

06 Jun 2024

**Re : Wellcome Expansion Site, Hinxton, Cambs - Planning Application
S/4329/18/COND64**

*Submission of details required by condition 64 (Parking Strategy) of outline
planning permission S/4329/18/OL*

Thank you for consulting Hinxton Parish Council ('HPC') on the above application.

Background

To provide the context, we attach at **Appendix 1** a note prepared in November 2023 at the time of U&C's Strategic Design Guide (SDG) submission. HPC considered there was a lack of clarity and commitments within the SDG on parking, and that there were possible implications for the village if the final stage of the cascade mechanism was triggered, allowing owner occupiers onto the campus. Central to this is a concern at increased pressure being placed on street parking in Hinxton due to 'real-world' under provision of residential parking on the campus. This was particularly in the context of U&C's stated ambition to locate a proportionally greater number of residential units closer to the village on DA1.

We now consider whether this and other concerns are addressed by the current submission.

Comments on the Current Submission

Overall Scope. We note that the document combines the details of Condition 64 with obligations under s106 Schedule 3 relating to the Cycle Parking Strategy, Cycle Scheme and the Car Park Management Scheme. It also links back to the approved SDG. We also note (Para 1.12) that the *Site Wide Travel Plan* will be submitted "at a similar time" to the Site Wide Parking Strategy, however this has not yet been provided as far as we are aware.

We therefore request that SCDC does not determine this Condition 64 submission until the Travel Plan has been provided due to the obvious overlaps and interplays between the two.

U&C's Need for Flexibility. This is emphasised at Para 1.7. The document does not purport to be a definitive strategy, rather it is a 'snapshot in time', establishing a framework which it acknowledges will evolve over the lifetime of the construction and occupation of the expansion lands. The need for flexibility is reinforced many times throughout the document (e.g. Paras 4.24, 4.26, 4.38, 4.40). Para 1.8 sets out the proposed 'monitor and manage' process across the campus to ensure that the parking provision adapts to the changing circumstances.

HPC requests details as to how this monitor and manage process will be undertaken.

It is essential that the details of the monitor and manage process are shared with HPC transparently, and that this is done so within the public domain. **Please clarify how this will take place.**

We also consider it inappropriate for car parking to be addressed in this single submission at this time when so many uncertainties over parking clearly still remain and **we ask that** SCDC should require further iterations to be submitted and formally approved at regular intervals throughout the construction and occupation process.

Residential Parking.

Para 2.6 acknowledges that some Campus residents are likely to have car needs. To best provide for those needs, and for non-car owners, a car club is to be established (with a minimum of 5 vehicles). This will be promoted through an "awareness campaign". For clarity, **we request that** U&C should provide further details of the scope and content of this campaign.

Paras 4.43 to 4.44 deal with residential parking separately and in some depth. All residential plots will be limited to one on-plot car parking space. HPC has always been concerned that this ratio does not reflect 'real-world' provision and the consequent pressures on parking space in the village as a result. Whilst all homes must be occupied by Campus Related Workers, **we note that** it is stated (in a footnote) that there are circumstances where dwellings *could* be sold to non-Campus Related Workers.

This footnote also suggests that this scenario is unlikely to come into play "based on current and anticipated future demand". This demand needs to be closely and

regularly monitored, and as already stated, HPC requests to be fully involved in the monitor and manage process.

The sale of properties to non-Campus Related Workers will drive up parking demand because the residents will be more reliant on jobs beyond the immediate campus. As noted at Appendix 1, we note that parking for the apartments in DA1 will be accommodated in the Central Green undercroft. Later in the document, it states (Para 5.12) that the first residents will be located on Parcel A, with an allowance of 83 spaces (one for each unit). However, U&C also state at Para 5.12 that this is not likely to be a permanent arrangement.

Therefore HPC requests clarification as to where Parcel A residents will be expected to park in perpetuity, particularly as the apartments appear not to have their own parking within the block.

NB 1. It is understood that commercial units could be made available to businesses unconnected to Wellcome whose workers will also need to park their cars but outwith the controls which will be applied to Wellcome employees.

NB 2. Parcel A is particularly important to Hinxton residents because it is due to be delivered early and is the closest residential element to the village.

The potential role of the expansion land Multi-Storey Car Parks (MSCPs) for residential provision is set out at Para 5.18, and suggests that there may be capacity in the MSCP area to allow some residential parking “if it is apparent that there remains considerable demand for additional residential parking”. Para 5.18 then goes on to state that the MSCP area “would provide parking that is less convenient in terms of accessibility to homes, but yet would provide an alternative parking solution ahead of any parking potentially being displaced off campus”.

The statements at Para 5.18 are a clear admission by U&C of the material risk of residential parking being displaced off-campus. HPC is not convinced that residents will actually want to park in the MSCP area, as it will be physically remote from the residential area and there is likely to be a user charge; they will inevitably want to park as close as possible to their homes on street but, if they cannot, they will instead be attracted to Hinxton village where there are currently few restrictions and no charges, and which is closer than the MSCP area to large parts of the residential zone.

HPC therefore wishes to explore with SCDC and CCC the potential implementation of additional on-street restrictions and / or a residents' permit scheme for Hinxton to discourage such overflow parking from the campus and **we consider** it would be legitimate for the costs of establishing and running such a regime should be borne by U&C.

Summary

We request SCDC does not to determine this Condition 64 submission until the Site Wide Travel Plan has also been provided.

We note that U&C is seeking as much flexibility as possible around car parking. The Parking Strategy does not purport to be a definitive document; rather it is a 'snapshot in time', with significant emphasis placed on a 'monitor and manage' process. HPC requests details as to how the monitor and manage process will be undertaken.

In HPC's view, it is not acceptable for car parking to be addressed in a single submission at this time when so many uncertainties over parking clearly still remain. SCDC should require further iterations to be submitted and formally approved at regular intervals throughout the construction and occupation process. HPC wishes to be fully involved in this process which should be undertaken transparently and in the public domain.

HPC has a series of concerns regarding the specific approach to residential parking, notably :

Further information should be provided as to the scope and content of the car club "awareness campaign" ;

We remain unconvinced at the realism of the one space per plot parking ratio, and the likely consequent pressures on parking space in Hinxton village ;

We note that U&C clearly acknowledge circumstances where dwellings could be sold to non-Campus Related Workers ; this is more likely to drive up parking demand because residents are likely to be more car dependent ;

HPC is not convinced that residents will want to park in the MSCP area, rather they will want to park either as close as possible to their homes on street, but if not they will instead be attracted to park in Hinxton village.

HPC therefore wishes to explore with SCDC and CCC the potential implementation of on-street restrictions and / or a residents' permit scheme for Hinxton to discourage such overflow parking from the campus, and we consider that it would be legitimate for the costs of establishing and running such a regime to be met by U&C.

U&C should also clarify where Parcel A residents will be expected to park in perpetuity; this is of particular concern because Parcel A is due to be delivered early and is the closest residential element to the village.

[Hinxton Parish Council - 03 Jun 24]

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APPENDIX 1

WELLCOME CAMPUS : RESIDENTIAL CAR PARKING RESTRICTIONS
NOTE TO HINXTON PARISH COUNCIL : 10TH NOVEMBER 2023

PURPOSE

This note provides HPC with a summary of Wellcome / U&C's obligations in respect of the potential parking restrictions as they affect the residential component of the campus development. It follows recent concerns by HPC that U&C are placing more of the residential allocation from DA3 onto DA1 and therefore closer to Hinxton. As a consequence, there is a risk of campus workers parking second or third vehicles in Hinxton because insufficient space is provided for them on the campus.

BACKGROUND

Approved regime under the Outline Planning Permission, December 2020
A total of 1,500 residential dwellings are permitted by the Outline Planning Permission S/4329/18/OL ('the OPP'). The Transport Assessment Report submitted with the application sets out certain aspirations for the car parking strategy, including (in relation to the residential element):

- Production of a Car Park Management Plan covering the Campus;
- Inclusion of a car club operating for a minimum of 10 years providing up to five spaces) and a year's free membership to future residents of the development;
- Low residential car parking provision justified through the location of the residential element adjacent to the Campus, Car Club opportunities and

sustainable travel initiatives; Campus staff living 'on-site' prevented from parking within Campus car parks

However, there were apparently no hard commitments at the application stage regarding the precise quantum of residential spaces and how they would be managed. Condition 64 of the OPP requires the applicant prior to, or concurrently with, the submission of the first Development Area Brief, to submit a Site Wide Car and Cycle Parking Strategy for approval. It must :
set car, coach, bus, cycle and motorcycle parking levels for different uses (which must accord with a Site Wide Travel Plan which must also be submitted under the requirements of Schedule 3 of the s.106 Agreement) and provide a mechanism for review; provide a distribution strategy and hierarchy for all types of parking; provide principles for temporary car parking and its phasing; set levels for and principles relating to the location and type of electric vehicle charging points; provide a phasing plan for the reconfiguration of the existing conference centre car parking.

Condition 65 requires any Reserved Matters Application including parking to be accompanied by a Parking Plan which must be in line with the Site Wide Car and Cycle Parking Strategy.

To date, there have been no Development Area Brief nor Reserved Matters Applications submissions, and therefore no submissions under Conditions 64 and 65.

Schedule 3 of the s.106 Agreement requires (inter alia) submission and approval by Cambridgeshire County Council of the Site Wide Travel Plan ('SWTP') before first occupation of any part of the development.

The SWTP sets out measures to encourage sustainable travel to and from the development, both by employees and residents. There is an associated requirement to provide a Residential Travel Plan which governs trips to and from the residential units in accordance with the SWTP. This must be approved by the County Council prior to occupation of the residential units.

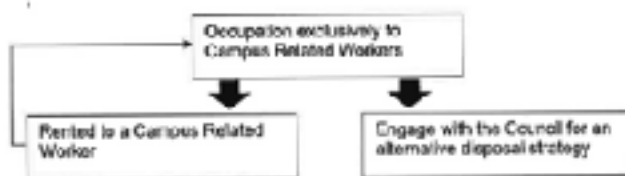
Since the trigger for approval is occupation, the SWTP and the Residential Travel Plan do not have to be produced by U&C for some considerable time, possibly many years.

A Housing Strategy was submitted with the outline planning application, and subsequently revised in 2019, before the OPP was granted. This confirms:

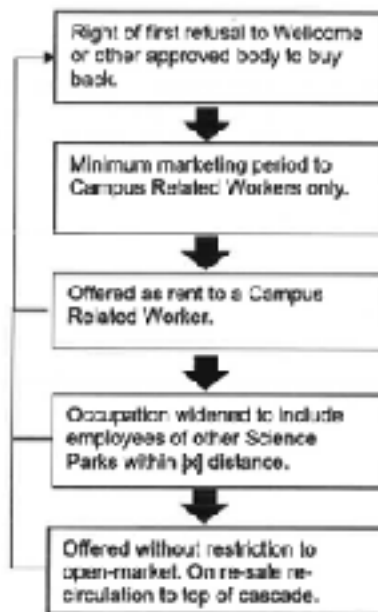
Provision of up to 1,500 new homes of tenure and type to support and enable growth of the Campus. 100% of homes restricted to Campus Related Workers, 30% Campus 'affordable' homes; and at least 40% of homes for rent.

The intention is therefore that all homes would be tied to campus workers, however Wellcome also advised during the application process that a cascade mechanism was needed which ultimately would allow dwellings to be offered without restriction on the open market. This was because lenders would not provide mortgages on the dwellings if there was not a cascade out of tied occupation. The details were set out in a draft Sales and Lettings Policy, and the cascade mechanism is summarised by the diagram below (included in the SCDC officer's report on the OPP):

First Sales



Re-Sales



There are apparently no details in the application documents as to how parking restrictions for campus residents at all stages of the cascade will be applied by Wellcome. Of particular concern to HPC is the final open market stage (highlighted) because in practice Wellcome will have much less (or even no) control over where owner occupiers should park. Additionally, in practice, the owner occupation stage could last for many years.

U&C Strategic Design Guide ('the SDG')

It will be recalled that this submission, under Condition 21 of the OPP, was made by U&C in July 2023 (and was revised in October 2023). It is intended to advise, guide and instruct future project teams as the development of the Campus is brought forward over time.

Section 5.6.24 of the SDG concerns car parking, and sets out specific development principles, requirements and guidance. In particular:
"Development Principle 6.7: Residential parking should be minimised to discourage the use of private cars and promote sustainable modes of transport. Other forms of parking for more sustainable modes should be prioritised in prominent and accessible locations".

Requirements:

- "1. Car parking across the Expansion Land must be minimised and provided in accordance with the Site Wide Parking Strategy which will provide for a dynamic and adaptable approach, informed by monitoring of demand.
2. There must be a maximum of one on plot space per residential unit.
6. All on-plot parking spaces within the residential areas must be provided with active charging points to accommodate electric vehicles
8. ... Further provision for accessible / blue badge visitor parking and drop off should be accommodated within street corridors in the form of short stay parallel parking bays."

The consequence of 2. above is that the total number of on-plot residential parking spaces will not exceed 1,500, although an unspecified number of on-street visitor spaces will also be provided within residential parcels.

SUMMARY / IMPLICATIONS FOR HPC

Despite U&C's commitments to achieve a highly sustainable development with reduced dependence on the private car, some three years after the OPP was granted, there remains a lack of concrete commitments; clarity over the required details, through both the SWTP and the Residential Travel Plan, is potentially still many years away.

Nonetheless, in the absence of this overarching strategy, the SDG is now setting out specific proposals on residential (and other operational) campus parking : in essence, it appears 'the cart' is being put before 'the horse'.

Moreover, the final stage of the cascade mechanism potentially allows owner occupiers onto the campus; unlike Wellcome tenants, they are unlikely to be subject to enforceable parking restrictions.

In summary, therefore, HPC is right to be concerned about the potential increased pressure on its streets resulting from a 'real-world' under provision of residential parking on the campus, particularly as a consequence of U&C's stated ambition to now locate a proportionally greater number of residential units closer to the village on DA1.

Given the absence of details from U&C, HPC therefore might want to explore with SCDC and the County whether it is appropriate to explore the potential for additional on street restrictions and / or a residents' permit scheme for the village to discourage overflow parking from the campus.

It is also suggested that the issues raised in this note are discussed directly with U&C and form part of a further response to the revised SPG (comments required to be submitted to SCDC by 13th November 2023).

END