Stukeley Road roundabout;
 - A141 / Latham Road roundabout;
 - A141 / St Peters Road roundabout;
 - A141 / A1123 roundabout;
 - A14 Junction 22 – Brampton Hut Interchange;
 - A14 Junction 23 – Spittals Interchange.
- 8.173 The Transport Assessment proposes the following improvements at specific junctions:

Location		Proposed improvement
Rusts Interchange roundabout	Lane West	Widening of the westbound Overpass approach road half width from 3.0m to 4.25m through re-alignment of the Overpass entry and exit arms, and removal of the central hatching; Widening of the entry width of the Overpass (E) arm to 6.5m and extension of the existing flare; and adjustment to the entry radius for the Overpass (E) arm.

A14 Junction 22 – Brampton Hut Interchange	Widening of the stoplines by 0.2m at the following locations to increase stopline capacity: - Southern Circulatory – nearside lane; and - A1 (S) off-slip – nearside lane. Increasing the flare length of the A14 (E) arm from 12 passenger car units to 15 passenger car units.
A141 / A1123 roundabout	Realigning the entry width of the A141 (NE) arm, widening the entry, adjusting the flare length and increasing of the entry radius; and Increasing the entry width of the B1514 (SW) arm to 9.5m, adjusting the flare length and increasing the entry radius.
A14 Junction 23 – Spittals Interchange	Extending the existing nearside lane flare on the A14 (W) arm; Widening the A141 (E) stopline to three lanes and providing a nearside lane flare; - widening of the circulatory carriageway to the south of the A141 (E) entry arm to three lanes; - removal of existing hatching on circulatory carriageway to the west of the A14 Southbound on-slip to provide three lanes of carriageway.

- 8.174 The proposed improvements have been shown to satisfactorily mitigate the impact of the development and are accepted in principle by the Highways Agency and County Council subject to standard conditions related to detailed design and the viability of undertaking those on the HA network pending the delivery of the A14 scheme.
- 8.175 At the A141/Stukeley Road roundabout and the A141/Latham Road roundabout, the Transport Assessment considers that any detriment beyond the 'without development' operation is insignificant and no additional mitigation measures are necessary. Similarly for the A141/St Peters Road roundabout the TA considers that the level of specific detriment is not severe.
- 8.176 The transport briefing note included with the amendments to the outline application included a review of the overall highways impact, including sensitivity testing with alternative traffic flow assumptions derived from survey data, to consider whether the transport modeling work was providing output that matched the observed traffic situation on the ground, particularly during peak hours. This work demonstrated that in many cases the conclusions drawn in the Transport Assessment remain robust.
- 8.177 It is considered that the proposed off-site highways works are reasonable and can be secured appropriately as part of the S106 agreement.

Public transport

- 8.178 The NPPF requires the transport system to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel, but recognises that such solutions will vary from urban to rural areas (Para 29). The Core Strategy (policy CS1) and the emerging Local Plan both encourage the use

of sustainable transport methods and promote the use of public transport and encouraging modal shift away from the private car.

- 8.179 The transport strategy proposed for Alconbury Weald outlines proposals to bring services into the site at different stages of the build-out. The services involved are Guided Busway services A and B, a new local service and a new express service with links to Huntingdon, Cambridge and Peterborough. The developer will also fund a promotional campaign for development-proposed bus services between Peterborough and Cambridge.
- 8.180 As part of an overall package, high quality bus shelters are proposed on-site together with a 'Transport Interchange Hub', dedicated bus lanes, links with 'bus-only' gates, vehicle detection for bus prioritisation at on-site junctions and bus turn-around facilities. Part of the public transport strategy is to provide a direct bus link to Huntingdon rail station, with the applicant contributing to a partnership with rail operators to ensure appropriate publicity of the integrated public transport measures.
- 8.181 The developer proposes that a bus route would service the site and connect with Huntingdon and Peterborough. At least 70% of homes will be within 400m walk of at least one public transport stop. Funding will be provided through the S106 agreement to ensure that this service is subsidised to allow provision of the service at an early stage to allow its use by the first residents taking occupation; this will also set out the level of service requirements.
- 8.182 Proposed public transport provision is split into three separate stages:
- Public Transport Stage 1: Public Transport provision prior to the delivery of the Boulevard/Spine Road from the Rust Lane Interchange East roundabout junction, and prior to the delivery of the dedicated busway connection to the A141;
 - Public Transport Stage 2: Follows stage 1, but prior to the completion of the full Development proposals;
 - Public Transport Stage 3: Final Public Transport provision once full Development is complete.
- 8.183 For Public Transport Stage/Phase 1 the proposals are:
- Diversion into the site of Cambridgeshire Guided Busway Service B (original proposals were for service A), between Cambridge and Peterborough (with frequencies every 60 minutes weekday daytime, and every 120 minutes evenings and Sundays) ;
 - Provision of Alconbury Weald Local Service between Huntingdon and Alconbury Weston serving The Alconburys and The Stukeleys (30 minute frequency weekday daytime (every 60 minutes to Alconbury Weston), and every 60 minutes evenings and Sundays)
- 8.184 The Transport Assessment also sets out potential public transport services for subsequent stages/phases of development. These include enhanced frequencies and improved service patterns, particularly between Cambridge and

Peterborough. It is the County Council's view that the detail of these will need to be developed, reviewed, and secured via the appropriate mechanisms as those phases come forward through the Monitor and Manage approach.

- 8.185 The possible provision of a public transport link via Clay Lane, to the north east of the site, although not definitively required at this stage, is welcomed and should remain as a possible future scenario as part of the overall transport strategy. A number of comments were received stating that the route via Clay Lane should not be opened up as a link for all forms of traffic; notably Abbots Ripton Parish Council commented that it should be restricted to emergency vehicles and buses. This is considered to be reasonable and it is recommended that a planning condition should be imposed to restrict the use of a link to Clay Lane from Alconbury Weald accordingly.
- 8.186 This is considered by the District Council and the County Council to be an acceptable level of service for Phase 1 in accordance with planning policy. However, further work is still required from the developer to demonstrate the build-up of likely patronage levels in accordance with their submitted transport assessment plus revenues, operating costs, and the extent of any shortfall until profitability is reached. This work is required so that the appropriate level of contribution, if needed, can be secured as a planning obligation. If the travel plan targets are not met, there may be a need for the applicant to invest further in public transport.
- 8.187 Public transport provision is a topic that attracted a number of representations from local residents. At this stage, the service provision identified above for future phases is not considered to be unreasonable in principle. Detailed provision, including triggers and enhanced services will need to be examined in detail as the Transport Assessments for subsequent key phases come forward and as part of the overall monitor/manage approach.

Walking and cycling

- 8.188 A number of public rights of way run across Grange Farm or terminate at the boundary of the former airfield. In common with other airfield sites across the County, public rights of way crossing the airfield were stopped up by order when the airfield was constructed and became operational. The Transport Assessment and Green Infrastructure Strategy submitted with the outline application highlights opportunities for reinstating public rights of way and providing links for non-motorised travel across the site. The potential for enhancing links to the wider public rights of way network and potentially to the Great Fen is also recognised and is welcomed. The works identified in the 'Phase 1' Transport Assessment are considered sufficient to allow Phase 1 to be developed and further detailed Transport Assessment to be submitted in accordance with the Monitor & Manage approach will address public rights of way in the relevant 'key phase'.
- 8.189 Further to this, key routes to link the development to the wider area and to allow for non-motorised travel are considered to be:
- links between residential and employment areas within the site

- links to Huntingdon
 - links towards the Great Fen
- 8.190 The applicant has shown how these routes might be secured in Figures 12 – 14 of the Transport Assessment (including links to off-site public rights of way) and Figure 10a of the Design and Access Statement. A condition specifically covering these routes is recommended as part of any planning consent. As mentioned above, the early delivery of cycling and pedestrian links to Huntingdon and through the application site from the 'southern access' point onto the A141 Huntingdon northern bypass is considered a priority by the District Council and it is recommended that this forms part of the planning condition.
- 8.191 It is proposed that cycle-hire hubs will be located across the site, with the applicant agreeing to provide for a shortfall in funding covering the start-up costs of cycle hire scheme(s) through the S106 agreement. Significant off-site improvements to existing pedestrian crossings to accommodate cyclists are proposed including links to adjacent villages and also to Huntingdon. In addition, Ermine Street will remain a key route for pedestrians and cyclists; the measures being developed via the 'Stukeleys Traffic Group', a working group comprising representatives of the Stukeleys Parish Council, District and County Council officers and local elected members, must also consider provision for these groups to ensure a safe and attractive environment is provided.
- 8.192 It is considered that these issues should be addressed by appropriately worded conditions requiring agreement related to the on-site layout, and through the S106 agreement regarding the first phase of development, particularly to secure environmental and public realm improvements on Ermine Street through The Stukeleys, to ensure that early residents at the new development are given the opportunity to develop habits of sustainable travel.

Construction traffic

- 8.193 Construction traffic will use the Ermine Street North access (the new HCV access built as part of the Enterprise Zone enabling works planning permission ref. 1102094FUL). It is suggested in the TA that increases in traffic due to construction are generally small overall, as a comparison to existing usage, and that even with the largest predicted increase (some 10% in terms of all traffic) the network will generally operate within capacity (or without a discernibly worse operation) than existing conditions/forecast conditions without the development (at 2016). It is the County Council's view that a construction management strategy will be required and this would be an important element to secure as part of any consent issued. A significant proportion of this relates to the recycling of materials from the site itself; the existing concrete runway, perimeter track and hardstandings which are proposed to be crushed to produce aggregate within the site, thereby reducing the amount of aggregate needing to be imported and consequential reductions in HCV movements to and from the site and on the highway network itself.
- 8.194 It is recommended that a condition is imposed upon any planning permission requiring the submission and approval of a Code of Construction Practice and

Construction Access Strategy for the development as a whole and requiring updating and revision in the form of a Construction Management Plan for each reserved matters application area as each reserved matters application is submitted. This should cover issues including recycling of materials, operating hours, lorry routing, safety and a workplace travel plan.

Rail

- 8.195 The application proposes that land is reserved for a possible rail station on the East Coast Mainline (ECML). A new rail station does not form part of the current planning application and has not been assessed in the Environmental Impact Assessment; any detailed proposal would need to be assessed on its own merits and accompanied by a range of supporting assessments and environmental mitigation measures. Discussions between the applicant and Network Rail are continuing and it is expected that a separate planning application for a rail station may follow in due course.
- 8.196 It is considered that whilst a rail station is not specifically required to achieve an acceptable development either in sustainability or impact terms, there is little doubt that such provision has the scope to deliver a significant step-change in terms of the transport offer at Alconbury Weald and it is good sense to look to make provision for this. Additionally, it is also considered at this stage, that a rail station at this location would also be a key hub as part of a wider transport strategy for Cambridgeshire when considering future growth. There is an opportunity for this site, and for the wider sustainability of the District, to be achieved; until this issue is resolved it would be premature for the use of the part shown to be reserved on the Parameter Plan to be used for any other form of development. A potential railway station is proposed as part of these proposals and the justification for this seems to be appropriate.
- 8.197 Network Rail has no objection in principle to the planning application proposals as submitted but do have some requirements that must be met given the close proximity of the site to an electrified railway. Many of the comments made by Network Rail could be addressed through planning conditions (relating to drainage; boundary fencing; safety barriers; works method statements; soundproofing; lighting and landscaping) and it is recommended that planning conditions are imposed accordingly. It is also reasonable to expect that the impact of some of the issues raised could be reflected in detailed discussions relating to potential links towards the Great Fen. Network Rail identified that the bridleway/footpath crossing at Abbots Ripton might receive increased usage as the Alconbury Weald development was built out and that this should be addressed.
- 8.198 The Stukeleys Parish Council commented that Development Area 3 (a section of the Enterprise Campus) should not form part of any planning permission until the railway station was a certainty. As the outline planning application does not include specific, detailed provision for a railway station it is not considered reasonable to impose this condition on any permission granted.

Outline application

8.199 Given that the application is for outline planning consent, suitable planning conditions requiring future reserved matters applications will be required for details including all access proposals, internal roads including provision for pedestrians and cyclists, and car/cycle parking to be provided and agreed prior to each phase of development.

Other transport matters

Comments from Abbots Ripton Parish Council

8.200 Concerns have been raised regarding the potential traffic impacts upon the roads through Abbots Ripton. It is considered that the impact on Abbots Ripton will be significantly less than those through The Stukeleys, but the need for some public realm improvements (i.e. traffic calming) is recognised. A scheme will need to be agreed with Cambridgeshire County Council and secured through the S106 agreement.

Comments from Alconbury Parish Council

8.201 Concerns have been raised about the impact of HCV traffic associated with the application site entering the village of Alconbury at the bottom of Rusts Lane Hill. Alconbury Parish Council has requested that this issue is addressed before any planning permission is granted, and that this could be resolved through physical measures including village entry piers/gates and clear signage to show that the route is not a HCV route.

8.202 It is not considered reasonable to require the applicant to make provision of this kind because it cannot be shown that it is reasonably related to the proposed development; it is considered that the current signage for the village and to other routes is sufficient and clear. The Code of Construction Practice, which would be secured through planning condition, would set out an access and signage strategy relating to the application site, and it is recommended that a Construction Management Plan is prepared for each reserved matters application area to include routes for construction traffic.

Summary

8.203 It is acknowledged that a proposal of this scale will result in additional traffic impact on the surrounding highway network and that there is a level of uncertainty associated with the traffic-related improvements that will emerge when considered in relation to any improvements to the A14. However, in view of the Council's growth agenda, our economic aims and the mitigation measures such as the bus service and Travel Plan, the Phase 1 transport impacts of the development are considered manageable and acceptable. It is considered that the applicant has demonstrated satisfactorily that the impact of the first phase of development can be accommodated, subject to the above mentioned issues being included within any S106 agreement and associated planning conditions.

8.204 The overall approach that the applicant has taken in developing the transport strategy in terms of the proposed location and types of land use to minimise

travel, the promotion of walking and cycling, public transport measures and travel planning, together with highway engineering measures are consistent in finding an agreed way forward and are welcomed by the Council, the County Council and the Highways Agency.

- 8.205 Having considered this and the overall approach taken to transport and traffic, and the contents of the ES and Transport Assessment, it is considered that the applicant has addressed the cumulative impacts of the proposed development and that planning permission should not be withheld on the grounds set out in paragraph 32 of the NPPF (i.e. that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe).
- 8.206 Although the Council is being asked to grant outline planning permission for the whole development at a point where the detailed transport measures only identify those covering the first phase of development, robust controls will remain throughout the life of the development by applying appropriately worded planning conditions and obligations at this stage such that future transport impacts can be mitigated. It is considered that the Monitor & Manage approach will allow such control of further development phases that no further development will take place until such time as the appropriate assessment and mitigation measures, which address development impact, have been identified and secured through the S106 agreement.

ECOLOGY

- 8.207 Chapter 8 of the ES assesses the potential impacts and likely effects of the proposed development on ecology and nature conservation. The assessment has been supported by detailed surveys and reviews on habitats, amphibians, reptiles, invertebrates, breeding birds, badgers and bats.
- 8.208 The Council commissioned the Wildlife Trust to carry out an independent review of this chapter of the ES and the level of proposed environmental mitigation. The District Council concluded that on the basis of the Wildlife Trusts' comments, and comments made by Natural England and the County Council, additional information should be submitted. This was done as part of the amendments to the outline application and an 'Ecology briefing note' was submitted. The content of this briefing note has been welcomed by Natural England and the Wildlife Trust and it is considered that the proposed approach to ecological and biodiversity mitigation and enhancement, focused on a detailed 'Ecological Mitigation Strategy', which would build on the findings of the ES and which would be prepared in conjunction with the Code of Construction Practice for the site, is acceptable subject to appropriately worded planning conditions.
- 8.209 The application site currently comprises the former airfield and arable farmland. Within the site are several large areas of grassland including some marshy grassland, arable land, several areas of existing woodland, hedgerows, standing water and a range of buildings and hardstanding.

Great Stukeley Railway Cutting SSSI

- 8.210 Following discussion with the applicant in response to consultation comments received, the amendments to the application confirmed that the development-free buffer zone adjacent to the SSSI would be a minimum width of 10 m and that this buffer would also be afforded to any SSSI compensation land, which would be needed should access option 'A' at the southern end of the site be chosen.
- 8.211 In accordance with national planning policy, which states that "proposed development on land within or outside a Site of Special Scientific Interest likely to have an adverse effect on a Site of Special Scientific Interest (either individually or in combination with other developments) should not normally be permitted" (NPPF paragraph 118), access option B at the southern end of the site, which would have no adverse effect on the SSSI, is the preferred option; this view was expressed explicitly by Natural England in their response to the outline planning application.
- 8.212 Option A would only be acceptable (subject to appropriate compensation and mitigation for any loss of SSSI) if it was not within the landowner's gift to deliver the alternative option. At this point in time, the landowner has indicated that there is agreement in principle from Network Rail to use part of their land to deliver Option A, whereas no such agreement in principle is in place for Option B. This situation, were it to persist, may necessitate Option A being delivered.
- 8.213 Should this application be granted planning permission, and option 'B' is chosen via the approval for this access by the District Council at the reserved matters application stage, it is considered that the 10 m buffer zone should be established at the earliest possible opportunity.
- 8.214 Should this application be granted planning permission, and option 'A' is chosen, the compensatory habitat to be created should be at least 3:1 with the amount of SSSI lost. All details of buffer zone and any compensatory and mitigation habitat creation and long-term management should be agreed with Natural England. It is recommended that this requirement is secured via planning condition in the form of a SSSI Mitigation Plan.

County Wildlife Sites

- 8.215 8 County Wildlife Sites (CWSs) occur within 2 km of the site:
- Bevill's Wood CWS – 500 m north of the site containing some ancient woodland indicator species;
 - Bevill's Wood Road Side Verge CWS – 500 m north of the site containing crested cow wheat;
 - Bolton's Hunch Wood CWS – 675 m north of the site containing ancient woodland species;
 - Hermitage Wood CWS – 136 m north west of the site containing ancient woodland species;
 - Hill Wood and Long Coppice CWS – located along the northern boundary of the former airfield containing ancient woodland species (oak and ash). Three remnant sections of woodland which would have historically linked

to Long Coppice are also located within the Site (these sections are within the Northern Shelters area and total approximately 1.2 ha);

- Holland Wood CWS – 1.79 km north east of the site containing ancient woodland species;
- Little Less Wood CWS – opposite the north eastern corner of the former airfield containing ancient woodland species;
- Round Wood CWS – 485 m north of the site containing ancient woodland species;

8.216 It is considered that the potential effects on the Hill Wood and Long Coppice CWS and the Little Less Wood CWS are adverse at the county level and of minor-moderate significance. The potential effects would be associated with the construction phase of development and as a general principle it is recommended in the ES that works during the construction phase in close proximity to the CWS areas are kept to a minimum particularly with regard to the use of machinery and other activities of significant disturbance. It is proposed that all works close to the CWS boundary would be carefully monitored by the site Ecological Clerk of Works to ensure relevant buffer areas are maintained and that there is no construction 'creep' towards sensitive features. This mitigation is considered to be acceptable and should be secured through appropriately worded planning condition.

8.217 There are considered to be no significant negative impacts on the other areas listed through the proposed development.

Prestley Wood

8.218 Prestley Wood scheduled ancient monument (SAM) and three small remnants of ancient woodland are present within the application site. Subject to appropriately worded condition to ensure the appropriate ongoing management of the woodland, in particular that management takes place in a manner to respect the status of the Prestley Wood SAM, there is considered to be no significant negative impacts on these areas through the proposed development.

Species

8.219 The ES contains information on the current baseline conditions on the site with respect to a number of relevant species; the list of ecological receptors identified is considered to be comprehensive. The ES identifies the presence of great crested newts, bats, brown hares and breeding birds including skylarks, meadow pipit and whitethroat among other species. In response to the detailed impact assessment carried out, mitigation measures have been identified for species within the ES as required to ensure that the proposed development will not have a significant adverse effect on the nature conservation resources in the locality.

8.220 The WLT found that the survey work and assessment was robust in all cases (after some clarification was provided in the amendments to the application in relation to the invertebrate survey carried out, and in relation to the effect that the proposals could have on skylarks and brown hares). This conclusion was

supported by Natural England. In the case of all species identified, the mitigation measures proposed in the ES and ES addendum and the approach to mitigation set out in the proposed framework for an Ecological Mitigation Strategy submitted with the planning application amendments are considered by the Wildlife Trust and Natural England to be appropriate and adequate to the scale of development proposed. The District Council accepts this view. It is therefore considered that details of this, including further survey, mitigation, long-term management and monitoring and time-schedule for implementation should be agreed through appropriately worded planning conditions to secure a detailed Ecological Mitigation Strategy.

- 8.221 The NPPF (paragraph 109) recognises that the planning system should aim to conserve and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible.
- 8.222 The proposed creation of species rich grassland and other semi-natural habitats across the site linking into the wider landscape is supported and should be secured via planning condition. Further, the commitment to establish 'larger populations' of notable plant species (Dyers' Greenweed and slender tare) within the proposed grassland areas of the development is welcomed, and should be secured via planning condition.
- 8.223 Mitigation measures are suggested to reduce, avoid and compensate for the potential impacts. A Code of Construction Practice is recommended to be prepared in conjunction with the Ecological Mitigation Strategy to include measures to reduce the risk of pollution, noise and dust impacts that could have an impact on wildlife species. Details of all landscaping features would be a reserved matter. An Ecological Mitigation Strategy to be implemented in accordance with approved details is suggested to encourage and promote ecology and biodiversity within the proposed development.
- 8.224 It is considered that the habitat creation proposed would satisfactorily offset the loss of existing habitats. The diversity of species would be increased and the site could improve connectivity for species across the development site. The proposed green infrastructure on site can create linkages between areas of on-site open space and out to the surrounding countryside. The Sustainable Urban Drainage systems can also provide opportunities for biodiversity.
- 8.225 It is therefore considered that at this outline stage the proposals are acceptable in relation to ecology and biodiversity, subject to appropriately worded conditions to provide the required environmental and landscaping measures, and protection of potential on-site species.

FLOOD RISK AND DRAINAGE

- 8.226 The ES covers water resources and flood risk within Chapter 15 and is supported by a Flood Risk Assessment (FRA). The FRA reviews the potential sources of flooding at the site, historical flooding, baseline conditions, surface water runoff assessment and a review of SuDS measures. A number of technical queries were raised in relation to the content and methodology of the FRA. These have been reviewed and addressed by the applicant. The review of comments

received did not result in any changes to any of the findings reported in the design, assessment and reports supporting the outline application. No changes are proposed to the FRA as a result of this review. The findings of this review have been passed to the Environment Agency for confirmation that the review has been carried out in a manner that is considered to be reasonable and robust, and for comment upon the conclusions. An update will be provided to the Development Management Panel.

- 8.227 The FRA identifies that there is no apparent fluvial flood risk to the site. The chance of flooding in each year from rivers is 0.1% (1 in 1000 years) or less and is an indication that the site would be classified as Flood Zone 1, the zone with the lowest probability of flooding. This zone comprises and assessed as having a less than 1 in 1,000 annual probability of river or sea flooding. The NPPF Technical Guidance states that all uses of land are appropriate in this zone. The Huntingdonshire Strategic Flood Risk Assessment (SFRA) shows some evidence of 'less' and 'intermediate' susceptibility to surface water flooding (i.e. non-fluvial flooding) in the locations of the existing runway and taxiways. This would need to be addressed through the on-site water management strategy. Therefore no specific restrictions or mitigation measures are necessary with respect to the proposed development on the basis of fluvial flood risk. As such the principle of the proposed development within this area is acceptable in flood terms.
- 8.228 The former airfield site is on a plateau and drains to two water courses (Alconbury Brook to the south and Ripton Brook to the east). Both of these watercourses have a history of localised flooding and the release of water from the application site would need to be controlled carefully. A principle of the FRA and Water Management Strategy submitted with the application is that runoff rates must not increase peak flows entering local watercourses and that runoff rates should be reduced to 'greenfield' rates to all receiving systems. Measures being proposed include attenuation basins, rainwater collection and reuse, swales, and the use of some aspects of green infrastructure to aid water attenuation.
- 8.229 The application was also accompanied by a Water Management Strategy that was prepared following extensive discussions with a number of water management stakeholders (Environment Agency, County Council, Anglian Water, Internal Drainage Boards, and the District Council) to ensure that it addressed all relevant aspects of water management for the proposed new development.
- 8.230 The Water Management Strategy meets with the broad approval of water management stakeholders who have raised no objections to the proposals therein, but have requested a series of conditions relating to water management, including the pre-reserved matters applications submission of a more detailed Water Management Strategy to ensure that a comprehensive strategic assessment of drainage proposals is undertaken prior to the more detailed submissions for individual phases of the site. The Water Management Strategy submitted with the application identifies a number of options for the management of water across the site; it is considered important to ascertain the design parameters of the scheme to be implemented. It is recommended that this next

iteration of the Water Management Strategy is secured through condition, to address drainage, SuDS, potable and foul water management.

- 8.231 The Water Management Strategy contains information on measures that could be utilised in the new development to reduce the demand for potable water; these include water efficient fittings and water metering in all new homes. For potable water supply to the site, the option being explored is the transfer of water from Sapley reservoir, with supply bolstered from Buckden reservoir which would be bolstered from Grafham Water. The final agreed strategy would need to be agreed prior to commencement of development.
- 8.232 The application proposes that an on-site waste water treatment works (WWTW) may be able to serve the new development; two possible locations for this are identified in the Development Specification (in Development Area 1 and Development Area 3). Discussions are ongoing and alternative options to remove waste water from the site and transfer to an existing WWTW (Huntingdon works, and the existing MOD facility to the south of RAF Alconbury are being considered). The final agreed strategy will need to be agreed prior to the commencement of development.
- 8.233 Maintenance and adoption of SuDS will need to be addressed by the more detailed Water Management Strategy and the proposed Estate Management Strategy which the applicant proposes should be secured by condition. The County Council, in its emerging role as SuDS Approval Body (SAB) will have responsibilities for adoption of SuDS that are built in accordance with any National Standards. Further information on the design of SuDS and arrangements for maintenance will need to be agreed through the S106 process.
- 8.234 Subject to appropriately worded conditions the application proposals are considered to be acceptable and in accordance with local and national policy in this regard.

ARCHAEOLOGY AND HERITAGE ASSETS

Archaeology

- 8.235 The site is located in an area of some archaeological potential adjacent to the Roman road of Ermine Street and is likely to have acted as a focus for Roman settlement and farming. The Environmental Statement within Chapter 11 recognises this.
- 8.236 It is considered that the details provided with the outline application are sufficient to secure an appropriate level of archaeological work in mitigation of the archaeological impact of the proposed development. Further details will be addressed in a written scheme of investigation, to be secured by condition.

Heritage assets

- 8.237 The application site consists of the flying field portion of a former World War II and Cold War airbase, formerly known as RAF Alconbury, as well as Grange Farm. The site as a whole incorporates five designated heritage assets (three

Grade II* Listed Buildings, one Grade II Listed Building, and one Scheduled Monument), as well as numerous undesignated built heritage and archaeological assets.

- 8.238 The outline planning application was accompanied by a Heritage Strategy, and Chapter 11 of the ES addresses Archaeology and Cultural Heritage. This chapter, and its three technical appendices, provide a full assessment of the significance of heritage assets within the application site and in its environs, and identify the effect of the proposed development on these assets once mitigation measures have been put in place. 'Spatial Principle' No.12 and a number of Design and Access Statement principles, which it is proposed are secured through condition, relate to how heritage assets should be retained where possible and incorporated into the design of the new development.
- 8.239 The Parameter Plan identifies a 'Heritage Area' of approximately 16.5 ha of land that would not be developed, which includes the three Grade II* Listed Buildings and several associated buildings. It is intended that this Heritage Area would allow a focus for the interpretation of the heritage of the site and retain the setting of the listed buildings, and that the interpretation of the assets would be guided by a 'Heritage Area Action Plan' to be prepared at an appropriate point in time. The outline planning application includes provision for an on-site heritage archive, potentially as part of the permanent library facility, to hold and display artefacts from the site. The County Council has also indicated that use should be made of the existing Huntingdonshire Records office at Huntingdon library, which has modern facilities for the storage and display of records.
- 8.240 Spatial principle No.12 also includes reference to the Scheduled Monument at Prestley Wood (within the Grange Farm section of the site), such that it should be retained and appropriately managed in relation to its monument status.
- 8.241 The Parameter Plan also shows how the general form of the main runway across the site is reflected in the strategic layout of open space and development areas. The Design & Access Statement refers to the design of the new development reflecting the existing layout of runways and taxiways.
- 8.242 Chapter 11 of the ES also considers the potential impact upon designated and undesignated heritage assets in close proximity to the site. The ES concludes that whilst there may be some impact on off-site heritage assets, it would not affect their significance and no specific mitigation is proposed. The impact on Little Stukeley Conservation Area as a whole, which is made up of various individual structures, has been assessed as being so minor as to be negligible. This conclusion is considered to be acceptable.
- 8.243 The ES states that the effect on the setting of the Church of St Martin, Little Stukeley (Grade II* listed) would be likely to be adverse, which would be best mitigated by the proposed woodland belt along the boundary of the application site to the west of the church. This is considered to be acceptable,
- 8.244 The NPPF recognises the importance of preserving heritage assets and supports sustainable development. Paragraph 7 of the NPPF confirms the three dimensions of sustainability; in relation to environmental matters this confirms

that this includes protecting our natural, built and historic environment. Section 12 of the NPPF (paragraphs 126 to 141) sets out principles and policies for conserving and enhancing the historic environment. Paragraph 132 also advises that great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Substantial harm to or loss of Grade II* listed buildings should be wholly exceptional.

8.245 Paragraph 33 of the NPPF states that:

“Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- *the nature of the heritage asset prevents all reasonable uses of the site; and*
- *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- *the harm or loss is outweighed by the benefit of bringing the site back into use”*

8.246 English Heritage makes no objection to the approval of the outline planning application provided that appropriately worded planning conditions and S106 requirements are included. English Heritage does take the view that the proposed redevelopment of the site would result in substantial harm to the significance of the Grade II* listed buildings due to the level of change within their setting, but recommend a series of steps that should be taken to mitigate this harm as far as possible. This assessment is accepted by the District Council.

8.247 All of the four bullet points to paragraph NPPF do not apply in this case and it is necessary to set out the substantial public benefits that might outweigh the substantial harm to the significance of the Grade II* listed buildings. Substantial public benefits of the proposals in the outline application that might outweigh the level of harm are:

- provision of new employment floorspace of a scale to accommodate around 8,000 new jobs;
- the building of up to 5,000 new homes (including affordable housing) with high energy efficiency standards, supported by community infrastructure including schools, health facilities and community buildings;
- the provision of significant new areas of publically accessible open space;
- the reuse of previously developed land; and
- securing the future of the heritage assets within the application site (whilst the setting of the listed buildings would be harmed, the buildings themselves would remain and the significance of the buildings would

therefore not be destroyed; the application proposes a 'Heritage Area' described above, and a 'Heritage Area Action Plan' that would provide specific and detailed guidance on the future viable reuse of the Grade II* listed buildings over the longer-term, the treatment of their setting and their long-term management).

- 8.248 In assessing the impacts for the purposes of applying planning policy and ultimately determining the proposal important requirements are set out in law. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Again, whilst the setting of the listed buildings would be affected by the proposals, the buildings themselves would remain and substantial change to setting does not mean that the significance of the buildings would be destroyed. It is considered that this, together with the identification of the Heritage Area and the intentions set out in the Heritage Area Action Plan, are sufficient to show that special regard to preserving the listed buildings and their settings has been demonstrated.
- 8.249 English Heritage also identified a number of buildings outside the proposed Heritage Area that should benefit from specific inspection and recording and structural survey prior to demolition should the outline application be granted permission. The recording of these buildings prior to demolition could be secured through appropriately worded planning condition.
- 8.250 English Heritage also commented that the proposed 'Heritage Area Action Plan' should be brought forward at an earlier time than proposed in the outline application. The applicant has indicated a willingness to discuss the proposed trigger for the production of the action plan and it is recommended that a trigger that is acceptable to all parties is incorporated into a planning condition to secure the action plan.
- 8.251 The setting of the WWII watchtower (Grade II listed building) has been addressed through the planning permission ref. 1102094FUL which granted permission for a range of enabling works for the enterprise campus, including a boulevard that would act as the main entrance and part of the primary route through Alconbury Weald. Planning permission 1102094FUL included a condition such that efforts must be made to retain or record any wall art found in or on buildings on the site. It is recommended that this condition is repeated for the outline application.

TREES AND LANDSCAPE

- 8.252 A Green Infrastructure Strategy was submitted in support of this application that addresses proposed open space, woodland, landscape for food production, improved routes for pedestrians, cyclists and horse riders, connections to existing woodland and sites of wildlife interest and potential for using sustainable drainage features as part of the landscape. Amendments were made to this, and

additional information provided in relation to the landscape and visual impact assessment, following initial consultation responses and discussion with officers.

- 8.253 The site does not coincide with any statutory landscape designations, however a National Nature Reserve and SSSI (Monks Wood and the Odd Quarter) lie to the north of the site. Several blocks of woodland to the immediate north of the site are designated as County Wildlife Site and there is a SSSI along the East Coast Mainline to the immediate east of the site. The Prestley Wood Scheduled Monument has a blanket tree preservation order (no. 003/86) applying to it, which also applies to the woodland extending east from Grange Farm buildings.
- 8.254 The *Character of England Landscape, Wildlife and Cultural Features Map* (Natural England, 2005) identifies that the site falls within National Character Area 88 (NCA88) "Bedfordshire and Cambridgeshire Claylands". Natural England has further detail on each NCA and describes the Bedfordshire and Cambridgeshire Claylands as gently undulating topography and plateau areas, divided by broad shallow valleys; predominantly open and intensive arable landscape; fields bounded by open ditches or sparse closely trimmed hedges; variable woodland cover and smaller, dispersed settlements.
- 8.255 The Huntingdonshire Landscape and Townscape Assessment Supplementary Planning Document (SPD) (2007) identifies the site as being within the Central Claylands Character Area. The key characteristics of this area are gentle undulating farmland; large scattered field patterns with few hedgerows; relatively large scale developments including airfields; ancient woodland in the north-west and evidence of historic earthworks.
- 8.256 The ES within chapter 7 assesses the landscape and visual impact of the proposed development. The assessment was undertaken in line with recognised guidance set out in the Guidelines for Landscape and Visual Assessment 2nd edition and the Landscape and Character Assessment Guidance for England and Scotland 2002. Pre-application advice was given by the Council in relation to viewpoints to be used in the assessment.
- 8.257 The Council commissioned an independent assessment of the findings of the ES in relation to landscape and visual impacts and the applicant provided a briefing note as part of the amendments to the outline application, submitted in June 2013. It is considered that the briefing note addresses the points raised in the assessment of the ES chapter in a satisfactory manner, through clarification in relation to the methodology used where appropriate, and through explanation and justification for professional judgements made, including justification of the level of detail given in some parts of the Landscape and Visual Assessment submitted as part of the ES. A limited number of formal changes were made to Chapter 7 of the ES, which were submitted as part of the ES Addendum.
- 8.258 The proposed development would clearly change the appearance of the site and the visual impact. The new buildings and uses on the site would impact on the views and character of the site. Existing landscape features would be directly affected and new landscape features proposed. The main visual effects of the development would be concentrated along the southern edge of the development adjacent to Little Stukeley, RAF Alconbury and the northern edge of Great

- Stukeley. A combination of woodland planting to screen the development and sufficient open space that will be secured in perpetuity have been called for by the Parish Council. The amount of open space to be secured in perpetuity to provide a 'landscape buffer' between Great Stukeley and the proposed development will be the subject of S106 negotiations.
- 8.259 The Stukeleys Parish Council commented that the landscaping (woodland belt) proposed adjacent to the western edge of Little Stukeley appears insufficient to ensure adequate separation from Little Stukeley and an acceptable rural setting for the approach to the village. This matter should be dealt with through the detailed design to ensure this is an adequate screen that is incorporated into the overall design of the new development. This concern has been addressed by the ES (Chapter 11; Table 11.8); a proposed 'permeable woodland' belt to the north of Prestley Wood gives the opportunity to minimise any visual intrusion from built development to the north.
- 8.260 Abbots Ripton Parish Council commented that tree planting is needed to screen the north east boundary of the site. No significant woodland belt proposed along the north eastern boundary of the site, in response to the importance of retaining the open setting of the Grade II* listed Avionics building, however it is considered that the detailed design of the north east sections of the new development would allow for some careful landscaping and sensitive design in recognition of the Parish Council's views.
- 8.261 During the early stages of the development the new landscaping would not yet be fully established, however this would be a relatively short term impact in the overall life of the development.
- 8.262 Landscape mitigation is proposed through reinstatement of hedgerows in the southern section of the site; new woodland; significant areas of open space including orchards and allotments; and boundary planting using native species. It is also noted that the removal of existing container storage units from the site will have an immediate and positive effect on the landscape. The landscape treatment is intended to soften the appearance of the urban form and includes green corridors and other open space.
- 8.263 Whilst the site would be visible from a wide variety of distances and directions there would be a limited adverse visual impact and a minor beneficial impact on the landscape character through the introduction of extensive woodland belts and wooded areas around much of the perimeter of the site. The 'advanced' planting adjacent to Ermine Street, which is acting to soften the appearance of the boundary of the site, is an example of this.
- 8.264 As the application is in outline with landscaping as a reserved matter, appropriately worded conditions are recommended to secure landscaping details including retention of trees where stipulated. Landscape management options should also be considered in detail through an Estate Management Strategy to be secured via condition, and reflected in the S106 agreement accordingly.
- 8.265 In accordance with Core Strategy Policy CS10 and the Developer Contributions SPD (part B), large scale major developments of 200 units or above are required

to provide land for open space within the development including the capital cost of children and young people's play equipment, parks and gardens, allotments/community gardens layout such as fencing and laying water to the site and outdoor sports provision including maintenance contributions.

8.266 The table below shows the requirements set out within the SPD for the Green Space Contributions from the proposed development and the proposed provision within the application:

Type of open space	Requirement per person in ha	Area required in ha (requirement x 11,650)	Area proposed
Formal green space (outdoor sports facilities)	0.00161	18.76	23
Parks and gardens	0.00048	5.59	38
Natural and semi natural green space	0.00023	2.68	94 (includes woodland)
Allotments and community gardens	0.00032	3.73	13
Amenity green space – made up of:	0.00109	12.70	101 (includes informal open space)
Equipped and designated children's play space	0.00025	2.91	At least policy compliant to be determined through detailed design
Casual / informal play space	0.00055	6.41	At least policy compliant to be determined through detailed design
Left over space	0.00029	3.38	

8.267 Figure 8e of the Design and Access Statement 'Green Space classified under HDC Green Space sub groups' demonstrates the provision of different types of open space. There is a significant over-provision of natural and semi-natural green space within the proposed development including woodland planting and other areas of open space and public realm. This is considered compliant with the relevant local and national policy and is supported, subject to agreement through the S106 process on the amount of open space to be secured in perpetuity and appropriately worded planning conditions where needed.

8.268 The Wildlife Trust considered chapter 10 of the ES, which addresses trees and woodland, and raised no objections to the overall assessment and general principles laid out in this chapter. The Parameter Plan shows areas of existing woodland that will be retained and incorporated into the detailed design of key phases as they come forward. It is considered that any losses of trees associated

with the construction of the proposed development will be more than compensated for by the proposed planting of significant areas of new woodland and management of existing woodland. The tree planting already carried out as part of the Enterprise Zone enabling works and along Ermine Street at the south-east edge of the site has informed this conclusion.

- 8.269 Landscape management options will need to be considered further and will need to be reflected in the S106 agreement. The development proposals will create considerable new woodland and open space assets, new sports and play infrastructure and new facilities for use by people working and living on the site. For these assets to continue to be fit for purpose they will need to be well designed, managed and maintained.

NOISE AND POLLUTION

- 8.270 Chapter 14 of the ES addresses the potential significant impacts and effects associated with the proposed development. The ES recommends that a Code of Construction Practice would be prepared to include amongst other things construction traffic management plans, details of site waste management, measures for the suppression of dust, and hours of operation. The code of practice would control the potential environmental impacts from construction works.
- 8.271 The Council's Environmental Protection officers have reviewed the ES submitted with the application and have identified four main areas for comment and consideration:
- 8.272 The Construction Phase – the construction phase of the proposed development is likely to be protracted and have potential implications over many years. Initially it is considered that these impacts will be limited to existing residential amenity in the surrounding villages and at isolated residential properties. As the development progresses these potential impacts could also affect future residents within the development itself.
- 8.273 To help manage noise and other impacts from the construction phase, it is agreed that a construction management plan or code of construction conduct is submitted to and agreed by the Council and then followed as the development takes place. This plan should demonstrate how good practice will be employed on site to avoid unnecessary impacts and the applicants should follow advice in BS5228 2008 (Code of practice for noise and vibration control on construction and open sites) in this regard.
- 8.274 Existing noise constraints from the development – The noise modelling exercise has shown relatively high noise levels at the south east corner of the site where development is proposed in relatively close proximity to the East Coast Mainline and the A141 Spittals Way. The proposed indicative use in this area is for a further education campus and sports fields. Noise levels at adjacent to Ermine Street (Development Area 4) were also commented on by the County Council in relation to the proposed location of the primary school in this area (the County has raised an objection on this point). The applicant is aware that there are various target noise levels in the World Health Organisation Guidelines for

Community Noise and the Building Bulletin 93: Acoustic Design of Schools (2003) that apply to educational premises and it is considered that all of the proposed education facilities should meet these targets.

- 8.275 It is considered that at this outline stage the detailed siting of the primary school in Development Area 4 (both the built form and playing fields), in accordance with the parameter plan, can reasonably be determined in accordance with noise requirements at the detailed design and reserved matters applications stages.
- 8.276 It is considered that the reserved matters process for applications for residential and community development in certain areas of the site (adjacent to existing transport corridors; within or adjacent to proposed commercial/industrial areas) should be accompanied by acoustic reports quantifying noise and associated impacts. If mitigation is required to achieve 'good' standards as defined in BS8233 1999, then a robust scheme for quantified mitigation measures should accompany the application.
- 8.277 Operational impacts on exiting amenity – It is not anticipated that there will be any significant impacts on existing amenity following completion of the construction phase. Where any such impacts are identified they should be adequately quantified and suitable mitigation proposed as necessary.
- 8.278 It is considered that appropriately worded conditions to require noise assessment and mitigation measures should be imposed, and that subject to these the proposed development is considered acceptable in this regard.

Air quality

- 8.279 Two main aspects are considered to be important in relation to air quality. First, that during the construction phase when there will be potential for a degree of associated dust, a construction management plan is put in place for each reserved matters application area to set out the measures to control dust in line with those identified in the ES. It is recommended that this is secured by condition.
- 8.280 Second that, as proposed in the ES, constraints are put in place in relation to emissions from energy centres such that where an energy centre is proposed, plans and particulars are submitted with the relevant reserved matters application and approved by the Council to include detailed air quality assessments, if the maximum pollutant significant emissions (tonnes per year) is triggered as identified in Table 19.5 of the ES (repeated at Table 7 of the Energy Strategy).
- 8.281 Subject to appropriately worded conditions as described above the proposals are considered acceptable.

Lighting

- 8.282 Chapter 16 of the ES describes an assessment of the existing levels of lighting in the area of the application site, the potential requirement for artificial lighting that would arise from construction activities and the operational phase of the

proposed development, and takes account of the proposed light pollution control measures.

- 8.283 These measures include that the proposed Code of Construction Practice would address safety lighting and general construction lighting requirements during the construction phase. A series of specific lighting design constraints are given to be incorporated at particular locations so as to provide appropriate lighting intrusion mitigation measures (for instance car parks; residential streets; transport routes). In addition, Spatial Principles 16 and 17 cover some issues relating to the Great Stukeley Railway Cutting SSSI and external lighting of playing fields.
- 8.284 The District Council's lighting engineer has considered the proposals in relation to lighting and has commented that external lighting for roads and footways must be implemented in accordance with the Local Highways Authority specifications; and that it is appropriate for detailed external lighting schemes to be specified as reserved matters applications come forward. Subject to the imposition of appropriately worded planning conditions to ensure that the mitigation measures proposed are implemented, it is considered that the proposals are acceptable in this regard.

GROUND CONDITIONS AND CONTAMINATION

- 8.285 It is recognised in the ES that the military and aviation history of the site has introduced a number of potential sources of contamination to the site likely to include aviation fuels, detergents, chemicals and parts associated with maintenance, antifreeze associated with hardstanding and runways, and asbestos. It is considered unlikely that any major or widespread radioactive contamination is present.
- 8.286 Development of the site would involve clearance, demolition and removal of existing buildings, structures and associated foundations, break out of hardstanding and removal of other infrastructure. Not all details are known and therefore it is proposed in the application material that appropriately worded conditions are imposed to control development in relation to potential contamination. The Environment Agency and the Council's environmental protection team have recommended wording for conditions that should be used.
- 8.287 Specifically, a code of construction practice is proposed to be prepared and approved prior to the construction phase that would outline the mitigation, control and monitoring measures to be put in place to minimise the effect of the initial demolition and subsequent development works on ground conditions and land quality.
- 8.288 It is noted that the Enterprise Zone Enabling Works (ref 1102094FUL) planning permission sets a practical precedence in this regard for works within the former airfield areas of the site. Through discussions with the (same) applicant and local stakeholders an agreed set of planning conditions for construction activity, including crushing of concrete and dust suppression were imposed. The Enabling Works have involved the break out and crushing of many tonnes of concrete and have not resulted in any complaints in relation to noise or dust. It is considered reasonable to replicate the conditions framework for the proposed development,

including controlling what should happen in the event that ground contamination is encountered during construction.

- 8.289 The site's military history has also resulted in a risk from potential unexploded ordnance, and ammunition, at the site. As part of the Environmental Impact Assessment an 'Explosive Ordnance Threat Assessment' was carried out. The ES identifies this risk and recommends mitigation measures such that prior to development site investigation works for individual development parcels will be carried out in accordance with a site investigation plan and method statement that would include the on-site presence of an Explosive Ordnance Disposal Engineer.
- 8.290 Subject to appropriately worded conditions as described above the proposals are considered acceptable in this regard.

Health Impact Assessment

- 8.291 In its response to the outline application, NHS Cambridgeshire commented that the proposals would benefit from being accompanied by a Health Impact Assessment. The Council undertook a screening exercise to determine whether a Health Impact Assessment would yield any appreciable benefit to the consideration of the outline planning application or to guide the mix of proposed uses for the site. It was found that the likely outputs from a Health Impact Assessment (including recommendations relating to such things as accessible open space, walkable neighbourhoods, and access to community facilities) were already addressed through the planning application specifically or through the proposed Design & Access Principles that could be secured through planning condition. On this basis it was concluded that a Health Impact Assessment would not yield any appreciable benefits and was not carried out.

ENERGY EFFICIENCY

- 8.292 The Energy Strategy submitted with the outline application and Energy 'briefing note' submitted with the amendments to the application in June 2013 set out the measures that are proposed to reduce energy demand and consumption, and carbon emissions, together with potential methods of generating energy on-site. The Energy Strategy for the proposed development comprises three main elements:

1) Aiming to achieve 100% low and zero carbon energy generation on site driven by demand.

- 8.293 The Energy strategy presents an assessment of various current energy generation technologies to assess the theoretical potential to be deployed at the new development. This approach was taken rather than setting a definitive approach to energy supply at this point in time, as the proposed build-out rate of the development is long, meaning that energy requirements, available technologies, energy prices and legislation are likely to change. As such, the application proposes that the actual energy solutions that will be built into the development reflect these changes.

8.294 The technologies that could be accommodated on the site have been assessed as:

- Wind
- Biomass/biofuels
- Waste combustion
- Waste digestion
- Fossil combined heat and power
- Photo voltaic panels
- Solar water heating
- Heat pumps
- Fuel cells

8.295 It should be noted that although the options assessment identified that energy from large scale wind turbines could be suitable within the site, the technology is not accommodated within the parameters established by the outline planning application. As such, if there was a proposal to bring forward large scale wind turbines in the future it would need to be the subject of a new planning application.

8.296 Chapter 19 of the ES, in Table 19.5, sets some constraints on energy centres in relation to air quality, noise and visual impact, which any combustion technology would need to comply with.

8.297 It is considered that the documents submitted provide a comprehensive analysis of the options available for providing energy for Alconbury Weald, both traditional and renewable and include an assessment of the opportunity for on-site electricity generation.

8.298 The application makes provision for up to three energy centres on site that would be able to utilise the preferred energy generation technology as the development progressed. Although it is not proposed that the first phase of development includes delivery of one of these energy centres, this provision would give the basis for decentralised energy generation, which is considered to be acceptable and in accordance with the emerging Local Plan draft policy SEL1.

2) Incorporating spatial layout and design guidance into each stage of the master planning process as a means of reducing operational carbon impacts.

8.299 A series of design principles have been proposed to guide the design of the layout of development. These include orientating development to maximise the use of south facing aspects; facilitate air movement and enhance natural ventilation; use of green infrastructure to provide summer shading and winter wind breaks; use of green open spaces to provide cooling at night. It is proposed that the development will maximise these opportunities via design codes for each phase of development and design guidance within each reserved matters

application. These principles are captured within the DAS principles that should be secured by condition.

3) Delivering buildings to high carbon efficiency standards ahead of Building Regulations.

- 8.300 Both 'passive' and 'active' design measures will be incorporated into the design of buildings themselves to reduce energy requirements. Passive measures include making buildings more air-tight; making buildings better insulated; and enlarging windows to maximise the use of daylight. Active measures include installation of high efficiency boilers and lighting. These measures are addressed in the Design & Access Statement and will need to be kept under review as the development is brought forward over 20 years or so.
- 8.301 It is proposed that design codes will incorporate passive and active elements of design to ensure energy efficient buildings. A commitment is made in the outline application to deliver buildings to carbon reduction standards ahead of the Building Regulations pertaining at the relevant time. This would be a significant commitment to the overall environmental sustainability of the proposed development and contributes to the sustainability credentials of the proposals in the planning balance. It is considered that this commitment should be secured by planning condition.

Initial phase of development

- 8.302 The Energy briefing note submitted with the outline application amendments provides clarification of the possible application of each technology reviewed in the Energy Strategy for the initial phase of the proposed development. The briefing note indicates that renewable energy technologies likely to be utilised within the initial phase of development are photovoltaics, solar water heating, and heat pumps. Fossil fuel Combined Heat and Power is likely to be included within the technology mix of any energy centre on site and therefore most likely to be part of any early energy centre development.
- 8.303 As the application is in outline only, the detailed information on measures to be implemented is not available at this stage, but the additional information provided with the application amendments gives a clear indication of the likely approach to energy efficiency for the initial phase of development. The approach set out in the Energy Strategy is considered acceptable and in accordance with national and local policy. Appropriately worded planning conditions are recommended to ensure that each phase of development is undertaken in accordance with the Energy Strategy and that each proposal for a phase includes details of the energy efficiency and any on-site generation measures to be used within that phase.

WASTE

- 8.304 Chapter 18 of the ES assessed the potential impacts and the likely significant effects of the proposed development during its construction and operational phases in terms of waste management. The ES sets out the proposed measures

- for the reduction, re-use and recycling of waste materials and possible disposal options.
- 8.305 The outline application was also accompanied by a Waste Strategy, and a waste 'briefing note' was submitted alongside the formal amendments to the application in June 2013 to address a number of comments made in response to the consultation on the application.
- 8.306 Re-use of materials on site – the County Council's Minerals and Waste Core Strategy identifies that approximately 2 million tonnes of materials that are suitable for recycling (i.e. concrete and hardstanding) would be generated from demolition work at the former Alconbury Airfield. This provides an obvious opportunity for the re-use of materials in the construction of the proposed development and a commitment is made in the Waste strategy to achieve a recycling target of 80% for construction materials.
- 8.307 For construction, the ES provides an estimate that approximately 75% of the total waste that could be generated during the construction phase could be reused or recycled.
- 8.308 Mitigation measures to reduce potential adverse effects of waste throughout the lifetime of the proposed development focus on the preparation and implementation of a Site Waste Management Plan (or equivalent) for the demolition and construction phases, and the design of layout and properties to meet with the requirements of the local waste policies for the operational phase, including space to house recycling, composting and non-recyclable waste bins, as well as adequate access for waste collection vehicles and operatives. It is recommended that a Site Waste Management Plan (or equivalent) is secured by condition.
- 8.309 In order to manage soil arisings from the works, a Material Management Plan will be developed in line with the CL:AIRE (2011) protocol. It is recommended that this is secured by condition.
- 8.310 As noted above in relation to potential ground contamination at the site, the Enterprise Zone Enabling Works (ref 1102094FUL) planning permission sets a practical precedence in this regard for works within the former airfield areas of the site. Through discussions with the applicant and local stakeholders an agreed set of planning conditions for construction activity, including crushing of concrete and dust suppression were imposed. The Enabling Works have involved the break out and crushing of many tonnes of concrete that has either been re-used on site as aggregate or stockpiled on site. It is considered reasonable to replicate the conditions framework for the proposed development.
- 8.311 The County Council as local waste authority commented that the RECAP waste toolkit has been completed for the proposed development (this document was submitted with the amendments to the application) and that this is satisfactory at the outline application stage. The toolkit shows how recycling resources have been planned into the proposed development. The County Council has commented that the toolkit will need to be completed for each phase of the

- development as more detailed information comes forward; it is recommended that this is secured through planning condition.
- 8.312 The County Council has requested that a financial contribution is made by the developers towards Household Recycling Centre provision to serve the proposed new development. This matter is addressed in the 'Infrastructure and Planning Obligations' section of this report.
- 8.313 The Development Specification Spatial Principle 18 (SP18) identifies a community bring site for recycling at the 'Hub'. A bring site is an accessible location where residents can deposit materials for recycling (for example including textiles and waste electronic equipment). In addition, the Design & Access Statement identifies the approach that will be taken to waste provision through the detailed design stages at DAS Principle 6.8 n) such that residential properties will be designed to incorporate the District Council's waste collection provisions. It is considered too early to identify Bring Sites as part of the outline planning application, yet commitments to deliver such sites as needed are included as set out here and are set out in the completed RECAP toolkit.
- 8.314 The District Council would only look to provide limited bring site facilities for textiles (and occasionally Waste electronic equipment), so there is no requirement for developers to make provisions as per the SPD. Space should be provided at key community points (i.e. shops/community centres/possibly at the railway station should this come forward) for the District Council to put in a textile bank. At the 'hub' consideration should also be given to a bank for waste electronic equipment.
- 8.315 The proposed development of the site would produce a noticeable increase in waste generation when compared to its current use. A high percentage of waste generated is likely to be recycled or composted which is considered to be beneficial in contributing to recycling/reuse targets.
- 8.316 The proposed development is not considered to cause any significant adverse impacts in respect of production of waste and is therefore considered to be compliant with national and local policy in this regard, subject to the imposition of appropriately worded planning conditions.

OTHER MATTERS

- 8.317 Fire Hydrants – Cambridgeshire Fire and Rescue Service require the provision of fire hydrants to be secured through an appropriately worded planning condition. This is considered to be reasonable and acceptable.
- 8.318 Community Infrastructure Levy (CIL) phasing – As the planning application is in outline with all details to be approved as reserved matters application, the CIL regulations allow for consideration for phasing. Normally CIL liability (when payment is due) arises upon commencement of development however when the development is phased, CIL liability will arise separately in respect of the commencement of each phase. A condition for CIL phasing is therefore recommended.

OTHER RESPONSES TO REPRESENTATIONS MADE

8.319 The consultation response from Strutt & Parker LLP on behalf of The Abbots Ripton Estate relating to the delivery of the aims and objectives of Alconbury Weald, comments upon the potential for alternative access options for Alconbury Weald. The comments were also submitted to the District Council in relation to the draft Huntingdonshire Local Plan to 2036. Whilst the comments are noted, it is not considered that they are of a material nature in relation to the determination of this planning application and would more appropriately be addressed as part of the strategic planning underway for the district as part of the Local Plan process.

INFRASTRUCTURE REQUIREMENTS AND PLANNING OBLIGATIONS

8.320 Without prejudice to the eventual determination of this planning application negotiations are being held with the applicant in order to determine the extent of social, community and physical infrastructure required to serve the proposed development. These negotiations are being held in line with advice contained within the NPPF and the relevant statutory tests, and the provisions of the development plan. Statutory tests set out in the Community Infrastructure Regulations 2010 require that S106 planning obligations must be necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonable related in scale and kind to the development.

8.321 S106 obligations are intended to make a development acceptable which would otherwise be unacceptable in planning terms. These negotiations are not yet concluded (a fact that is reflected in the recommendation to Members at the end of this report), but the current interim outcomes of these negotiations are summarised below. These proposed developer contributions are due to be considered by the S106 Advisory Group at their meeting on 14th October 2013. The outcome of that meeting will be reported at or before the Panel meeting.

Community Infrastructure Levy (CIL)

8.322 The development will be CIL liable in accordance with the Council's adopted charging schedule and will deliver significant amounts of funding towards infrastructure needs. CIL is to be paid in installments in accordance with policy subject to a planning condition, that the site may be brought forward in phases.

8.323 Through the CIL Regulations, there will also be a Neighbourhood Fund which is the 'Meaningful Proportion' of CIL monies. Where a Neighbourhood has a formal Neighbourhood Plan, they will receive a 25% share of the revenue from development in their area. Where a Neighbourhood does not have a formal Neighbourhood Plan, as in this case, they will receive a 15% share of the revenue from development in their area, which is capped on the basis of the number of existing properties in that area (i.e. parish) at £100 per existing residential property per year. In this instance, the relevant area is the parish of the Stukeleys, which has approximately 700 existing residential properties and could therefore receive up to £70,000 per year of CIL. The payment of the monies is linked with the payment of CIL which is likely to be through phasing in

the case of this development. CIL is a material consideration in determining the planning application as a local finance consideration (as is the New Homes Bonus).

Affordable housing and S106 review mechanism

- 8.324 Because of the potential length of the build out period for the proposed development, which could be 20 years or more, it is considered that the Local Planning Authority needs to be able to retain essential flexibility over the exact level of affordable housing being proposed, such that any changes in the housing market and the site's viability, and the Council's priorities for affordable housing can be reflected in the ultimate deliverable housing mix.
- 8.325 In light of the ongoing detailed viability assessment it is intended to agree a level for the initial affordable housing provision that would be delivered in the first phase of development, which is to be determined. The policy position is for up to 40% affordable housing subject to site viability and viability assessment work is underway in order to determine what this figure should be for the first phase of development, in order to meet this policy and deliver affordable housing. A proposed fundamental review mechanism within the S106 would allow for any uplift in values to be captured and shared between the applicant and Council. Discussions are ongoing with the applicant to agree details of the review mechanism in order to achieve a development that complies with policy.
- 8.326 At this stage Members are invited to approve the principle of the approach being taken to secure a share of any increase in values.

Skills and innovation

- 8.327 It has been agreed between the District Council and the applicant that provision should be made such that the applicant continues to deliver a jobs brokerage service, which is currently provided from a shop unit in the centre of Huntingdon, at the applicant's expense. The service would coordinate efforts to provide job opportunities within the Enterprise Campus by providing links between the landowners, businesses within the Enterprise Campus, JobscentrePLUS, the Local Enterprise Partnership and the Council. The details of this service remain to be agreed, along with any targets and monitoring processes.

Highways and access

- 8.328 An appropriate package of transport measures to accompany Phase 1, based on the proposed measures listed in the 'Access, transport and connectivity' section of this report will need to be secured via the S106 agreement. The District Council also considers that the provision of cycle and pedestrian access to the site via the 'southern' access onto the A141 Huntingdon northern bypass, and links to the Great Fen, are priorities that should be secured as early as reasonably practicable.
- 8.329 The proposed Monitor & Manage approach must then allow for transport measures to accompany future phases of the development to be properly

identified and delivered. A 'funding cap' for transport mitigation measures beyond Phase 1 has been proposed by the applicant; this is being examined as part of the negotiations.

Education and schools

- 8.330 The proposed development would obviously generate a demand for additional education facilities and the appropriate provision of these is a priority for all parties. In response to negotiations which are being held with Cambridgeshire County Council in their role as the Local Education Authority, the applicant is proposing to provide three primary schools including provision for early years education and a secondary school with sufficient land for each. The scale and timing of delivery of these facilities is subject to final negotiations with the County Council.
- 8.331 Any potential need for 'interim' education provision in advance of the new school being completed will need to be agreed as part of the continuing S106 negotiations; but it would be reasonable for the developer to meet the costs of this. The County Council's stated position - that the secondary school should be built in time to be open for the first residents at Alconbury Weald - is not considered to be realistic or reasonable due to the capacity that exists at the existing secondary schools within whose catchment the application site lies, and as such would be open to legal challenge and requires further clarification and discussion as part of the S106 process.
- 8.332 The question of further potential 'expansion' land for the secondary school that could be utilized if the ultimate scale of the development was greater than 5,000 residential units, has been addressed in the 'Amount, use and indicative layout and scale parameters' section of this report. The identification of further expansion land for the secondary school is not necessary to make this application acceptable but the issue is noted for possible future consideration.
- 8.333 The County Council has also requested £40,000 towards start-up costs of each school (i.e. 3 primary schools and 1 secondary school; £160,000 in total) payable 6 months prior to the opening of each new school. This is stated to be required to offset the costs that the County Council would incur following recent changes in guidance from the Department for Education (DfE) regarding school funding, which explicitly makes the County Council responsible for meeting any pre-opening costs associated with new schools. However, officers consider that this is a specific responsibility for the Local Education Authority and is not a specific development related requirement identified within the adopted SPD. The development cannot reasonably be expected to provide funding for a matter that is the responsibility of the County Council.

Special school

- 8.334 The question of potential land provision for a special school has been addressed in the 'Amount, use and indicative layout and scale parameters' section of this report. It is not reasonable to burden the proposed development with meeting the whole requirement for a special school because the needs for a whole school would be generated by more than this development.

8.335 The County Council has requested that land and/or capital costs are secured through the S106 process for a special school. The District Council recognises the importance of this issue and the desire of the County Council to make this provision, but they will need to do so in a way that the anticipated overall costs are appropriately shared across the wider geographical area. The District Council will be trying to resolve this outstanding issue through the ongoing S106 negotiations.

Early Years provision

8.336 Early Years provision is to be delivered at the primary schools as set out above: two early years classes within each primary school. The County Council refers to their duty to ensure sufficient and suitable childcare places to enable parents to work or train and to meet predicted demand. There is also currently a statutory entitlement to 15 hours weekly, free, early years provision for children from the term after their 3rd birthday, and for 2 year olds, identified as disadvantaged, from the term after their 2nd birthday.

8.337 The County Council advises that the early years provision within the primary school is only likely to be sufficient to offer a total of 312 places for 3 & 4 year olds; the development of 5,000 homes would generate between 900 and 1,250 0 – 3 year olds. There is therefore likely to be additional demand beyond the provision to be made at the primary schools. The County is seeking 7 appropriate sites (D1 use class) to be provided for private/voluntary sector childcare provision. It is accepted by the County Council that the demand will be driven by the market.

8.338 As discussed in the 'Amount, use and indicative scale and layout' section of this report, 200 sq m of D1 space is allocated in the outline application for early years and childcare uses, identified as a crèche and to be located in Development Area 1 as shown on the Parameter Plan. Although no additional land is allocated specifically for this use, a proportion of the community buildings could provide for this; any additional requirement for this use would need to be addressed through additional planning applications, which would be supported in principle by the District Council.

Healthcare

8.339 Provision is to be made on site for a health centre and the nature of permanent and interim provision on the site is currently being agreed with the NHS.

Open Space

8.340 The applicants are proposing to provide a range of types of open space and play areas. Details of the play equipment to be provided will be agreed through a 'Community Facilities Delivery Strategy' that will be required through planning condition and secured through the S106 process. Maintenance rates for all open space types will also be agreed and secured through the S106 process.

8.341 The amount of informal open space proposed is significantly in excess of the policy requirement, but this has been put forward voluntarily by the applicant wanting to create a high quality development and as a key element of the Alconbury Weald proposals to allow enhanced green infrastructure and recreation opportunities to new residents. A key role that the proposed informal open space will play is to act as a 'buffer' between the existing villages of Great and Little Stukeley and the proposed new development. Details are to be finalised through the S106 process and the applicant recognises the need for a strategic scale open space provision/buffer between the north east boundary of the Stukeleys and the proposed development. This area of land would fulfil several functions (informal open space; biodiversity enhancement and mitigation; recreation). The exact boundaries of this open space and mechanism for laying it out to agreed specifications and delivering it into community ownership are subject to ongoing S106 negotiations. These will also determine the timing of the availability of the open space and its relationship to development phasing.

Outdoor sports facilities

8.342 Outdoor sports facilities are to be provided in accordance with policy requirement. The outline application makes provision for these in accordance with the policy requirement.

Indoor sports facilities

8.343 Within the Developer Contributions SPD indoor sports facilities are referred to as a negotiated requirement. Space is proposed within the community buildings, including that provision within Development Area 7 as shown on the Parameter Plan should include a clubhouse and changing rooms, and the potential exists to secure shared use with facilities at secondary school. With the delivery of high quality pedestrian, cycle and bus links to Huntingdon, the site is also in close proximity to Huntingdon Leisure Centre and residents of the new development should be encouraged to use this existing facility as well as the on-site provision.

Community facilities

8.344 Policy CS4 of the Huntingdonshire Local Plan 1995, policy CS10 of the Adopted Core Strategy 2009 and policy LP2 of the Draft Local Plan to 2036 are relevant to the provision of community facilities. Part E of the SPD also refers and states that on site provision within the development can be sought to accommodate identified community building needs. Within paragraph E.8 of the SPD it is clearly stated that contributions will vary with each development.

8.345 The developer has agreed to provide four community centres on site (one of which will be combined with a sports pavilion to include changing rooms) with a combined total floorspace of up to 3,600 sq m. In addition a clubhouse/changing room with a floorspace of 400 sq m is proposed. The specifications of the buildings are to be agreed and will be included in the 'Community Facilities Delivery Strategy' to be secured by planning condition. The S106 agreement will set out the responsibilities for delivery of buildings.

- 8.346 The County Council has requested that space is provided for the delivery of children's centre services, to be located within a community hub/building, to include a meeting room, community room and office space totalling approximately 100 sq m with a requirement for some outdoor play space. These rooms could be shared with other community services to make the best use of space. It is considered that these uses could be accommodated within the community buildings at the Hub.
- 8.347 The 'Community Facilities Delivery Strategy' will also need to set out the management arrangements for the community buildings. A community trust model has been proposed, which could be acceptable to the Council.
- 8.348 Provision for a permanent library with space for a heritage archive area will be made within the S106 agreement, as part of obligations for the delivery of community facilities. The responsibility for delivery may lie with the applicant, to build to an agreed specification that would be included in the 'Community Facilities Delivery Strategy'. The County Council has also requested a financial contribution to a 'micro-library' to provide a library service in advance of the permanent facility being completed. Negotiations are ongoing in this respect.
- 8.349 The developer has agreed to provide a free, serviced, plot of land for use for a place of worship.

Archaeology

- 8.350 The County Council has requested that the developer provides £12,500 for site monitoring; £75,000 - £100,000 for heritage preservation and monument management, and £50,000 for public archaeology provision. Officers do not consider that these requirements satisfactorily meet the statutory tests and therefore these requested contributions cannot be supported. It is accepted that large sites require some archaeological investigation, albeit it is recognised that much disturbance will have occurred due to the military development of much of the site. It is proposed that an appropriately worded planning condition is imposed requiring a programme of archaeological investigation prior to the development of each key phase.
- 8.351 Provision for a heritage archive is to be made at the permanent library facility and work is ongoing to index and archive the existing archive of drawings and images associated with the site. The proposed 'Heritage area action plan', to be secured via planning condition, will include provision for the maintenance of potential re-use of listed buildings on the site. It is further proposed that a planning condition is imposed to ensure the recording of a number of buildings of specific interest prior to their demolition. It is considered that the ongoing maintenance of the Prestley Wood scheduled ancient monument would be best addressed through an Estate Management Strategy, to be secured via planning condition.

Strategic waste facilities

- 8.352 Policy CS10 of the 2009 Adopted Core Strategy refers and within the Developer Contributions SPD in paragraph 5.4 Waste Management is referred to as a negotiated requirement.

- 8.353 The County Council have commented that the delivery of new dwellings will increase the demand for recycling facilities. The application site is within the catchment area for Alconbury Household Recycling Centre. A contribution is sought based on the overall cost for the site divided by the total number of households in the catchment and then proportioned for all the new households to come forward within the catchment area. A pro-rata contribution is sought to contribute towards the upgrading to either provide additional capacity or provision of new facilities. This equates to £52.49 per dwelling. There is no identified specific project for which the contribution would be towards.
- 8.354 In accordance with the overall principles set out within the SPD, an off-site contribution towards waste infrastructure would only be permissible where more than 50% of the need for the infrastructure is generated by the proposal. The County Council request does not include specific detail on a project and the County has confirmed that the funds being sought do not account for more than 50% of the total 'project' cost'. It is therefore considered that any requirement for strategic waste facilities should not be funded through condition or S106. They may be appropriate for a call on CIL funding at some stage.

Residential wheeled bins

- 8.355 Each dwelling will require the provision of one black, blue and green-wheeled bin. The cost of such provision in 2011/12 was £57.20 per dwelling and confirmed for 2013/14 as £63.68. For flats within the development, communal 1100 litre bins could be provided rather than individual bins for each dwelling. The cost for communal bins in 2013/14 is £630.60. As such a formula based approach with appropriate review mechanism is suggested with the scheme and details to be secured through the S106 Agreement.

Sustainable water management

- 8.356 Flood risk management solutions are detailed within the SPD as a negotiated requirement. Within the proposed development the Water Management Strategy sets out the principles for the provision of water management across the site, including detention basins and features to store and control the surface water from the development. A more detailed Surface Water Management Strategy is to be secured through planning condition as requested by the Environment Agency, County Council, Anglian Water, Internal Drainage Boards and the District Council.
- 8.357 The drainage areas are on-site infrastructure and control the surface water run off arising from the new development. The sustainable urban drainage systems (SuDS) indicated within the layout, will need to be part of the more comprehensive surface water drainage strategy and the adoption and long-term maintenance of these established with full consideration of climate change.
- 8.358 The detailed design and associated costs are unknown at this outline stage. The detailed design would be agreed by condition. The S106 obligation would need to ensure the appropriate maintenance of the infrastructure and is necessary to make the proposal acceptable, and is directly, fairly and reasonably related to the development. If the responsibility for maintenance and management of SUDS

within the proposed development were to become the responsibility of the County Council, appropriate funds would be needed in accordance with the relevant policy at that time.

Indexation of costs

- 8.359 All costs will be index-linked using the most appropriate indexation and the County Council will seek appropriate levels of security to guarantee infrastructure investment.

Conclusion

- 8.360 The S106 negotiation process is not concluded and must properly address issues of phasing of delivery of infrastructure and a S106 review mechanism. At this stage, Members are asked to note the content of this section of the report and to note that the recommendation at the end of this report is for the package to be brought back to Members following further negotiation and agreement on detailed terms.

PLANNED DELIVERY STRATEGY

- 8.361 If members are minded to support this application it is anticipated that the site would be developed in a series of 'key phases'. The Council would need to agree the boundary of each key phase, which would trigger both S106 obligations and give rise to reserved matters applications.
- 8.362 Beyond the first phase of development, which is expected to take place in the south west of the site adjacent to and accessed from Ermine Street, there is no set phasing plan or schedule for the proposed development. No phasing plan was submitted with the outline application. It is anticipated that, subject to planning permission, the proposed development would be brought forward over a period of 20 years commencing in 2014.
- 8.363 The absence of a phasing plan for the whole site also reflects the approach being taken to transport assessment and a transport strategy (see section 'Access, transport and connectivity'). Given the uncertainty relating to the A14 major improvement scheme, it is difficult to accurately consider what transport mitigation measures might be needed to accompany a fully-built Alconbury Weald. Transport Assessments will therefore be prepared for each 'key phase'.
- 8.364 As discussed above in the 'Environmental Statement' and 'Access, transport and connectivity' sections, the 'Monitor & Manage' approach entails the full development being assessed, with effects described in an ES, but mitigation for highways is only defined for Phase 1. As a mitigation measure for the rest of the scheme, an adaptive management method (Monitor & Manage) is proposed, which relies on monitoring the effects of the development and reviewing the mitigation being undertaken. Beyond Phase 1, forms of mitigation would be settled at the relevant time through a mechanism to be set out in conditions and the S106 agreement.

- 8.365 As highlighted in the 'Infrastructure and planning obligations' section of this report, the Council must be content that sufficient control would be retained over the development; the S106 agreement would need to include obligations to cover an occupation restriction pending agreement to monitoring strategies; provision for the monitoring strategy to be updated by phase; ongoing monitoring; a restriction on commencement of phases beyond Phase 1 until a transport assessment, to include necessary mitigation measures, is approved; and to ensure that development proceeds in accordance with the transport assessment including mitigation measures.
- 8.366 For the purposes of the transport assessment work, Phase 1 comprises 879 dwellings; a primary school; approximately 80,000 sq m of employment floorspace; local shops (150 sq m) and a community building (400 sq m).
- 8.367 All stages of the development would be subject to detailed reserved matters planning applications and no specific assumptions about the order in which phases would come forward or their scale, have been made in the outline application. A flexible approach to phasing has been proposed deliberately in order to allow the development to respond to market opportunities, in relation to employment uses in the Enterprise Campus and also residential development.
- 8.368 The proposed approach introduces the concept of a 'key phase' stage, as part of a framework to guide the development, that would sit between outline consent and reserved matters applications. The definition and approval of each key phase would provide a design and infrastructure framework, in accordance with which reserved matters applications would be brought forward.
- 8.369 Under the proposed approach, a discursive process between the applicant and Council, to include other bodies as appropriate for example the County Council and Parish Council(s), would be needed to agree the extent of a key phase and the amount of development within a key phase. Applications to define a key phase would need to be submitted for approval by the Council that would be accompanied by:
- A plan defining the extent of the key phase
 - A schedule identifying the broad disposition of uses and broad quantum of development within the key phase
 - Justification for the definition and content of the key phase, including the relationship with key phases already defined, the scope of the transport assessment for the key phase, and the intended approach to design for that key phase.
- 8.370 Once a key phase was defined, the applicant would need to submit several documents for approval by the Council that would control the scale, type and design of development within that key phase and indicate how infrastructure to support that key phase would be brought forward. The list of documents would include:
- Design code that would be in accordance with the site-wide Design & Access Principles and Spatial Principles set out in the outline application

- Transport Assessment for that key phase with mitigations set out
 - A 'Delivery Plan' setting out the proposed delivery programme in relation to infrastructure proposed in the key phase including schools, open space, sports and community facilities
 - Proposals for the period in which reserved matters applications within the key phase would be brought forward.
- 8.371 Once these key phase requirements were approved, reserved matters applications would then be submitted for development within the key phase in accordance with the 'framework' set by the key phase approval. The diagram included as an appendix to this report shows the key phase as a necessary step in order to progress from outline to reserved matters.
- 8.372 It is proposed that this approach, involving the identification and approval of key phases and subsequent submission of reserved matters in accordance with the relevant key phase, would be controlled through conditions.
- 8.373 The committee is further advised that it is not proposed that the boundaries of a key phase align with the boundaries of the Development Areas shown on the Parameter Plan, or the character areas proposed. It is anticipated that each key phase would include a suitable balance of proposed employment development, residential development and supporting infrastructure including open space, and would therefore cut across Development Area boundaries. The design coding for a key phase would be informed by the principles for each relevant character area.
- 8.374 The County Council has recommended that criteria are imposed to control the scale of a key phase; such that each key phase is of a sufficient size to be meaningful in transport assessment and travel planning terms. Discussions are continuing with the applicant in this regard, although it is noted that some elements of the proposed development that could conceivably be presented as a key phase, (for example the proposed 'Hub' and immediate surrounding area, or the southern access onto the A141) might not be 'meaningful in size' in transport assessment and travel planning terms. This point is recognised by the County Council. On balance, therefore, it is considered that it is not reasonable to impose this constraint on the scale of a key phase.
- 8.375 It is also proposed that provision is made to allow for certain exceptions to this key phase approach, such that under certain circumstances, and through discussion and agreement with the Council, it would be possible for reserved matters applications to be brought forward in advance of the definition of a key phase and approval of the key phase requirements. The exact circumstances under which this would be appropriate remain to be agreed, and it may be reasonable to restrict this to non-residential development only; an example being a key piece of infrastructure that could be brought forward, or employment development within the Enterprise Campus that could be brought through the process more quickly, as a stand-alone reserved matters application rather than through the key phase process.

- 8.376 As subsequent key phases are brought forward, planning conditions would also ensure that they were compatible with neighbouring and previous key phases. In this way the site would be developed in phases that were properly controlled.
- 8.377 This approach to phasing is considered acceptable given the circumstances surrounding the site and it is recommended that appropriately worded planning conditions are imposed to secure this approach. Once certainty does emerge about the A14 improvement scheme, it may be appropriate to review the proposed approach.

9. CONCLUSIONS

Why it is appropriate to determine this application at this time

- 9.1 The Development Plan presently provides a proper context for the consideration of development proposals across the District. However, there has been a long-standing recognition dating back to the previous Structure Plan that the former Alconbury Airfield site would at an appropriate point, need to come to be considered for long-term sustainable use.
- 9.2 A strict formulaic approach might suggest that the site could only come to be considered following the adoption of the new Development Plan, but this would be artificial and would run counter to the Government's overall objectives of the NPPF and to the Government's designation of 150 ha of land as an Enterprise Zone at Alconbury Weald. There is no suggestion that the adoption of the new Development Plan must have occurred to bring forward the benefits of Enterprise Zone designation.
- 9.3 These are atypical circumstances for consideration of this particular application but do not undermine the need to address this proposal, consciously having overall regard to both the existing and emerging policy context.

How the principle of development is established

- 9.4 It is considered that the proposed development is not in accord with the policies in the Development Plan when read as a whole, although it is notable that there is general alignment between these proposals and 'The Spatial Vision for Huntingdonshire' set out in the Core Strategy (2009).
- 9.5 It is further considered that material considerations indicate in favour of the proposals. The prime material consideration is the NPPF, which seeks to foster economic growth and achieve sustainable development; the proposals for significant amounts of employment floorspace and up to 5,000 new homes with supporting infrastructure are considered to be in general accordance with the objectives of the NPPF and the planning principles outlined therein.
- 9.6 The emerging draft Huntingdonshire Local Plan to 2036, and specifically Proposed Allocation SEL1 which would allocate Alconbury Weald as a location for mixed use development of a scale as set out in the outline planning

application, is a material consideration that indicates in favour of the proposals. Although the draft Local Plan has not reached the examination in public stage, there are no objections in principle to the Proposed Allocation SEL1 and it is considered that the representations submitted do not put in question the intention to take forward this allocation in the Local Plan.

- 9.7 The designated Enterprise Zone status of 150 ha of the application site is also a material consideration that indicates in favour of the proposals. This designation demonstrates that the Government has recognised the significance of Alconbury Weald in stimulating and delivering economic investment and sustainable economic development for the District and wider Greater Cambridgeshire and Greater Peterborough area. Enterprise Zone status does not constitute a planning permission to develop commercial space and this outline planning application therefore seeks planning permission to allow the anticipated commercial development to take place.
- 9.8 Taken together, it is considered that these material considerations outweigh the tensions with Development Plan policies (notably CS3, En17 and H23).

How the public benefits outweigh the harm

- 9.9 Substantial public benefits of the proposals in the outline application are considered to be:
- provision of new employment floorspace at a scale to accommodate around 8,000 new jobs;
 - the building of up to 5,000 new homes (including affordable housing) with high energy efficiency standards, supported by community infrastructure including schools, health facilities and community buildings;
 - the provision of significant new areas of publically accessible open space;
 - the reuse of previously developed land; and
 - securing the future of the heritage assets within the application site.
- 9.10 The proposed redevelopment of the application site would result in substantial harm to the significance of the setting of the Grade II* listed buildings within the application site, due to the level of change within their setting. The loss of agricultural land is also considered to be a harm that would occur if the development went ahead.
- 9.11 However, it is considered that the level of harm that would be caused to the Grade II* listed buildings is outweighed by the substantial public benefits associated with the proposed development. The nature of the site, which it is proposed would accommodate mixed use development on a large scale, means that this is considered to be a wholly exceptional case. It is further considered that special regard to preserving the listed buildings and their settings has been demonstrated.
- 9.12 In relation to the loss of agricultural land, it is considered that if large scale, mixed use, holistic development is to be carried out in this area it is inevitable that such

land has to be utilised. However, these proposals look to minimise that loss. Consequently in this instance it is not considered that the loss of agricultural land is a reason to withhold consent.

How the impacts can be satisfactorily mitigated

- 9.13 The Environmental Statement, which has been found to be a robust assessment of the likely significant environmental impacts of the proposed development, sets out a comprehensive ‘Schedule of Measures and Mitigants’; it is recommended that these are incorporated into the delivery of the scheme via conditions and as part of the S106 agreement as appropriate. In this way, it is considered that the proposed development will not have a significant adverse effect on the environment.

How the parameters are appropriate for development

- 9.14 The submitted Parameter Plan fixes the location of the Development Areas and centres of activity proposed within the development, (with the amount and use of development within each Development Area set out in the Development Specification), but allows for flexibility on the detailed design, location and disposition of uses. Spatial Principles and Design & Access Statement Principles will be used to develop the detailed design codes for each phase of development and will guide the design within this flexibility. This overall approach is considered acceptable and appropriate to the scale of the site.
- 9.15 The amount, use and indicative layout and scale parameters of the proposed development are considered to be acceptable subject to reserved matters approvals and appropriate conditions where necessary.
- 9.16 The quantum of each use included within this development is considered acceptable, in that it would deliver a sustainable development consistent with national and local planning policy; and in line with the Huntingdonshire Economic Growth Plan (2013 – 2023) which links directly the delivery of homes alongside employment development at the application site to the success of the Alconbury Enterprise Campus.
- 9.17 At this outline stage, the approach described above to appearance, to be secured through the application of DAS principles that will be secured through planning condition, is acceptable.
- 9.18 The principles of the proposed differing character areas are considered acceptable in that they would help to create an attractive place to work, live and visit, subject to detail design through the design coding and reserved matters applications processes.
- 9.19 It is considered that the Spatial Principles and DAS Principles are appropriate and create an acceptable framework within which detailed designs could come forward; to ensure that the proposals deliver the high quality development that the outline planning application states that it will, it is necessary to ensure it meets the intentions of the DAS and Spatial Principles, which should therefore be secured by condition.

The planning balance

9.20 In summary, it is considered that:

- the proposed development will contribute to the creation of a sustainable mixed community integrating homes, jobs, services and facilities
- the proposed parameters of development are acceptable and demonstrate that the site can appropriately accommodate the development as described
- it will promote healthy, active lifestyle through green space and sport and recreation facilities
- it will maximise opportunities for use of public transport, walking and cycling
- it will minimise pollution
- it will manage flood risk and drainage effectively
- the harm to heritage assets is outweighed by the community benefits
- it will have no significant adverse impacts on features of landscape or ecological value
- it will incorporate energy efficiency measures
- it will generate an acceptable level of waste and promote recycling, and
- it will provide appropriate infrastructure to meet the needs generated by the development

9.21 The proposed development of this site for up to 290,000 sq m of employment floorspace, 5,000 houses and supporting infrastructure is therefore considered to be an appropriate form of development.

9.22 The NPPF has at its heart, the presumption in favour of sustainable development. To be sustainable, development must, as noted in paragraph 6 of the NPPF, strike a satisfactory balance between the applicable economic, the environmental and the social considerations. Having fully assessed all three dimensions of sustainable development; economic, social and environmental within this report it is concluded that the proposed development of this site for mixed uses accords with the principle of sustainable development set out in the NPPF and will contribute to building a strong and competitive economy, provide a supply of housing to meet current and future generations, provide accessible services and local infrastructure.

9.23 For the reasons set out above, the proposal is considered to constitute sustainable development. This conclusion is reached taking into consideration the environmental information and having set out the substantial public benefits needed to justify the substantial harm to heritage assets, and the material planning reasons to justify approving development that is not in accord with the Development Plan.

- 9.24 All impacts have been considered and it is recognised that there remains some tension between the proposals and the Development Plan, for example with respect to development in the countryside. However, the scheme brings with it substantial public benefits and is in accordance with the NPPF, the emerging draft Huntingdonshire Local Plan, and the Enterprise Zone status of 150 ha of the application site. The development of this site for up to 290,000 sq m of employment floorspace, 5,000 houses and supporting infrastructure is considered to be an appropriate form of development. All of these factors when considered together cumulatively outweigh the tensions with the existing Development Plan. It is therefore considered that it is appropriate to support the principle and general form of the proposal in planning terms, recognising that further effort is needed to negotiate the applicable details and control measures necessary, before the S106 process can be satisfactorily concluded.
- 9.25 The application proposes retail, leisure and office development on land which is edge-of-centre, out-of-centre or out-of-town; is not in accordance with the development plan; and consists of or includes the provision of a building or buildings where the floor space to be created is 5000 sq m or more. As a consequence, if the Development Management Panel is minded to approve the application, in accordance with the Council's Scheme of Delegation, the application will need to be referred to Full Council. If Full Council is minded to approve the application, in accordance with the requirements of the Town and Country Planning (Consultation) (England) Direction 2009, the application would need to be referred to the Secretary of State for Communities and Local Government.

10. RECOMMENDATION – That the Panel resolves:

- **To SUPPORT THE PRINCIPLE AND GENERAL FORM OF THE PROPOSED DEVELOPMENT; and**
- **That the Assistant Director, Environment, Growth and Planning continue to negotiate obligations based on the principles established in this report to make the development acceptable in planning terms and subsequently report back to the Panel with details of the negotiations together with suggested matters to be the subject of conditions.**

CONTACT OFFICER:

Enquiries about this report to **Mr Paul Mumford Development Management Officer**
01480 388436

**The Stukeleys Parish Council's response to Huntingdonshire DC regarding outline planning application at Alconbury Weald
Ref: 1201158OUT**

The comments made now are the Parish Council's initial comments only and SPC reserves the right to add to and augment these comments as further information and clarification comes forward. The comments are those agreed by the Parish Council at its meeting on 5th November and take into account the views of the residents of the two villages expressed to the Parish Council at public meetings held on 29th and 31st October 2012.

The scale of development

SPC recognises that this large brownfield site presents a development opportunity and that the scale of the development will inevitably be significant. SPC prefers a mixed employment led development which is preferable to the previous warehousing and freight interchange facility for which there is an extant planning permission. However, given the current level of information and concerns about the impact of the scale of development proposed in the planning application, especially those identified at this stage by SPC, it is unable to recommend approval.

SPC agrees that the end state of the development presents the opportunity to deliver a sustainable development. It is, however, not convinced that the development would be sustainable until that end state and is concerned that should any aspects of the development remain unfulfilled, and then the development could not be considered sustainable. In particular SPC is concerned about the possibility of housing development proceeding ahead of employment and the provision of an appropriate level of services and infrastructure.

Whilst SPC supports the concept of dividing the residential development into a number of villages, with primary schools located centrally in each. However, each will need a significant amount and quality of retail and other community resources to support their centres and to make the development attractive to "high value" employees. The current sporadic and scattered disposition of these three "villages" misses the opportunity for a central community focus for shared services and facilities is therefore less sustainable; the proposed distribution could easily lead to residents travelling further within and even more worrying, out of the development to access such facilities. This is particularly so for secondary and further education, the site for which is at a considerable distance from the residential areas.

In particular Area 6 is so disjointed presents difficulties in masterplanning to achieve a coherent form of development. It should be a more cohesive area, but set back (towards the north-east) with green space around to optimise its setting.

Area 3 should not form part of any permission until such time as it is certain that a railway station will be secured. SPC has particular concerns about the impact of this area on Prestley Wood, an Ancient monument.

What happens if employment growth doesn't match residential?

Given SPC's concerns about the unsustainability of the development during the construction phases, it calls for a proper phasing plan to be provided as part of the outline process to secure timely delivery of the settlement and its infrastructure.

The District Council must ensure that, by condition, there is a formal mechanism in place linking the successful development of employment in phase with residential development. To this end there will need to be trigger points on the completion of built and serviced buildings capable of occupation before the next phase of housing can be started; otherwise the development cannot be considered sustainable as it would lead to housing estates where residents commute outwards and would fail to be employment led.

Accessibility and transportation

SPC considers that the Southern Gateway Access is an essential part of the infrastructure of the development and until it is provided it cannot be considered sustainable. Indeed SPC considers that the development of this type and scale would not be possible at all without the prospect of this link. A commitment to phasing, timing and trigger points for all the improvements to the transport network is needed. Too much depends on aspiration rather than proven solutions. This includes improvements to the A14 and the A141 and additional work on the Huntingdon internal roads which are currently at or close to acceptable capacity including the town centre ring road and Stukeley Road especially the Iron bridge pinch-point. Such measures should be explored through the Market Town Transport Strategy which must be in place before planning permission is granted.

SPC strongly resists the creation of another vehicle access onto Ermine Street north of Little Stukeley. Not only will this reinforce the perception of Ermine Street as a major route into Huntingdon, it will also damage the setting and approach to Little Stukeley and undermine the landscape and tree planting improvements along this route.

SPC requires additional information and clarification from U&C and HDC in relation to guaranteeing the delivery of the southern link road with clear triggers and linkage to preventing additional development on site until it is in place.

SPC also has concerns relating to details of the transport assessment and plan; we consider it essential for there to be further discussion between key parties to explore these issues. This will need to include the assumptions made in respect to apportionment of trips from the development to local roads. In addition HDC is requested to investigate the way in which triggers/ penalties within any permission that would tie the developer down to achieving the stated targets with penalties if this is not achieved.

Environmental impacts - Visual impact noise and disturbance.

SPC welcomes the green space to the south east of the proposed development and notes that this is generally consistent with the strategic green space and corridors in the HDC core strategy and which HDC is suggesting should be incorporated in the Local Plan Review. SPC is looking to the creation of a significant rural corridor with public access and landscape enhancements to be established between the north west of Huntingdon, following a route

north west of the Ermine Business Park and continuing into the green space proposed for the development. This would be particularly beneficial to the population of Huntingdon and would help to maintain the identity and character of The Stukeleys (Green End in particular).

The creation of open green-space as part of the development proposals is of vital importance to the villages of Great and Little Stukeley in order to provide appropriate countryside setting for the villages and to ensure separation from the much larger scale of development within Alconbury Weald. SPC has specific concerns that the land required for this is severely compromised by Area 3 and further consideration should be given to its extent and especially its close proximity to Prestley wood, a Scheduled Ancient Monument, which currently is seen standing dramatically in isolation on higher ground which drops away in all directions and against a backdrop of distant woods. Similarly Area 4 provides insufficient open land between development and Little Stukeley and Ermine Street; its boundaries should be revised away from the village and Ermine Street. The consideration of Areas 3 and 4 are in part the reason why SPC is unable to say at this stage that the quantum of development proposed is acceptable.

More information is needed on the landscape improvements and management of the open space areas. Further information is needed on the type and balance of land uses acceptable, such as agricultural, recreational and areas for wildlife and the extent to which public access is enhanced. SPC is concerned that such open space must be guaranteed in perpetuity and this should be sought through a Local Plan designation and the transfer of land, with appropriate endowment for maintenance to trustees whose brief is to ensure its continuation as open land in perpetuity.

Economic Impact on Huntingdon itself

SPC considers that more thought needs to be given to the amount of retail and other "A" classes which would be needed to support development on this scale and this will need to include the way in which it could complement rather than compete with Huntingdon town centre. Further information is needed on the nature and timing of the development of the "Hub" and the extent to which this can provide adequate provision to reduce unnecessary travel beyond the site.

Secondary school provision

Secondary school travel is a major constituent of traffic congestion in Huntingdon. SPC is concerned that the secondary school & FE is located so far away from the main body of the development and its resident population that it will discourage travel by sustainable means to this key facility which could form the heart of the new community. Before provision and siting of any provision is agreed there needs to be a statement of what population it is intended to serve and how this relates to existing provision, and possible development thereof.

Sustainability of any new provision needs to be demonstrated before it can be included in plans.

Issue: Development specification; Energy centres

SPC seeks further information and clarification of the nature of the proposed energy centres.

Principle of development

The Stukeleys PC (SPC) remains supportive of the general approach suggested by the planning application for a mixed use employment led development and is appreciative of the continuing comprehensive dialogue with the applicants and their representatives which will help in achieving a high quality of development to the benefit of the wider Huntingdon area whilst protecting the character and environment of the two Stukeley villages.

However, SPC cannot fully support the development proposal as currently configured as a number of the critical matters raised in our previous consultation response remain outstanding and the revisions to the masterplan do not address them.

If SPC is to withdraw its provisional objection to the proposal it needs to be convinced that adequate measures are in place to address the key elements of the scheme as set out below. The comments below are set out to accord with the comments made by SPC in relation to the initial application in December 2013.

Subjects about which SPC are now content:

Phasing of development

SPC is now content that the combination of design guide and phase-by-phase development briefs can adequately control the development, provided that each phase can demonstrate the continued sustainability of the development as a whole. In particular, we envisage that transport arrangements for each phase shall be demonstrated to be sustainable.

Impact on Huntingdon itself

SPC continues to support the provision of sufficient retail and other "A" class space to ensure the success and sustainability of the whole development. We recognise the risk of adverse impact on the centre of Huntingdon however this has to be balanced against the risk that the development does not thrive because of insufficient and/or poor mix of provision. Preferably the provision would be complementary rather than competitive with facilities in the town and other areas.

Provision and position of secondary school

SPC supports the proposed change in location as identified on the revised parameter plan, and requests further information in relation to catchment area. In addition, SPC requests information / clarification in relation to the nature of the uses and nature of area 7 and the post 16 education uses.

Subjects about which SPC request further assurances:

Linkages of employment growth to residential development

The whole development is employment-led and has evolved from the EZ and is now presented as a sustainable settlement providing employment and residential development. SPC remain of the view that a mechanism must be found to link the residential development on site to the provision of employment. Without this there remains the real possibility that the balance of uses proposed will not be delivered and the development will be a very large housing development without the necessary employment; this again would undermine the sustainability basis of the proposal.

SPC's concern is reinforced by the ambiguous nature of the statement put forward in HDC's latest Local Plan Review consultation, which states "Depending on the future performance of the EZ, the number of dwellings considered appropriate for the site may change in future."

Accessibility and transportation

Ermine St Access

It remains the view of SPC that the second access proposed onto Ermine St is unnecessary, will reinforce the perception that Ermine St is the preferred route into Huntingdon with consequent unacceptable increase in traffic, resulting in environmental and social impacts on the Stukeleys, and would adversely affect the setting of the northern approach to Little Stukeley, undoing the improvements and goodwill brought about by the landscaping of the Ermine Street frontage north of Little Stukeley. SPC will need to be convinced that sufficient mitigation is committed which will adequately address these concerns.

Southern Link

The lack of certainty in relation to the phasing of the development in relation to transportation infrastructure remains a concern to SPC and in particular the provision of the Southern access to the A141.

SPC is pleased to note that U&C is close to securing some £4.6M additional funding for this access but remains unsure of timing and how much of the access could be provided with this funding. SPC remains of the view that without this link the development cannot properly function as an integrated and accessible settlement (which undermines its overall sustainability) and as such its early provision is vital for the development. Also, it is considered essential in order to limit through-traffic along Ermine St, with its consequent adverse environmental impacts on the Stukeleys.

SPC request further information in relation to the timing of the proposed southern link, how it will operate and implications on wider transport network. In particular, use of the southern access may be limited by lack of capacity on the A141. It is understood that an interim arrangement is being considered and SPC is keen to understand how this might work in relation to the schedule of the overall development and reducing traffic on Ermine St.

Travel and transport

SPC continues to be concerned about some aspects of the proposed transport arrangements. We will comment separately on this subject.

Environmental Impacts

Setting of Prestley Wood

SPC remain concerned that the settling of Priestly wood is harmed by the proximity of area 3 and is disappointed that this has not been addressed within the revisions.

Open Space

SPC remain of the view that the landscape buffer within the development, around to west and north of Little Stukeley needs to be widened to provide adequate visual separation. It is understood that U&C have proposed to address this point through a future application for Phase

1 of the development, but SPC were looking for – at the very least – some movement of the built form in the illustrative masterplan if not the parameter plan.

SPC remain concerned that the long term management and safeguarding of the open space in perpetuity on the site is still not detailed.

Conclusion

SPC planning group request both formal and informal meetings with HDC and UC to constructively discuss the remaining critical issues as set out above.

Alconbury Parish Council Response to Huntingdonshire DC

Alconbury Weald Planning Application Ref: 1201158OUT

1. Introduction

- 1.1 The Parish Council (PC) recognise the potential of the application site and support the principle of its redevelopment to provide both employment opportunities and new homes in the period between 2014 and 2034.
- 1.2 However the PC considers that it is vitally important that the full impacts of the proposed development, (particularly traffic impacts and the impacts upon services and other vital infrastructure such as schools, health centres etc.), are understood before an outline planning permission is granted.
- 1.3 Only by understanding the impacts is it then possible to formulate appropriate mitigation strategies and of course importantly to undertake viability testing to ensure that the necessary mitigation measures can actually be provided to ensure that the existing residents of the surrounding villages are protected.
- 1.4 Necessary mitigation measures should be secured as part of any outline planning permission granted i.e. by way of planning conditions and legal agreement.

2. Application Timing – Uncertainties regarding the eventual Impacts

- 2.1 Whilst not all proposals which come forward seeking formal planning permission are 'allocated' development plan sites, generally proposals of this size would be allocated or at least have some strong policy backing such that the scale i.e. the number of houses proposed and amount of commercial floorspace proposed has been subject to independent sustainability appraisal which has been scrutinised by an Inspector before the concept is considered acceptable in principle.
- 2.2 Where sites have been through the development plan process and accepted in principle the capacity of an area to absorb the proposed development will have

been examined in detail ahead of any planning application.

2.3 However, in this case the site has not yet been included within the Development Plan for the area and therefore an independent assessment of whether the area can accommodate a development of this scale has not been carried out.

2.4 As a result the PC consider it especially important that the submitted application provides sufficient information to allow a full assessment of its impacts to be understood and analysed. Only then can appropriate mitigation controls be put in place.

2.5 In this context the PC considers the current submission lacking in some key respects:

1. *The A14 & Traffic Issues*

- The application acknowledges the uncertainties which exist in terms of the upgrading of the A14 and therefore that at this stage it cannot provide detailed proposals for road, junction or other improvements to mitigate development impacts beyond phase 1 as this cannot be accurately modelled.
- It is understood that the applicant proposes to take forward a monitor and manage approach as a result i.e. to bring forward proposals for mitigation as and when there is sufficient certainty to enable proposals to be formulated. Whilst the PC understands why this is proposed it has concerns regarding such a principle. That is, should a major outline permission be granted before it is clear what may be required in traffic mitigation terms.
- Questions were raised at the PC meeting to the effect of what happens if the mitigation that is subsequently proved necessary is simply not viable or not possible for technical reasons? Would this mean that only the initial phase (900 homes and 80,000sqm employment) could proceed and nothing further? If that is the case, does this leave us with an unsustainable, smaller development i.e. it may never be possible to deliver the whole development and key facilities?

- The PC is concerned about whether there are sufficient legal mechanisms which can be put in place to secure a monitor and manage approach. Can the Council be certain that it will be in a position to enforce appropriate measures in the future after this initial grant of permission? (It is understood that the Council is taking legal advice in this regard)
- In summary, the PC consider the application is premature in the sense that permission is being sought before the full impacts can be understood and therefore mitigation agreed before permission is actually granted.

2. Services and Infrastructure

The application includes an indicative infrastructure delivery schedule in the form of a table outlining when it is considered certain facilities may need to be delivered.

The PC is concerned that this schedule does not propose the delivery of facilities at a sufficiently early stage such that existing facilities within Alconbury and other villages will be put under severe pressure before facilities come on line. By way of example:

- The PC is concerned regarding the proposal not to provide full GP services until 2,500 homes are built and not to provide even temporary measures until after 250 are built.
- Concern is raised in relation to school provision i.e. no school until 400 – 900 homes are built, no secondary provision until 3,600 homes are completed.

The PC would urge the Council to ensure that realistic triggers for service provision are agreed having regard to comments from the relevant health care trust and local education authority.

3. Detailed Comments Specific to Alconbury Parish

- 3.1 The submitted application acknowledges that there will be large percentage increases in traffic using the A1 slip at Alconbury and along the link road to Rusts

Lane and then up to the site. The increase in HGV traffic is particularly high.

- 3.2 In response to this the application proposes to widen the existing footpath up to the site along Rusts Lane from Alconbury village.
- 3.3 Whilst this proposal may assist pedestrians utilising this route the PC is concerned that the application does not include measures to deter traffic from entering Alconbury Village.
- 3.4 The village regularly experiences problems as a result of HGV traffic 'becoming lost' when seeking to navigate to the site (as it exists), on leaving the A1 on the northbound Alconbury slip. Vehicles find their way into the village despite signage and weight limit restrictions.
- 3.5 This results in damage to the village green through vehicles trying to turn when they realise their error and also to the village bridge which is a Scheduled Ancient Monument. The village salt bin has been squashed and residents boundary walls damaged by vehicles seeking to utilise roads and spaces not designed for vehicles of such scale. This had lead to instances where the police have been involved and also the County Council as highway authority having to spend substantial sums to repair the bridge and road surfaces.
- 3.6 Whilst these problems do not relate to technical road capacity they have a real impact on the visual and residential amenity of the village (village green and bridge damage), its conservation area and also the amenity of its residents through noise, disturbance and result in highway safety problems.
- 3.7 The predicted rise in HGV traffic that will be exiting the A1 slip as a result of the application proposals will, simply as a matter of logic and common sense, mean that a proportionately greater number of vehicles will 'get lost' and enter the village.
- 3.8 This is a direct and clear impact that will result from the application proposal. The PC considers this issue **must** be addressed and a commitment from the applicant to address the problem (secured by condition and legal agreement) provided before any permission is granted.

3.9 In this regard the PC seeks tangible physical measures to be put in place including:

- The erection of village entry piers / gates to visually narrow the entrance to the village.
- The provision of clear and obvious signage to clearly differentiate between Alconbury Weald and Alconbury village.

4. Conclusion

4.1 The PC considers that the application as submitted does not provide sufficient confidence that the impacts from the scale of development proposed have been adequately assessed. This is not a criticism of the quality of the submission rather a consequence of the lack of certainty regarding the A14 proposals.

4.2 However, should the District Council be satisfied that despite this it can adequately control the development such that it could at this stage resolve to grant planning permission the PC seeks:

1. Careful consideration of trigger points for the delivery of school and GP facilities and any other vital services which should be delivered at the earliest stage possible.
2. Specific, tangible measure to prevent / deter as far as possible HGV's accidentally entering Alconbury Village.

Alconbury Parish Council Response to Huntingdonshire DC

**Consultation on the amendments to the Alconbury Weald Planning Application
Ref: 1201158OUT**

June 2013

1. Introduction

- 1.1 In November 2012 the Parish Council (PC) submitted its comments in respect of the Alconbury Weald proposals. A copy of the PC's original comments is attached for ease of reference.
- 1.2 The PC has considered the amendments to the application in the context of the original comments and queries raised. The PC's further comments are set out below.

2. Comments on the application as amended

1. The A14 – Traffic Impact & Mitigation

- 2.1 The application acknowledges the uncertainties which exist in terms of the upgrading of the A14 and therefore that at this stage it cannot provide detailed proposals for road, junction or other improvements to mitigate development impacts beyond phase 1 as this cannot be accurately modelled.
- 2.2 It is understood that HDC Officers are likely to accept this position and seek to control the development permitted by way of staged planning conditions, the first being that no more than 900 new homes can be occupied until further work is carried out to understand the likely impacts and therefore the required mitigation.
- 2.3 The PC hold reservations as to this approach for the reasons set out in our initial response. However, if the approach is adopted by HDC **the PC requests that further transportation work and mitigation proposals are fully consulted upon in the future despite the fact that this will be supplied as part of the condition discharge process rather than a full planning application.**

2. Trigger Points for the provision of Services and Infrastructure

- 2.4 The amendments to the application do not appear to include any new or more detailed information regarding the trigger points proposed for the provision of new infrastructure.
- 2.5 As set out in its initial response, the PC is strongly of the view that the proposals must deliver facilities on site in an early, timely fashion so that existing facilities within Alconbury and other villages will not be put under severe pressure in terms of capacity.
- 2.6 There is particular concern regarding education and health facilities.
- 2.7 Based upon discussions with case officer Paul Mumford it is understood that discussions are on-going between HDC, CCC and Urban & Civic to agree appropriate trigger points for this service provision.
- 2.8 **The PC requests that it is given an opportunity to review these trigger points and make further comment upon them before the application is determined so that it can satisfy itself that there will be no adverse impact upon Alconbury Primary School and Surgery.**

3. Lack of traffic mitigation measures specific to Alconbury

- 2.9 In its initial response the PC raised concern that the application did not include specific measures to deter traffic from entering Alconbury Village (other than general comments relating to new signage which is unlikely to be in place for some time).
- 2.10 The village regularly experiences problems as a result of HGV traffic getting 'lost' when seeking to navigate to the site (as it currently exists), on leaving the A1 on the northbound Alconbury slip or leaving the site and travelling down Rusts Lane. Vehicles find their way into the village despite signage and weight limit restrictions.
- 2.11 With the main entrances to the development proposed to be located at the top of Rusts Lane traffic generated i.e. construction traffic and from the 900 houses will utilise Rusts Lane. This will add to the number of vehicles which are likely to travel through the village either by purpose or accident.

2.12 As set out in its original submission the PC considers this issue **must** be addressed and a commitment provided from the applicant to install tangible traffic mitigation / deterrent measure (secured by condition and legal agreement) as part of any permission is granted. **The PC seeks physical measures to be put in place including:**

- The erection of village entry piers / gates to visually narrow the entrances to the village.
- The provision of clear and obvious signage to clearly differentiate between Alconbury Weald and Alconbury village.

Abbots Ripton Parish Council's response to
Huntingdonshire District Council regarding outline
Planning Application at Alconbury Weald – REF 1201158 OUT

These comments are based on the initial information received by the Parish Council and its parishioners. The comments were agreed by Abbots Ripton Parish Council (ARPC) at its meeting on 8th November 2012 and also reflect views of parishioners expressed during this consultation period. ARPC also reserves the right to make additional comments as and when further information becomes available.

Our comments can be broadly categorised into 2 areas, those affecting the overall development of the site and those which have a specific influence on our parish.

We are mindful of the fact that HDC are not the Highways Authority, however we feel it is appropriate to raise these vitally important issues as part of this planning process.

ARPC recognises the economic significance of developing this site over the long term and prefers the option proposed by U&C. This option is preferable to the previous scheme proposed by ADL for a warehousing/freight facility. Given the scale of this development and the current levels of information and concerns raised on the impact of this development, ARPC are unable to support and cannot recommend approval. At present there are too many unknowns which need clarification.

A. Overall Development Issues

1. Great store has been placed on developing a sustainable community through the provision of employment on site, linked with the building of 5,000 houses. What happens if the provision of employment opportunities does not meet expectation, do U&C then build more houses?
2. ARPC does not understand how this site could be considered “sustainable” until the site has been completed. If housing were developed as an alternative to employment, what would the appropriate level of service and infrastructure then be?
3. ARPC are concerned that the siting of the residential property zones are of a scattered appearance and this may well result in residents travelling further to utilise the intended services and facilities on site. This also misses the opportunity to create a more central community focus and avoid duplication of services. It is noted that the secondary and further education facilities are located on the extreme south of the development and some distance from the proposed housing. This is likely to encourage more car movements.

4. ARPC are concerned about the unsustainability of the development during the construction phases. We need to have a proper phasing plan to be provided as part of the outline process to secure delivery of the settlement and its infrastructure. In this phasing plan that U & C should be asked to submit, we need to understand how the housing, employment and social infrastructure facilities inter-relate with clearly defined timings. These timings should be included within the planning conditions determined by HDC. A default process should also be included by HDC to ensure U & C deliver the agreed plan within reasonable time scales.
5. ARPC considers that the southern gateway access is an essential part of the infrastructure of the development and until that is provided the site cannot be considered sustainable.
6. ARPC consider there needs to be a commitment to phasing, timing and key trigger points for all the improvements to the transport network that is needed.
7. ARPC is concerned that the surrounding A roads, A14, A141 and B roads around Huntingdon will be unable to cope with the volume of traffic generated by the site.
8. ARPC also have concerns relating to the details of the transport assessment and plan. There will need to be a re-evaluation of the apportionment of road trips from the site to local roads. Additionally we request that HDC investigate the way in which triggers/penalties within any permission would tie the developer to achieving stated targets.
9. ARPC considers that more thought and discussion is required on the amount of retail and other “A” classes which would be needed to support 5,000 homes. Without adequate retail provision, more car journeys are likely to be generated. Clearly any large retail provision will have an economic impact on Huntingdon Town Centre unless this provision can compliment the existing retail offered in Huntingdon?
10. Currently, St Peters School Huntingdon (Secondary) serves many of the local primary schools in the area. The proposed development suggests 11-16 age provision on a campus at the southern edge of the development and an FE college. What is the proposed catchment area of these new establishments and what are the implications on the existing providers? As currently proposed the construction of this campus is highly likely to create inequalities in the provision of facilities compared to those of existing providers. The siting of this proposed educational campus may actually result in more car journeys and discourage travel by more sustainable methods.

B. Our concerns on those issues relating more specifically to the Abbots Ripton Parish

1. Abbots Ripton Parish is a conservation area with a unique identity which has been preserved for generations. ARPC consider that there should be a “green swathe or corridor” running parallel with the East Coast Mainline, to define a very clear boundary. No further granting of any planning permission should be given in respect of industrial/domestic dwellings along this stretch. We must not be absorbed into any future expansion and maintain a strategic green space.
2. Along the North-East boundary adjacent to Area 6 and the nuclear bunker site, there appears to be no plans to provide landscaping. From within Abbots Ripton village these buildings are clearly visible and we consider planting of trees etc to screen off this area essential. We also consider that the planting of trees along this perimeter is essential to reduce the light pollution as the development progresses.
3. From the information provided by U&C it is unclear how the boundary along Clay Lane is to be completed and what finish residents of Abbots Ripton can expect to see.
4. Closely linked to the previous point is the issue of vehicle access along Clay Lane. ARPC are most concerned that this road does not become another “rat run” into the site. We believe that when planning is ultimately granted a condition must be included to ensure that Clay Lane is only used by buses and emergency vehicles. Some form (rising bollards) of physical barrier must be provided by the developers as soon as practical.
5. Abbots Ripton and Wennington have both experienced substantial increases in road traffic over the last 5 years. Drivers are using the villages as “rat runs” and inevitably any development at Alconbury Weald will add to this problem. Traffic calming measures must be implemented to preserve the quiet nature of these areas and it should be incumbent on the developers to provide the funding.
6. Concern has been expressed by the farming community on the issue of water “run off” from the developed site. With the level of hard landscaping proposed we need to understand more fully how the significant volumes of rain water that fall on this site will be managed.

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Head of Planning Services
Pathfinder House
St. Mary's Street
Huntingdon
Cambridgeshire PE 29 3TN

Application Number: 1201158OUT Case Officer Mr Paul Mumford

Proposal: Up to 290,000sqm of employment floor space, including data storage and a materials recovery demonstration centre and up to 5000 dwellings, including sheltered/extra care accommodation; a mixed use hub and mixed use neighbourhood facilities, including retail, commercial, leisure, health, place of worship and community uses; non-residential institutions including primary schools, nurseries, a secondary school and land reserved for post 16 education provision; open spaces, woodlands and sports provision; retention of listed buildings; new vehicular access points from Ermine Street and the A141, with other new non-vehicular access points; associated infrastructure; reserve site for a railway station and ancillary uses; and associated demolition and groundworks.

Location: Alconbury Airfield Ermine Street Little Stukeley

Observations of Alconbury Weston Town/Parish Council.

Please box as appropriate

Recommend **approval** because (please give relevant planning reasons in space below)

Recommend **refusal** because... (please give relevant planning reasons in space below)

PLEASE SEE ATTACHED SHEET.

No observations either in favour or against the proposal

Debenham

..... Clerk to Alconbury Weston ~~Town~~/Parish Council.

Date: *13TH NOV 2012*

Failure to return this form within the time indicated will be taken as an indication that the Town or Parish Council do not express any opinion either for or against the application.

(Development Management)

For the attention of Paul Mumford.

Parish Council Consultation – Application ref. 1201158OUT Alconbury Weald.

Alconbury Weston Parish Council considered this application at a Parish Council meeting held on Monday 12th November 2012. Councillors unanimously agreed to recommend refusal of the application as it stands and would like to make the following comments and recommendations.

The plan shows three “villages” within the site (areas 4, 5 and 6). Each village needs to have sufficient retail and other facilities within it, to make it an attractive place to live. Only 220 square metres of retail is proposed for each village, with the central “hub”, which would provide the main retail opportunities, located too far away from village area 6. This “village”(6) appears too fragmented, being divided into 5 separate areas.

We would like clarification regarding the Further Education facility planned for the development. Will this include a new secondary school or will it be a College of Further Education? If a secondary school is built, the area allocated for this facility (7) is too far away from the residential areas. If only a College of Further Education is built, this will presumably cater for children aged 16 upwards, leaving a gap in provision for children aged 11 – 16.

The green spaces allocated within the site need to be protected at an early stage against future development. We would like to see proposals in the outline planning application detailing how this will be achieved. For example, could the management of this land be handed to a charitable trust with a clear remit for it’s future use?

It is vital that the development is employment led. However, there are no guarantees in the document that employment will come before housing is built and no indication of when services and new infrastructure will be provided to serve new residents. We are concerned that a fledgling new community at Alconbury Weald could be left isolated and without vital local services such as schools and doctors, putting more pressure on the existing services used by surrounding towns and villages, some of which are already at capacity.

The transportation impacts of the proposal continue to be of great concern, especially as we already experience high volumes of traffic and frequent jams and delays, in and around Huntingdon and on the notorious A14. These existing problems have yet to be addressed and resolved. The transport modelling used by Urban & Civic uses figures that assume a significant shift away from using the private car and a high level of home working. We feel that these are ambitious targets which may have a distorting impact on the results.

There is no indication in the plan as to when the new southern link road through the development to the A141 will be constructed. The A141 is already routinely at a standstill during peak times, especially around the area where the link is proposed.

Councillors are aware that with outline applications, details of how, what and when are usually dealt with at a later date through reserved matters. However, this site is so vast and will have such far reaching effects, that we believe it is vital to have a phasing plan with clear triggers showing when facilities and infrastructure will be provided, in place from the very beginning and included in the outline planning application for this site. We believe that this is a matter of principle, key to sustainability over a long period of construction.

Alconbury Weston Parish Council
13th November 2012.

HUNTINGDON TOWN COUNCILPLANNING COMMENTS 6th SEPTEMBER 2012

:

1201158OUT Urban & Civic	STUKELEY
<p>Up to 290,000sqm of employment floor space, including data storage and a materials recovery demonstration centre and up to 5000 dwellings, including sheltered/extra care accommodation; a mixed hub and mixed use neighbourhood facilities, including retail, commercial, leisure, health, place of worship and community uses; non-residential institutions including primary schools, nurseries, a secondary school and land reserved for post 16 education provision; open spaces, woodlands and sports provision; retention of listed buildings; new vehicular access points from Ermine Street and the A141,k with other new non-vehicular access points, associated infrastructure; reserve site for a railway station and ancillary uses; and associated demolition and groundworks - Alconbury Airfield, Ermine Street, Little Stukeley PE28 4WX</p> <p>Recommend APPROVAL. Whilst the panel recognises that the provision of 5000 residential properties will present challenges for the development team, the prospect of 8000 new jobs for the locality is a factor which considerably outweighs any adverse impact.</p>	
1201193FUL Cambridge Performance Composites, 118 Thrapston Road, Brampton PE28 4NN	WEST
<p>Change of use from Sui Generis to class B1 Light Industrial - 10 Stonehill, Huntingdon PE29 6ED</p> <p>Recommend APPROVAL</p>	
1201249FUL Mrs S Thomas, 33 All Saints Green, St Ives PE27 3XH	EAST
<p>Proposed porch - 14 American Lane, Huntingdon PE29 1TX</p> <p>Recommend APPROVAL</p>	
1201285LBC Huntingdon Town Council, Town Hall, Huntingdon	WEST
<p>Internal alterations to lighting/electrical layout - Town Hall, Market Hill, PE29 3PJ</p> <p>The panel made no comment, since the applicant in this case is the Town Council.</p>	

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Location: Alconbury Airfield Ermine Street Little Stukeley

Observations of Wood Walton Town/Parish Council.

Please box as appropriate

Recommend **approval** because (please give relevant planning reasons in space below)

Recommend **refusal** because... (please give relevant planning reasons in space below)

Please see attached response.

No observations either in favour or against the proposal

 Clerk to Wood Walton Town/Parish Council.

Date: 15/11/12

Failure to return this form within the time indicated will be taken as an indication that the Town or Parish Council do not express any opinion either for or against the application.

(Development Management)

For the attention of Paul Mumford.

Parish Council Consultation – Application ref. 1201158OUT Alconbury Weald.

Woodwalton Parish Council considered this application at a Parish Council meeting held on Wednesday 14th November 2012. Councillors unanimously agreed to recommend refusal of the application as it stands and would like to make the following comments and recommendations.

The plan shows three “villages” within the site (areas 4, 5 and 6). Each village needs to have sufficient retail and other facilities within it, to make it an attractive place to live. Only 220 square metres of retail is proposed for each village, with the central “hub”, which would provide the main retail opportunities, located too far away from village area 6. This “village”(6) appears too fragmented, being divided into 5 separate areas.

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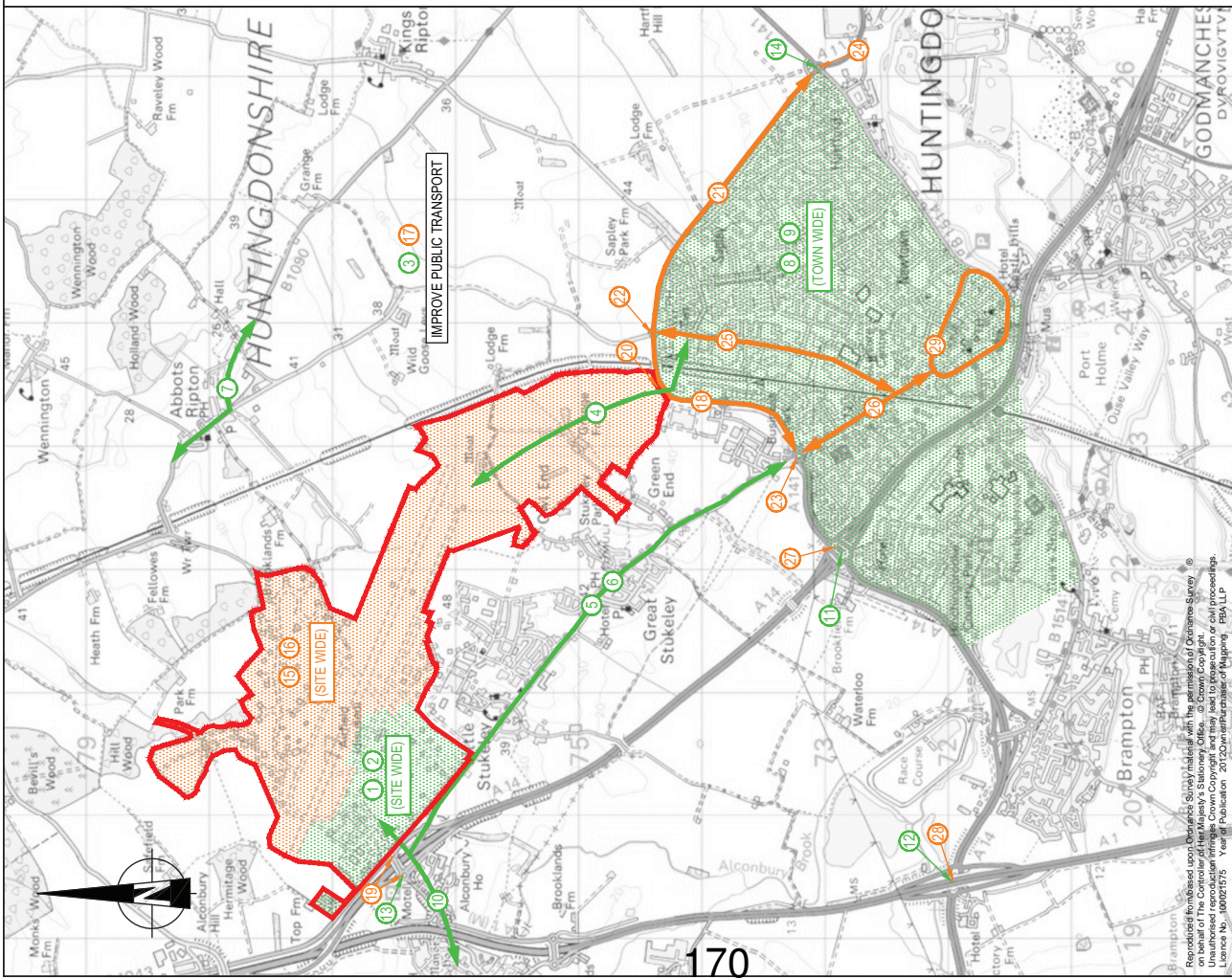
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Woodwalton Parish Council
15th November 2012.



KEY:	DEVELOPMENT BOUNDARY	POTENTIAL SUGGESTED IMPROVEMENTS FOR LATER DEVELOPMENT PHASES WITH A14 ENHANCEMENT SCHEME (COVERED BY THE MONITOR AND MANAGE PROCESS)	POTENTIAL SUGGESTED FOR LATER DEVELOPMENT PHASES WITH A14 ENHANCEMENT SCHEME (COVERED BY THE MONITOR AND MANAGE PROCESS)
1	PROPOSED MIX OF LAND-USES WITHIN THE DEVELOPMENT TO MAXIMISE INTERNALISATION OF TRIPS	15	PROPOSED MIX OF LAND-USES WITHIN THE DEVELOPMENT TO MAXIMISE THE PERCENTAGE INTERNALISATION OF TRIPS
2	TRAVEL DEMAND MANAGEMENT STRATEGY TO MINIMISE CAR USAGE	16	TRAVEL DEMAND MANAGEMENT STRATEGY TO MINIMISE THE CAR USAGE PERCENTAGE - REDUCTION IN SINGLE OCCUPANCY CAR USE
3	PROPOSED QUALITY LOCAL PUBLIC TRANSPORT STRATEGY	17	DELIVERY OF IMPROVED PUBLIC TRANSPORT LINKS TO DESTINATIONS IN HUNTINGDOON
4	QUALITY CYCLE AND WALKING LINK TOWARDS HUNTINGDOON VIA ST PETER'S ROAD	18	DELIVERY OF CYCLEWAY / FOOTWAY LINKS ALONG A141 TO ST PETER'S ROAD AND ERMINE STREET
5	QUALITY CYCLE AND WALKING PROVISION TOWARDS HUNTINGDOON - IN CONJUNCTION WITH OTHERS - ALONG ERMINE STREET	19	'MONITOR AND MANAGE' WOULD BE APPLIED TO CONSIDER POTENTIAL MITIGATION TO THE FOLLOWING, AS REQUIRED:
6	ENVIRONMENTAL AND PUBLIC REALM ENHANCEMENT MEASURES ALONG ERMINE STREET	20	RUSTS INTERCHANGE IMPROVEMENTS (E.G. - OVERBRIDGE DUALLING AND ENHANCING THE EAST AND WEST ROUNDABOUTS)
7	ENVIRONMENTAL AND PUBLIC REALM ENHANCEMENT MEASURES AROUND ABBOTS RIPTON	21	SIGNAL CONTROLLED JUNCTION AT THE A141 - SOUTHERN GATEWAY
8	FUNDING A PROMOTIONAL CAMPAIGN FOR THE DEVELOPMENT OF BUS SERVICE PATRONAGE BETWEEN PETERBOROUGH AND CAMBRIDGE	22	WORKING WITH THE HIGHWAY AUTHORITIES, POTENTIAL COMPREHENSIVE A141 CORRIDOR AND JUNCTION ENHANCEMENTS (E.G. - LOCALISED DUALLING SCHEME(S))
9	WORKING WITH CAMBRIDGESHIRE TRAVEL FOR WORK PARTNERSHIP, PROVIDING FUNDING FOR TRAVEL PLANNERS TO ASSIST IN REDUCING CAR USAGE TO SCHOOLS AND MAJOR EMPLOYERS	23	POTENTIAL COMPREHENSIVE TRAFFIC SIGNAL CONTROLLED ENHANCEMENTS AT A141 / ST PETERS ROAD ROUNDABOUT (E.G. - NEW TRAFFIC SIGNALS ON EACH ARM AND ASSOCIATED WIDENING WORKS)
10	IMPROVEMENTS TO THE PEDESTRIAN AND CYCLE LINKS BETWEEN THE PROPOSED DEVELOPMENT AND ALCONBURY VILLAGE	24	POTENTIAL COMPREHENSIVE TRAFFIC SIGNAL CONTROLLED ENHANCEMENTS AT A141 / ST PETERS ROAD ROUNDABOUT (E.G. - NEW TRAFFIC SIGNALS ON EACH ARM AND ASSOCIATED WIDENING WORKS)
11	A CAPACITY ENHANCEMENT SCHEME TO THE A14 SPITALS ROUNDABOUT WORKING WITH THE HA'S SHORT TERM SCHEME PROPOSALS	25	POTENTIAL COMPREHENSIVE TRAFFIC SIGNAL CONTROLLED ENHANCEMENTS AT A141 / ST PETERS ROAD ROUNDABOUT (E.G. - NEW TRAFFIC SIGNALS ON EACH ARM AND ASSOCIATED WIDENING WORKS)
12	A MINOR ENHANCEMENT SCHEME TO THE A14 / BRAMPTON HUT INTERCHANGE WORKING WITH THE HA	26	POTENTIAL COMPREHENSIVE TRAFFIC SIGNAL CONTROLLED ENHANCEMENTS AT A141 / ST PETERS ROAD ROUNDABOUT (E.G. - NEW TRAFFIC SIGNALS ON EACH ARM AND ASSOCIATED WIDENING WORKS)
13	MINOR LOCAL HIGHWAY MEASURES AT THE RUSTS INTERCHANGE WEST ROUNDABOUT (E.G. - ENTRY LANE WIDENING, RELINING AND SIGNING)	27	ERMINE STREET / STUKELEY ROAD JUNCTIONS TO BE ENHANCED (E.G. - WIDENING, NEW SIGNALS, SIGNAL OPTIMISATION, ETC)
14	MINOR HIGHWAY MEASURES AT THE A141 / A1123 B1514 ROUNDABOUT (E.G. - ENTRY LANE WIDENING AND RELINING)	28	A14 / SPITALS ROUNDABOUT CAPACITY ENHANCEMENTS (E.G. - WIDENING, ADDITIONAL APPROACH LANES, MARKINGS, ETC)
		29	A14 / BRAMPTON HUT ROUNDABOUT CAPACITY ENHANCEMENTS (E.G. - LOCALISED WIDENING, MARKINGS, ETC)
		30	HUNTINGDOON TOWN CENTRE JUNCTION ENHANCEMENTS (E.G. - CONTRIBUTIONS TO SIGNALS, WIDENING, SIGNAL OPTIMISATION, ETC)

ALCONBURY WEALD
ILLUSTRATIVE POTENTIAL MITIGATION MEASURES
WITHOUT THE A14 SCHEME
- FOR INDICATIVE PHASE 1 AND FOR LATER DEVELOPMENT PHASES WITH AND
(MEASURES FOR LATER PHASES WOULD BE COVERED BY THE MONITOR AND
MANAGE PROCESS)

INCORPORATING HDC COMMENTS		TPA	JPH
Mark	Revision	Drawn	Date
Drawing Status			

INFORMATION	
Date of 1st Issue	14/03/13
A3 Scale	NTS
Drawn by	TPA
Checked by	JPH
Revision	A

Client: **Urban&Civic**

Urban&Civic

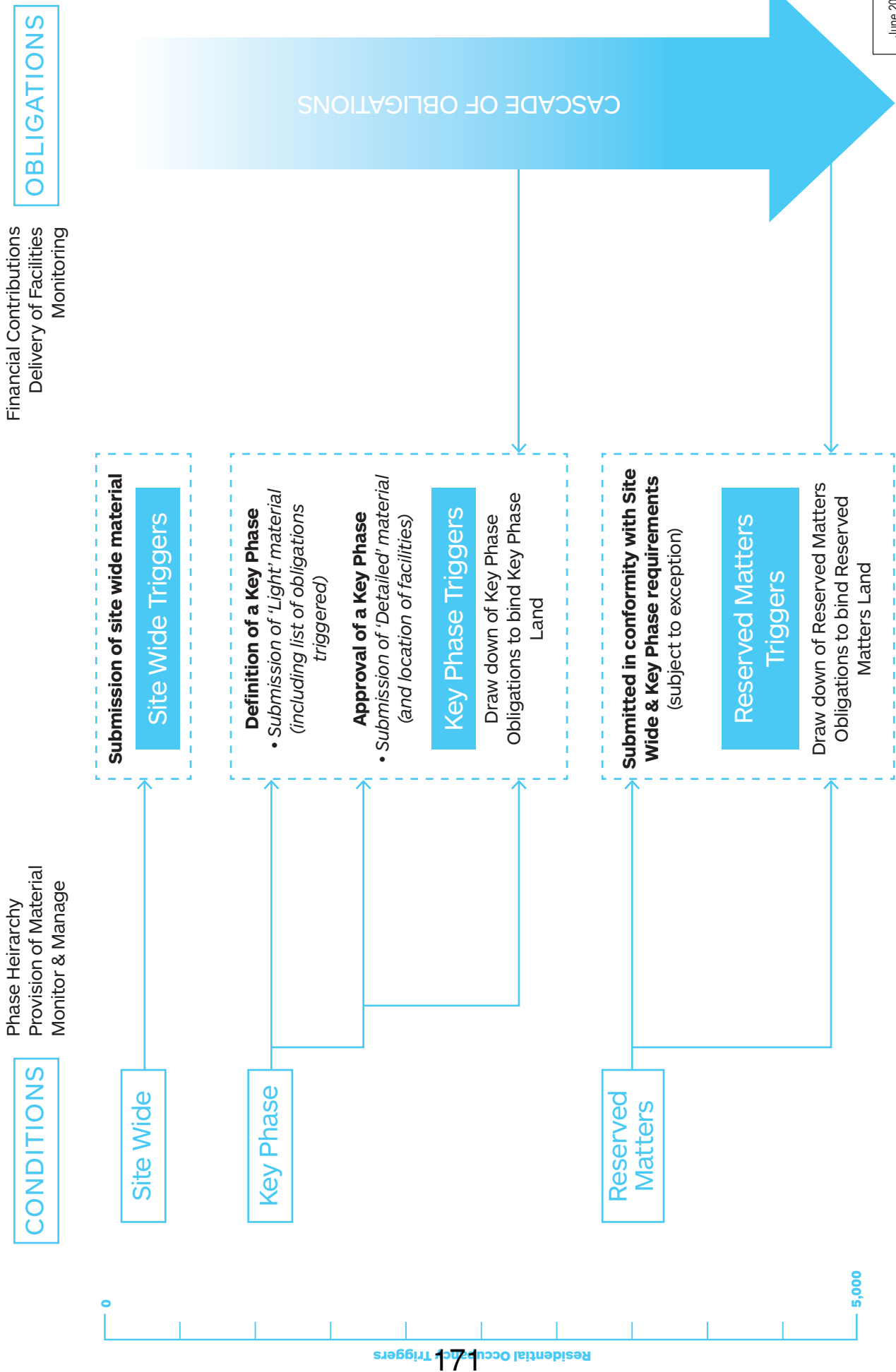
oboo peterbrett

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OUTLINE PLANNING PERMISSION

DRAFT



June 2013
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