

**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 Number</b>	S/1001/18/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 7 (site wide phasing plan) 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 policies in that the proposals would contribute to the
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	<p>creation of a distinctive, sustainable community on the eastern edge of Cambridge.</p> <p>This proposal is for the phasing of the approved development of 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	Drawing 097_DOC 07_001 Revision B – as submitted
2	Drawing 097_DOC 07_002 Revision C (as amended May 2018)
3	Site-wide Phasing Strategy – May 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 that is covered by the Cambridge East Area Action Plan (CEAAP) 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. The application site also includes a section of disused railway that extends from the north of the Fison Road estate to High Ditch Road.

- 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 a development comprising up to 1300 dwellings and associated infrastructure in November 2016, subject to a number of site wide conditions including this one. The details contained in this discharge of condition application include the phasing of the infrastructure, landscaping, residential areas, local centre, primary school and public open spaces. These details have been submitted in order to discharge condition 7 of planning reference S/2682/13/OL and are required to be submitted prior to or concurrently with the first

reserved matters application. Phasing is an important element of large-scale developments that are capable of being built out over several years and potentially by more than one or a number of house builders.

2.2 As well as two phasing drawings the submission includes a 'Site-wide Phasing Strategy' that is appended to this report. This document and drawing 097\_DOC 07\_002 Revision C were amended in May 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 only.

### 5.0 POLICY

5.1 Relevant Development Plan policies

PLAN	POLICY NUMBER
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Cambridge East Area Action Plan 2008 (CEAAP)	CE/2, CE/6, CE/9, CE/12, CE/30, CE34
South Cambridgeshire Local Development Framework 2007	DP/3, DP/4

## 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.
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## 6.0 CONSULTATIONS

### 6.1 Comments on application as submitted

**Cambridgeshire County Council (Highways Development Management)** – raised concerns that the phasing shows the two Newmarket Road junctions and associated cycle improvements being delivered as part of different phases. It is requested that both junctions and cycle improvements be delivered at the same time to ensure the approved design is not delivered in a piecemeal fashion that could impact upon the safety of Newmarket Road.

**Cambridgeshire County Council (Local Education Authority)** – stated that the opening of the school has been identified based on the housing trajectory provided by the developer. Whilst it is envisaged that the school will open at an early stage within the development the County Council and school sponsor are working closely to ensure that the opening arrangements do not undermine the viability of existing schools. It should be noted that one of the school's likely to be affected, Fen Ditton Primary, is a school within the Trust, and therefore, they are very mindful of the need to get the opening arrangements correct.

**Fen Ditton Parish Council** – has not responded.

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

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

**Urban Design Consultant** – has no objection.

## 6.2 Comments on application as revised

**Cambridgeshire County Council (Highways Development Management)** – states that it will be necessary for the applicant to demonstrate that the construction of the phase 1 junction is acceptable in highway safety terms through a safety audit. In addition to this the application for housing on phase 1 will need to demonstrate what works will be carried out along Newmarket Road to enhance the cycle route prior to the delivery of the wider junction works as part of the later phases.

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 REPRESENTATIONS

7.1 No third party consultation letters were sent out as part of the consultation on this discharge of condition application.

## 8.0 ASSESSMENT

8.1 From the consultation responses received, the main issues are whether the proposed phasing would result in the timely delivery of facilities and infrastructure to serve the new community of Wing and ensure that the overall development is delivered in a coordinated way, regardless of whether one housebuilder or several housebuilders are involved in different phases. Subsequent reserved matters applications will all need to comply with the site-wide phasing strategy.

## 9.0 Phase 1

9.1 Phase 1 of the development includes most of the site wide drainage and road infrastructure as well as the local centre,

primary school and 500 homes. Reserved matters applications have been submitted for the phase 1 infrastructure (SCDC ref. S/1004/18/RM and City ref. 13/1837/OUT) and are a separate agenda item for consideration by the JDCC. The southwestern boundary of phase 1 has been defined by the need to maintain an appropriate buffer between the first residential properties on Morley Street and the North Works site. Although the North Works is due to be relocated to facilitate the Wing development it is accepted that the time needed to relocate the existing uses means that it would come forward towards the end of the development.

- 9.2 As part of phase 1 the primary school and local centre (including a community building and retail units) will be delivered early on in the development, which will help to provide social and employment uses on the site alongside the delivery of new homes. Phase 1 includes all of the lower density 'Edge' character area, which is more likely to attract families than the later, more densely planned areas. It is therefore appropriate that the school comes forward as part of phase 1.
- 9.3 At the outline stage concerns were raised about the early delivery of the Wing primary school and the impact that this could have on both Fen Ditton and Teversham primary schools. Drawing 097\_DOC 07\_002 Rev B gives a completion date for the primary school of September 2020. However, the primary school will come forward as a separate planning application from the County Council and the timing of its delivery will be a matter for the Local Education Authority to determine.
- 9.4 The delivery of Gregory Park, and the relocated Jubilee Way cycleway, will also form part of the first phase of development. Whilst drawing 097\_DOC 07\_002 Rev B showed a permanent compound for phase 1 located partly across the Jubilee Way this area of overlap has since been removed in revision C of the drawing. The amended drawing also includes a cycle route diversion to avoid the site compound whilst phase 1 is being built out. In addition to this there is a condition that is proposed to be attached to S/1004/18/RM that requires the Jubilee Way to be kept open during construction, either on its existing alignment or on a temporary alignment, until the permanent route is in place.
- 9.5 The sports pitches will be delivered in their entirety as part of phase 1, though will require time to bed down before they are

useable by the community. The early delivery of a Neighbourhood Equipped Area of Play (NEAP) and Local Equipped Area of Play (LEAP) will result in early sporting and youth facilities for use by the community.

- 9.6 The S106 legal agreement that accompanied the outline consent had triggers for the delivery of facilities and the proposed phasing either meets these triggers or exceeds them. The S106 also includes the requirement for development to continue into the North Works site to ensure that the entire site is built out in accordance with the outline approval and that the relocation of the North Works, which had a significant impact upon the viability of the development, takes place.

## **10.0 Phases 2, 3 and 4**

- 10.1 Following phase 1 the next phases of development will deliver the frontage along Newmarket Road, which forms part of the higher density 'City' character area. Whilst phases 2 and 3 will come forward first phase 4 is dependent on the relocation of the existing car showrooms and part of the North Works site. The consolidation of the Marshall Motor Group site in the southwest of the Wing site has already started with the approval of new showrooms for Jaguar Land Rover and Ford.
- 10.2 These phases will contain mainly apartments and town houses meaning that the same number of new homes can be delivered as phase 1 but across a smaller area of the site. Phase 4 includes the delivery of the last major area of public open space, Beta Park, as well as the pavilion building to the east of the car showrooms. This building is likely to contain employment and ancillary community uses (possible café, crèche, gym, etc.), which would be in addition to those provided at the local centre.
- 10.3 Drawing 097\_DOC 07\_002 Rev B shows a site compound to the west of the site to serve the later phases of development, which will avoid construction traffic travelling through the already completed phases. Due to the proximity of this location to homes on the Fison Road estate the functioning and layout of this site compound will need careful consideration to ensure that any impact upon neighbour amenity from noise and overlooking is limited. This matter will need to be addressed through the discharge of condition 39 of S/2682/13/OL and condition 11 of



13/1837/OUT, which require the submission and approval of a construction and environment management plan for the site. When applications are submitted to discharge these conditions they will need to be subject to consultation with surrounding neighbouring residential occupiers.

## **11.0 Phases 5, 6, 7 and 8**

11.1 These last phases of development will finish off the medium density the 'Town' character area, parts of which will already have been delivered in the earlier phases. Once phases 5 and 6 have been built out the primary road network will be fully completed. Again these phases will have a higher number of apartments and terraced properties, which accords with the approved parameter plans.

11.2 Phase 8 also includes the tennis courts and allotments within the City Council boundary, which would be delivered towards the end of the development (2027), following the removal of the site compound. These facilities were always in addition to the main sporting facilities and allotments to the east of the site. Therefore they do not form part of the quantum of such uses that were necessary to make the development acceptable in planning terms.

## **12.0 Phase 9 - Car Showrooms**

12.1 The relocation of the car 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. Any future applications are likely to come forward as full applications as was the case with the recent Ford application.

## **13.0 Highways**

13.1 The phasing of the infrastructure means that the development will be served by a single vehicular access point for a number of years. Whilst the level of traffic using the phase 1 junction is considered acceptable the Local Highway Authority has raised concerns about how Newmarket Road will function if both junctions are not delivered at the same time. The applicant recognises these concerns but as the site of the second junction is not included in the joint venture agreement between Hill and Marshall they cannot

commit to its delivery as part of phase 1. Notwithstanding this, as part of the 278 agreement to carry out works within the adopted highway the phase 1 junction proposals will need to go through a safety audit. If it is not possible to demonstrate that the junction will function safely in isolation through this safety audit process then the applicant would need to amend the phasing strategy accordingly.

13.2 In addition to the junction works there are also improvements to cycle infrastructure to the north of Newmarket Road that would need to be delivered to encourage sustainable travel for phase 1 residents. These would be in addition to the works to the Jubilee Way that would be delivered as part of the phase 1 infrastructure proposals. In order to allow the determination of this discharge of condition application, which is necessary to allow the construction of the phase 1 infrastructure, it has been agreed that this matter will be dealt with as part of the first reserved matters application for homes on the site. As part of this subsequent application process the applicant will need to demonstrate that sufficient cycle improvements along Newmarket Road will be delivered alongside the new homes of phase 1 to encourage cycle use by early on in the development.

## **14.0 CONCLUSION**

14.1 The proposed phasing strategy is in accordance with the requirement of condition 7 of outline consent ref. S/2682/13/OL and is therefore recommended for approval. In order to accord with the wording of condition 7 the condition will only be complied with once development has been carried out in accordance with the approved strategy.

## **15.0 RECOMMENDATION**

**APPROVE** the following drawings and document:

097\_DOC 07\_001 Revision B

097\_DOC 07\_002 Rev C; and

Site-wide Phasing Strategy – May 2018.

## **Contact details**

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

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