

JOINT DEVELOPMENT CONTROL COMMITTEE (CAMBRIDGE FRINGE SITES)

Report by: Head of Planning Services

Date: 17th December 2014

Application Number	C/05001/13/CC/C1	Agenda Item	
Date Received	06/11/2014	Officer	Georg Urban
Target Date	01/01/2015		
Parishes/Wards	Parish Councils - Milton Parish Council City Ward - East Chesterton District Ward - Milton Administrative boundaries of both Cambridge City Council and South Cambridgeshire District Council.		
Site	Land at Chesterton Sidings, Chesterton, Cambridge		
Proposal	Discharge of condition condition 25 –details of footways and cycleways attached to permission dated 23 July 2014 for construction of new railway station building and associated works.		
Applicant	Cambridgeshire County Council		
Recommendation	Approve discharge of condition		
Application Type:	Discharge of Conditions	Departure:	No

The above application is reported to the Joint Development Control Committee for the Cambridge Fringes Committee for determination by Members in accordance with the Scheme of Delegation for the Joint Development Control Committee for the Cambridge Fringes.

1.0 INTRODUCTION

1.1 The Joint Development Control Committee (JDCC) resolved to approve the application for the construction of the new Cambridge Station Interchange (CSI) in December 2013, subject to the completion of a S.106 agreement. The proposal consisted of the erection of a station building with passenger waiting facilities, toilets, ticket office, retail space, amenity space, rail staff accommodation and facilities, two main line platforms and a bay platform with a footbridge (with lifts) providing access over the main lines and operational sidings from the station building to the platforms. External works included 450

car parking spaces and 1000 bicycle parking spaces as well as hard and soft landscaping and the construction of new vehicular access from Cowley Road and new pedestrian and cycle links to the surrounding area. The development would be linked to the existing guided busway network by a short length of new busway connecting to a longer section of track.

- 1.2 The S106 agreement required the developer to undertake surveys of on-street parking in the locality of the development; to complete or procure completion of the Cowley Road/Milton Road Works; to publish a feasibility report into the construction of a cycle/footbridge over the River Cam at Chesterton; to undertake off-site biodiversity mitigation measures; and to establish a local liaison forum.
- 1.3 The S.106 agreement was completed on 18th July 2014 and planning permission issued on 23rd July 2014. The permission contains a number of conditions that require details to be submitted to the planning authority for approval. These conditions are summarised in Appendix 1. JDCC Members requested that a number of specific condition discharges should be reported back to the Committee for determination.
- 1.4 This report relates to Condition 25 (one of the above-mentioned conditions), which is the requirement for details of the footways/cycle ways to be submitted to and approved in writing by the Local Planning Authority and to be implemented prior to the development being occupied. This includes a route to a minimum width of 2.5 metres along Cowley Road. The reason for imposing this condition on the consent is to ensure in the interests of highway safety and to mitigate the impact of travel to the development.
- 1.5 Prior to the submission of the footpath/cycle way design to the planning authority, the applicant engaged various stakeholders, both directly and during local liaison forum meetings. Stakeholders had the opportunity to comment on the draft design, and several of these comments were subsequently incorporated in the final design and routing of the footpath and cycle way. The applicant then formally submitted details to discharge this condition on 6th November 2014. Officers carried out consultation in the manner identified in Section 6 below.
- 1.6 The submitted details consist of the design and layout of a footpath and cycleway along Cowley Road, details of a proposed access to the route of the guided busway from Nuffield Road allotments, details of a shared footway and cycle access from Moss Bank to the station interchange site, and details of the access from the industrial estate at Nuffield Close to the guided busway.
- 1.7 The submitted design consists of a combined footpath/cycleway running along the north side of Cowley Road for two thirds of its length, before switching to the south side of Cowley Road. The footpath/cycleway would be 3.0m wide (with the exception of a short section near Milton Road, which would be 2.75m wide). The main carriageway of Cowley Road would be 7.0m

wide but widening to 7.5m at both ends, and widening further to 9.7m at the junction with Milton Road, as this junction includes a filter lane.

- 1.8 The new railway station is scheduled to become operational in May 2016. The applicant has secured funding from the Department for Transport for the construction of the footpath/cycleway, on the condition that this element is implemented before the end of the 2014/15 financial year. Approval of the scheme by Members would enable the applicant to procure the construction of the scheme.

2.0 RECOMMENDATION

- 2.1 Members are asked to:

Approve the details submitted under planning condition 25 of permission reference C/05001/13/CC.

3.0 SITE HISTORY

Reference	Description	Decision
C/05001/13/CC	Erection of a station building with passenger waiting facilities, toilets, ticket office, retail space, amenity space, rail staff accommodation and facilities. The development also includes two main line platforms and a bay platform with a footbridge (with lifts) providing access over the main lines and operational sidings from the station building to the platforms. External works include car (450 spaces) and cycle (1000 spaces) parking and hard and soft landscaping. Construction of new vehicular access from Cowley Road and new pedestrian and cycle links to the surrounding area. The development will be linked to the existing guided busway network by a short length of new busway connecting to a longer section of track which is authorised by an existing planning permission.	Approved 23 rd July 2014

4.0 PUBLICITY

Advertisement No

There is no statutory requirement to advertise the discharge of condition.

Adjoining Owners No

There is no statutory requirement to consult adjoining owners with regard to the discharge of condition, however, consultation has taken place with the Nuffield Allotment Society.

Site Notice Displayed No

There is no statutory requirement to for a site notice to be displayed for the discharge of condition.

Public Meeting/Exhibition No

The submitted details were not presented at a public meeting or exhibition, however, the applicant has carried out stakeholder engagement prior to the submission of the final design at the meeting of the local liaison forum in September 2014.

5.0 POLICY CONTEXT

5.1 The development plan consists of the National Planning Policy Framework 2012, the Cambridge Local Plan 2006, and the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007. The relevant policies are listed below.

Cambridge Local Plan 2006

Policy 3/6 – Ensuring co-ordinated development

Policy 8/3 – Mitigating measures

Policy 8/4 – Walking and cycling accessibility

Policy 8/5 – Pedestrian and cycle network

Policy 9/6 – Northern Fringe.

South Cambridgeshire Local Development Framework Development Control Policies DPD (July 2007)

Policy DP/1 – Sustainable development

Policy DP/2 – Design of new development

Policy DP/3 – Development criteria

Policy TR/1 – Planning for more sustainable travel

Policy TR/2 – Car and cycle parking standards

Policy TR/4 – Non-motorised modes

Emerging Planning Policy

- 5.2 Both Cambridge City Council and South Cambridgeshire District Council have progressed their respective Local Plans to formal submission stage. Both documents were submitted for independent examination to the Secretary of State for Communities and Local Government in March 2014, with public hearings having taken place in November 2014. Following the submission, South Cambridgeshire District Council has proposed some major modifications (relating to housing allocations) and minor changes to the Proposed Submission Local Plan, none of which would alter the overall impact of the plan or change its general direction.
- 5.3 Both local planning authorities have included in their draft plans an intention to produce an Area Action Plan (AAP) to guide re-development of land within the Cambridge Northern Fringe East Area within which the proposed development is situated.
- 5.4 Preparation of the AAP is at an early stage with an issues and options consultation to be carried out between December 2014 and February 2015. The Plan will ultimately establish the quantum and distribution of development, site capacity, viability, time scales and phasing of development. Once adopted, this will form part of their respective local plans.

6.0 CONSULTATIONS

6.1 Cambridge City Council – Planning (incorporating the comments from the City Council’s Cycling and Walking Officer)

The City Council’s Cycling and Walking Officer would only support these proposals on a temporary basis because, in principle, she considers the disused railway track (owned by Network Rail) to the south of Cowley Road to be the most practical, accessible and safest route for the pedestrian and cyclists who will be going to and from the new station. The widening of the off-road shared path from 2.5m to 3m is welcomed although, in the long term, she considers this to be inadequate for such an important route. The long term aspiration must be for a continuous 5m path with good segregation provided between cyclists and pedestrians. She has concerns about the proposed routeing of the footpath and cycleway, which would necessitate crossing the road twice where no formal crossing facilities are available.

The link from Nuffield Road to the busway pedestrian/cycleway is welcomed, although a wider path of 4.3m could be segregated using different surfacing materials (1.8m for pedestrians, 2.5m for cyclists) which is preferable for pedestrians who generally do not like sharing paths with cyclists.

Priority for cyclists and pedestrians over the four private accesses along Cowley Road is welcomed, although the configuration of the path as it crosses these accesses needs to highlight this priority using surfacing materials, raising the carriageway and narrowing the radii. This is particularly

true of the access into the golf driving range/P&R entrance which is no longer used by buses.

6.2 Cambridgeshire County Council – Highways Development Control

Commented during the pre-submission stakeholder engagement process that given the constraints of the site and the existing uses of the road, the proposed scheme would appear a reasonable compromise until such time as the wider development brief is produced.

6.3 Cambridgeshire County Council – Road Safety Manager

No response received.

6.4 Cambridgeshire County Council – County Cycling Officer

No response received.

6.5 South Cambridgeshire District Council – Planning Officer

Does not wish to comment on the detail as this lies on land outside that controlled by South Cambridgeshire District Council. However, he would support ensuring safe access to the new railway station for cyclists and would be concerned if the temporary arrangements are less than satisfactory and in place for more than a few years. The emerging Area Action Plan should provide a longer term solution. He also points out that the use of the CGB does provide an alternative and suggests that if this is well signposted it will be well used and avoid conflicts in Cowley Road.

6.6 Sustrans

No response received.

6.7 Nuffield Allotment Society

No response received.

6.8 Cambridge Cycling Campaign

The Cycling Campaign accepts a 4m-wide shared-use access from Moss Bank, which should be considered the minimum width for a busy bounded route. Care must be taken that the bollard is not easily obscured by other people walking and cycling. The bollards on the guided busway, for example, are low and easy to miss until very close. The Cycling Campaign raises concerns about visibility around the bend, but cannot comment in detail as there is no information on what borders the path.

At the Nuffield Close entrance the Cycling Campaign suggests using flush kerbs rather than dropped kerbs at this entrance, as even a small upstand can prove a hazard for a bike if taken at the wrong angle. People with

wheelchairs, prams and wheeled luggage will also appreciate a properly flush kerb. The 1.5m metre bollard spacing is acceptable, and should not be reduced. This allows cargo bikes and tricycles to be accommodated.

Nuffield Road has enough space to separate walking and cycling. The allotments access is low use and could be used for cycling with an extension to the station, while a new pedestrian path is added. Alternatively the path should be 5m wide, with 3m for cycling and 2m for pedestrians. It is essential that markings for such a route are clear, with either height separation or different colouring for the walking and cycling routes to remove confusion.

Regarding the proposed route along Cowley Road, the Cambridge Cycling Campaign queries why the old Network Rail access (which runs parallel and to the south of Cowley Road) cannot be used. This would allow a traffic-free route for both walking and cycling, without the danger posed by side-roads or crossing a busy station access. The Cycling Campaign considers that the revised plans still fall very short of an acceptable solution for access to the train station, and therefore continues to object to them.

The 3m wide shared-use route remains narrow for two-way walking and cycling. While it is noted that improvement has been made by giving the shared-use route priority over 4 accesses, users are still required to give way to fifth.

The Cycling Campaign cannot support an uncontrolled 90 degree crossing halfway down the road. As this road is used by HGVs, and will be the main car access to the new station, it can be assumed that this will be a relatively busy 30mph route, especially at peak times. It will be a difficult and dangerous route to cross.

The off-road walking and cycling route from the Science Park will mean crossing Cowley Road three times to access the train station, in addition to the two-stage crossing of Milton Road itself. This represents a long delay for sustainable travel over a short distance, at a time where people are likely to be in a hurry to catch a train and therefore impatient.

The Cycling Campaign believes that the main carriageway could be reduced to 6m to provide more space and that the speed limit should be lowered to 20mph, but that this alone would not remove the problems of crossings and conflict at side accesses. The safest option would be to remove the interaction with motor vehicles completely by providing an alternative route for bicycle and pedestrian access parallel to Cowley Road.

Pre-submission stakeholder involvement

- 6.9 The applicant has carried out consultations with stakeholders prior to the submission of the scheme. The proposed scheme was discussed at the meeting of the Local Liaison Forum on 15th September 2014, which was attended by several local Members, a representative of the Nuffield Road Allotment Association and a number of local residents. The applicant has

also held discussions about the detailed design with the highway authority, the City Council's Cycling and Walking Officer, Sustrans and the Cambridge Cycling Campaign.

7.0 ASSESSMENT

- 7.1 This discharge of condition is being reported to this Committee in line with the working protocol agreed with Chair, Vice- Chair and Spokes (see Appendix 1). The wording of the condition is as follows:

The development shall not be occupied until details of the footways/cycle ways have been submitted to and approved in writing by the Local Planning Authority and have been implemented including a route to a minimum width of 2.5 metres along Cowley Road.

- 7.2 The reason for the imposition of this condition on the planning permission is that Cowley Road will be the main access route to the new station. Ultimately the station is expected to have high levels of pedestrians and cyclists accessing the site and therefore careful consideration has to be given to the width of footway/cycleway provided. The provision of a footway/cycleway along Cowley Road is important in minimising the potential conflict between vulnerable road users and the HGVs which will continue to access the aggregate rail terminals and other industrial sites off Cowley Road.
- 7.3 The key concern of the City Council's Cycling and Walking Officer (also raised by the Cambridge Cycling Campaign) is the proposed width of the footpath/cycleway.
- 7.4 The principle of improving the pedestrian and cycle access to the new station along Cowley Road formed part of the original planning consent, and the design of the path is concerned by the available width of Cowley Road, which is constrained to the north by land in private ownership and to the south by the presence of a drain running alongside it.
- 7.5 The proposed route of the footpath and cycleway runs along the north side of Cowley Road before crossing to the south side for the remainder of its length. The proposed design was the subject of detailed discussion between the applicant and consultees. Whilst consultees were strongly in support of a controlled crossing, the applicant advised that a controlled crossing would not be suitable in this location under present circumstances.
- 7.6 The Road Traffic Regulation Act 1984 provides powers to local traffic authorities to establish; alter and remove crossings for pedestrians. Zebra crossings should be considered where pedestrian flows are 1100 people per hour or less (averaged over the four highest hours) and where vehicle flows are 500 vehicles per hour or less (averaged over the four highest hours). Zebra crossings are usually used where pedestrian flows are relatively low and traffic flows are no more than moderate. The likely effect of a Zebra crossing can be tested by checking the availability of gaps in the traffic. Gaps of around five seconds are needed for an able person to cross a 7 metre

carriageway (which would be the average width of Cowley Road upon completion of the proposed works).

- 7.7 Where gaps in traffic flows are few, and waiting times long because people feel it may be hazardous to establish precedence, a Zebra crossing is likely to be unsuitable. Where traffic speeds are higher than 30 mph (Cowley road is a 30 mph speed limit), pedestrians will require longer gaps in the traffic flow or be exposed to the risk of more serious injury if precedence is not conceded for any reason. Government guidance states that Zebra crossings should not be installed on roads with an 85 percentile speed of 35 mph or above. Zebra crossings also should not be considered where there are significant numbers of vulnerable road users such as: unaccompanied children, elderly and people with disabilities.
- 7.8 While the Transport Assessment and design considerations for the development did not consider that these factors applied (because the Busway extension would be the main cycle route to the new station), the sensitivity of the decision not to incorporate a controlled crossing in design subject that s to the proviso that this will be continued to be monitored ongoing in accordance with the Council Road Safety audit policy
- 7.9 The applicant advised that in the calculation generous notional factors were applied, including that 60% of crossing movements in the road would be cycles and that average 85th percentile vehicles speeds would be between 36 and 40 mph (the speed limit on Cowley Road is currently 30mph), and that a very significant community severance impact was assumed (which in this instance does not apply as there is no school nearby). The resulting traffic flow was calculated to be significantly below that required for a controlled crossing, even when assuming a high number of HGVs.
- 7.10 As such it is considered that on the basis of the low flows of vehicles and pedestrians/cyclists the inclusion of a formal crossing in the design of the proposed pedestrian and cycle path would not be justified. Should flows be found to increase significantly above this expectation as a result of further development in the area (e.g. at Chesterton Sidings) then this would have to be considered accordingly as part of the overall consideration of Cowley Road in such circumstance. This matter may also be considered as part of the current Area Action Plan consultation. In any event, traffic flows along Cowley Road will continue to be monitored by the Highways Authority as part of the Road Safe Audit process.

Use of the former Network Rail access

- 7.11 Both the City Council Cycling and Walking Officer and the Cambridge Cycling Campaign raise the question why the former Network Rail access parallel and to the south of Cowley Road cannot be used. Whilst this route would indeed allow pedestrians and cyclists to reach the station without any interaction with motor vehicle traffic, this route is currently not available for development because it is private land owned by Network Rail and is not under the control of the applicant. For this reason, the track was not included

in the red line denoting the extent of the proposed development. It is possible that a separate agreement may be reached between the County Council as applicant for the new railway station and Network Rail as landowner of the access track. However, such an agreement and the possible resulting provision of an access along the track are outside the scope of the current consent.

8.0 CONCLUSION/RECOMMENDATION

- 8.1 The submitted design for the footpath and cycle path along Cowley Road satisfactorily addresses the criteria set out in condition 25 of the planning permission and the concerns identified by stakeholders during pre-submission consultation were taken into account where practicable. Whilst current traffic flows would not justify the construction of a controlled crossing, the situation will be monitored as part of the Road Safety Audit process, and the construction of a controlled crossing would be considered when the need arises. It is therefore recommended the submitted details be approved.

9.0 BACKGROUND PAPERS

Planning application C/050001/13/CC: Planning conditions
Joint Development Control Committee Report dated 18.12.2013 with two pre-committee amendment sheets

10.0 APPENDICES

Appendix 1: Conditions for approval by JDCC
Appendix 2: Minutes of the meeting of the Local Liaison Forum – Cambridge Science Park Station access works, held on 15 September 2014

11.0 INSPECTION OF PAPERS

To inspect any related papers or if you have a query on the report please contact:

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APPENDIX 1 - Discharge of Planning Conditions

Planning conditions are often applied to the grant of planning permission. These limit and control the way in which the planning permission may be implemented. Conditions are imposed on the grant of planning permission for regulating development in a certain way or requiring further details which weren't necessarily required at the time of granting permission, but are necessary prior to the submission of reserved matters or implementation.

Applicants are required to submit information to discharge planning conditions on the standard form entitled "Application for Approval of Details Reserved by Condition". The appropriate fee must be provided with the application. Provided that all the information that is required by the condition is submitted and this information is adequate, the local planning authority should write to the applicant to confirm that the condition has been discharged in a timely manner (normally within eight weeks). Local planning authorities cannot request information that was not stipulated by the initial planning condition.

Following consultation with the Chair, Vice Chair and Spokespersons for the JDCC it has been agreed that details submitted under the following conditions would be referred to the JDCC for determination:

- Condition 12: Scheme to deal with the risks associated with site contamination
- Condition 13: Verification report demonstrating completion of works set out in the approved remediation strategy
- Condition 14: Further remediation strategy (if required)
- Condition 15: Surface water drainage scheme
- Condition 18: Control of noise from the station PA system
- Condition 19: Control of noise from pickup point and taxi rank
- Condition 20: Hours of operation of the car park
- Condition 21: Noise Management Plan
- Condition 22: Operational noise validation report
- Condition 25: Details of footpath/cycleway along Cowley Road
- Condition 27: Details of access route through Bramblefields LNR.