

JOINT DEVELOPMENT CONTROL COMMITTEE (CAMBRIDGE FRINGE SITES)

Report by: Joint Director of Planning and Economic Development

Date: 19TH April 2017

Application Number	16/2149/REM	Agenda Item	
Date Received	07 December 2016	Officer	Aaron Coe
Target Date	15 March 2017		
Parishes/Wards Site	Trumpington Land Between 125 and 129 Shelford Road and Clay Farm Parcel 12C		
Proposal	Reserved matters of 07/0620/OUT for pedestrian and cycle route and emergency vehicular access		
Applicant	Countryside Properties Ltd		
Recommendation			
Application Type	Reserved Matters	Departure: No	

The above application(s) have been reported to the Planning Committee for determination by Members in accordance with the Scheme of Delegation for the Joint Development Control Committee for the Cambridge Fringes

0.0 INTRODUCTION

- 0.1 In August 2010 outline approval was granted for the Clay Farm development of up to 2,300 homes, a local centre, schools and open space.
- 0.2 This development is now largely built out at the northern and southern ends with significant construction on going on the central parcels including around the local centre.
- 0.3 The outline application approved 6 parameter plans with which all reserved matter applications must comply. These covered land use, access, density, building heights, landscaping and urban design principles.
- 0.4 Now that a large part of the housing has been delivered, the walking and cycling connections are being progressed, of which this proposal is one element.

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is located on the southern fringe of the city within the Clay Farm development. It is located 3.7km south of Cambridge City Centre and to the west of Addenbrooke's Hospital.
- 1.2 The proposed access intends to provide an access link from Shelford Road to the Clay Farm site (Parcel 12C). Shelford Road is situated south of Addenbrooke's Road. There are two properties within close proximity to the proposed access road, to the north is 125 Shelford Road and to the south is 129 Shelford Road.
- 1.3 The proposed access links Shelford Road directly into Austin Drive, a residential area of Clay Farm parcel 12C.

2.0 THE PROPOSAL

- 2.1 This application is a resubmitted reserved matters application following the withdrawal of the previous application to allow for further design development. This application is for the erection of an access link which is proposed to be 3 metres wide and 70 metres long. It is proposed to be located between the Clay Farm site and Shelford Road pursuant to outline approval 07/0620/OUT.
- 2.2 The site currently consists of over grown vegetation and shrubs. The land is part of the Clay Farm development site and is owned by Countryside Properties Ltd. There is currently a gate at the Shelford Road end of the access to restrict access.
- 2.3 The link would be for pedestrians and cyclists. The purpose of this is to offer an alternative route to using Addenbrooke's Road. The road also proposes to

deliver a function for emergency vehicles to enable faster response times. It is proposed that lockable bollards will be provided at each end of the access road to prevent use by other vehicles.

- 2.4 The access route would only be used by emergency vehicles in situations that will enable faster response times.
- 2.5 The link associated and lighting is proposed to be adopted by Cambridgeshire County Council.
- 2.6 The application is accompanied by the following supporting information:
 - 1) Planning Statement
 - 2) Drainage- impermeable membrane information
 - 3) Access to parcel 12 c- Drawing D125403-185-P6

3.0 RELEVANT SITE HISTORY

Reference (City Council)	Description	Decision
07/0620/OUT	Main development outline application. 2300 dwellings, and community facilities	Permitted
09/0272/FUL	Spine road through Clay Farm site, linking Long Road with the Addenbrooke's Access Road.	Permitted
14/1724/REM	Reserved matters application for pedestrian, cycle and emergency vehicular access to Shelford Road pursuant to outline approval 07/0620/OUT	Withdrawn

4.0 PUBLICITY

Adjoining Owners: Yes

Site Notice Displayed: Yes

5.0 POLICY

5.1 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2006	3/1 3/4 3/6 8/2 8/3 8/4 9/5

5.2 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	National Planning Policy Framework March 2012 National Planning Policy Framework – Planning Practice Guidance March 2014
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007)
	<u>Area Guidelines</u> Cambridge Southern Fringe Area Development Framework 2006
	<u>City Wide Guidance</u> Cambridge and South Cambridgeshire Strategic Green Infrastructure Strategy for the Cambridgeshire Sub-Region (2006) Cambridge Walking and Cycling Strategy (2002)

5.3 Area Specific Guidance

1) Cambridge Southern Fringe Area Development Framework 2006

5.4 Status of proposed submission- Cambridge Local Plan

Planning applications should be determined in accordance with policies in the adopted Development Plan and advice set out in the NPPF. However, after consideration of adopted plans and the NPPF, policies in emerging plans can also be given some weight when determining applications. For Cambridge, therefore, the emerging revised Local Plan as published for consultation on 19 July 2013 can be taken into account, especially those policies where there are no or limited objections to it. However it is likely, in the vast majority of

instances, that the adopted development plan and the NPPF will have considerably more weight than emerging policies in the revised Local Plan.

For the application considered in this report, the following policies are of relevance,

- Policies 13 and 17: Emerging Cambridge Local Plan 2014 – Areas of Major Change and Opportunity Areas –General Principles /Southern fringe Areas of Major Change
- Policies 9/2, 9/3,9/5: Adopted Cambridge Local Plan 2006 –Areas of major Change/Southern Fringe

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 The Highways Authority does not consider that this application will have any significant adverse impact upon the operation of the highway network.

Environmental Health

- 6.2 The development proposed is acceptable subject to conditions.

- Construction hours
- Collection during construction
- Artificial lighting (Prior to installation lighting condition)

Head of Streets and Open Spaces (Nature Conservation Officer)

- 6.3 The development proposed is acceptable subject to conditions.

The lighting scheme should be conditioned to ensure an ecologically sensitive scheme that avoids illumination of adjacent gardens.

Head of Streets and Open Spaces (Landscape Team)

Comments as submitted

- 6.4 Information about the vegetation on either side of the fence boundaries is needed to ensure that the proposals do not impact on the root area of existing trees or hedges within neighbouring gardens. The applicant should submit a Tree and hedge survey and Impact Assessment where relevant constraints exist.

- 6.5 The slope which goes from 1:20 to a steeper grade towards the infiltration trench will initially be unsustainable and will revert to a single slope somewhere between the two. If this section shape is required, then turfing and or slope stabilisation matting (ie pre-seeded matting) will be required to retain the shape.
- 6.6 Some element of soft landscape works at the edges of the new path will be required upon completion of the path. Native grasses and wildflower seed mixes would be ideal in this situation which is mown less frequently than amenity grasses.

Comments as amended

- 6.7 The development proposed is acceptable subject to the following condition.
- Soft landscaping works details

Head of Streets and Open Spaces (Sustainable Drainage Officer)

Comments as submitted

- 6.8 In relation to the infiltration trench the applicants proposes an impermeable membrane to the sides and base which appears to be due to the proximity of the adjacent building. Clarification is required of where this trench then connects into on the proposals as essentially it can't act as an infiltration trench therefore it must have an outfall somewhere.

Comments as amended

- 6.9 Given the linear nature of the access track and the size of the trench being provided, satisfied that on the basis that some limited infiltration capability is possible and it will not cause any detriment. The details provided are acceptable.

Head of Streets and Open Spaces (Cycling and Walking Officer)

- 6.10 The development is acceptable subject to certain requirements being met.

Visibility will be an issue. Pedestrians on the footway will have difficulty seeing cyclists coming out of the path and vis versa. The tree on the south side appears to be within either the highway or within their site and should be removed and, if possible, the hedge to the north should be cut back.

Direction signage should be provided at each end of the path – the location and design of the signs should be conditioned.

The bollards should be highly reflective and of a suitable design. This should be conditioned.

- Removal of tree and maintenance of vegetation
- Design of the bollards

7.0 REPRESENTATIONS

7.1 The owner/occupier of the following addresses have made a representation:

125 Shelford Road
129 Shelford Road
47 Austin Drive
49 Austin Drive

7.2 The representations are summarised as follows:

Lighting and Ecology

- Lighting impact on neighbouring properties
- Impact of the development on the local bat, owl and bird populations
- Concerns with the maintenance of the access road.

Drainage

- Fears that a sufficient drainage solution will not be implemented and neighbouring gardens will be negatively impacted

Boundary issues

- Concerns regarding the loss of hedgerows
- Loss of a boundary that creates security and privacy concerns for neighbouring properties

Highways, Access and Visibility

- Highway safety concerns on both Austin Drive and Shelford Road
- Concerns about the safety of cyclists accessing this road link from Shelford Road and also accessing Shelford Road from the proposed access.
- Impact of commuting cyclists through the residential area on local residents.

8.0 ASSESSMENT

8.1 From the consultation responses and representations received and an inspection of the site and the surroundings, the main issues are:

1. Principle of development
2. Pedestrian and cycle network
3. Context of the site and design
4. Lighting
5. Drainage
6. Landscape and Ecology

7. Maintenance Responsibilities

9.0 Principle of development

- 9.1 Both the outline indicative permission masterplan and the approved access parameter plan show an access road in the location proposed in this application. Therefore, the principle of the access is compliant with the approved 2010 outline application.
- 9.2 The access road will facilitate an important link for pedestrians and cyclists from Shelford Road to the Clay Farm development. This is in accordance with the approved parameter access plan from the outline application.
- 9.3 The construction of this road will ensure safe pedestrian and cyclist access, as well as providing an important link for emergency vehicles when required to provide faster responses to emergency situations on the Clay Farm site. The presence of lockable bollards at each end of the access road will prevent the use of the proposed access by non-emergency vehicles. This proposal is therefore in accordance with Cambridge City Local Plan Policies 8/2 and 8/4 as it encourages sustainable transport choices through new development by maximising opportunities for walking and cycling by linking the new development with the surrounding walking and cycling network.
- 9.4 The proposed access intends to provide a more appealing link for pedestrians and cyclists than Addenbrookes Road to reach the Clay Farm development from the surrounding area.
- 9.5 The Clay Farm Design Code 2011 also highlighted the need for this pedestrian, cyclist and emergency vehicular access route.

10.0 Context of the site and design

- 10.1 The key design issues involve the function of the road and its impacts on neighbouring properties.
- 10.2 The design code highlights the importance of encouraging sustainable modes of transport. This proposal encourages walking and cycling, and it also promotes links with the surrounding walking and cycling network. Therefore, the proposal is in accordance with Local Plan policy 3/1 and 8/4.

Pedestrian and Cycle network

- 10.3 The application includes the cycle and pedestrian route that proposes to link the Clay Farm site to Shelford Road and the surrounding area. The

construction of the cycleway will comply with Appendix 2 of the Cambridgeshire Housing Estate Road Specification 2011.

- 10.4 Concerns were raised by residents of Austin Drive regarding the speed that commuting cyclists will travel along the proposed route and into the residential area. The cycling and walking officer has suggested the 2 bollards at both ends of the development are 800mm in height and include large reflective strips of paint on both sides in order. In the view of officers this will reduce the likelihood of conflict between users of the access road and the residents of neighbouring properties. Further details of the bollards would be secured by condition (condition 3). Immediately prior to the publication of this report, officers were made aware that some bollards have been installed already but that these are not in accordance with Council requirements. The applicant has been contacted and a further update will be provided on the Pre-Committee Amendment Sheet-at Committee.
- 10.5 Visibility issues were raised by the cycling and walking officer and it has been requested that the tree to the south of the development is removed to enable pedestrians on the footway to see cyclists entering the route and vice versa. Whilst this is not ideal, given the need to ensure improved visibility, it will contribute to resolving safety concerns and is therefore necessary in this instance.

11.0 Amenity

11.1 Lighting

Lighting was a concern highlighted by neighbouring properties in respect of the previously withdrawn scheme and this has been addressed in this resubmitted application. The route is proposed to be lit by three 5m lighting columns with shields to provide shade for adjacent dwellings rather than the 6m lighting columns proposed in the previous application. The use of low level lighting (5m) is not usually accepted by the Highways Authority, however the lighting at this level has been agreed for this application to reduce the impact on neighbouring residential properties. Moving the lighting columns to the south side of the access rather than the north side has been implemented to ensure that the shields prevent lighting impacts on neighbouring properties.

A lighting scheme will be completed by the applicant and a prior to installation condition has been attached (condition 4). It is therefore considered that the concerns about the impacts on the amenity of surrounding properties have been addressed. Again, immediately prior to the publication of the report, it has been noted that incorrect lighting has been installed already and the applicant will be contacted direct about this and a further update provided on the Pre-Committee Amendment sheet/at Committee.

11.2 Drainage

In both the previous submission and the current application neighbours have raised concern with the drainage system for the proposed access road. The plans consist of an infiltration trench to the south of the road. The drainage trench will include an impermeable membrane. This design has been assessed by the City Councils drainage officer and has been considered acceptable because of the linear nature of the access and the size of the trench being provided. There are therefore considered to be no adverse drainage implications for surrounding properties arising from these proposals.

11.3 Highway Safety

Due to the orientation of the nearby properties on Austin Drive residents should be entering the highway in forward gear having reversed into their drives. It is the Highway Officers officers view that residents will be able to re-enter the highway safely.

The access is anticipated to be used very rarely by emergency vehicles. Audible and visual warnings will also be fitted to the vehicles. The safety of pedestrian and cyclists is unlikely to be put at risk.

The proposed access route intends to comply with Appendix II of the Cambridgeshire Housing Estate Road Specification 2011.

The proposals are therefore acceptable in highways safety terms.

11.4 Ecology and Landscape

The applicant implemented a precautionary method of working report which was conducted by an Ecological Clerk of Works on site. This report was assessed by the Council and it was considered acceptable. The clearance of the vegetation took place outside of bird nesting season to reduce the risk of disturbance.

Furthermore, the tree survey and impact assessment was also submitted by the applicant, this was then assessed by the City Councils landscape architect. The assessment was deemed acceptable as the majority of vegetation was found in the survey to be low quality. The survey highlighted a single birch tree is located in the neighbouring garden (125 Shelford Road) but the roots would not be impacted by the proposed development. The City Councils nature conservation officer found there to be no adverse ecological impacts associated with the proposed development.

11.5 Privacy

The proposed development complies with the approved access parameter plan and the existing boundaries of neighbouring properties will not be

impacted by the proposed development. Therefore, subject to the installation of suitable lighting structures, the proposals are not considered to have an adverse impact on the privacy of residents and are considered to be acceptable.

11.6 Maintenance Responsibilities

The link and lighting is intended to be adopted and maintained by Cambridgeshire County Council. This will be secured through a separate legal agreement between the County Council and the applicant.

12.0 **Conclusion**

The proposal has been developed in line with the approved outline permission parameter plans and the site-wide Design Code. The function of the access road for cyclists, pedestrians and when necessary emergency vehicles will provide an important connecting link between the southern part of the Clay Farm site to Shelford Road and the wider area. It is recognised that the access road will intensify the use of nearby residential areas but this has been considered at outline stage. A number of issues such as lighting, landscaping, privacy and highways safety have been subject to negotiations and discussions and are considered to have been satisfactorily addressed, subject to imposition of appropriate conditions.

RECOMMENDATION

APPROVE subject to the following conditions:

13.0 **PROPOSED CONDITIONS**

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004.

2. The proposed access shall only be used as a footpath/cycleway link and as an access for emergency vehicles only.

Reason: In order to safeguard residential amenity (Cambridge Local Plan policies 3/4 and 3/7 and Cambridge Southern Fringe Area Development Framework).

3. Within two months of the date of this permission, a large scale plan shall be submitted to the local planning authority for approval detailing the following elements:

- The proposed finish of the access surface
 - The details of the design of the proposed bollards
 - The details of the maintenance arrangements to be put in place to ensure the upkeep of the access and any associated planting that is proposed
 - The development shall be carried out in and maintained thereafter in accordance with the details approved.
4. Within 2 months of the date of this permission, an artificial lighting scheme shall be submitted to the local planning authority for approval. The scheme shall include details of any artificial lighting of the site and an artificial lighting impact assessment with predicted lighting levels at proposed and existing residential properties shall be undertaken. Artificial lighting on and off site must meet the Obtrusive Light Limitations for Exterior Lighting Installations contained within the Institute of Lighting Professionals Guidance Notes for the Reduction of Obtrusive Light - GN01:2011 (or as superseded).
The approved lighting scheme shall be installed, maintained and operated in accordance with the approved details / measures.
5. No construction work or demolition work shall be carried out or plant operated other than between the following hours: 0800 hours and 1800 hours on Monday to Friday, 0800 hours and 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.
Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2006 policy 4/13)
6. There should be no collections from or deliveries to the site during the demolition and construction stages outside the hours of 0800 hours and 1800 hours on Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.
Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2006 policy 4/13)
- The development shall be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.
7. Soft landscaping works details: Within two months of the date of this permission, details of soft landscape works have been submitted to the local planning authority for approval. Soft landscape works shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where

appropriate and an implementation programme. The development shall be carried out in accordance with the details that are submitted to and approved by the City Council.

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is provided as part of the development. (Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

8. The development shall be carried out in accordance with the following approved drawings:

Access to Parcel 12C - D125403/185 P6

Informative

It is noted that inappropriate bollards and lighting have already been installed.

The applicant is strongly advised to remove these urgently and to provide details of suitable proposals, in accordance with the Council's requirements and the conditions hereby imposed. The applicant is reminded of the City Council's powers of enforcement in this respect.

Contact details:

To inspect the application or if you have any queries on the report, please contact:

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APPENDICES

- Site location plan
- Context plan