

**RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL**

**MUNICIPAL YEAR 2015-2016**

**DEVELOPMENT  
CONTROL COMMITTEE  
19 MAY 2016**

**REPORT OF:  
SERVICE DIRECTOR  
PLANNING**

**Agenda Item No. 7**

**APPLICATION NO: 14/0814/03  
OBSERVATIONS REQUESTED BY  
ADJACENT PLANNING AUTHORITY-  
Comprehensive development of land  
to create a new community containing:  
a range of new homes, including  
houses, apartments and some  
sheltered accommodation for the  
elderly (Use Classes C2 and C3); a  
park and ride facility and transport  
interchange or hub community  
facilities including a new primary  
school and community centre (Use  
Class D1); a local centre including  
shops (Use Class A1), financial and  
professional (Use Class A2), food and  
drink (Use Class A3) and a clinic or  
surgery (Use Class D1); New offices,  
workshops, factories and warehouses  
(Use Class B1, B2, B8); A network of  
open spaces including parkland,  
footpaths, sports pitches and areas for  
informal recreation, new roads,  
parking areas, accesses and paths,  
other ancillary uses and activities and  
requiring: site preparation, the  
installation or improvements of  
service and infrastructure; the creation  
of drainage channels;  
improvements/works to the highway  
network and other ancillary works and  
activities  
LAND TO THE NORTH OF M4,  
JUNCTION 33, CREIGIAU**

**1. PURPOSE OF THE REPORT**

To recommend observations on the above planning application which is to be determined by the City of Cardiff Council.

**2. RECOMMENDATION**

To forward the observations detailed below to the City of Cardiff Council.

**3. BACKGROUND**

**APPLICATION DETAILS**

The application is an outline application, with strategic access included, made to the City of Cardiff Council for the following:

- Up to 1,500 new dwellings;
- Community facilities including a new primary school and community centre;
- A local centre including shops, financial and professional services, food and drink uses and a clinic or surgery;
- New offices, workshops, factories and warehouses;
- Open space;
- A park and ride facility (approximately 1000 spaces);
- Other ancillary uses and associated infrastructure.

Access to the site from Junction 33 of the M4 itself will be limited to the Park and Ride and employment land, although buses will be allowed to travel through the site to and from Junction 33 via a bus gate. All other access will be gained from two key points on Llantrisant Road (A4119) in the north. The site is also designed to accommodate a future Rapid Transit System.

Also on this Committee Agenda is a report recommending proposed observations on three further applications within North West Cardiff, for the development of Strategic Site C in Cardiff's Local Development Plan (references 14/1337/03, 14/1698/03 and 16/0136/03).

Observations have not yet been made on this application, due to discussions that have been taking place between officers from Rhondda Cynon Taf and Cardiff Councils in respect of the issues raised by allocations for housing in Cardiff's Local Development Plan (LDP). In addition, it was understood that further information was to be submitted to Cardiff in respect of this application to address highways and transportation issues that have emerged from Cardiff's Local Development Plan process. Although such information has not yet been submitted, now Cardiff's Local Development Plan has been adopted,

this is considered an opportune time to give Rhondda Cynon Taf's formal views on this application.

The application is accompanied by a number of documents, including a Planning Statement, Design and Access Statement and an Environmental Statement, which includes Transport and Ecological Assessments.

### **SITE APPRAISAL**

The application site lies on the north-west edge of Cardiff's boundary and just outside the south-east boundary of Rhondda Cynon Taf. The site is located just off Junction 33 of the M4 and comprises approximately 77.4 hectares of agricultural land. It is sited between the M4 (south edge) and Llantrisant Road (north edge).

### **PLANNING HISTORY**

06/2312/03 - International status business park comprising 100,000 sq.m employment (B1); 26,000 sq.m hotel/ complementary facilities/ a regional transport interchange; car parking, landscaping and access. (Observations requested by Cardiff Council). Objections raised 24/06/09.

### **PUBLICITY**

No publicity has been undertaken by Rhondda Cynon Taf as part of this consultation.

### **CONSULTATION**

Highways Development Control - Concerned regarding the achievability of sustainable travel objectives, and the impact on traffic levels on the A4119 and A473 within Rhondda Cynon Taf. Have suggested that in order to mitigate these impacts, improvements in the area of the Castell Mynach Junction should be provided for via a Section 106 Agreement.

Countryside - Consider that the marshy grassland within the development area is of more strategic regional importance than the Environmental Impact Assessment has recognised, and appropriate consideration of impacts and mitigation is needed. In addition, advice has been given about the landscaping proposals.

Land Reclamation & Engineering - Have advised that based on the submitted details, there is no impact to any watercourse within Rhondda Cynon Taf and therefore no concerns from a flood risk perspective are raised.

Public Health and Protection - Have advised that from their perspective the major impact on Rhondda Cynon Taf was likely to be that of increased air pollution from vehicular movements, however, the conclusions of the air quality assessment submitted, that there would be no negative impact on the County Borough, are considered satisfactory.

## **POLICY CONTEXT**

### Local Policy

The site forms the majority of Strategic Site D in Cardiff's adopted Local Development Plan.

### National Policy

Planning Policy Wales:

Chapter 5- Conserving and Improving Natural Heritage and the Coast

Chapter 8- Transport

Technical Advice Note 5: Nature Conservation and Planning, and Technical Advice Note 18: Transport are also considered relevant.

## **REASONS FOR REACHING THE RECOMMENDATION**

The need for additional housing in Cardiff is accepted, as is the need to find additional, attractive employment land. However, it is considered that satisfactory transport mitigation measures are required to reduce impacts on the strategic highway network in Rhondda Cynon Taf.

Up to 7650 houses are proposed within Cardiff's boundary within the north west corridor, on three strategic sites during their Local Development Plan period. In addition, up to a further 2190 houses are proposed on top of the 5000 allocated on another strategic site (C), resulting in potentially up to 9,840 additional houses within this area. It is considered these will cumulatively have a significant impact on the A4119 corridor, and this is why it is considered that satisfactory transport mitigation measures are required to reduce impacts on the strategic highway network in Rhondda Cynon Taf.

Cardiff's LDP caters for a requirement for 41,415 new homes. The LDP Strategy is predicated on achieving a 50/50 model split between sustainable transport and the private car over the plan period.

Rhondda Cynon Taf made representations on Cardiff's draft LDP raising concerns about the potential impact on the highway network in this County Borough due to the allocation of Strategic Site D and the two other strategic sites in North West Cardiff. The concerns raised were (a) that the impacts on

Rhondda Cynon Taf have not been fully assessed, and (b) that adequate mitigation measures were not provided for.

There were ongoing discussions between officers from Cardiff and Rhondda Cynon Taf in respect of the above issues. Therefore, following revisions proposed for Cardiff's LDP, Policy KP2 (d and e) requires the development of Strategic Site D to provide off-site infrastructure including bus priority enhancements on the Western Bus Corridor and measures to improve linkages into Rhondda Cynon Taf. It is considered such measures are necessary to achieve higher levels of walking, cycling and public transport use, and junction improvements, in order to help mitigate the impact of the additional traffic on the highway network including public transport services in Rhondda Cynon Taf from this proposal.

At present, the application subject of this report does not appear to be proposing any specific measures or contributions for improving links to Rhondda Cynon Taf. Without such improvements, there is concern that the cumulative impact of additional traffic on the A4119 from all developments proposed, both east and west bound will be detrimental to existing commuters and public transport services that link Talbot Green with Cardiff.

In order to mitigate these impacts and provide measures to improve linkages into Rhondda Cynon Taf in compliance with Policy KP2 (d and e) it is suggested that should the City of Cardiff Council grant planning permission for the four applications subject of the reports presented to this Committee, then between them they should provide for improvements in the area of the Castell Mynach Junction. This is to ease additional congestion potentially caused by these developments by improving the flow of traffic, improve arrangements for buses travelling to and from Cardiff that use this junction, and provide for easier movement for those buses that would service the potential Park and Ride site accessed from School Road. The works include the following:

- A new bus-only southbound carriageway between the A4119/ School Road Junction and Llantrisant Road;
- A new signalised junction at the A4119/ School Road Junction;
- Improvements to the Llantrisant Road and School Road Junctions with the dual carriageway, including the provision of bus lanes and increasing the size of right hand turn lanes;
- Active travel works.

The costs for these works are estimated to be £3,536,584, and it is recommended that the developers either enter into a Section 278 Agreement under the Highways Act 1980 with this Council to carry out these works or contribute the above sum of money to allow Rhondda Cynon Taf to carry out the works. It is considered a matter between the City of Cardiff Council and

the applicants in respect of how this provision is divided between the development proposals.

Section 122 of the Community Infrastructure Levy Regulations 2010 requires that planning obligations meet three criteria. The works proposed above to be achieved via a Section 106 Agreement are considered to meet them as follows:

**a. They must be necessary to make the development acceptable in planning terms:** It is considered that traffic generated cumulatively by the four proposals would have a significant impact on the A4119 corridor, and these proposed improvements would ease congestion caused by them. Therefore these improvement works are considered necessary to make the development acceptable in planning terms;

**b. They must be directly related to the development:** It is expected that a considerable amount of traffic generated cumulatively by the four proposals will travel through the Castell Mynach Junction, and therefore the works are considered directly related to the development;

**c. They must be fairly and reasonably related in scale and kind to the development:** As these four applications propose up to 8060 houses in total, and the City of Cardiff Council have resolved to approve a further 630 houses on Strategic Site C, with no proposals to mitigate the traffic impacts on Rhondda Cynon Taf, these improvements are considered to be fairly and reasonably related in scale and kind to the development.

In addition, it is considered that any public bus services (apart from the Park and Ride at Junction 33) that will be provided as a result of this development should not be limited to running between the site and Cardiff City Centre. It is considered that in order to comply with Policy KP2 (d and e) of the City of Cardiff LDP, investment should be made in extending such services as part of a regional route to Talbot Green Bus Station, which is a key transport interchange for Rhondda Cynon Taf, and this would also support public transport use to and from the development site.

## **OTHER ISSUES**

In respect of the ecology issues raised above, these are not considered to be of sufficient concern to raise an objection to the application. The City of Cardiff Council have been advised of these concerns.

## **CONCLUSION**

The need to provide additional housing within Cardiff is accepted. However, there is concern regarding the adequacy of the transport mitigation measures

proposed as part of these applications, and it is considered that improvements should be provided in the area of the Castell Mynach Junction as outlined above to reduce the impact from traffic on the highway network in Rhondda Cynon Taf.

## RECOMMENDATION

That the following observations are forwarded to the City of Cardiff Council in respect of 14/0814/03 (Cardiff reference numbers used below):

i). Rhondda Cynon Taf County Borough Council accepts the need to provide additional housing within Cardiff.

However, in respect of Strategic Site D, Rhondda Cynon Taf County Borough Council is concerned that application 14/00852/DCO does not appear to be proposing any specific measures or contributions for improving links to Rhondda Cynon Taf, required to accord with Policy KP2 (d and e) of the adopted Cardiff Local Development Plan.

In the absence of such proposals, Rhondda Cynon Taf County Borough Council **objects** to this planning application in its current form and requests that the City of Cardiff Council negotiates the provision of a proportionate financial contribution or physical works within Rhondda Cynon Taf to protect public transport journey time reliability, prior to the determination of these applications, in order to remove this objection.

It is suggested that it would be appropriate for the developments subject of the four applications 14/0852/DCO, 14/02188/MJR, 14/02733/MJR and 16/00106/MJR to provide between them for improvements in the area of the Castell Mynach Junction in order to mitigate the impacts of these developments and provide measures to improve linkages into Rhondda Cynon Taf in compliance with Policy KP2 (d and e). These works would include:

- A new bus-only southbound carriageway between the A4119/ School Road Junction and Llantrisant Road;
- A new signalised junction at the A4119/ School Road Junction;
- Improvements to the Llantrisant Road and School Road Junctions, including the provision of bus lanes and increasing the size of right hand turn lanes;
- Active travel works.

The costs for this are estimated to be £3,536,584, and it is recommended that Section 106 Agreements are used to ensure that the developers either enter into a Section 278 Agreement under the Highways Act 1980 with Rhondda Cynon Taf to carry out these works or contribute the above sum of money to

allow Rhondda Cynon Taf to carry out the works. It is considered a matter between the City of Cardiff Council and the applicants in respect of how this provision is divided between the development proposals, but it is recommended that officers from the City of Cardiff Council contact the Highways and Streetcare Service at Rhondda Cynon Taf to discuss details of the scheme.

The works requested are considered to meet Section 122 of the Community Infrastructure Levy Regulations 2010 as follows:

**a. They must be necessary to make the development acceptable in planning terms:** It is considered that traffic generated cumulatively by the four proposals would have a significant impact on the A4119 corridor, and these proposed improvements would ease congestion caused by them. Therefore these improvement works are considered necessary to make the development acceptable in planning terms;

**b. They must be directly related to the development:** It is expected that a considerable amount of traffic generated cumulatively by the four proposals will travel through the Castell Mynach Junction, and therefore the works are considered directly related to the development;

**c. They must be fairly and reasonably related in scale and kind to the development:** As these four applications propose up to 8060 houses in total, and a further 630 houses on Strategic Site C have been resolved to be approved, with no proposals to mitigate the traffic impacts on Rhondda Cynon Taf, these improvements are considered to be fairly and reasonably related in scale and kind to the development.

In addition, it is considered that any public bus services (apart from the Park and Ride at Junction 33 of the M4) that will be provided as a result of this development should not be limited to running between the site and Cardiff City Centre. It is considered that in order to comply with Policy KP2 (d and e) of the City of Cardiff LDP, investment should be made in extending such services as part of a regional route to Talbot Green Bus Station, which is a key transport interchange for Rhondda Cynon Taf. This would also support public transport use to and from the development site. It is requested that the City of Cardiff Council negotiate this provision with the developers.

ii). That the Service Director Planning be authorised to withdraw the objections, following consultation with the Chair of the Development Control Committee and Cabinet Member for Economic Development and Planning, if it is considered appropriate transport mitigation measures to reduce the impact from traffic on the highway network in Rhondda Cynon Taf have been negotiated between the City of Cardiff Council and the applicant.

**LOCAL GOVERNMENT ACT 1972**

**as amended by**

**LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

**RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL**

**LIST OF BACKGROUND PAPERS**

**DEVELOPMENT CONTROL COMMITTEE**

**19 MAY 2016**

**REPORT OF SERVICE DIRECTOR PLANNING**

**REPORT**

**APPLICATION NO: 14/0814/03  
OBSERVATIONS REQUESTED BY  
ADJACENT PLANNING  
AUTHORITY- COMPREHENSIVE  
DEVELOPMENT OF LAND TO  
CREATE A NEW COMMUNITY  
CONTAINING: A RANGE OF NEW  
HOMES, INCLUDING HOUSES,  
APARTMENTS AND SOME  
SHELTERED ACCOMMODATION  
FOR THE ELDERLY (USE  
CLASSES C2 AND C3); A PARK  
AND RIDE FACILITY AND  
TRANSPORT INTERCHANGE OR  
HUB COMMUNITY FACILITIES  
INCLUDING A NEW PRIMARY  
SCHOOL AND COMMUNITY  
CENTRE (USE CLASS D1); A  
LOCAL CENTRE INCLUDING  
SHOPS (USE CLASS A1),  
FINANCIAL AND PROFESSIONAL  
(USE CLASS A2), FOOD AND  
DRINK (USE CLASS A3) AND A  
CLINIC OR SURGERY (USE  
CLASS D1); NEW OFFICES,  
WORKSHOPS, FACTORIES AND  
WAREHOUSES (USE CLASS B1,**

**OFFICER TO CONTACT**

**MRS H WINSALL  
(Tel. No. 01443 494721)**

**B2, B8); A NETWORK OF OPEN SPACES INCLUDING PARKLAND, FOOTPATHS, SPORTS PITCHES AND AREAS FOR INFORMAL RECREATION, NEW ROADS, PARKING AREAS, ACCESSES AND PATHS, OTHER ANCILLARY USES AND ACTIVITIES AND REQUIRING: SITE PREPARATION, THE INSTALLATION OR IMPROVEMENTS OF SERVICE AND INFRASTRUCTURE; THE CREATION OF DRAINAGE CHANNELS; IMPROVEMENTS /WORKS TO THE HIGHWAY NETWORK AND OTHER ANCILLARY WORKS AND ACTIVITIES, LAND TO THE NORTH OF M4, JUNCTION 33, CREIGIAU.**

**See Relevant Application File**