

JOINT DEVELOPMENT CONTROL COMMITTEE (CAMBRIDGE FRINGE SITES)

Report by: Joint Director of Planning and Economic Development

Date: 14th March 2017

Application No.	S/0009/17/DC (Cond 27 and 35) and S/2732/16/DC (SCDC)(Cond 3 and 7)	Agenda Item
	15/2317/COND3 (Cond 3)and 15/2317/COND20 (Cond 20) (CCiC)	
Date Received	3 January 2017 (S/0009/17/DC and 15/2317/COND20) 18 October 2016 (S/2732/16/DC and 15/2317/COND3)	Officer Andrew Fillmore
Target Date	14 December 2016 (S/2732/16/DC and 15/2317/COND3) 2 March 2017 (S/0009/DC and 15/2317/COND20)	
Parish	Milton Parish and Chesterton Ward	
Site	Land at Chesterton Sidings, Cowley Road, Cambridge, CB29LD	
Proposal	Discharge of Condition 3 of S/3102/FL and Condition 3 of 15/2317/FUL – External surface materials. Discharge of Condition 7 of S/3102/FL – Signage Strategy Discharge of Condition 27 of S/3102/15 and Condition 20 of 15/2317/FUL - Traffic Management Plan Discharge of Condition 35 of S/3102/FL – Emergency Procedure Strategy	
Applicant	Network Rail Infrastructure Limited	
Application Type	Discharge of condition	Departure: No

The above application has been reported to the Planning Committee for determination by Members in accordance with the resolution of the Joint Development Control Committee for planning applications S/3102/15/FL (SCDC) and 15/2317/FUL (CCiC).

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SUMMARY	The application seeks to discharge conditions relating to the
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	material samples to be used in the construction of external surfaces, provision of a detailed signage strategy, traffic management plan and an emergency procedure strategy for access to the station for disabled people in the event of mechanical fault or failure of the lifts provided at each platform.
RECOMMENDATION	<p>Condition 3 of S/3120/15/FL – Discharge</p> <p>Condition 3 of 15/2317/FUL – Discharge</p> <p>Condition 7 of S/3102/15/FL – Part Discharge i</p> <p>Condition 27 of S/3102/15/FL Part Agree</p> <p>Condition 20 of 15/2317/FUL – Part Agree</p> <p>Condition 35 of S/3102/15/FL – Agree</p> <p>That authority be delegated to Joint Director for Planning and Economic Growth for Cambridge and South Cambridgeshire for condition 7 and 27 of S/3102/15/FL a Condition 20 of 15/2317/FUL for agreement following acceptable positioning and design of the crossing for the busway.</p>

1.0 BACKGROUND AND PROPOSAL

- 1.1 Members of the Joint Development Control Committee (JDCC) resolved to grant planning consent for a new 450sqm station building and associated infrastructure, including 450 space rail station car park, 1000 cycle park, main vehicular access road to the station and creation of access route to the Guided Busway into the site along with alignment of the former St Ives Branch Line under applications S/3102/15/FL (SCDC) and 15/2317/FUL (CCiC) subject to conditions and completion of a S106 legal agreement. Following a resolution to approve permission was granted on 26th September 2016 following the completion of the Section 106 Agreement.
- 1.2 As is shown in section 2 below, there have been three full applications approved for the site. The County Council was the applicant for the first of these followed by two applications from Network Rail. Under the two Network Rail applications the main changes to the County Council scheme were a decrease in the platform length, a decrease in the canopies length and the relocation of the car park to be adjacent to the railway tracks.
- 1.3 Works have commenced and are well advanced on site, the planned opening for the station is May this year. In a letter dated 3rd February 2017 the applicants have informed the Council that the project is a fixed cost publically funded scheme. In addition the scheme has a fixed programme due to its opening in May. Network Rail have confirmed that there are only two opportunities in a year to open a new station due to timetabling implications.

- 1.4 When the JDCC considered applications S/3102/15/FL and 15/2317 the resolution of the committee requires specific conditions to be considered by JDCC for discharge. The conditions which Members requested to be brought back for discharge are Condition 3 of S/3102/FL and 15/2317/FUL external surface materials; Conditions 27 of S/3102/15/FL and Condition 20 of 15/2317/FUL Traffic Management Plan, Condition 7 of S/3102/15/FL on site signage and Condition 35 of S/3102/15/FL emergency procedure strategy. Please note that as this site is located within SCDC and Cambridge City administrative area two of the applications have corresponding applications with the City Council. These are the matters before the committee.

2.0 SITE HISTORY

Reference	Description	Outcome
S/3102/15/FL and 15/2317/FUL	A new 450 sq m station building and associated infrastructure, including 450 space rail station car park, 1000 cycle park, main vehicular access road to the station and creation of access route to the Guided Busway, pedestrian and cycle links to surrounding areas and extension to the Cambridge Guided Busway into the site along the alignment of the former St Ives Branch Line	Approved
S/1236/15/FL and 15/0994/FUL	Proposed Development for a new 450 sq m station building (including passenger waiting facilities, toilets, staffed ticket office, shop unit(s), amenity space, rail staff accommodation and facilities), two main line platforms (254m with the provision for extension to 270m in length and capable of accommodating a 12 car train) and a bay platform, a pedestrian cycle bridge linking the station building and platforms over the main line, a landscaped 450 space car park and 1000 cycle park, new pedestrian and cycle links to surrounding areas, and the extension of the bus lane and cycle route from the Cambridge Guided Busway into the site along the alignment of the former St Ives Branch Line.	Approved
C/0500/13/CC	Proposed Development for a new 450 sq m station building (including passenger waiting facilities, toilets, staffed ticket office, shop unit(s), amenity space, rail staff accommodation and facilities), two main line platforms (254m with the provision for extension to 270m in length and capable of	Approved

	<p>accommodating a 12 car train) and a bay platform, a pedestrian cycle bridge linking the station building and platforms over the main line, a landscaped 450 space car park and 1000 cycle park, new pedestrian and cycle links to surrounding areas, and the extension of the bus lane and cycle route from the Cambridge Guided Busway into the site along the alignment of the former St Ives Branch Line.</p>	
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3.0 PUBLICITY

3.1	Advertisement:	No
	Adjoining Owners:	No
	Site Notice Displayed:	No

4.0 CONSULTATIONS

4.1 **Landscape, Urban Design and Cycling Officer** – Jointly offer the following response:

Comments relate to conditions 3 of S/3102/15/FL and 15/1237/FUL, materials to be used in the construction of external surfaces.

The pallette of materials proposed is acceptable in respect of both the variety and quality of materials. However the following changes are sought:

- Replace the shared surface asphalt to the western side of the station square up to a point inline with the disabled bays with pre-cast concrete slabs (Marshalls Perfecta) and remove the symbol tiles.
- Remove the cross hatchings in the disabled bay paving which should remain marked in outline form.
- Remove two of the four resin bound spaces (which don't house trees) to the north edge of the station square.

4.2 Condition: Detailed signage strategy

Cycling and Walking Officer comments –

Comments relate for Condition 7 of S/3102/15FL – detailed signage strategy and condition 27 of S/3102/15/FL and Condition 20 of 15/2317/FIL – Traffic Management Plan.

- Requested that blue signs are used for strategic destinations such as Abbey, City Centre and Black signs are used for local destinations
- Concern raised over the number of finger post signs used and suggested that larger boards with multiple destinations could be used. In addition suggested that the smallest distant on the signs is not less than 1/4 mile.
- Requested that signage from Moss Bank is similar to that at Green Dragon Bridge including NCN51 and that the signs don't include Chesterton or

Arbury.

- Concern raised about the use of the cycle symbol to direct passengers to the cycle parking, requested that wording (Cycle Parking) is used.
- Concerns raised about the location of the crossing from the station square across the busway due to its proximity to the bus stops and the impact on visibility and safety.
- Concern raised about the route to the cycle parking due to potential for conflict with pedestrians suggestion that the whole station square up to the bus stops is one material and therefore used as a shared surface to reduce potential conflicts.

- 4.3 Cambridgeshire County Council Highways Authority** - The developer must provide additional clarification regarding Taxi access regarding whether this access will be open to any licensed hackney carriage for pick up and drop off, with no additional restriction. Concerns are raised about the crossing of the busway on the signage plan.

Condition: Emergency procedure for access to the station for disabled people in event of mechanical fault or failure of the lifts

4.4 City Council Access Officer -

Recommend refusal. The primary concern relates to when there is an unexpected fault to the lift/disabled passengers who have booked assistance do not arrive at the intended time. In such circumstances most wheelchair users will be able to get themselves off the lifts but will then be stuck on the platform. The proposed strategy does not explain how staff will get someone from the platform to the entrance concourse if the lifts are not working.

Additional concerns raised include:

- If there are no staff and the lifts not working, how is this reported and how does the passenger get a substitute taxi
- For audio announcements on trains – how are deaf and hearing impaired users informed.
- In the event of a bomb threat with time being critical and the lifts not working how would passengers be evacuated
- Will the telephones/intercom to attract staff have audio couplers and braille/tactile buttons

5.0 ASSESSMENT

Condition 3 of S/3102/15/FL and Condition 3 of 15/2317/FUL Samples to be used in the construction of external surfaces

- 5.1 *Within three months of the granting of planning permission, samples of the materials to be used in the construction of the external surfaces, including the hard surfaces such as parking areas of the development hereby permitted will be submitted to the*

Local Planning Authority for approval. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the appearance of the external surfaces is appropriate in accordance with policies DP/1, DP/2, DP/3 of the South Cambridgeshire Local Development Framework Development Control Policies (Adopted July 2007) and policy 3/11 of the Cambridge City Council Local Plan 2006.

5.2 A mix of materials is proposed across the site as follows:

- Permeable Block Paving to Main Car Park (Two contrasting colours: Marshalls Piora (Natural) for the main area and Marshalls Piora (Chracoal) for the pedestrian route)
- Standard Asphalt
- Scoutmoor Yorkstone Linear Units, diamond sawn
- Pre-cast concrete slabs – Marshalls Perfecta (Buff)
- Block Paving Marshalls (La Linia/Anhtracite)
- Coloured Asphalt (Red)
- Addastone resin bound gravel

5.3 The reason for appending this condition, as set out in the Decision Notices, is to ensure the *'appearance of the external surfaces is appropriate'*, and in considering the discharge of this condition this is the only matter which can be taken into account. Control over the release of this condition cannot be used to seek amendments to the design or other aspects of the scheme.

5.4 This follows government advice as set out in paragraph: 006 Reference ID: 21a-006-20140306 of the Planning Practice Guidance which reads: *'A condition requiring the re-submission and approval of details that have already been submitted as part of the planning application is unlikely to pass the test of necessity.'*

5.5 Consultees are supportive of the overall palette of materials and the comments relate to the location and use of the materials. Consultees have requested that the asphalt paving to the west of the station square is replaced with pre-cast concrete slabs (Marshalls Perfecta). Marshalls Perfecta is the material shown for the main area of the station square and as such the requested change would have the same material for the shared space area to the west of the station square. The applicants have been unable to make the requested change due to the fixed cost of the project and programme implications. On balance officers feel that asphalt paving with shared surface symbol is an acceptable material in terms of appearance for this location.

5.6 Consultees have also requested that the hatching around the disabled parking bays is removed along with two of the four resin bound gravel bays to the north of the disabled parking. Of the four resin bound gravel bays, two house trees and one houses a lighting column. The disabled parking bays and taxi area are shown in block paving Marshalls in la linia yellow, in addition the disabled parking bays have the disabled parking symbol and cross hatching around the space. The materials assist the legibility of the space allowing visitors to access disabled spaces easily. On balance officers feel that the proposed materials are acceptable in terms of appearance for this location

- 5.7 Officers are of the view the palette of materials proposed will, as a whole, positively contribute to an attractive public realm which is of both high quality and fit for purpose in what is to be a heavily used public space. The materials proposed are therefore considered acceptable and Condition 3 of S/3102/15/FL and Condition 3 of 15/2317/FUL are recommended to be discharged.

Can't discharge this condition. Have to agree the details.

The condition requires samples. Have these been received?

5.6 Condition 7 of S/3102/15/FL Detailed signage strategy

- 5.7 *Prior to the erection of any signage a detailed signage strategy shall be submitted to and approved in writing by the Local Planning Authority. This strategy shall detail the use of signs including direction signage, building signage and electronic notices that are required as part of the approved development. Signage on site shall be constructed in accordance with the approved details unless the Local Planning Authority gives its written consent to any variation. The signage scheme shall be implemented prior to the bringing into use of the approved development.*

Reason: To provide attractive, direct and safe walking and cycling routes within the development connecting key destinations. In accordance with policies DP/1, DP/2, DP/3 of the South Cambridgeshire Local Development Framework Development Control Policies (Adopted July 2007) and policy 3/11 of the Cambridge City Council Local Plan 2006.

- 5.8 For the purposes of this application both 'wayfinding' and 'information' signs are confined to Network Rails land ownership, and do not extend into the public highway. 'Information' signs include typical road signs such as 'no entry' and 'parking for disabled badge holders only', with 'wayfinding' signs comprising 'finger posts' advising direction and distance to destination.

- 5.9 Concerns have been raised by the cycling and walking officer over the appearance of the finger post signs and use of yards. As the signs are located on land within Network Rails ownership it is not considered appropriate to have the minimum distance set a ¼ mile. This would significantly limit the information that would be provided on the way finding signs and could potentially limit ease of access for passengers and visitors. Officers considered the use of yards of the wayfinding signs in this instance are acceptable. Officers are of the view the signs proposed will provide clear co-herent information/directions which will assist all those travelling to the station by foot, cycle, public transport and private car. On balance officers consider that the design of the signs is appropriate for the location.

- 5.10 Concerns have been raised by the Walking and Cycling officer and County highways over the location of the crossing point on the busway. It has been proposed in close proximity to the bus stops. There is concern that if a bus is waiting in the stop that pedestrians and cyclists wishing to use the crossing will have insufficient visibility to be able to safely cross. Whilst this is not specifically related to the signage condition and the matters that can be taken into account when considering the condition. A crossing in this location is not shown on the approved plans for the application, a new

crossing such as this would need to be formalised through the planning process, if considered acceptable. Currently the proposed location and design is not considered acceptable by officers and further discussion with the applicants is required. For clarity, officers recommend that the recommendation to discharge this condition at the present time does not include agreement to signs that relate to the crossing.

On balance officers consider that the details submitted in relation to the signage strategy are acceptable with the exception of those that relate to the crossing point on the busway, signs 6 and 7. Officers recommend partial discharge of condition 7 of S/3102/15/FL in relation to wayfinding and information signs except for signs 6 and 7 as detailed on the following plans:

5134906-RLS-CIS-HWY-00500 REV C02

513906-RLS-CIS-HWY-00501 REV C02

513906-RLS-CIS-HWY-00509 REVB02

- 5.11 Following further discussion with the applicants officers are seeking delegated powers to agree the details for the remainder of the condition.

5.12 Condition 27 of S/3102/15/FL and Condition 20 of 15/2317/FUL Traffic Management Plan

- 5.13 *Within three months of the granting of planning permission, a Traffic Management Plan for all modes of transport including taxis will be submitted to the Local Planning Authority for approval. The Traffic Management Plan as agreed shall be carried out in full accordance with the details as approved and shall be reviewed at any stage following a request by the Local Planning Authority if it considers there are traffic operational problems.*

Reason: In the interests of highway safety and to monitor the impact of the development in accordance with policies DP/1, DP/2, DP/3 TR/1, TR/2 and TR/4 of the South Cambridgeshire Local Development Framework Development Control Policies (Adopted July 2007) and Policies 8/2, 8/3 and 8/4 of the Cambridge City Council Local Plan (2006).

- 5.14 The Traffic Management Plan includes the following arrangements:

- Permit holders only long stay car park for 426 spaces with access controlled by automatic number plate recognition. Permits will be available for different durations, from a minimum of one day, up to annually and will be available to purchase on-line or by other alternatives provided by Greater Anglia. Car park will be priced according to market conditions to ensure demand for permits does not exceed capacity of the long stay car park.
- 24 car parking spaces for disabled at Station Square
- 1000 cycle parking spaces that incorporate provision for off-gauge cycle parking. All covered by a canopy and monitored by CCTV. Cycle parking will be free to use with unrestricted access.
- Car pick-up and drop-off for up to 10 cars with waiting limited to a maximum of 10 minutes
- Taxi rank with space to accommodate 16 taxis and shelter provided for waiting customers by the station entrance canopy. Use of taxi rank restricted to licensed taxis only.

- Segregated bus only road that connects with the Cambridge Guided Busway
 - Signposted pedestrian and cyclist routes
 - Parking on all roads within area covered by the Traffic Management Plan prohibited at any time, other than in designated locations such as short stay parking pick up.
 - Advisory 20mph speed limit to apply to all roads within area covered by the Traffic Management Plan
 - Use of bus stop restricted to scheduled public bus services provided by approved bus operators
 - Traffic enforcement – a subcontractor will be appointed to monitor the car park with the service level agreement covering – frequency of patrols to provide sufficient traffic enforcement to act as an effective deterrent for infringement of restrictions, including unauthorised use of the taxi rank and bus stop; arrangements for the removal of vehicles in breach of waiting restrictions causing an obstruction, and for penalising their drivers; arrangement for clamping of vehicles in breach of waiting restrictions, but not causing an obstruction, and for penalising their drivers; arrangements for the removal of cycles parked and padlocked in unauthorized locations; arrangements for penalising drivers of vehicles recorded exceeding the speed limits.
- 5.15 Officers are of the view the measures proposed provide adequate control over short stay, long stay and disabled parking; drop off and pick up arrangements for taxis; parking provision for cyclists; traffic enforcement and public bus services and the condition can be discharged, and the condition is recommended for discharge.
- 5.16 The Traffic Management Plan includes details on a number measures which are covered by separate conditions. These are signage strategy and Travel Plan, agreement under conditions 27 of S/3102/15/FL and 20 15/2317/FUL does not constitute agreement to these conditions and these will be discharged separately. For the avoidance of doubt condition 27 of S/3102/15/FL and Condition 20 of 15/2317/FL are recommended for partial discharge excluding those parts of the Traffic Management Plan that make reference to the crossing of the busway. For the avoidance of doubt this includes Appendix C and Appendix E of the Traffic Management Plan.

5.17 Condition 35 of S/3102/15/FL Emergency Procedure Strategy

- 5.18 *Within 3 months of the granting of planning permission, an emergency procedure strategy for access to the station for disabled people in the event of mechanical fault or failure of the lifts provided at each platform will be submitted to the Local Planning Authority for approval. The approved strategy shall be fully implemented prior to the occupation of the development and maintained thereafter.
Reason: To ensure that adequate provision is made for disabled passengers in the event of mechanical fault or failure of the lifts.*
- 5.19 The emergency procedure strategy proposes the following measures in the event of failure of the lifts:

Known fault to lifts

- 5.20 The operator of the station, Abellio Greater Anglia (AGA), will provide a system known as Passenger Assist (used by all train operators to travel anywhere on the network Rail network) which requires passengers needing assistance to book 24 hours in advance to ensure a member of staff is on hand when the passenger plans to travel. In the event of a known mechanical fault/failure of the lifts AGA will advise the passenger of the fault and arrange alternative travel arrangements with an aim to try convey the passenger by rail. If this is not possible the customer may be provided with a pre-booked taxi or other accessible transport to the nearest or most convenient accessible station to allow as much of the journey as possible by train. Any taxi service will be at no additional cost to the journey fare for the passenger.

Unexpected fault to lift

- 5.21 In the event of the platform becoming inaccessible at short notice alternative travel arrangements, to the nearest or most convenient accessible station, to enable the passenger to make as much of journey by train as possible will be provided. Audio announcements will be provided on all trains, giving customers information about any delays, changing to stopping patterns, and connection information. If a customer is on board a train with the expectation to alight at Cambridge North Station, the train driver or on board staff will advise the passenger to alight at an alternative accessible station and AGA will arrange for a taxi to their final destination (at no additional cost to the fare for the entire journey). If a train terminates enroute the driver or on-board staff will contact the station or operations control and advise them a customer requires assistance
- 5.22 The Access officer raises a number of concerns with the proposed measures, chiefly among them that in the event of an unexpected fault/disabled users not catching the intended train the passenger could be stuck on the platform. The Passenger Assist system places emphasis on the passenger to book in advance and arrive on time to get the necessary assistance in the event of a failure of the lifts. It is recognized that failure of the lifts (in particular unexpected failure) will cause disruption to the disabled passenger's journeys.
- 5.23 The concern is that if a disabled passenger does not catch the train they have booked on there would not be staff to assist in the event of a failure of the lift. AGA have confirmed that the station will be staffed at all times. Therefore there will be station staff available to assist passengers when required. AGA have confirmed that Train Drivers are in regular communication with the station operators and therefore will be made aware of any unexpected faults with the lifts and advise passengers accordingly. This information will be relayed to passengers via the on board audio announcements and displayed on the electronic display boards in each carriage. In the event of an unexpected fault to the lifts passengers would be directed to disembark at Cambridge Station and the transport arranged at no additional cost to the passenger.
- 5.24 On balance, officers consider that the measures and procedures in the Emergency Procedure Strategy will ensure that adequate provision is made for disabled passengers in the event of mechanical failure of the lifts. Officers recommend that as

the trigger for the discharge of this condition has passed legally we are unable to formally discharge the condition therefore the recommendation is to agree the details.

6.0 CONCLUSION

- 6.1 The details contained within the discharge of condition applications will assist in ensuring the station development of a suitable appearance, allows for easy wayfinding for all transport modes, transport is effectively managed and the needs of disabled passengers are taken into account in the event of a failure/fault to the lifts. For the avoidance of doubt the recommendations below do not include agreement or related signs for the crossing of the busway. Below is the recommendation for each condition in turn.

7.0 RECOMMENDATION

Condition 3 of S/3120/15/FL – Discharge

Condition 3 of 15/2317/FUL – Discharge.

Condition 7 of S/3102/15/FL – Part Discharge in relation to information and way finding signs except for signs 6 and 7 as shown on the following plans:

5134906-RLS-CIS-HWY-00500 REV C02

513906-RLS-CIS-HWY-00501 REV C02

513906-RLS-CIS-HWY-00509 REVB02

Condition 27 of S/3102/15/FL Part Agree except for details that relate specifically to the crossing of the busway as detailed below:

Appendix C

Appendix E

Condition 20 of 15/2317/FUL – Part Agree except for details that relate specifically to the crossing of the busway as detailed below:

Appendix C

Appendix E

Condition 35 of S/3102/15/FL – Agree

That authority be delegated to Joint Director for Planning and Economic Growth for Cambridge and South Cambridgeshire for condition 7 and 27 of S/3102/15/FL and Condition 20 of 15/2317/FUL for agreement following acceptable positioning and design of the crossing for the busway.

Contact details

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