

# JOINT DEVELOPMENT CONTROL COMMITTEE (CAMBRIDGE FRINGE SITES)

Report by: Joint Director of Planning and Economic Development

Date: 20<sup>th</sup> June 2018

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<b>Application Numbers</b>	S/1000/18/DC	<b>Agenda Item</b>	
<b>Date Received</b>	15 <sup>th</sup> March 2018	<b>Officers</b>	Edward Durrant
<b>Target Date</b>	21 <sup>st</sup> June 2018		
<b>Parishes/Wards</b>	Fen Ditton Parish		
<b>Site</b>	Land north of Newmarket Road, Cambridge		
<b>Proposal</b>	Discharge of condition 8 (Site wide design code) of planning permission S/2682/13/OL		
<b>Applicant</b>	Hill Marshall LLP		
<b>Recommendation</b>	Approve		
<b>Application Type</b>	Discharge of condition	<b>Departure:</b>	No

The above application has 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.

SUMMARY	The development accords with the Development Plan for the following reasons:  The proposals are considered to be in accordance with the Cambridge East Area Action Plan (2008) vision and
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	<p>policies in that the proposals would contribute to the creation of a distinctive sustainable community on the eastern edge of Cambridge.</p> <p>This proposal is for the design code that will guide the design of the detailed planning applications to be submitted following the outline approval for 1,300 homes and associated development on land north of Newmarket Road. In accordance with the Cambridge East Area Action Plan (2008) the proposals would ensure that this phase of Cambridge East could function independently as a stand-alone neighbourhood whilst the airport is still operating but is also capable of integrating with wider development in the longer term.</p>
RECOMMENDATION	APPROVAL

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## APPENDICES

Ref	Title
1	Wing Design Code – June 2018
2	Quality Panel response of 28 <sup>th</sup> September 2017
3	Quality Panel response of 15 <sup>th</sup> January 2018

### 1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 This development site is known as “Wing” and forms part of the wider Cambridge East development as covered by the Cambridge East Area Action (CEAAP) Plan adopted 2008. To the north of the site the boundary is defined by an existing semi-mature tree belt

that runs to the south of High Ditch Road that dog legs south towards the Newmarket Road Park and Ride site (P&R). The northern part of the site is agricultural land with very few natural features other than the aforementioned tree belt. There are several houses to the northeast of the site on High Ditch Road. To the northwest, the other side of the tree belt, High Ditch Road enters the village of Fen Ditton.

- 1.2 The Jubilee Way cycleway runs through the middle of the site connecting the Fison Road estate with the P&R. To the south of the Jubilee Way there is an agricultural field that sits to the west of the new BP petrol filling station, which is located to the west of the P&R. All of this field and the land south of the Jubilee Way formed part of the outline consent for Wing.
- 1.3 The southern frontage of the outline site is open with some semi-mature trees and grass verges either side of Newmarket Road. To the southwest there are the existing car showrooms and the North Works site, all of which were included within the site edged red for the outline consent.
- 1.4 To the south of Newmarket Road is Cambridge Airport, which is also owned by Marshall, the applicant for the outline approval. The runway and associated hangars are located to the south of the terminal building alongside the grade II listed art deco style airport control building.
- 1.5 To the immediate west the site abuts the Fison Road estate, which falls within the City Council administrative area. The aforementioned northern tree belt extends down approximately half of the site boundary from the north into the area covered by the outline consent (ref. 13/1837/OUT) that was submitted to the City Council.

## **2.0 THE PROPOSAL**

- 2.1 Outline planning permissions were granted for the Wing development for up to 1300 dwellings and associated infrastructure in December 2016. The outline approval was subject to a number of site-wide , strategic conditions, of which this is one. The details contained in this discharge of condition application include the site-wide design code document that will guide the submission and determination of the reserved matters applications

for the infrastructure, landscaping, residential areas, local centre, primary school, and public open spaces. These details have been submitted in order to discharge condition 8 of planning reference S/2682/13/OL and are required to be submitted prior to or concurrently with the first reserved matters application. The first reserved matters applications for infrastructure has been submitted to SCDC and the City Council (area of open space only) in parallel with the design code.

- 2.2 The design code sets out a series of requirements or design “rules” that are either mandatory or recommended with ‘must’ being used for the former and ‘should’ being used for the latter. In the case of requirements where ‘should’ is used it would need to be demonstrated at the detailed planning stage for an alternative design to be considered acceptable. Within the code three character areas are identified as different districts with a different design approach to each reflecting the different context of each area.
- 2.3 The submission includes the design code document only, which was amended in June 2018.

### 3.0 SITE HISTORY

Reference	Description	Outcome
S/2682/13/OL	Up to 1,300 homes, including up to 30% affordable housing across the development as a whole, primary school, food store, community facilities, open spaces, landscaping and associated infrastructure and other development	Approval
13/1837/OUT	Proposal Demolition of buildings and hard standing and construction of tennis courts, allotments, store room and toilets, informal open space and local areas of play, provision of drainage infrastructure, footpath and cycleway links, and retention and management of woodland.	Approval

## 4.0 PUBLICITY

4.1 This application has been subject to consultation with statutory consultees.

## 5.0 POLICY

5.1 Relevant Development Plan policies

PLAN	POLICY NUMBER
South Cambridgeshire Local Development Framework 2007	DP/3, DP/4
Cambridge East Area Action Plan 2008 (CEAAP)	CE/1, CE/2, CE/6, CE/7, CE/8, CE/9, CE/11, CE/13, CE/16, CE/20

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

Central Government Guidance and Material Considerations	National Planning Policy Framework March 2012 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 - The Use of Conditions in Planning Permissions.
Supplementary Planning Guidance	Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document - 2012 Trees & Development Sites - 2009 Biodiversity – 2009 District Design Guide – 2010 Landscape in New Developments - 2010

## 6.0 CONSULTATIONS

### Comments on application as submitted

- 6.1 **Cambridgeshire County Council (Highways Development Management)** – as part of the response to S/1004/18/RM raised concerns about street trees in the public highway being maintained by a management company.

**Cambridgeshire County Council (Lead Local Flood Authority)** – was unable to comment until the site-wide surface water drainage strategy was agreed.

**Cambridgeshire Constabulary (Architectural Liaison Officer)** – has no objection.

**Drainage consultant** - was unable to comment until the site-wide surface water drainage strategy was agreed.

**Ecology Officer** – requested that green and brown roofs be referenced as well as other forms of habitat creation such as log piles.

**Fen Ditton Parish Council** – raised concerns about the scale of buildings in the north-western corner of the site and has requested outline elevations of the development as would be seen from Tiptree Close. FDPC has also requested confirmation that balconies will be restricted to the City area and that the parish council be consulted if any changes are proposed as non-material amendments.

**Teversham Parish Council** – has not responded.

**Trees and Landscape Officer** – questioned a number of points in the landscape section, in particular the reference to NHBC standards for trees and considers that the wording for the children's play and recreation section is too restrictive and should be amended. He also identifies inconsistencies about the location of the northern bridleway.

**Urban Design Consultant** – made a number of comments which include suggesting that chapters be colour coded to ease

reference, further details needed about the school design and boundary treatment, coding needed for setbacks to building, a more varied palette of tree planting and greater detail on development surrounding the public squares and.

**Cambridgeshire County Council (Lead Local Flood Authority)**  
– has no objection.

**Drainage consultant** – has no objection.

Comments on application as revised

**Ecology Officer** – has no objection.

**Trees and Landscape Officer** – has no objection.

**Urban Design Consultant** – recognises that some of the more detailed comments can be addressed at the reserved matters stage and has no objection.

6.2 The above responses are a summary of the comments that have been received. Full details of the consultation responses can be inspected on the application file.

## **7.0 Quality Panel comments**

7.1 The emerging design code first went to the quality panel in September 2017 when the following comments were made:

- Support a 100 page or less Code.
- Emphasise importance of social spaces and communal gardens and an understanding of how new residents will start to build a community.
- Consider the amenities, connectivity, identity and social elements of how communities evolve and how, who and where people will congregate.
- Consider how to soften the hard barriers, whilst respecting policy requirements, perhaps with views through the planting to the north and east.
- Consider the quality of materials and keep it simple.
- Consider senior living tenure.

- Opportunity to improve Newmarket Road frontage should be taken and developed at the earliest opportunity.
- Ensure road opposite car dealerships included in Code

7.2 In January 2018 the latest draft of the code was taken to the Quality Panel where the changes in response to the last review were welcomed. They also raised the following points:

- More aspirational examples of cycle storage.
- Consideration to the role of green spaces in establishing social networks and more references to the health and wellbeing.
- The role of the market square needs consideration working with the School Promoter.
- Would welcome the inclusion of accommodation for the elderly.
- Welcome the removal of the oval and the green landscaping coming into the development.
- Invited the developer to consider how the development is adaptable to the future of the car.
- To review the Newmarket Road frontage and show more detail, including ground floor extra height to accommodate non-domestic use such as retail.
- The environment and landscape could come through a lot stronger throughout the design code with further reference to the role of landscape to mitigate overheating, and health and wellbeing.
- Use of tree trenches and water gardens to attenuate water where it falls is encouraged and include more opportunity for fruit and veg production can bring a community together.
- Roofs should maximise potential use of solar panels.
- Include more detail of the podium parking and establish a minimum depth for gardens adjacent to the podium parking.
- Not all landmark key buildings to be located on corners.

Whilst a number of these comments have been addressed in subsequent amendments of the design code there are some that will need to be considered at the detailed planning stage. Comments on those points that have been addressed are included in the report and the Quality Panel reports are included as appendices to this report.



## **8.0 REPRESENTATIONS**

8.1 No third party representations have been received.

## **9.0 ASSESSMENT**

9.1 From the consultation responses received, and from my inspection of the site and the surroundings, the main issues are whether the proposed design code would provide a site-wide design framework and appropriately robust guidance for the detailed planning applications for Wing to ensure a high quality, well designed development, taking into account that it will be coming forward on a phased basis and could potentially be built out by more than one housebuilder. Whilst there is an introduction and context section this report considers the code on the basis of the following chapter headings:

- Vision
- Land Use
- Movement and Access
- Urban Design Principles
- Materials
- Landscape and Open Space
- Character Areas
- Delivery

9.2 In advance of work on the design code officers and representatives of Hill visited the Nine Wells development in Cambridge and the Avenue in Saffron Walden on 16<sup>th</sup> June 2017, which are two developments that Hill has built. Following these visits there was a meeting to discuss the scope of the design code document. At the end of the design coding process a testing day was used with other developers and architects being used to test the robustness of the code.

## **10.0 Vision**

10.1 The vision reflects the development that was secured at the outline stage of a sustainable urban extension for Cambridge that not only include a range of new homes but also community facilities and local shops. There are eight high level design principles that relate to an integrated development, respecting and enhancing the

surrounding area, enhancing sustainable connections, creating a balanced community, a landscape led development, a thriving centre, a place with its own character and long-term stewardship. The vision also includes a 'components of space' section that considers the careful organisation of the components of space to produce memorable, easily navigable and successful spaces.

## **Land Use**

10.2 The land use section accords with the quantum of development and the different uses across the site that were identified at the outline stage.

## **Movement and Access**

10.3 The strategy for Wing is that streets and paths must encourage walking and cycling to key destinations with streets designed to ensure vehicle speeds are no more than 20mph. The requirements for the site wide coding in terms of movement and access are that all streets must:

- Comply with the adoptable standards of Cambridgeshire County Council
- Minimise clutter and signage
- Provide a planted front privacy strip of no less than 1.5m
- Provide visitor parallel parking on carriageway at appropriate locations
- Comply with the street planting principles of the code

10.4 The code identifies principles to define the hierarchy of streets and that shared surfaces, with a single material that does not define the vehicular carriageway, must not serve more than 14 homes. These shared services are shown as being primarily in the north of the site. At the detailed design stage it will need to be demonstrated that where they connect to the primary and secondary street network there are no areas where through traffic would impact upon the safety of the users of the shared surfaces.

10.5 Whilst the code originally showed the bridleway running south of Kingsley Woods this has now been amended to accord with the reserved matters application (S/1004/18/RM), which shows it running through the tree belt.

- 10.6 The design code shows a dedicated cycleway running down Morley Street and not Austin Street. This was established at the outline stage where it was considered necessary to have a safe route to the primary school. Whilst CamCycle has suggested that a cycleway be provided down Austin Street in their response to S/1004/18/RM most residents would have safe routes through residential areas (including along shared surfaces) to either reach the Jubilee Way cycleway or the local centre.
- 10.7 The car parking standards within the code comply with the requirements of the CEAAP and there is a requirement for car club spaces to be provided at strategic locations across the masterplan. A number of typologies are provided for car parking that are predominantly on plot for the lower density areas. In the higher density areas parking is mainly proposed as podium parking for apartments and town houses, with courtyards above. Where areas of parking would be proposed in the public realm the code ensures that they should not be in groups of more than 16 parking spaces. Visitor parking is shown as on carriageway, in order to reduce vehicle speeds, rather than in dedicated parking spaces within residential areas. On other sites there are examples of where visitor bays in residential areas are 'claimed' by nearby residents, especially if these visitor spaces are conveyed to nearby properties.
- 10.8 Cycle parking is designed to be secure and in locations that allow easy access to cycles for both residential properties and other uses across the site in order to encourage cycling. The code also requires that spaces for cargo cycles and cycle trailers should be provided where appropriate. Before the last quality panel review cycle parking was shown in structures shared with bins. The code has since been amended to ensure that cycles will not be stored with bins.

## **11.0 Urban Design Principles**

- 11.1 The Urban Design Principles section follow the building heights parameter plan by proposing principles for where different built forms must be located to help support legibility, wayfinding and place-making. The code proposes a block structure that is legible, well connected and permeable with different block types that can be used for each of the three character areas. Where these blocks front onto the public realm the code shows where landmark

buildings and key groups of buildings will be accommodated to support legibility and place-making. In response to the quality panel comments on landmark buildings there is sufficient flexibility in the code for landmark buildings to be accommodated within streets and not just at corners.

- 11.2 The code includes a section on building design that promotes the use of pitched roofs across the site with building elevations that must engage with the public realm. The requirements of this section will result in buildings with openings overlooking public spaces and roads and roof pitches that add character to the street scene and maximise the use of solar panels.

## **12.0 Materials**

- 12.1 Although specific products are not proposed the design code details the types of materials that will and will not be acceptable across the site. The code includes a material matrix that shows simple, quality predominant and accent materials. All of the examples are high quality materials with aluminium and composite timber for windows rather than the use of plastic. Similarly the proposed roof materials and materials for fascias and rainwater goods are also considered to be high quality. Within the materials section there are principles of building details that includes examples of good detailing as well as detailing that must not be used. The materials for the public realm include materials that would be adoptable by the Local Highway Authority.

## **13.0 Landscape and Open Space**

- 13.1 This section lists the requirements for tree planting based on a palette of robust species including native species that are already present on the site. The code identifies that detailed planting schemes must not result in an unacceptable increase in bird activity in order to limit any impact upon the operation of Cambridge Airport. As submitted the code included a requirement that tree selection must adhere to NHBC standards in relation to foundations and building near trees. These standards are considered too restrictive and as a result of the amendments this requirement has been removed.

- 13.2 The street furniture section includes principles for seating and other street furniture that should be functional and vandal resistant. Bins should incorporate bird-proof lids and drinking fountains should be provided in all public spaces. In response to the ecology office's comments further details on ecological enhancement through green and brown roofs has been included.
- 13.3 Although the drainage and SUDs section principles are considered acceptable in principle both the drainage consultant and the LLFA awaited further information on the site-wide drainage strategy before confirming this. All of the above ground drainage infrastructure will be planted up to provide ecological enhancement as well as to visually enrich the public realm. As submitted the code showed multiple boundary fences on the southern side of the *ha ha*. The code has since been amended to remove these fences so that there is an open view across the *ha ha* to Kingsley Woods.
- 13.4 The Quality Panel suggested that more could be done to provide views out of the site through the tree belt. Whilst this approach has merit there is a policy requirement for the retention and enhancement of the tree belt that should be adhered to.
- 13.5 The landscape section also details the requirements for lighting and public art. With the lighting there is a requirement to minimise clutter with lighting attached to buildings where appropriate and public art will be used to enhance the value and identity of the site.

## **14.0 Character Areas**

- 14.1 The design code identifies three character area across the site that are called the Edge, the Town and the City where the design of development and use of materials will be defined by the context of each area. The earlier sections of the code (materials, building details, block structure, etc.) will all be used to help create distinct characters for each area.
- 14.2 The Edge is the northernmost character area and is also the lowest density of the three. It will mainly be made up of larger 2-3 storey houses on a loose grid enclosed by mature landscapes and open spaces. Gregory Park and Kingsley Woods are also within the Edge area and details of the landscaping and routes through both areas are included in the first reserved matters application S/1004/18/RM.

14.3 The Town is the central area that will contain medium density housing of 2-4 storeys with mews streets, lanes and smaller, more flexible community squares. To the south of the site, fronting onto Newmarket Road is the City character area. This area will accommodate the highest density of the three and will contain mainly apartment blocks of 2-5 storeys. The local centre including retail and the school will also be contained within the City character area as well as Beta Square.

## **15.0 Car Showrooms**

15.1 Although the car showrooms fall within the City area there is no specific guidance on the design and treatment of these buildings. Instead the code focuses on the layout of the site and its relationship with the adjacent road as suggested by the Quality Panel. The relocation of these showrooms has already started and future applications for new showrooms would need to comply with the design code for the site. The design code shows showrooms fronting onto the primary road, set behind forecourts. Whilst any future applications are likely to come forward as full applications, as was the case with the recent Ford application, they would still be expected to comply with the requirements of the code.

## **16.0 Delivery**

16.1 The delivery section at the end of the code references the phasing plan that has been submitted as part of the discharge of condition 7 of outline consent ref. S/2682/13/OL. It also includes statements on management and adoption, code review and quality control. All of the street will be designed to adoptable standards with an aspiration for them to be adopted. The landscaping open space, tree belts, street trees and playing pitches will be managed by a management company, the details of which need to be agreed with the Council under the terms of the S106.

16.2 In discussions with County Highways the issue of the adoption of street trees arose. All parties are keen to ensure that street trees are provided and thereafter maintained due to the positive impact they would have upon the street scene. As the County Council will not need to adopt the verges outside of visibility splays it is proposed to locate the street trees in these verges. The verges and their trees can then be managed by a separate body, such as a management company. As part of the S106 for the outline

application there is the requirement to agree the body for the maintenance of open space across the site. The verges alongside the highway are likely to be considered as open space for the purposes of the longer term management of the site.

- 16.3 The review mechanism ensures that any changes to the code must be agreed between the lead developer and the Council and the quality control section details how detailed proposals will require landowner approval before submitted as reserved matters applications.

## **17.0 Other matters**

- 17.1 In response to Fen Ditton Parish Council's comments indicative building heights across the site were established at the outline stage where the approved parameter plans showed the range of heights across the site. when the detailed planning applications for the individual land parcels are submitted the parish council will have the opportunity to comment further. It has been requested that the applicant engage with the parish council early when preparing the detailed application for the residential area near Tiptree Close in order to address any concerns that they have. With regards to their comment on balconies, these would be more common features in the City area as that is where most of the apartments would be accommodated. However, it is likely that there will also be some apartments in the Edge and Town areas where amenity space would be provided by way of balconies. The acceptability of the design of these balconies and their locations will be considered at the detailed planning stage.
- 17.2 Notwithstanding the fact that the relevant drainage authorities have questioned the capacity of the surface water drainage features the principle of the use, and their design is considered acceptable. The capacity of the surface water drainage system is being considered through a separate discharge of condition application process.
- 17.3 The quality panel suggestion that consideration be given to housing for the elderly is not something that the design code can achieve as there are no specific proposals for such a facility. Notwithstanding this the code would not preclude the provision of such a facility as long as its design complied with the criteria of the code.

## **18.0 CONCLUSION**

18.1 The proposed design code is in accordance with the requirement of condition 8 of outline consent ref. S/2682/13/OL and is therefore recommended for approval. In order to accord with the wording of condition 8 the condition will only be complied with once development has been carried out in accordance with the approved design code.

## **19.0 RECOMMENDATION**

**APPROVE** the following document:  
Wing Masterplan Design Code – June 2018

### **Contact details**

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

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