

RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

MUNICIPAL YEAR 2015-2016

	Agenda Item No. 6
<p>DEVELOPMENT CONTROL COMMITTEE</p> <p>19 MAY 2016</p> <p>REPORT OF: SERVICE DIRECTOR PLANNING</p>	<p>APPLICATIONS NO: 14/1337/03, 14/1698/03 & 16/0136/03</p> <p>OBSERVATIONS REQUESTED BY ADJACENT PLANNING AUTHORITY:</p> <p>14/1337/03: The development of up to 290 residential dwellings (C3), open space (including children's play space), landscaping, sustainable urban drainage, vehicular access, pedestrian and cycle access and related infrastructure and engineering works, LAND SOUTH OF PENTREBANE ROAD, NORTH WEST CARDIFF</p> <p>14/1698/03: Outline planning application with all matters reserved apart from strategic access junctions for residential-led mixed use development, to be developed in phases, including preparatory works as necessary including demolition and re-grading of site levels; up to 5,970 residential units (use Class C3, including affordable homes); 3 no. local centres providing residential units, convenience shops and facilities/services (including up to 7,900 sq m in use classes A1 - A3) and 1no. district centre providing residential units, up to 12,000 sq m in use classes A1 - A3 including a food store (up to 5,000 sq m gross) with associated parking, up to 15,500 sq m of use class B1(a), B1(b) and B1(c) and up to 2,865 sq m of community and healthcare facilities (use classes D1 and D2); provision for 3no. Primary Schools and 1no. Secondary School; open space including allotments; parks; natural and semi natural green space; amenity green spaces; facilities for children and young people; outdoor sports provision including playing pitches; associated infrastructure and</p>

**engineering works including new vehicular accesses, improvement works to the existing highway network, new roads, footpaths/ cycleways, a reserved strategic transport corridor; up to 1 no. Electricity primary-substation and landscaping works including suds),
NORTH WEST CARDIFF**

**16/0136/03: Outline planning application (all matters reserved apart from strategic vehicular, cycle and pedestrian access into the site) for the demolition of existing buildings and residential development of up to 300 dwellings on site to include open space (including children's play space), landscaping. Sustainable urban drainage, vehicular access, pedestrian and cycle accesses and related infrastructure and engineering works,
GOITRE FACH FARM, LLANTRISANT ROAD, ST FAGANS**

1. PURPOSE OF THE REPORT

To recommend observations on the above three planning applications which are 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 three applications are outline applications, all with strategic access included.

They have been made to the City of Cardiff Council for a total of up to 6,560 dwellings, on Strategic Site C of the recently adopted Cardiff Local Development Plan (LDP).

Application 14/1698/03 proposes up to 5970 dwellings. As well as this, the following are proposed:

- 3 local centres, including convenience shops and other facilities and services;
- 1 district centre, including a food store, community and health care facilities;

- 3 primary schools;
- 1 secondary school.

The above proposed development is known as Plasdwr.

Applications 14/1337/03 and 16/0136/03 are much smaller applications for up to 290 and 300 dwellings respectively. In addition, there is a further report on another application in north west Cardiff on this Agenda, the proposed development at Junction 33 of the M4 (ref. 14/0814/03).

The development subject of these three applications forms the majority of that on Strategic Site C of Cardiff's LDP. Members may recall that at Rhondda Cynon Taf's Development Control Committee of 5th November, it was resolved to object to a development of up to 630 houses on the same strategic site (ref. 14/1310/03).

Stand-alone observations were made at an earlier date on application 14/1310/03, as further information had been submitted on this application seeking to address issues emerging from Cardiff's Local Development Plan Examination in relation to highways and transportation matters, which are considered to be the key issues in respect of this strategic site for Rhondda Cynon Taf. In addition, officers in Rhondda Cynon Taf were aware that officers in Cardiff were looking to progress this particular proposal as quickly as possible. There is now a resolution from Cardiff Council to approve this application subject to a Section 106 Agreement.

Observations have not been made on application 14/1337/03 nor 14/1698/03 as similar further information has been awaited. This has now been submitted in respect of application 14/1337/03 and now Cardiff's Local Development Plan has been adopted, this is also considered an opportune time to give Rhondda Cynon Taf's views on application 14/1698/03, along with the more recent application 16/0196/03. It is considered appropriate to include these applications on one report and issue one set of observations for all three, as they are all part of the same Strategic Site and cumulatively raise the same issues for Rhondda Cynon Taf.

The applications subject of this report are accompanied by a number of documents, including Planning Statements, Design and Access Statements, Environmental Statements and Transport Assessments.

SITE APPRAISAL

Strategic Site C is a large site of 346 hectares on the north west edge of Cardiff. It effectively sits between Radyr, Fairwater, Pentreban, St Fagans and Pentyrch, and is largely undeveloped, comprising agricultural land and countryside. The A4119, which travels westbound from Cardiff towards Groesfaen, Junction 34 of the M4 and Talbot Green, cuts through the northern part of the site.

Strategic Site C is allocated for 5,000 houses during the plan period. While up to 6,560 are proposed here, along with the additional 630 resolved to be

approved, it is anticipated some of these will be constructed outside Cardiff's Local Development Plan period of up to 2026.

PLANNING HISTORY

14/1310/03- Up to 630 dwellings, primary school, Visitor Centre/Community Centre, open space, landscaping, sustainable urban drainage, vehicular accesses, bus lanes, pedestrian and cycle accesses and related infrastructure and infrastructure and engineering works on land north and south of Llantrisant Road. Resolved to raise objections 05/11/2015, Cardiff have resolved to approve, subject to a Section 106 Agreement.

PUBLICITY

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

CONSULTATION

Highways Development Control - Have raised concerns regarding the adequacy of the assessment undertaken by the developer 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.

Public Health and Protection - No objections raised.

Land Reclamation and Engineering - No objections raised, subject to new development not creating additional run off when compared to the undeveloped situation and subject to a condition for drainage details. Recommend Dwr Cymru/Welsh Water are consulted as well.

Countryside - The application is sufficiently far from Rhondda Cynon Taf's boundary that it is not really possible to make any particular observations with regard to ecological impacts on the County Borough.

Education - No comments made.

POLICY CONTEXT

Local Policy

The site forms part of proposed Strategic Site C in Cardiff's adopted Local Development Plan.

Policy KP2(C) which covers the whole strategic site is relevant to this proposal.

National Policy

Planning Policy Wales: Chapter 8- Transport
Technical Advice Note 18: Transport is also relevant.

REASONS FOR REACHING THE RECOMMENDATION

The need for additional housing in Cardiff is accepted. However, 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. Also, up to a further 2190 houses are proposed in addition to the 5000 allocated on 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 therefore 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 C 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(c) requires the development of Strategic Site C 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.

It was not considered by Rhondda Cynon Taf that the 630 houses on this site that Cardiff have subsequently resolved to approve contained satisfactory proposals to address this criterion of their LDP. This led to concern that the proposal in accumulation with others in North West Cardiff would cause significant harm to the highway network in Rhondda Cynon Taf, in particular junctions along the strategic A4119 / A473 routes and Junction 34 of the M4. Objections were raised to Cardiff in this respect. However, despite these objections the resolution reached did not include any specific requirement to improve, or contribute towards the improvement of, linkages into Rhondda Cynon Taf.

At present, the three applications subject of this report do not appear to be proposing any specific measures or contributions for improving links to Rhondda Cynon Taf. In addition, the new information submitted in respect of

application 14/1337/03 to address the policies of the new adopted LDP does not seem to have specifically addressed this criterion of Policy KP2(c). Without such improvements, there is concern that the cumulative impact of additional traffic from the development on the A4119, 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 this 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 that will be provided as a result of these developments should not be limited to running between the sites and Cardiff City Centre. It is considered that in order to comply with Policy KP2 (c) 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 sites.

OTHER ISSUES

In respect of the matters raised by Land Reclamation and Engineering, these are considered to be matters for the City of Cardiff Council to address as part of dealing with these applications.

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 a proportionate financial contribution, or a commitment to carry out appropriate physical works, should be made via a Section 106 Agreement for transport mitigation measures 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 14/1337/03, 14/1698/03 and 16/0136/03 (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 C, Rhondda Cynon Taf County Borough Council is concerned that applications 14/02188/MJR, 14/02733/MJR and 16/00106/MJR do not appear to be proposing any specific measures or contributions for improving links to Rhondda Cynon Taf, required to accord with Policy KP2 (c) of the adopted Cardiff Local Development Plan.

In the absence of such proposals, Rhondda Cynon Taf County Borough Council **objects** to these planning applications in their 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 these objections.

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 that will be provided as a result of the development should not be limited to running between the sites and Cardiff City Centre. It is considered that in order to comply with Policy KP2 (c) 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 sites. 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

OFFICER TO CONTACT

**APPLICATIONS NO: 14/1337/03,
14/1698/03 & 16/0136/03**

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

**OBSERVATIONS REQUESTED BY
ADJACENT PLANNING
AUTHORITY:**

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See Relevant Application File