



Cambridge City Council Planning

Date: Monday, 17 June 2019

Time: 10.00 am

Venue: Committee Room 1 & 2, The Guildhall, Market Square, Cambridge, CB2 3QJ

Contact: democratic.services@cambridge.gov.uk, tel:01223 457000

Agenda

Briefing (in public) for Committee Members

Starting 9.30 AM - Committee Room One

Cambridge Local Plan 2018 Policies 23 (Eastern Gate Opportunity Area) and 77 (Development and Expansion of Visitor Accommodation). This item is to be held in public.

1 Order of Agenda

The Planning Committee operates as a single committee meeting but is organised with a three part agenda and will be considered in the following order:

- **Part One**
Major Planning Applications
Start time: 10am
- **Part Two**
Minor/Other Planning Applications
Start time: 2pm
- **Part Three**
General and Enforcement Items
Not applicable

There will be a thirty minute lunch break before part two of the agenda is considered. With a possible short break between agenda item two and three which will be subject to the Chair's discretion.

If the meeting should last to 6.00pm, the Committee will vote as to whether or not the meeting will be adjourned. If the decision is to adjourn the Committee will agree the date and time of the continuation meeting which will be held no later than seven days from the original meeting.

2 Apologies

3 Declarations of Interest

Part 1: Major Planning Applications (10am)

- | | | |
|----|---|-------------------|
| 4 | 18/1002/FUL - 211-213 Newmarket Road and 2 Godesdone Road | (Pages 19 - 80) |
| 5 | 19/0175/FUL - Mill Road Depot, Mill Road | (Pages 81 - 122) |
| 6 | 19/0176/LBC - Mill Road Depot, Mill Road | (Pages 123 - 152) |
| 7 | 18/1990/FUL - Mill Road Depot, Mill Road | (Pages 153 - 164) |
| 8 | 18/1947/S73 - Mill Road Depot, Mill Road | (Pages 165 - 200) |
| 9 | 19/0546/S106A - Mill Road Depot, Mill Road | (Pages 201 - 210) |
| 10 | 19/0166/S106A - Land at 315-349 Mill Road | (Pages 211 - 220) |
| 11 | 18/1876/FUL - Hobson House, 42-44 St Andrews Street | (Pages 221 - 254) |
| 12 | 18/1877/LBC - Hobson House, 42-44 St Andrews Street | (Pages 255 - 266) |
| 13 | 18/2025/FUL - Unit 10 Cambridge Retail Park, Newmarket Road | (Pages 267 - 292) |

Part 2: Minor/Other Planning Applications (2pm)

- | | | |
|----|---|-------------------|
| 14 | 17/2267/FUL - Land r/o 115, 117 and 119 Shelford Road | (Pages 293 - 322) |
| 15 | 18/1952/FUL - 6 Wilberforce Road | (Pages 323 - 334) |

Planning Members: Smart (Chair), McQueen (Vice-Chair), Baigent, Green, Lord, Page-Croft, Sargeant and Tunnacliffe

Alternates: Herbert, Porrer and Thornburrow

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Appendix 1 – Development Plan Policy, Planning Guidance and Material Considerations

(Updated October 2018)

1.0 Central Government Advice

1.1 National Planning Policy Framework (July 2018) – sets out the Government's economic, environmental and social planning policies for England. These policies articulate the Government's vision of sustainable development, which should be interpreted and applied locally to meet local aspirations.

1.2 Planning Practice Guidance (March 2014)

The guidance complements the National Planning Policy Framework and provides advice on how to deliver its policies.

Guidance is provided in relation to the following:

Advertisements (March 2014)
Air quality (March 2014)
Appeals (March 2014)
Before submitting an application (February 2018)
Brownfield land registers (July 2017)
Climate change (June 2014)
Community Infrastructure Levy (March 2018)
Conserving and enhancing the historic environment (February 2018)
Consultation and pre-decision matters (June 2018)
Crown Development (July 2017)
Design (March 2014)
Determining a planning application (July 2017)
Ensuring effective enforcement (February 2018)
Ensuring the vitality of town centres (March 2014)
Environmental Impact Assessment (July 2017)
Flexible options for planning permissions (March 2014)
Flood Risk and Coastal Change (March 2014)
Hazardous Substances (July 2017)
Health and wellbeing (July 2017)
Housing and economic land availability assessment (September 2018)
Housing need assessment (September 2018)
Land affected by contamination (June 2014)
Land stability (March 2014)
Lawful development certificates (March 2014)

Light pollution (March 2014)
 Local Plans (September 2018)
 Making an application (June 2018)
 Minerals (October 2014)
 Natural Environment (January 2016)
 Neighbourhood Planning (September 2018)
 Noise (March 2014)
 Open space, sports and recreational facilities, public rights of way and local green space (March 2014)
 Permission in principle (June 2018)
 Plan making (September 2018)
 Planning obligations (May 2016)
 Renewable and low carbon energy (June 2015)
 Rural housing (May 2016)
 Self-build and custom housebuilding (July 2017)
 Starter homes (March 2015)
 Strategic environmental assessment and sustainability appraisal (February 2015)
 Transport evidence bases in plan-making and decision-taking (March 2015)
 Travel plans, transport assessments and statements in decision-taking (March 2014)
 Tree Preservation Orders and trees in conservation areas (March 2014)
 Use of Planning Conditions (June 2018)
 Viability (July 2018)
 Water supply, wastewater and water quality (March 2015)
 When is permission required? (June 2018)

1.3 **Circular 11/95 – The Use of Conditions in Planning Permissions (Annex A only):** Model conditions.

1.4 **Community Infrastructure Levy Regulations 2010**

Paragraph 122 Places a statutory requirement on the local authority that where planning permission is dependent upon a planning obligation the obligation must pass the following tests:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

Paragraph 123 Other than through requiring a highway agreement to be entered into, a planning obligation (“obligation A”) may not constitute a reason for granting planning permission to the extent that

(a) obligation A provides for the funding or provision of an infrastructure project or provides for the funding or provision of a type of infrastructure; and

(b) five or more separate planning obligations that —

(i) relate to planning permissions granted for development within the area of the charging authority; and

(ii) which provide for the funding or provision of that project, or provide for the funding or provision of that type of infrastructure

have been entered on or after 6th April 2010.

1.5 Planning Policy Statement – Green Belt protection and intentional unauthorised development August 2015

Sets out changes to national planning policy to make intentional unauthorised development a material consideration, and also to provide stronger protection for the Green Belt.

1.6 Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015 (material consideration).

Development Plan policy

2.0 The Cambridgeshire and Peterborough Minerals and Waste Plan (Development Plan Documents) July 2011

Minerals and Waste Core Strategy : this sets out the Councils' strategic vision and objectives for future development and management of minerals and waste within Cambridgeshire and Peterborough, including strategic site allocations over the Plan period to 2026. The document also contains a suite of development control policies to guide minerals and waste development.

Minerals and Waste Site Specific Proposals Plan (2012) : this sets out the Councils' allocations for site specific proposals for future development and management of minerals and waste within Cambridgeshire and Peterborough. It identifies site specific land allocations for future minerals and waste management development and other supporting site specific policies.

Proposals Maps: Map A: shows minerals and transport proposals; Map B: shows waste management proposals; Map C: shows Mineral Safeguarding Areas.

3.0 Cambridge Local Plan 2018

- Policy 1: The presumption in favour of sustainable development
- Policy 2: Spatial strategy for the location of employment development
- Policy 3: Spatial strategy for the location of residential development
- Policy 4: The Cambridge Green Belt
- Policy 5: Strategic transport infrastructure
- Policy 6: Hierarchy of centres and retail capacity
- Policy 7: The River Cam
- Policy 8: Setting of the city
- Policy 9: Review of the Local Plan
- Policy 10: The City Centre
- Policy 11: Development in the City Centre Primary Shopping Area
- Policy 12: Fitzroy/Burleigh Street/Grafton Area of Major Change
- Policy 13: Cambridge East
- Policy 14: Areas of major change and opportunity areas – general principles
- Policy 15: Cambridge Northern Fringe East and new railway Station Area of Major Change
- Policy 16: South of Coldham's Lane Area of Major Change
- Policy 17: Cambridge Biomedical Campus (including Addenbrooke's Hospital) Area of Major Change
- Policy 18: Southern Fringe Areas of Major Change
- Policy 19: West Cambridge Area of Major Change
- Policy 20: Land between Huntingdon Road and Histon Road Area of Major Change
- Policy 21: Station Areas West and Clifton Road Area of Major Change
- Policy 22: Mitcham's Corner Opportunity Area
- Policy 23: Eastern Gate Opportunity Area
- Policy 24: Mill Road Opportunity Area
- Policy 25: Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area
- Policy 26: Old Press/Mill Lane Opportunity Area
- Policy 27: Site specific development opportunities
- Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use
- Policy 29: Renewable and low carbon energy generation
- Policy 30: Energy-efficiency improvements in existing dwellings
- Policy 31: Integrated water management and the water cycle
- Policy 32: Flood risk

- Policy 33: Contaminated land
- Policy 34: Light pollution control
- Policy 35: Protection of human health from noise and vibration
- Policy 36: Air quality, odour and dust
- Policy 37: Cambridge Airport Public Safety Zone and Air Safeguarding Zones
- Policy 38: Hazardous installations
- Policy 39: Mullard Radio Astronomy Observatory, Lord's Bridge
- Policy 40: Development and expansion of business space
- Policy 41: Protection of business space
- Policy 42: Connecting new developments to digital infrastructure
- Policy 43: University development
- Policy 44: Specialist colleges and language Schools
- Policy 45: Affordable housing and dwelling mix
- Policy 46: Development of student housing
- Policy 47: Specialist housing
- Policy 48: Housing in multiple occupation
- Policy 49: Provision for Gypsies and Travellers
- Policy 50: Residential space standards
- Policy 51: Accessible Homes
- Policy 52: Protecting garden land and the subdivision of existing dwelling plots
- Policy 53: Flat conversions
- Policy 54: Residential moorings
- Policy 55: Responding to context
- Policy 56: Creating successful places
- Policy 57: Designing new buildings
- Policy 58: Altering and extending existing buildings
- Policy 59: Designing landscape and the public realm
- Policy 60: Tall buildings and the skyline in Cambridge
- Policy 61: Conservation and enhancement of Cambridge's historic environment
- Policy 62: Local heritage assets
- Policy 63: Works to a heritage asset to address climate change
- Policy 64: Shopfronts, signage and shop security measures
- Policy 65: Visual pollution
- Policy 66: Paving over front gardens
- Policy 67: Protection of open space
- Policy 68: Open space and recreation provision through new development
- Policy 69: Protection of sites of biodiversity and geodiversity importance
- Policy 70: Protection of priority species and habitats
- Policy 71: Trees

Policy 72: Development and change of use in district, local and neighbourhood centres
Policy 73: Community, sports and leisure facilities
Policy 74: Education facilities
Policy 75: Healthcare facilities
Policy 76: Protection of public houses
Policy 77: Development and expansion of visitor accommodation
Policy 78: Redevelopment or loss of visitor accommodation
Policy 79: Visitor attractions
Policy 80: Supporting sustainable access to development
Policy 81: Mitigating the transport impact of development
Policy 82: Parking management
Policy 83: Aviation development
Policy 84: Telecommunications
Policy 85: Infrastructure delivery, planning obligations and the Community Infrastructure Levy

4.0 Supplementary Planning Documents

(These have been prepared in parallel with the Local Plan preparation and will be shortly adopted by the Executive Councillor by an out of cycle decision. Significant weight can be attached to them; they were brought before Development Plan Scrutiny Sub-Committee for prior consideration and comment on the dates shown)

- 4.1 The New Museums Site Development Framework (March 2016)** – Sets out the joint aspirations of the council and the University of Cambridge regarding future changes to the site. These should improve the urban form with changes to the public realm, provide better access for all and adopt more sustainable forms of development while respecting the site's heritage and surroundings. Future development on the site offers an opportunity to create an improved, more coherent development and especially to improve the public realm on the site.
- 4.2 Ridgeons site Planning and Development Brief (July 2016)** – created to ensure that any future development on this site, allocated for residential development in the 2018 Local Plan as R12, is appropriate to its context and delivers the aspirations as set out in the Local Plan.
- 4.3 Cambridgeshire and Peterborough Flood and Water (December 2016)** - produced by Cambridgeshire County Council in its role as Lead Local Flood Authority, in partnership with the city and district council. It provides detailed guidance to support the implementation of flood and

water related policies in each of the Cambridgeshire local planning authorities' local plans.

- 4.4 **Mitcham's Corner Development Framework (January 2017)** - supports Local Plan Policy 22: Mitcham's Corner Opportunity Area and is designed to ensure that future development in the area is appropriate to its context and delivers the aspirations as set out in the Local Plan. It provides greater certainty and detail to support delivery of development in the coming years.
- 4.5 **Mill Road Depot Planning and Development Brief (March 2017)** - supports Local Plan Policy 24: Mill Road Opportunity Area and is designed to ensure that future development on this site, allocated for residential development in the 2018 Local Plan as R10, is appropriate to its context and delivers the aspirations as set out in the Local Plan. It provides greater certainty and detail to support delivery of development in the coming years.
- 4.6 **Land North of Cherry Hinton (February 2018)** - supports Local Plan Policy 13: Cambridge East, and is designed to ensure that future residential-led development on this site is delivered successfully. It provides greater certainty and detail to support delivery of development in the coming years. It outlines the aspirations for the area, as well as the key issues, constraints and opportunities that will influence how new development will take place.
- 4.7 **Grafton Area of Major Change - Masterplan and Guidance (February 2018)** - Prepared in partnership with local stakeholders to help guide the development of the area, supporting Policy 12 of the Local Plan. The area is designated in the Plan as the primary location for providing additional comparison retail in the City Centre along with other mixed uses including leisure uses, and the SPD promotes a number of key strategies for change. These aim to take advantage of the opportunities to provide an improved street environment including public realm enhancements as well as a positive and attractive destination to support the vitality and viability of the centre for retail and associated uses. The SPD envisages a phased approach to ensure the area continues to perform as a mainstream City Centre leisure and retail location while ensuring phased improvement will deliver the area's longer-term strategy.

5.0 Former Supplementary Planning Documents

(These documents, prepared to support policies in the 2006 local plan, are no longer SPDs, but are still material considerations.)

- 5.1 **Cambridge City Council (May 2007) – Sustainable Design and Construction:** Sets out essential and recommended design considerations of relevance to sustainable design and construction. Applicants for major developments are required to submit a sustainability checklist along with a corresponding sustainability statement that should set out information indicated in the checklist. Essential design considerations relate directly to specific policies in the Cambridge Local Plan 2006. Recommended considerations are ones that the council would like to see in major developments. Essential design considerations are urban design, transport, movement and accessibility, sustainable drainage (urban extensions), energy, recycling and waste facilities, biodiversity and pollution. Recommended design considerations are climate change adaptation, water, materials and construction waste and historic environment.
- 5.2 **Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012):** The Design Guide provides advice on the requirements for internal and external waste storage, collection and recycling in new residential and commercial developments. It provides advice on assessing planning applications and developer contributions.
- 5.3 **Cambridge City Council (January 2008) - Affordable Housing:** Gives advice on what is involved in providing affordable housing in Cambridge. Its objectives are to facilitate the delivery of affordable housing to meet housing needs and to assist the creation and maintenance of sustainable, inclusive and mixed communities.
- 5.4 **Cambridge City Council (March 2010) – Planning Obligation Strategy:** provides a framework for securing the provision of new and/or improvements to existing infrastructure generated by the demands of new development. It also seeks to mitigate the adverse impacts of development and addresses the needs identified to accommodate the projected growth of Cambridge. The SPD addresses issues including transport, open space and recreation, education and life-long learning, community facilities, waste and other potential development-specific requirements.
- 5.5 **Cambridge City Council (January 2010) - Public Art:** This SPD aims to guide the City Council in creating and providing public art in Cambridge by setting out clear objectives on public art, a clarification of

policies, and the means of implementation. It covers public art delivered through the planning process, principally Section 106 Agreements (S106), the commissioning of public art using the S106 Public Art Initiative, and outlines public art policy guidance.

5.6 Old Press/Mill Lane Supplementary Planning Document (January 2010) Guidance on the redevelopment of the Old Press/Mill Lane site.

5.7 Eastern Gate Supplementary Planning Document (October 2011) Guidance on the redevelopment of the Eastern Gate site. The purpose of this development framework (SPD) is threefold:

- To articulate a clear vision about the future of the Eastern Gate area;
- To establish a development framework to co-ordinate redevelopment within
- the area and guide decisions (by the Council and others); and
- To identify a series of key projects, to attract and guide investment (by the Council and others) within the area.

6.0 Other Material Considerations

6.1 City Wide Guidance

Air Quality in Cambridge – Developers Guide (2008) - Provides information on the way in which air quality and air pollution issues will be dealt with through the development control system in Cambridge City. It complements the Sustainable Design and Construction Supplementary Planning Document.

Arboricultural Strategy (2004) - City-wide arboricultural strategy.

Balanced and Mixed Communities – A Good Practice Guide (2006) – Produced by Cambridgeshire Horizons to assist the implementation of the Areas of Major Change.

Biodiversity Checklist for Land Use Planners in Cambridgeshire and Peterborough (March 2001) - This document aims to aid strategic and development control planners when considering biodiversity in both policy development and dealing with planning proposals.

Buildings of Local Interest (2005) – A schedule of buildings of local interest and associated guidance.

Cambridge and Milton Surface Water Management Plan (2011) – A SWMP outlines the preferred long term strategy for the management of surface water. Alongside the SFRA they are the starting point for local flood risk management.

Cambridge and South Cambridgeshire Level 1 Strategic Flood Risk Assessment (November 2010) - a tool for planning authorities to identify and evaluate the extent and nature of flood risk in their area and its implications for land use planning.

Cambridge City Council Draft Air Quality Action Plan 2018-2023 - Sets out Cambridge City Council's priority actions for improving areas of poor air quality in the city and maintaining a good level of air quality in a growing city.

The plan responds to the evidence gathered from air quality monitoring across Cambridge and analysis of the sources of air pollution contributing to the problem. The Identified actions fall in to three main categories: reducing local traffic emissions as quickly as possible to meet national objectives, maintaining pollutant levels below national objectives, and improving public health by reducing population exposure to air pollutants.

Cambridge City Council (2011) - Open Space and Recreation Strategy: Gives guidance on the provision of open space and recreation facilities through development. It sets out to ensure that open space in Cambridge meets the needs of all who live, work, study in or visit the city and provides a satisfactory environment for nature and enhances the local townscape, complementing the built environment.

The strategy:

- sets out the protection of existing open spaces;
- promotes the improvement of and creation of new facilities on existing open spaces;
- sets out the standards for open space and sports provision in and through new development;
- supports the implementation of Section 106 monies and future Community Infrastructure Levy monies

As this strategy suggests new standards, the Cambridge Local Plan 2006 standards will stand as the adopted standards for the time-being. However, the strategy's new standards will form part of the evidence base for the review of the Local Plan

Cambridge City Nature Conservation Strategy (2006) – Guidance on habitats should be conserved and enhanced, how this should be carried out and how this relates to Biodiversity Action Plans.

Cambridge City Wildlife Sites Register (2005) – Details of the City and County Wildlife Sites.

Cambridge Landscape and Character Assessment (2003) – An analysis of the landscape and character of Cambridge.

Cambridge Sub-Region Culture and Arts Strategy (2006) - Produced by Cambridgeshire Horizons to assist the implementation of the Areas of Major Change.

Cambridge Walking and Cycling Strategy (2002) – A walking and cycling strategy for Cambridge.

Cambridgeshire County Council Transport Assessment Guidelines (2017) - Provides guidance to applicants, developers, their agents and local authority officers on when a Transport Assessment (TA) is required and what it should contain. It also gives guidance on what information may be required for smaller applications through a Transport Statement (TS).

Cambridgeshire Design Guide For Streets and Public Realm (2007): The purpose of the Design Guide is to set out the key principles and aspirations that should underpin the detailed discussions about the design of streets and public spaces that will be taking place on a site-by-site basis.

Cambridgeshire Green Infrastructure Strategy (2011) - Designed to assist in shaping and co-ordinating the delivery of Green Infrastructure in the county, to provide social, environmental and economic benefits now and in the future. It demonstrates how Green Infrastructure can be used to help to achieve four objectives:

- 1) To reverse the decline in biodiversity
- 2) To mitigate and adapt to climate change
- 3) To promote sustainable growth and economic development
- 4) To support healthy living and well-being.

Cambridgeshire Quality Charter for Growth (2008) – Sets out the core principles of the level of quality to be expected in new developments in the Cambridge Sub-Region

Contaminated Land in Cambridge - Developers Guide (2009) – Aims to ensure developers are aware of their responsibilities regarding contaminated land. Outlines the Council's requirements and the information needed in order to assess planning applications.

Criteria for the Designation of Wildlife Sites (2005) – Sets out the criteria for the designation of Wildlife Sites.

Cycle Parking Guide for New Residential Developments (2010) – Gives guidance on the nature and layout of cycle parking, and other security measures, to be provided as a consequence of new residential development.

Indoor Sports Facility Strategy 2015-2031 (updated June 2016) – With the Playing Pitch Strategy, forms a guide for the future provision and management of sports pitches, built facilities and community use services to serve existing and new communities in the City and South Cambridgeshire. In line with the NPPF, the strategies set out to evaluate existing built facilities, and assess the future need for sport and active recreation, as the region grows and develops, identifying opportunities for new provision, and the expansion of existing facilities.

Modelling the Costs of Affordable Housing (2006) – Toolkit to enable negotiations on affordable housing provision through planning proposals.

Playing Pitch Strategy 2015-2031 (updated June 2016) – With the Indoor Sports Facilities Strategy, forms a guide for the future provision and management of sports pitches, built facilities and community use services to serve existing and new communities in the City and South Cambridgeshire. In line with the NPPF, the strategies set out to evaluate existing built facilities, and assess the future need for sport and active recreation, as the region grows and develops, identifying opportunities for new provision, and the expansion of existing facilities.

Protection and Funding of Routes for the Future Expansion of the City Cycle Network (2004) – Guidance on how development can help achieve the implementation of the cycle network.

6.2 Area Guidelines

Cambridge City Council (2003)–Northern Corridor Area Transport Plan:

Cambridge City Council (2002)–Southern Corridor Area Transport Plan:

Cambridge City Council (2002)–Eastern Corridor Area Transport Plan:

Cambridge City Council (2003)–Western Corridor Area Transport Plan:

The purpose of the Plans is to identify new transport infrastructure and service provision that is needed to facilitate large-scale development and to identify a fair and robust means of calculating how individual development sites in the area should contribute towards a fulfilment of that transport infrastructure.

Barrow Road Conservation Area Appraisal (2016)

Brooklands Avenue Conservation Area Appraisal (2013)

Cambridge Historic Core Conservation Area Appraisal (2015)

Castle and Victoria Road Conservation Area Appraisal (2012)

Chesterton and Ferry Lane Conservation Area Appraisal (2009)

Conduit Head Road Conservation Area Appraisal (2009)

De Freville Conservation Area Appraisal (2009)

Kite Area Conservation Area Appraisal (2014)

Mill Road Area Conservation Area Appraisal (2011)

Newnham Croft Conservation Area Appraisal (2013)

New Town and Glisson Road Conservation Area Appraisal (2012)

Riverside and Stourbridge Common Conservation Area Appraisal (2012)

Southacre Conservation Area Appraisal (2013)

Storeys Way Conservation Area Appraisal (2018)

Trumpington Conservation Area Appraisal (2010)

West Cambridge Conservation Area Appraisal (2011)

Guidance relating to development and the Conservation Area including a review of the boundaries.

Jesus Green Conservation Plan (1998)

Parkers Piece Conservation Plan (2001)

Sheeps Green/Coe Fen Conservation Plan (2001)

Christs Pieces/New Square Conservation Plan (2001)

Historic open space guidance.

Hills Road Suburbs and Approaches Study (March 2012)

Long Road Suburbs and Approaches Study (March 2012)

Barton Road Suburbs and Approaches Study (March 2009)

Huntingdon Road Suburbs and Approaches Study (March 2009)
Madingley Road Suburbs and Approaches Study (March 2009)
Newmarket Road Suburbs and Approaches Study (October 2011)

Provide assessments of local distinctiveness which can be used as a basis when considering planning proposals

Station Area Development Framework (2004) – Sets out a vision and Planning Framework for the development of a high density mixed use area including new transport interchange and includes the **Station Area Conservation Appraisal**.

Southern Fringe Area Development Framework (2006) – Guidance which will help to direct the future planning of development in the Southern Fringe.

West Cambridge Masterplan Design Guidelines and Legal Agreement (1999) – Sets out how the West Cambridge site should be developed.

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PLANNING COMMITTEE

17th June 2019

Application Number	18/1002/FUL	Agenda Item	
Date Received	27th June 2018	Officer	Patricia Coyle
Target Date	26th September 2018		
Ward	Abbey		
Site	211 - 213 Newmarket Road And 2 Godesdone Road Cambridge		
Proposal	Demolition of existing buildings at 211-213 Newmarket Road and construction of a hotel (C1 use), with change of use and conversion of 2 Godesdone Road to C1 use, and provision of associated infrastructure.		
Applicant	MPMerchant (NR) Ltd and easyHotel c/o Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <p>The proposed hotel would be acceptable in principle and the building would be in character in the locality and would not result in any significant harm to existing residential amenity or highway safety.</p>
RECOMMENDATION	APPROVAL subject to conditions

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The site comprises 211-213 Newmarket Road and 2 Godesdone Road. The site currently contains a collection of single-storey buildings and a lorry port which form J. H. Cooper and Son, a furniture shop, and a 2-storey (3-bed) end-of-terrace building (2 Godesdone Road) used for small furniture/flat pack and dressing item storage. The site area is 693 sq.m.
- 1.2 There is a vehicle access to Godesdone Road with staff/lorry/customer parking to the rear.

- 1.3 The surrounding area is residential in character to the north of Newmarket Road with mainly commercial uses to the main road frontage and on the opposite side of Newmarket Road to the south, including two hotels and a retail park.
- 1.4 The site lies within the Eastern Gate Opportunity Area and within the Riverside Section of the City of Cambridge Conservation Area No.1 (Central). The site is within a controlled parking zone.

2.0 THE PROPOSAL

- 2.1 The proposal is for the demolition of the existing buildings and the conversion of 2 Godesdone Road and the erection of a building, together forming a 90-bedroomed hotel. The hotel would have a reception area near the front door but would not provide any eating or drinking facilities.
- 2.2 The new building would be two-storey to the Newmarket Road elevation with a three-storey section set back behind this. The three-storey section would also be set behind the retained (and converted) 2-storey house such that it would be well back from the frontage onto Godesdone Road.
- 2.3 No car parking spaces would be provided on site. A bicycle store would be provided with 24 spaces. It is proposed that any people arriving by private vehicles will park at The Grafton Centre and walk to the hotel or people will be dropped/picked up from the hotel by taxi/mini-cab. A refuse store would be provided.
- 2.4 In response to requests for additional information, the applicants submitted further details (including a letter from the proposed occupiers) and a supporting representation from a neighbouring occupier.
- 2.5 The application has been supported by the following documents:
- Planning Statement and Site Sequential Assessment
 - Design and Access Statement (revision 4)
 - Built Heritage Statement
 - Archaeological Statement (desk based)
 - Daylight and Sunlight Assessment

- Hotel Needs Assessment
- Air Quality Statement
- Noise Impact Assessment
- Ecology Appraisal
- Flood Risk Assessment and Surface Water Drainage Statement
- Transport Statement
- Contamination Statement (desk-based)
- Ventilation Statement
- Energy Statement
- Utilities Statement
- Statement of Community Engagement
- Views (verified)
- Letter from the proposed operator (Easyhotel)

3.0 SITE HISTORY

None
Relevant

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Local Plan 2018		1 6
		23
		28 29 31 32 33 34 35 36
		42

	55 56 57 58 59
	61 62 64 65
	77
	80 81 82 85

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

Central Government Guidance	<p>National Planning Policy Framework February 2019</p> <p>National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards</p> <p>Circular 11/95 (Annex A)</p>
Supplementary Planning Documents /Other	<p>Sustainable Design and Construction (May 2007)</p> <p>Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)</p> <p>Eastern Gate SPD (Oct 2011) (Management Framework)</p> <p>Cambridge Hotel Futures (April 2012)</p>

6.0 CONSULTATIONS

Planning Policy

- 6.1 The NPPF includes a presumption in favour of sustainable development. Hotel uses are included within the NPPF's definition of main town centre uses. The NPPF also prioritises such uses in centres before other locations are considered such that at para.24 it requires a sequential test to be undertaken for any proposals in an "edge of centre" location.

- 6.2 Cambridge Hotel Futures Study (June 2012) indicates that when the study was undertaken, once Premier Inn and Travel Lodge (at Orchard Park and along Newmarket Road) were delivered, that this would meet the predicted need for budget accommodation. The report made no reference to “super-budget” operators which is a new type of hotel which has emerged since the Study was undertaken.
- 6.3 Policy 77 of the Local Plan allows for the expansion of visitor accommodation and requires that this is located on the frontages of main roads or in areas of mixed-use within walking distance of a bus route corridor with good public transport accessibility. The proposed site meets these criteria.
- 6.4 There is recognition that there are a number of hotels opened in recent years or in the pipeline amounting to some 1740 rooms with other potential sites coming forward which could deliver another 480 rooms with potential areas for new aparthotels/serviced apartments including Cambridge Railway Station (one is currently under consideration) and at Park Street car park.
- 6.5 Recently there has been substantial redevelopment to Newmarket Road to reinvigorate the area including offices, two hotels, residential and student accommodation and investment in the Grafton area including retail, leisure, hotel etc.
- 6.6 The site is considered to be in a suitable location in land-use planning terms in principle but this does need to be balanced against the cumulative total of hotel rooms in the two existing hotels with this hotel in close proximity. Nonetheless, the proposed “super-budget” hotel will not provide a bar or restaurant and, as such, is more likely to result in occupiers relying on and supporting the local pubs and restaurants bringing increased prosperity to the local economy.

Cambridgeshire County Council (Highways Development Management)

- 6.7 These comments are further to a Technical Note dated 29th November, provided by SLR Consulting Limited.

Forecast Trips – TRICS - In its previous response, CCC requested the full TRICS outputs to confirm that the sites used

within the assessment are appropriate. The developer has provided further details of the TRICS assessment, which is now considered acceptable.

The vehicular trip generation to 27 trips in the weekday AM peak, 15 trips in the PM peak and 21 trips in the Saturday peak period. The daily vehicular trip generation for a weekday/Saturday would be 279 trips.

Forecast Trips – Newmarket Road Travelodge and Liverpool easyHotel

To complement the TRICS assessment the applicant has also assessed (i) the Travelodge hotel site opposite, and (ii) an existing easyHotel on the edge of Liverpool. These sites were surveyed to understand arrivals and departures, and in the case of the Travelodge, taxi movements.

The vehicular trips associated with the assessment are lower than the TRICS assessment.

CCC have previously requested either (a) a junction assessment for the below junctions, or (b) a detailed technical note demonstrating why a junction assessment is not required.

Junction 1: Site Access / Godesdone Road; Junction 2: Godesdone Road/Newmarket Road Junction 3: River Lane/Newmarket Road; and Junction 4: Newmarket Road/Elizabeth Way Roundabout.

The additional information provided includes (b): a narrative relating to the impact at each junction. CCC accepts the rationale provided.

No objection subject to the mitigation package proposed relating to a contribution of £120,000 towards the Greater Cambridge Partnership's emerging scheme on Newmarket Road/East Road, a parking monitoring strategy (and if needed, £25,000 towards consultation relating to expansion of the Controlled Parking Zone), construction management plan and a Travel Plan.

Urban Design and Conservation

- 6.8 The site is within the Riverside and Stourbridge Common area of the Central Conservation Area. There have been pre-application discussions on the proposals for this site

Eastern Gate Development Framework - In March 2011, a Supplementary Planning Document (SPD) was adopted for the 'Eastern Gate Area'. The SPD provides clear guidance on the City Council's aspirations for the area by providing a framework to co-ordinate redevelopment. The document went through significant public consultation with local residents and stakeholders to shape the content and aspirations contained within it.

With regards to the proposal site, the SPD provides guidance for the site on the overall heights likely to be acceptable and appropriate as well as articulating a number of more general good design principles that new development would need to respond to.

The SPD identifies the need for new development to repair street frontages in a coherent way to create fine grained active frontages (Section 3.4). The SPD also identifies the important visual cues that new development should pick up on to ensure that developments are compatible with the finer urban grain setting that characterise the Riverside and Stourbridge Common area.

1. Response to context: heritage and conservation area

The scheme has taken into consideration the existing fine grain of the properties in the conservation area which has resulted in a varied ridge height and use of a range of materials for the facades. It is considered that the proposals will preserve the character and appearance of the conservation area provided that appropriate materials are used and that the construction workmanship is of the highest order.

The retention of no. 2 Godesdone Road is welcomed as it is a building which is important to the character of the street and the conservation area. With the proposed new use of the building, the applicants should ensure that the ventilation for the refuse on the ground floor of this building is not on the front elevation or in a sensitive location on the roof. In addition, in order to preserve the character and appearance of the conservation area, the internal refuse use for the ground floor should not be clearly visible through the windows on the front façade.

The double gable end onto Godesdone Road breaks up the bulk and massing of the building, responding to the character

and proportions of this part of the conservation area. The Urban Design and Conservation Team wait to be convinced that the composite cladding is of high enough quality for this location within the conservation area. The use of brick to create a pattern to the elevations is considered to be a good way to create variation and interest.

2. Movement and Access

The main entrance for guests into the hotel is clearly defined and appropriately scaled. A highly transparent reception area is located in a logical location that will assist with the legibility of the proposal. The reception area and hotel room windows will help to activate the ground floor frontage of Newmarket Road. The reception area wraps around the corner of the building, presenting a large window onto the junction of Godesdone Road, which will provide a degree of surveillance onto the street. A recessed secondary entrance provides access for servicing as well as the opportunity for guests to borrow bikes. The treatment of this secondary access point, which will accommodate bike and bin movement, needs to be robust in order to prevent damage to the wall and finishes. This detail can be secured by way of condition. The location of the cycle store within the scheme is supported. However more information is required to understand how the provision meets the City Council's Cycle Parking Guide and the local plan requirements for guests and staff members. Conditions are to be attached in relation to detailed layout of the cycle storage area to demonstrate compliance with the Cycle Parking Guide and dedicated staff cycle provision requires.

3. Scale and massing

The SPD identifies in figure 39: Built Form, Scale and Massing Strategy (page 45) that the site could allow buildings up to 2+1 storeys (the +1 either being accommodation in the roofscape or a setback upper floor) along the Newmarket Road frontage. These heights were informed by the site's proximity to established residential properties and the character of the conservation area, as well as the wider intention of the SPD to create varied rooflines. The proposal is 2 storeys with the 3rd floor accommodated within the roofscape, which is in line with the SPD. Assuming 3m floor to floor heights the SPD guidance of 2+1 storeys equates to a maximum height of 9m or 10m with an increased 'commercial floor' height at ground floor.

Measured to the top of the ridge the development is 10m along Newmarket Road which is consistent with the SPD in this regard. The approach taken to the scale and massing of the proposals along the frontages is to create a character and appearance that reflects the fine grain diversity of the historic high street to the west and the narrow plots of the Conservation Area. The volume of the Newmarket Road frontage building is broken down through a stepped façade, consisting of distinct bay elements of varied widths reflecting the mixed but overall close grain plot character to west and north of the site. This plot based expression, has been further reinforced through the pitched roof forms which step to provide a subtle variation in roofscape. The incorporation of roof vents provides further articulation and interest to the roofscape. Along Godesdone Road the double gable ends successfully break up the bulk and massing of the building responding to the domestic proportions of a typical gable in this part of the Conservation Area. The glazed link between the retained No 2 Godesdone Road and the new development creates breathing space between the proposal and the existing terraced forms.

4. Biodiversity opportunities

The SPD under paragraph 3.3.6 promotes the enhancement of local biodiversity through new development in the area. Clearly, given the almost 100% site coverage enhancing local habitat through trees and shrub planting is going to be limited. However the roofscape could provide the opportunity for biodiversity enhancement, through a brown roof within the flat roofed plant area for example.

5. Elevations and Materials

The Eastern Gate SPD provides an analysis of the prevailing character of Newmarket Road in figure 40. It highlights how the buildings along this road are characterised by an *'orderly composition and grouping of elements which creates a strong vertical rhythm'*. It also highlights the variation in rooflines and local variation in the scale of adjacent buildings. The proposed elevations successfully translate these key contextual elements in a contemporary way. The fenestration is ordered and the roofscape articulated within a series of distinct bays, all of which reflect the plot based rhythm and vertical grain of the conservation area. The use of a buff brick is acceptable in principle, however we suggest that a darker buff-grey brick with

multi variation would work better with the more the varied tones found within the conservation area.

A sample panel on site of the whole palette will need to form a condition to ensure that the external materials work for the entire scheme.

The scheme should preserve the character and appearance of the conservation area. The application is supported due to the proposals being appropriate in Urban Design and Conservation terms for this location in the conservation area.

The external materials/sample panel, window details, roof mounted equipment, piping/flues etc., secondary access and full cycle store details should be conditioned, should permission be granted.

Environmental Health

6.9 Concerns have been raised in previous responses regarding Plant impact assessment re-evaluation, structural separation from 4 Godesdone Road, and consideration of plant room noise/vibration emissions, air quality, contaminated land, odour, traffic/plant noise and deliveries. Additional information was also submitted concerning the taxi noise impact, basement plant & ground floor refuse and bike store including Technical Note dated 22nd October 2018 (002-Rev02).

- In relation to taxi noise, environmental health cannot object to taxi movements within the highway on noise grounds as this noise occurs off site. However, noise impact from taxi movements and patron use related to the application site is likely to adversely impact the locality such as from slamming doors, voices, car stereos and engine revving.
- In relation to the proposed basement plant, the Technical Note advises that the basement plant room is located 6m from the boundary. When considering this distance, along with the 200mm concrete perimeter wall and type of plant to be located within the plant room, the plant noise impact would be insignificant. This is reasonable.
- The ground floor refuse and bike store shares a party wall with 4 Godesdone Road. The noise impact associated with

2 tier cycle racking systems is difficult to quantify and no specific acceptability standard exists. The racks should be isolated from the party wall to prevent structural / ground-borne vibrations and re-radiated building noise transmission. The addition of sound insulation on the party wall is recommended and a bike rack condition is recommended to ensure details of the bike rack and noise / vibration mitigation measures concerning the bike rack installation and bike store wall insulation are provided.

- The bin store should also contain additional sound insulation and practical measures to prevent excessive structural and air borne noise generated from the use. Doors to bin stores should be sufficient in widths to allow the movement of bins at their widest. A bin store condition is required.
- Standard construction/demolition/delivery noise/hours and dust conditions are recommended.
- An acoustic compliance condition is recommended to ensure the glazing and ventilation scheme, as recommended within the MLM assessment is fully implemented.
- A plant noise condition is recommended.
- There would be no dining onsite and therefore an odour impact assessment is not required.
- It is recommended that a condition is attached to limit deliveries to or dispatches from the site to only between 07:00 – 23:00hrs on Monday to Friday, 08:00 – 13:00hrs on Saturday and at no time on Sundays or public holidays.
- The site has a long history of commercial use and there is a risk that residual land contamination may be present. The applicant has fully acknowledged this and has already begun the risk assessment process. The completion of the risk assessment process can be secured with the imposition of the standard suite of contaminated land conditions.
- The development is for an intensification of use within the Air Quality Management Area (AQMA) with the proposed development consisting of a 90 bedroom four storey hotel.

Based on predicted traffic movements, an air quality mitigation plan should be secured by condition.

Landscape

- 6.10 The development proposed is **acceptable** subject to the imposition of condition(s)/informative(s) relating to Hard and soft landscaping, boundary treatment and SUDS provision.

LLFA/Drainage

- 6.11 Comments following submission of additional information:

The proposal is acceptable on the basis that the proposed surface water drainage system includes a pumped outfall which is considered least sustainable and normally not supported by the local planning authority. However due to the shape, form and footprint of the development there are no other options. The proposals have been amended to include additional measures to ensure that the pumps and chamber can be managed and maintained. An indicative management and maintenance plan has been written which is acceptable at this stage but this would need further enhanced enhancement and information must be provided through the further detailed design of the system. If the pump can be adequately managed and maintained then the system should perform adequately and due to the previous site being unattenuated, may provide a local reduction in flood risk. A suitable condition should be attached to require the details.

Cambridgeshire Police

- 6.12 The application is supported. Based on details contained within the Design and Access Statement and the Company regarding their management of their chain of hotels across the UK and other countries, I am happy that if there were any incidents requiring the Police, they would not only contact them but have the management practices in place to deal locally. I am aware of the large number of complaints that this Application has provoked. I can only comment on crimes and incidents that have been reported to the Police regarding anti-social behaviour and drugs in the vicinity of the other hotels on Newmarket Road. I have spoken at length to both local shift officers and senior management. There are some calls regarding anti-social behaviour (mostly drunken behaviour) on Newmarket Road in

the last 18 months – they amount to around 3 a month which are dealt with by officers. We see a similar number of reports across the County at other sites where budget hotels are based in large towns or cities. The allegations made on this Application cannot be backed up by officers from their interaction with the hotel chains and other local businesses. That being said any serious allegation would of course be investigated, but there are no current concerns.

- 6.13 If planning approval is given, it is requested that a condition be applied regarding management plans, exterior lighting and use of CCTV on the grounds of promoting community safety and reducing vulnerability to crime. I am also happy to be consulted by the Applicant should there be a requirement for a Security Needs Assessment as part of any BREEAM accreditation being sought.

Archaeology

- 6.14 The application site lies in an area of high archaeological potential. Suitable conditions should be attached to require the submission and implementation of a programme of archaeological work to be undertaken.

Nature Conservation

- 6.15 The submitted document is acceptable in relation to ecological surveys and the recommendation to install integral bird boxes is supported. Given the location I would encourage the provision of an agreed number of swift boxes. The specification, number and location could be secured through condition. In addition I would request that the provision of a biodiverse green roof be explored on the flat section of roof proposed between the two linked pitches. As wider landscape is minimal this would provide the best opportunity to seek a net gain in biodiversity for the site.

Sustainability Officer

- 6.16 Following clarification that CHP would not be used, the development is acceptable subject to the imposition of conditions relating to renewable energy implementation and the requirement to submit a water efficiency specification.

Environment Agency

- 6.17 No objection in principle to the proposed development. In line with the recommendation of the MLM report we recommend that conditions are appended to any subsequent planning approval relating to contaminated land assessments and investigation, remediation measures and a verification plan, contamination found during development and surface water drainage scheme

Disability Panel

- 6.18 Accessible rooms - These seem particularly poor. Not only are they located as far from the lifts as possible; the size of the rooms and positioning of the furniture does not allow for a wheelchair turning circle or transfer from both sides of the bed.

Reception - This does not appear to include a hearing induction system.

Lifts - As these are not fire evacuation lifts, details need to be provided on the evacuation/refuge arrangements. (Particularly given the location of the accessible rooms as mentioned above.)

Kerb - There does not appear to be a level threshold at the entrance making access extremely difficult for wheelchair users

Conclusion - In the Panel's view, good quality accessible rooms should be provided.

Access Officer

- 6.19 Would ideally like one on site blue badge space for each accessible room, albeit it is not considered this could be conditioned. Details regarding where the hotel will park its cars should be secured by condition rather than relying on valet parking which is not good for disabled people. The design of the building should also seek to arrange all accessible rooms closer to the main entrance and on the ground floor if a fire fighting lift is not installed. The hoist is a great feature.

Developer Contributions Monitoring Unit

- 6.20 The Developer Contributions Monitoring Unit (DCMU) does not propose to seek specific S106 financial contributions under the Council's Planning Obligation Strategy SPD 2010, as Cambridge City Council does not seek S106 financial contributions from such developments. The Public Art Officer has indicated that this scheme should provide some public art.

MOD Safeguarding

- 6.21 No safeguarding objection to this proposal.

Anglian Water

- 6.22 No objection subject to a planning condition relating to surface water disposal.

7.0 REPRESENTATIONS

- 7.1 Councillor Richard Johnson has written to ask that the Design and Conservation Panel review the (originally submitted) application on the basis that the scheme needs to be in character in the Central Conservation Area, especially in respect to the scale, fine grain character, roof form and it acting as a gateway to the residential area beyond as part of the Eastern Gateway and also to raise concerns that the proposal would not meet Policies 77 or 22 (now 23) of the new local plan, in particular as the hotel does not meet the need for high end hotels identified in the Hotel Futures report and as it may not be of "domestic" scale as to be in character in this part of the Eastern Gate Opportunity Area and the Conservation Area.

- 7.2 Councillors Haf Davies and Nicky Massey, together with Councillor Richard Johnson, have written to indicate that they, as Abbey councillors, are aware that an application for a Premier Inn hotel at the Grafton Centre was submitted last month (19/0512/FUL). They ask that this new application should be treated as a material consideration when application 18/1002/FUL is determined at planning committee on the grounds that:

- The new application fundamentally undermines the case for a third hotel on Newmarket Road for the following reasons:

- it is sequentially superior,
- there is a City commitment to a hotel at the Grafton Centre (Grafton Centre Masterplan adopted at Full Council in December 2018),
- that no change of use is required to enable a hotel at the Grafton Centre (unlike at the Newmarket Road site) and the Grafton Centre better meets city centre need than the easyHotel site,
- a third hotel on Newmarket Road would result in a local monoculture, loss of local amenity and a loss of retail space in an area with a growing number of new residents.
- the Grafton Centre is a more sustainable location as The Grafton Centre has on-site shops and is a public transport hub, as well as being closer to the city, all factors likely to reduce vehicle use. It also has dedicated parking facilities and taxi access
- 18/1002/FUL provides no parking or taxi access and private cars are unlikely to park at The Grafton Centre 12-15 mins away such that they are likely to drive around the Riverside area looking for on-street parking, while taxis would idle outside residential properties then drive round the block or make u-turns to exit, or cause obstruction by waiting on the busy Newmarket Road.

7.3 The owners/occupiers of the following addresses have made representations:

- Riverside Residents group
- Camcycle
- Abbey Street – 10B, 14, 21
- Abbey Road – No.s 32, 35, 42, 46, 50, 60, 63, 69
- Ainsworth Place – No. 28
- Bartholomew Court – No.46
- Beacon Rise – No. 73
- Beche Court – No. 4
- Beche Road – No.s 15, 16, 19, 20, 24, 26, 36, 37, 39, 42, 52, 58, 60, 62, 64, 67, 68, 69, 70, 75, 83, 86, 92
- Brookside Lane – No.3
- Church Lane, Girton – No. 22
- Garlic Row – No. 18

- Godesdone Road – No.s 3, 7, 9, 11, 12, 13, 14, 15, 17, 18, 20, 22d
- Newmarket Road – No.s 151, 171/173, 251 (flat 3), 413
- New Street – No. 158A
- Priory Road – No.s 12, 22, 25, 27, 30, 33, 39, 40, 43, 92
- Riverside – No.s 15, 19, 21, 27, 31, 30, 33, 35, 40, 41, 42, 45, 47, 50, 37, 51
- Riverside Place – No.s 22, 35, 36, 34, 78, 42, 69
- River Lane – No.s 69, 77, 79
- Saxon Road – Nos. 1, 9, 12, 17, 18, 19, 20, 22
- Shelly Garden – No. 15
- Silverwood Close – No.s 26, 27, 64
- Stanley Road – No.s 58, 85
- The Mallards – No. 2

7.4 The representations can be summarised as follows:

- The use is inappropriate and would be contrary to national and local planning sustainability and hotel policies
- The proposed low-cost visitor accommodation would result in unacceptable levels of anti-social behaviour (including littering); and criminal activity, including prostitution and drugs
- There is no need for this hotel type in Cambridge
- Road safety issues, congestion and uncontrolled parking resulting in detriment to residential amenities; the Highway Authority's comments are not acceptable as they are based on the applicant's inaccurate assessments
- The hotel should provide communal indoor space to prevent people congregating outside and being a nuisance
- Unacceptable noise and disturbance caused by taxi drop-off and pick up, noise from guests of the hotel, noise associated with wheeled suitcases, idling vehicles and additional HGVs especially during quieter hours
- Noise and disturbance during construction (including piling)
- The cycle parking arrangements are unsuitable, there is a lack of visitor/guest cycle parking and there is no cycle hire available
- Unworkable arrangement for taxis and no on-site deliveries
- Inconsiderate parking will occur in residents only and private parking areas

- The loading bay is too close to the junction and will be used by taxis. It is dangerous for other road users, including pedestrians, cyclists and mobility scooter users
- The access officer's comments re mobility impaired access need to be addressed
- The Transport Assessment does not include vital details and is inaccurate; the existing use does not have high levels or large (HGV) vehicles accessing it
- The proposed Travel Plan will not work, as is clear from the existing two hotels nearby
- Taxis bringing people to the no-car hotel are likely to do so without due regard for highway safety, as is already the case with the two nearby hotels
- The application does not contribute to the Eastern Gateway projects (SPD)
- The applicant should pay for the residents parking zone to be extended, including the hours of use and pay for the existing resident's permits (both residents and visitors permits) in perpetuity
- Legal agreements and strong conditions would be needed to penalise the hotel for any non-compliance with any conditions set to prevent illegality including parking and waiting
- The supporting documents are factually incorrect
- The site is better used for affordable housing, community facilities or other uses
- Having no parking on site will not result in a limited impact from car/vehicle use as there will be cars attracted to the site to drop off and pick up customers
- Unacceptable levels of noise and disturbance
- Overlooking and loss of privacy
- Light and other pollution would increase while air quality would reduce
- overdevelopment
- The overall scale and height of the building would be overly dominant of the existing adjoining domestic scale development
- Adverse impact on the character of the Conservation Area/area generally due to form, appearance, height and scale and signage
- Loss of another shop results in a diminution of community feeling

- Those supporting the application are involved in the current business or live so far away that they won't be affected
- There are two other hotels proposed at the Grafton Centre and in East Road which are better located than this site
- The proposal will result in a clustering which could become a "hotel ghetto"
- There is no demonstrable need for a budget/super-budget hotel on this site
- Taxis will cause a danger to other road users, particularly in Godesdone Road and other surrounding residential streets
- The City should support affluent tourists rather than people who cannot afford to drink cappuccinos or dine out
- The two hotels on Newmarket Road have not benefitted the local economy and another hotel won't either
- With the two hotels and student accommodation there is already too much transient/short term accommodation to the detriment of the permanent resident's communities
- While the furniture store is not of high architectural merit, it is in keeping and should therefore be retained
- The proposal would be located hard against the back edge of the highway leaving no room for soft landscaping which would be detrimental to the area/Eastern Area (and relevant SPD)
- There would be unacceptable noise from plant and machinery associated with the hotel

7.5 The current owners of the site have written in support of the hotel proposal on the grounds that they can no longer support a viable business on the site, that the proposal would meet relevant policies and that the scheme would offer a long-term solution which would be in character with recent development along Newmarket Road.

7.6 Owners/occupiers of 2 Godesdone Road have written to support the application as it would remove an existing large asbestos building and increase light/daylight for the neighbouring property. Other occupiers writing in support of the application are: 54 High Street, Teversham, 44 George Street 16 Corona Road, 48 Pelham Close, Cottenham, 5 Burnham Close, 115 Speedwell Close, 69 High Street, Great Wilbraham and 33 Chartfield Road.

- 7.7 A Development Control Forum (DCF) was undertaken on Friday, 7 September 2018. Notes of the meeting are appended to this report (Appendix A).
- 7.8 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

- 8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues relating to the planning application are:

1. Principle of development
2. Context of site and design, including impact on the Conservation Area
3. Residential amenity for existing occupiers
4. Inclusive access
5. Refuse arrangements
6. Highway safety
7. Car and cycle parking
8. Crime and fear of crime
9. Light pollution, noise and disturbance
10. Third party representations
11. Planning Obligations/Public Art

Principle of Development

- 8.2 The proposal is for the redevelopment of existing commercial buildings/land to provide a 90-bed hotel. It is not proposed to provide a restaurant or bar on site such that the type of facility is termed “super budget”. It is also not proposed to provide any car parking on site although a lay-by is proposed close to the proposed hotel entrance on Godesdone Road for pick-up/drop-off.
- 8.3 The principle issues are whether a hotel is acceptable in this location and, whether it would be in line with the aims of the Opportunity Area. Policies 23 and 77 of the Cambridge Local Plan are therefore the most relevant.

- 8.4 The site does not fall within an area where retail uses are protected, and the loss of the existing A1 Use (shop) is therefore acceptable in principle.
- 8.5 Policy 77 relates to the development and expansion of visitor accommodation. The policy indicates that high quality visitor accommodation will be supported in the city centre and identifies that larger high quality hotels may come forward beyond the city centre. It states that new visitor accommodation should be located on the frontages of main roads or in areas of mixed use or within walking distance of bus route corridors with good public transport accessibility.
- 8.6 The supporting text to the policy indicates that visitor accommodation takes many forms from traditional hotels, guesthouses and hostels to apart-hotels and serviced apartments and that policy 77 applies to visitor accommodation within any of these (or similar) formats.
- 8.7 The reasoned justification also indicates that a study was undertaken entitled “Cambridge Hotel Futures” which was published in 2012 which assessed the supply and demand for hotel and short-stay accommodation in Cambridge to 2031. This study showed that there is a very strong and continuing market demand for significant new hotel development in the city and on its outskirts which would include the need for new hotel bedrooms to widen the accommodation offer of the city, to encourage longer stays and to enhance the competitiveness of the city as a visitor destination. The Study indicated that there was a shortfall in higher-starred (3, 4 and 5 star) and boutique accommodation in the city.
- 8.8 Since the 2012 Study, latest tourism figures indicate a significant increase in visitor numbers to Cambridge since 2010. The overall demand for visitor accommodation is therefore greater than anticipated at the time the study was conducted, and it is therefore considered that a more flexible approach is required in order to adapt to the evolving market situation. As referred to in the Policy Officer’s response, the hotel market has also seen the emergence of a new type of hotel – the “super-budget” hotel, aimed at people travelling at low cost and are provided on a “no frills” basis. I note recent comments from Councillors Johnson, Davies and Massey querying the need for the development in light of the recently submitted application for

a Premier Inn at the Grafton Centre. However, in light of the increasing demand for a range of visitor accommodation in Cambridge, the need is considered to exceed that provided by a single development.

- 8.9 Policy 77 relates to all visitor accommodation types. While it clearly identifies a need for higher starred and boutique hotels, it does not preclude other hotels in seeking to provide for visitor bed-spaces during the plan period. Paragraph 3 of the policy is relevant to the type of visitor accommodation, i.e. that it should be located on main roads. On the basis that the Cambridge Hotel Futures Study was undertaken before super-budget hotels emerged, it is clear that the Study did not consider “super-budget” type of accommodation or take such accommodation into consideration. Planning Policy consider that the proposed hotel bedrooms would help meet the rising need for hotel accommodation in the City and, while it would not be likely to be 3-Star and above, it would meet the rising demand for cheaper accommodation. It would broaden the range of accommodation in the City.
- 8.10 The proposed hotel would meet the criteria identified in Policy 77 in respect of the scheme assisting in meeting the expected need, the site having a main road frontage location, being in an area of mixed-use (commercial, residential, public houses and a retail park with restaurants etc.) and within walking distance of bus routes/public transport and the City Centre’s facilities.
- 8.11 The proposed hotel would, as no bar or eating facilities would be provided, also help to support the local economy including existing retail outlets, public houses, restaurants etc. in the locality.
- 8.12 Policy 23 is an Opportunity Area policy which relates specifically to the Eastern Gate area. This policy requires that development proposals will be supported if they enhance the character of the area, improve connectivity and increase activity in line with Figure 3.9 of the Local Plan. Figure 3.9 indicates that the Opportunity Area extends approximately half way up Godesdone Road from its junction with Newmarket Road and, for the application site, that it is a potential development site, that there is an opportunity to improve the gateway to residential neighbourhoods and that it forms a primary frontage. The Figure shows a 2+1 storey height, adjacent to a site

indicated for a 3+1 storey height. It is proposed that there would be Highway Network improvements on Newmarket Road, outside the application site. While the details of the scheme are considered further in the section below, I consider that the proposal for a hotel on this site would be acceptable in principle in relation to Policy 23.

8.13 I consider that the proposal would be sustainable development which would regenerate an existing commercial site in line with Policy 23. While Policy 77 does indicate that high quality visitor accommodation will be supported and that the reasoned justification indicates that this would be to ensure that accommodation is provided to meet the needs identified in the study, it does not specifically exclude the provision of less than 3-star accommodation in the City, indicating in para 8.49 of the Local Plan that the policy applies to all types of hotel accommodation. It is a material consideration that super-budget hotels have emerged since the Cambridge Hotel Futures study was undertaken and that this proposal would provide a type of hotel accommodation which would be new to the City. Since super-budget hotels have become part of the range of hotel types, there is a need to consider whether such a hotel is acceptable in principle.

8.14 I consider that the proposal is acceptable in principle in accordance with Policies 23 and 77 of the Cambridge Local Plan 2018.

Context of site, design and external spaces

Response to context

8.15 The context is that the property already lies within a mixed area where there is commercial use to the main road frontage with residential to the rear (in this case to the north). The site comprises mainly one-storey accommodation, however, much of this is showroom with attendant greater floor-to-ceiling heights and the lorry “car”-port to the rear is equivalent to 2-storey height directly adjacent to the boundary with 4 Godesdone Road to the north. The two-storey former house used for commercial storage is of domestic scale.

8.16 In line with the Eastern Gate Opportunity Area policy (policy 23), it is expected that this site would be redeveloped and that

the character of the area would be enhanced by buildings being developed of a scale and massing which responds to the site's context. The proposed building height to the main road frontage would be 2+1 storey as indicated on Figure 3.9 of the Local Plan and is, of itself considered to meet the parameters for this site as indicated in Policy 23. The return element would be higher than the existing building's corner element and, as this would provide the entrance to the hotel, I consider that this would act as a new "gateway" to the residential area beyond.

- 8.17 To the rear of the 2+1 storey aspect of the scheme, the existing former residential property would be retained to the side road's, Godesdone Road, frontage. As such, from a streetscene view, there would be no increase in the impact of this building on visual amenities.
- 8.18 Behind the proposed frontage development, the hotel is proposed to increase in height and this would be located adjacent to the boundary with the adjoining Godesdone Road property and would be visible from the back of (albeit where windows are at right-angles to the application site) residential properties in Godesdone Road and especially from the rear gardens of these properties.
- 8.19 The nearest neighbor at No.4 Godesdone Road has written in support of the application as it would remove the existing 5m high flat roof asbestos structure (the lorry "car"-port) which would be replaced by a significantly lower eaves level.
- 8.20 I consider that while adjoining and nearby residents would be able to view the rear of the new hotel building, that it would not result in a building which has a significant overbearing impact or that it would be out of context, in part as there are larger scale buildings to the south on Newmarket Road (including the Premier Inn and Travel Lodge Hotels) which are 5-storey and also to the north-east abutting the Godesdone Road rear boundaries (identified as 2-3 +1 in Figure 3.9) and recently constructed student housing directly to the east of the site of 3+1 height (Anglia House). In addition, the residential properties to Godesdone Road are 2-storey as are buildings to the west of the site. It is acknowledged and accepted that redevelopment of this site would have a significantly greater impact than the current relatively small scale buildings fronting onto Newmarket Road, in line with Policy 23.

- 8.21 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 23 and 55, 57.

Impact on the Conservation Area

- 8.22 The application site lies in Riverside Conservation Area. The River Cam is located to the north of the application site beyond the far end of Godesdone Road. The application site sits at the outside edge of the Conservation Area.
- 8.23 The Conservation Area comprises mainly residential properties to the north but also the commercial uses to the west of the application site fronting onto Newmarket Road. Consideration was given to the Conservation Area status of the site before including it in the Eastern Gate Opportunity Area. The application site was considered to make a contribution to the Conservation Area. However, the shop, made up from a number of buildings and the van-port with its corrugated roof are not considered to be a positive element in the Conservation Area. The end of terrace property at No.4 Godesdone Road would be retained. I consider that the loss of the commercial buildings would not result in significant harm to the Conservation Area. Providing the building is replaced by a building of a high quality of design and layout the less than substantial harm to the historic asset is acceptable. I consider that the proposal is of a high quality design and layout which would at least preserve, if not enhance, the special character and appearance of the Conservation Area in accordance with Policy 61 of the Local Plan.

Residential amenity for existing occupiers

- 8.24 The proposal would replace the existing buildings with a hotel building which would be larger in terms of footprint and height than the existing mainly single-storey commercial buildings.
- 8.25 The main neighbours affected are those in residential properties on the even side of Godesdone (eastern) Road. The proposed building would abut the garden of No.4 Godesdone Road. The occupiers of this property have written in support of the proposal, nonetheless the planning issues arising from the scheme must assess the impact on all adjoining occupiers.

- 8.26 Impact on neighbours – sunlight and daylight. An assessment was submitted which indicates that while there would be some loss of sunlight and daylight to the properties in Godesdone Road, that this would meet the BRE criteria. As such, and given that the proposal would result in the removal of the van/truck-port, I consider that it would be acceptable in this respect.
- 8.27 Overlooking and privacy - The applicants have confirmed that the rear dormer windows would be located at least 1.7m above the internal finished floor level, such that there would be no overlooking issues arising.
- 8.28 The hotel would result in an increase in the number of people visiting the site (although this is to be expected as the current use as a furniture store has been declining for some time). It would also result in activity in the evening and during the night both from the use of the bedrooms and from people arriving and departing. While most people would expect to arrive/depart from hotels during the day, there would clearly be some users of the hotel's 90 bedrooms who would arrive later and/or overnight. A layby is proposed to be provided outside the hotel entrance in Godesdone Road. It would not extend in front of the residential properties in Godesdone Road to this side, nonetheless it is considered that there would be some noise and activity associated with both the use of the hotel entrance and use of this layby.
- 8.29 The hotel has indicated that it would require any taxi or private hire vehicles to drop off/pick up from Newmarket Road to avoid noise to adjoining properties' occupiers during later/over-night hours. While this is contested by a group of residents, given that travel along Newmarket Road does lessen at night, stopping on double yellow lines for as long as is reasonably necessary for the purpose of picking up or dropping off passengers and their luggage is legal as long as no other restrictions are in force.
- 8.30 The open car/lorry parking and loading area and open-sided van-port at the rear of the existing commercial property would be lost resulting in the removal of existing vehicle noise, fumes and activity from the rear gardens of properties in Godesdone Road. This is a positive benefit.
- 8.31 Concerns have also been raised regarding the plant room (including noise and vibration), separation between the hotel

and the attached residential property, 4 Godesdone Road, air quality, contaminated land, odour, traffic/deliveries. Environmental Health Officers have considered these aspects of the scheme and consider that suitable mitigation measures are proposed and/or that conditions could be attached to a planning approval and, on this basis, consider that the proposal would be acceptable. In relation to traffic noise/noise outside the hotel, they have confirmed that they have no authority to control such noise and that such activity etc. would need to be considered by planning as general noise and disturbance issues. I consider that, while there would be some noise associated with the proposal, that it would not result in so significant harm that the hotel should be refused planning permission.

8.32 Other properties in the locality are otherwise sufficiently distant from the application site or are across public areas such that I consider there would be no harmful loss of residential amenities to the other nearest properties.

8.33 In my opinion the proposal is in accordance with Cambridge Local Plan (2018) policies 35, 57 and 58.

Inclusive access

8.34 Further to initial concerns raised by the Access Officer, a meeting was held with the architect, and the following details confirmed:

- The hotel would comply with Building Regulations.
- A valet parking service will be offered for disabled guests.
- There will be a hearing loop at reception and a low level reception desk.
- All rooms located near to refuge points and as close as possible to lifts and reception.
- One electrically operated hoist to be installed.
- Use of colour contrasting throughout.
- Dropped kerb allowing level entrance to the hotel.

8.35 In my opinion, subject to the conditions I have recommended, the applicants have suitably addressed the issues, and the proposal is in accordance with the Cambridge Local Plan (2018).

Refuse Arrangements

- 8.36 Suitable refuse and recycling bins are to be provided. A suitable condition requiring provision and retention will need to be attached to any planning permission. In my opinion the proposal is compliant in this respect with Cambridge Local Plan (2018) policy 57.

Highway Safety

- 8.37 The proposal involves the demolition of the existing commercial use which had a dropped kerb access onto Godesdone Road leading to an existing car and van parking/servicing area and van-port to the rear of the shop and a dropped kerb (mainly unused) onto Newmarket Road.
- 8.38 The applicants indicate that the proposal would not provide any car parking, also known as “car-free” development. It is nonetheless clear that both customers and staff would use some form of transport to access the hotel and make trips while in Cambridge from it, whether this be by private car, taxi/mini-cab, bicycle or on foot.
- 8.39 The applicants have therefore included within the proposal a lay-by outside the proposed hotel in Godesdone Road and a cycle store. They have also clarified that they expect people (and that they will direct customers) arriving by private car would park in The Grafton Centre car park during their visit to Cambridge and walk to the hotel from there.
- 8.40 On the basis of the initial details submitted, the Highway Authority raised concerns regarding the proposed traffic implications of the proposal. However, additional information was submitted (Technical Note by MLM and a letter from the proposed operator Easyhotel). In light of the additional information submitted the Highway Authority have subsequently withdrawn their objection instead requesting that conditions are attached to any approval, together with a legal agreement to be signed in relation to a Travel Plan being finalised and to require that monies are paid towards some environmental/highway improvements.
- 8.41 Objectors have objected to the Highway Authority’s comments suggesting that the information submitted by the applicants

cannot be relied upon. However, the Highway Authority is the Council's expert highway engineers and, while the objectors have raised concerns, the Highway Authority have considered both the submitted documentation and their own/public databases (such as accident data from the Police) and knowledge of the Highway landscape in making their recommendation that the proposal is acceptable in highway traffic and transport terms.

- 8.42 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 81.

Car and Cycle Parking

- 8.43 No car parking is proposed. A cycle store would be provided.
- 8.44 The proposal would provide a suitable cycle store within the converted existing store (formerly 2 Godesdone Road). A suitable condition would be attached to require that the store is provided and retained and a condition requiring details of any mechanical racking arrangements is also proposed to be attached.
- 8.45 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 82.

Crime and the fear of crime

- 8.46 It is reasonable to consider whether a particular land use results in concerns over the fear of crime or crime itself. There have been recent concerns raised regarding the provision of budget hotels as being the possible source of both anti-social behaviour and also criminal activities such as those relating to the drug trade and prostitution.
- 8.47 Crime itself is a Police matter and planning alone cannot either safeguard people from nor prevent entirely any crime being committed whether in a hotel, in the surrounding area, or indeed, in any residential or commercial property nearby. Of itself a hotel building, whether high class or budget, does not cause crime. Nonetheless people using such facilities could be capable of committing either anti-social behaviour or crime. The Police have written in support of the application which they do not view as unduly likely to be a source of crime.

- 8.48 Without any Policy backing, uses such as hotels cannot be refused permission on the grounds of possible crime as this needs to be balanced against the positive benefits of the proposal. Such positive benefits include increase in visitors to Cambridge resulting in economic benefits such as direct employment, indirect employment (nearby shops and public houses for example), boosting the local and City economy.
- 8.49 While the Police are the Authority for dealing with crime and criminal activity and the Council deals with much of the anti-social behaviour in the City, Planning can help to reduce any such occurrences by, for example, requiring the provision of CCTV cameras, management arrangements for when crime is reported which can be attached to any consent. Suitable conditions can be attached to any approval to require details to be submitted.

Light pollution, noise and disturbance

- 8.50 The proposal will increase level of activity at the site which would change from an existing furniture store to a 90-bed hotel. The activities, apart from sleeping, would include arrivals and departures, general noise and activities from the use of the rooms for other purposes (such as talking, music playing etc.), people congregating on the street outside the hotel, for example to smoke and vehicle noises associated with deliveries/servicing and collecting/dropping off guests. Cycles will also be used and mechanical racks can also cause noise. Plant and laundry services are provided within the building and ventilation of the internal spaces may also be mechanical resulting in some noise.
- 8.51 The current use is not operating at its maximum capacity and as a result levels of noise and activity at the furniture store are lower than might normally be associated with such a commercial use. However, the use is not controlled by conditions such that it could operate at any hours. It should also be noted that planning permission would not be required for changes to uses which have a higher noise and activity level than currently, such as restaurants or (subject to prior approval) residential or assembly and leisure uses including trampoline parks and other indoor sport uses.

- 8.52 The proposed building and its use would result in increased light especially after normal shop closing hours. However, the level of lighting within the hotel from windows is not considered to amount to light pollution and external lighting could be controlled by a suitably worded condition. It does need to be noted that Policy 23 for the regeneration of this site identifies development of 2+1 storeys such that light from windows at second and third floor levels would be expected in accordance with this policy.
- 8.53 In relation to activity levels, hotels are generally quieter during night hours due to sleeping guests and the hotel management can control activities of guests so that they are restricted from high levels of noise within rooms at such quieter times – ultimately being able to eject any unruly occupiers. A condition can be attached to require details of how guests would be managed to control possible noise/disturbance to existing residents.
- 8.54 As with any hotel there are likely to be guests who arrive late or leave early – if they are dropped off by taxi/mini-cab, then there is likely to be some noise/disturbance associated with this. Objections have been raised that either this would result in neighbours being disturbed or that dropping off/pick-ups on Newmarket Road itself would be dangerous for other highway users. The proposed layby would be located directly outside the hotel and double yellow lines do allow for pick-up and drop off, as such, no vehicles would need to stop outside any residential property in Godesdone Road. Newmarket Road is a main road and while traffic noise levels are likely to diminish overnight, I do not consider that the noise/disturbance associated with guest arrival/departure during the night hours on such a main road would be so unacceptable as to refuse planning permission on this ground alone.
- 8.55 There will be some noise and disturbance etc. caused during the construction process which is expected and will be controlled through the attachment of suitable conditions.

Third Party Representations

- 8.56 The issues raised by the neighbouring occupiers are substantial and relate to every facet of the proposal including making objections to the Council's consultee's comments; where these

relate to the planning issues identified, they have been addressed above. Where comments relate to other authorities, such as the Police in dealing with criminal acts, only those aspects which can be secured through the planning process such as the provision of a management plan to ensure that any anti-social behavior or criminal activity is reported and the provision of CCTV cameras can be provided to deter criminal activity; it is recognized that the planning system is not the authority responsible for crime and the Police have recommended that the scheme is acceptable subject to suitable conditions.

Planning Obligations (s106 Agreement)

8.57 The Community Infrastructure Levy (CIL) Regulations 2010 have introduced the requirement for all local authorities to make an assessment of any planning obligation in relation to three tests. Each planning obligation needs to pass three statutory tests to make sure that it is

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

In bringing forward my recommendations in relation to the Planning Obligation for this development I have considered these requirements.

8.58 In line with the CIL Regulations, councils can pool no more than five S106 contributions towards the same project. The new 'pooling' restrictions were introduced from 6 April 2015 and relate to new S106 agreements. This means that all contributions now agreed by the city council must be for specific projects at particular locations, as opposed to generic infrastructure types within the city of Cambridge.

City Council Infrastructure (Traffic and Transportation)

8.59 The Highway Authority has recommended that contributions be made to the following projects: highway mitigation package, a parking monitoring strategy (and if needed, £25,000 towards

consultation relating to expansion of the Controlled Parking Zone), a construction management plan and a Travel Plan

- 8.60 I agree with the reasoning set out above that contributions towards these projects meet the requirements of the CIL regulations. Subject to the completion of a S106 planning obligation to secure this infrastructure provision, I am satisfied that the proposal accords with Cambridge Local Plan (2018) policy 81 and the Planning Obligation Strategy 2010.

Planning Obligations Conclusion

- 8.61 It is my view that the planning obligation is necessary, directly related to the development and fairly and reasonably in scale and kind to the development and therefore the Planning Obligation passes the tests set by the Community Infrastructure Levy Regulations 2010.

Public Art

- 8.62 While there is no formal requirement for public art, an etched glass feature will be provided which is welcomed.

9.0 CONCLUSION

- 9.1 The proposal would assist in meeting a need for visitor accommodation in Cambridge and is acceptable in principle in line with Policy 77 of the Local Plan. The hotel would provide visitor accommodation which is transient in nature, nonetheless it would be located on an existing commercial site at the southernmost edge of a residential area and on a busy arterial route between the City centre and the Airport. The proposal would therefore represent a sustainable development which would regenerate the area resulting in an improvement in the Eastern Gateway Area in line Policy 23 of the Local Plan. The proposal would be acceptable in terms of its impact on the Conservation Area and surrounding area.
- 9.2 While it is recognised that there would be some impact on existing residential amenities, subject to a legal agreement and the attachment of suitable conditions to regulate the use, I do not consider that this would be so harmful as to refuse planning permission.

10.0 RECOMMENDATION

APPROVE subject to the signing of a legal agreement in relation to a highway mitigation package and a parking monitoring strategy (and if needed, £25,000 towards consultation relating to expansion of the Controlled Parking Zone) and subject to the following 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 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Submission of Preliminary Contamination Assessment:

Prior to the commencement of the development (or phase of) or investigations required to assess the contamination of the site, the following information shall be submitted to and approved in writing by the Local Planning Authority:

(a) Desk study to include:

- Detailed history of the site uses and surrounding area (including any use of radioactive materials)
- General environmental setting.
- Site investigation strategy based on the information identified in the desk study.

(b) A report setting set out what works/clearance of the site (if any) is required in order to effectively carry out site investigations.

Reason: To adequately categorise the site prior to the design of an appropriate investigation strategy in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

4. Submission of site investigation report and remediation strategy:

Prior to the commencement of the development (or phase of) with the exception of works agreed under condition 3 and in accordance with the approved investigation strategy agreed under clause (b) of condition 3, the following shall be submitted to and approved in writing by the Local Planning Authority:

(a) A site investigation report detailing all works that have been undertaken to determine the nature and extent of any contamination, including the results of the soil, gas and/or water analysis and subsequent risk assessment to any receptors

(b) A proposed remediation strategy detailing the works required in order to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters. The strategy shall include a schedule of the proposed remedial works setting out a timetable for all remedial measures that will be implemented.

Reason: To ensure that any contamination of the site is identified and appropriate remediation measures agreed in the interest of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

5. Implementation of remediation.

Prior to the first occupation of the development (or each phase of the development where phased) the remediation strategy approved under clause (b) to condition 4 shall be fully implemented on site following the agreed schedule of works.

Reason: To ensure full mitigation through the agreed remediation measures in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

6. Completion report:

Prior to the first occupation of the development (or phase of) hereby approved the following shall be submitted to, and approved by the Local Planning Authority.

(a) A completion report demonstrating that the approved remediation scheme as required by condition 4 and implemented under condition 5 has been undertaken and that the land has been remediated to a standard appropriate for the end use.

(b) Details of any post-remedial sampling and analysis (as defined in the approved material management plan) shall be included in the completion report along with all information concerning materials brought onto, used, and removed from the development. The information provided must demonstrate that the site has met the required clean-up criteria.

Thereafter, no works shall take place within the site such as to prejudice the effectiveness of the approved scheme of remediation.

Reason: To demonstrate that the site is suitable for approved use in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

7. Material Management Plan:

Prior to importation or reuse of material for the development (or phase of) a Materials Management Plan (MMP) shall be submitted to and approved in writing by the Local Planning Authority. The MMP shall:

a) Include details of the volumes and types of material proposed to be imported or reused on site

b) Include details of the proposed source(s) of the imported or reused material

c) Include details of the chemical testing for ALL material to be undertaken before placement onto the site.

d) Include the results of the chemical testing which must show the material is suitable for use on the development

e) Include confirmation of the chain of evidence to be kept during the materials movement, including material importation, reuse placement and removal from and to the development.

All works will be undertaken in accordance with the approved document.

Reason: To ensure that no unsuitable material is brought onto the site in the interest of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

8. Unexpected Contamination:

If unexpected contamination is encountered whilst undertaking the development which has not previously been identified, works shall immediately cease on site until the Local Planning Authority has been notified and the additional contamination has been fully assessed and remediation approved following steps (a) and (b) of condition 4 above. The approved remediation shall then be fully implemented under condition 5.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

9. Prior to any demolition/ground clearance of the site, a demolition method statement shall be submitted to and approved in writing by the Local Planning Authority. This method statement shall demonstrate how the hard standing across the site will be removed in order to prevent the rupturing of, and retain the integrity of, all existing underground fuel and storage tanks, equipment, and supply lines. The removal of the hard standing shall then be carried out in accordance with the approved method statement.

Reason - to ensure the integrity of the below ground condition of the site is not compromised (Cambridge Local Plan 2018 Policy 33)

10. 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 2018 policy 35)

11. There shall 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 2018 policy 35)

12. In the event of the foundations for the proposed development requiring piling, prior to the development taking place, other than demolition, the applicant shall provide the local authority with a report / method statement for approval detailing the type of piling and mitigation measures to be taken to protect local residents from noise and/or vibration. Potential noise and vibration levels at the nearest noise sensitive locations shall be predicted in accordance with the provisions of BS 5228-1&2:2009 Code of Practice for noise and vibration control on construction and open sites. Development shall be carried out in accordance with the approved details.

Due to the proximity of this site to existing residential premises and other noise sensitive premises, impact pile driving is not recommended.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2018 policy 35)

13. No development shall commence until a programme of measures to minimise the spread of airborne dust from the site during the demolition / construction period has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

Reason: To protect the amenity of nearby properties Cambridge Local Plan 2018 policy 36.

14. Prior to the occupation of the development or the commencement of the use, a noise assessment detailing noise levels emanating from all plant, equipment and vents, relative to background levels, shall be submitted to, and approved in writing by, the Local Planning Authority.

If the assessment demonstrates that noise levels exceed the background level at the boundary of the premises, having regard to adjacent noise sensitive premises, a mitigation scheme for the insulation of the plant in order to minimise the level of noise emanating from the said plant shall be submitted to and approved in writing by the Local Planning Authority and the scheme as approved shall be fully implemented before the use hereby permitted is commenced.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 35)

15. Prior to the commencement of development a cycle / bike store noise insulation scheme to include full details of the two-tier or 'double-stacker' cycle storage racks, including measures to minimise airborne noise and structural / ground-borne vibrations and re-radiated building noise transmission shall be submitted in writing to, and approved by, the local planning authority. Details shall also include the sound insulation of the bike store internal walls to prevent adverse noise impacts and structural anti-vibration / isolation mounting for cycle racks. The noise insulation scheme and cycle racks shall be installed in accordance with the approved details prior to bringing into use of the development, and shall be maintained thereafter to remain in accordance with those details

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 35)

16. Prior to the commencement of development, a bin store noise insulation scheme and full details of the on-site storage facilities for waste including waste for recycling shall be submitted to and approved in writing by the local planning authority. Such details shall identify the specific positions of where wheeled bins will be stationed and the noise insulation measures of the bin store to minimise noise emanating from the store.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 35)

17. No refuse / waste or recycling material associated with the approved use / site shall be emptied into external refuse / waste or recycling receptacles or refuse / waste or recycling stores and the said receptacles shall not be taken out externally or moved around the external of the site between the hours of 2100-0700 hours.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 35)

18. The noise insulation scheme and mitigation requirements as stated within the MLM "noise impact assessment" dated 21st May 2018 (doc ref: 101975-MLM-ZZ-XX-RP-U-0001) shall be fully implemented prior to commencement of the use and shall be maintained thereafter.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 35)

19. Deliveries to or dispatches from the site shall not be made outside the hours of 07:00 - 23:00hrs on Monday to Friday, 08:00 - 13:00hrs on Saturday or at any time on Sundays or public holidays.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 35)

20. No external lighting or floodlights shall be installed without the prior written consent of the Local Planning Authority.

Reason: In order to preserve the amenity of the locality (Cambridge Local Plan 2018 policies 34 and 55).

21. No development shall take place above ground level, other than demolition, until samples of the external materials to be used in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Development shall thereafter be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 (for new buildings) and/or 58 (for extensions))

22. A sample panel of the facing materials to be used shall be erected on site to establish the detail of bonding, coursing and colour, type of jointing shall be agreed in writing with the local planning authority. The quality of finish and materials incorporated in any approved sample panel(s), which shall not be demolished prior to completion of development, shall be maintained throughout the development.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018, policy 61).

23. No development above ground level, other than demolition, shall commence until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. The works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg furniture, play equipment, refuse or other storage units, signs, lighting); retained historic landscape features and proposals for restoration, where relevant. 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.

All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing by the Local Planning Authority. The maintenance shall be carried out in accordance with the approved schedule. Any trees or plants that, within a period of five years after planting, are removed, die or become in the opinion of the Local Planning Authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, unless the Local Planning Authority gives its written consent to any variation.

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 2018 policies 55, 57 and 59)

24. No development above ground level, other than demolition, shall commence until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatments to be erected. The boundary treatment shall be completed in accordance with the approved details prior to the first occupation or the bringing into use of the development (or other timetable agreed in writing by the Local Planning Authority) and retained as approved thereafter.

Reason: To ensure an appropriate boundary treatment is implemented in the interests of visual amenity and privacy (Cambridge Local Plan 2018 policies 55, 57 and 59)

25. Prior to the commencement of installation of any roof mounted equipment, full details of all roof top plant and solar panels and/or photovoltaic cells, including type, dimensions, materials, location, fixing, etc. shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018, policy 61).

26. No boiler flues, soil pipes, waste pipes or air extract trunking, etc. shall be installed until the means of providing egress for all such items from the new or altered bathrooms, kitchens and plant rooms has been submitted to and approved in writing by the local planning authority. Flues, pipes and trunking, etc. shall be installed thereafter only in accordance with the approved details.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018, policy 61).

27. No external windows or doors shall be installed until drawings at a scale of 1:20 of details of sills, lintels, transoms, mullions and spandrel panels have been submitted and full details of all glass to be installed in doors/windows shall be submitted to and approved in writing by the local planning authority.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018, policy 61).

28. All new window frames shall be recessed at least 50 / 75mm back from the face of the wall / façade. The means of finishing of the 'reveal' is to be submitted to and approved in writing by the local planning authority prior to installation. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018, policy 61).

29. Prior to commencement of development, full details of the secondary access to the site from Godesdone Road shall be submitted to and approved in writing by the Local Planning Authority. The development shall be constructed thereafter only in accordance with the approved details.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018, policy 61).

30. Prior to first occupation of the development, hereby permitted, or commencement of the use, full details of facilities for the covered, secure parking of bicycles for use in connection with the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall be constructed thereafter only in accordance with the approved details. The facilities shall be provided in accordance with the approved details before the development is occupied or the use commences and shall be retained in accordance with the approved details thereafter.

Reason: To ensure appropriate provision for the secure storage of bicycles and to avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018 policies 61 and 82)

31. Prior to the occupation of the development, hereby permitted, or the commencement of the use, a management plan shall be submitted to and approved in writing by the Local Planning Authority. The management plan shall include provisions relating to travel advice; check-in time slots in order to stage the impact of the check-in/out process; site security; crime reduction and reporting measures; the management of deliveries; and the external display of contact information for on-site management and emergencies. The scheme shall be managed in accordance with the approved details thereafter.

Reason: In order to ensure the occupation of the site is well managed and does not give rise to significant amenity issues for nearby residents (Cambridge Local Plan 2018 policies 35 and 46).

32. Prior to the occupation of the development, hereby permitted, or the commencement of the use, full details of CCTV provision shall be submitted to and approved in writing by the Local Planning Authority. Such details shall identify the specific positions of where CCTV cameras will be located. The approved CCTV shall be provided prior to the commencement of the use hereby permitted and shall be retained thereafter for their intended use.

Reason: To provide a means of preventing and/or recording possible crime in the interests of users of the hotel facility and adjoining residential occupiers. (Cambridge Local Plan 2018 policy 57)

33. No development shall take place within the site until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that an appropriate archaeological investigation of the site has been implemented before development commences. (Cambridge Local Plan 2018 policy 61)

34. No development hereby permitted shall be commenced until a surface water drainage scheme for the site, based on sustainable drainage principles and in accordance with Cambridge City Council local plan policies, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is occupied.

The scheme shall include:

- a) Details of the existing surface water drainage arrangements including runoff rates for the QBAR, 3.3% Annual Exceedance Probability (AEP) (1 in 30) and 1% AEP (1 in 100) storm events;
- b) Full results of the proposed drainage system modelling in the above-referenced storm events (as well as 1% AEP plus climate change) , inclusive of all collection, conveyance, storage, flow control and disposal elements and including an allowance for urban creep, together with a schematic of how the system has been represented within the hydraulic model;
- c) Detailed drawings of the entire proposed surface water drainage system, including levels, gradients, dimensions and pipe reference numbers, pump details and hydrodynamic separator details;
- d) A plan of the drained site area and which part of the proposed drainage system these will drain to;
- e) Full details of the proposed attenuation and flow control measures;
- f) Details of overland flood flow routes in the event of system exceedance, with demonstration that such flows can be appropriately managed on site without increasing flood risk to occupants;
- g) Full details of the maintenance/adoption of the surface water drainage system;
- h) Measures taken to prevent pollution of the receiving groundwater and/or surface water
- i) Formal agreement from a third party if discharging into their system is proposed, including confirmation (and evidence where appropriate) that sufficient capacity is available.

The drainage scheme must adhere to the hierarchy of drainage options as outlined in the NPPF PPG

Reason: To ensure that the proposed development can be adequately drained and to ensure that there is no increased flood risk on or off site resulting from the proposed development (Cambridge Local Plan 2018 Policies 31 and 32)

35. Details for the long term maintenance arrangements for the surface water drainage system (including the pumps, storage areas and proprietary features) to be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of any of the buildings hereby permitted. This should build on the approved management and maintenance plan by MLM reference: 618971-MLM-ZZ-XX-RP-C-0002. The submitted details should identify runoff sub-catchments, control structures, pumps and access routes for the under building attenuation and pumps, flow routes and outfalls. In addition, the plan must clarify the access that is required to each surface water management component for maintenance purposes. The maintenance plan shall be carried out in full thereafter.

Reason: To ensure the satisfactory maintenance of drainage systems that are not publically adopted, in accordance with the requirements of Cambridge Local Plan policies 31 and 32, and the National Planning Policy Framework.

36. No development approved by this planning permission shall take place until a scheme that includes the following components to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the local planning authority: 1) Based on the reviews and results of the submitted MLM Contamination Assessment - JW/775621/MH, a quantitative risk assessment of the risk to controlled waters will be required and an acceptable remedial target will need to be determined for the soils remaining on site, which will be protective of controlled water. The conceptual model of the site should also be refined indicating absent/existing sources, pathways and receptors and potentially unacceptable risks arising from contamination at site. 2) A further site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to controlled waters as we are not confident that the initial site investigation sampling and the results of the risk assessment provides sufficient evidence to prove that there is no risk to controlled waters on site. 3) The results of the site investigation and detailed quantitative risk assessment referred to in (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.

4) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action. Any changes to these components require the express written consent of the local planning authority. The scheme shall be implemented as approved. Reason. To protect and prevent the pollution of controlled waters from potential pollutants in line with NPPF paragraphs 109 and 121, and the Environment Agency Groundwater Protection Policy.

(National Planning Policy Framework (NPPF) paragraph 109 states that the planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of water pollution. Government policy also states that planning policies and decisions should also ensure that adequate site investigation information, prepared by a competent person, is presented (NPPF, paragraph 121).

37. No development above ground level, other than demolition, shall commence (or in accordance with a timetable agreed in writing by the Local Planning Authority), until a Public Art Delivery Plan (PADP) has been submitted to and approved in writing by the Local Planning Authority. The PADP shall include the following:

- a) Details of the public art and artist commission;
- b) Details of how the public art will be delivered, including a timetable for delivery;
- c) Details of the location of the proposed public art on the application site;
- d) The proposed consultation to be undertaken;
- e) Details of how the public art will be maintained;
- f) How the public art would be decommissioned if not permanent;
- g) How repairs would be carried out;
- h) How the public art would be replaced in the event that it is destroyed;

The approved PADP shall be fully implemented in accordance with the approved details and timetabling. Once in place, the public art shall not be moved or removed otherwise than in accordance with the approved maintenance arrangements.

Reason: To accord with the provisions of Cambridge City Council Public Art SPD (2010) and policies 55 and 56 of the Cambridge Local Plan 2018.

38. Prior to the commencement of construction or conversion of the proposed development full details of a mitigation scheme to address the impacts on air quality arising from the development shall be submitted to, and approved in writing by the Local Planning Authority. The Air Quality mitigation scheme shall be implemented in accordance with the approved details before the first occupation of the development and shall thereafter be retained as such.

Reason: To protect human health in accordance with policy 36 of the Cambridge Local Plan (2018)

39. Implementation of Renewable Energy Statement

The approved renewable energy technologies shall be fully installed and operational prior to the first occupation of the development and shall thereafter be retained and remain fully operational in accordance with a maintenance programme, which shall be submitted to and agreed in writing by the local planning authority.

No review of this requirement on the basis of grid capacity issues can take place unless written evidence from the District Network Operator confirming the detail of grid capacity and its implications has been submitted to, and accepted in writing by, the local planning authority. Any subsequent amendment to the level of renewable/low carbon technologies provided on the site shall be in accordance with a revised scheme submitted to and approved in writing by, the local planning authority.

Reason: In the interests of reducing carbon dioxide emissions and to ensure that the development does not give rise to unacceptable pollution. (Cambridge Local Plan 2018 Policy 29)

40. Water efficiency

Prior to occupation, a water efficiency specification shall be submitted to and approved in writing by the local planning authority. This shall demonstrate that the proposed use is able to achieve at least a 25% improvement over baseline water consumption using the BREEAM Wat 01 water calculator and that the development shall be carried out in accordance with the agreed details.

Reason: To ensure that the development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 policies 28 and 31 and Supplementary Planning Document 'Sustainable Design & Construction' 2007).

41. Prior to above ground works commencing, details shall be submitted to the Local Planning Authority relating to the installation of integral bird boxes including the specification, number and location of swift boxes. Once agreed in writing the approved details shall be implemented prior to first use of the hotel hereby approved.

Reason: In the interests of ecology and in accordance with Policy 70 of the Cambridge Local Plan 2018.

42. Prior to above ground works commencing, details for a biodiverse green roof shall be submitted in writing to the Local Planning Authority. Once approved, the details shall be implemented prior to the first use of the hotel hereby permitted. Should any of the green roof planting fail during the first 5 years after first planting, it shall be replaced.

Reason: In the interests of biodiversity in accordance with Policy 70 of the Cambridge Local Plan 2018.

43. No occupation of the building shall commence until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall specify the methods to be used to discourage the use of the private motor vehicle and the arrangements to encourage use of alternative sustainable travel arrangements such as public transport, car sharing, cycling and walking. The Travel Plan shall be implemented as approved upon the occupation of the development and monitored in accordance with details to be agreed in writing by the Local Planning Authority.

Reason: In the interests of encouraging sustainable travel to and from the site (Cambridge Local Plan 2018, policies 80 and 81).

44. No demolition or construction works shall commence on site until a traffic management plan has been submitted to and agreed in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: in the interests of highway safety (Cambridge Local Plan 2018 Policy 81)

45. To satisfy the noise insulation condition, the rating level (in accordance with BS4142:2014) from all plant, equipment and vents etc (collectively) associated with this application should be less than or equal to the existing background level (L90) at the boundary of the premises subject to this application and having regard to noise sensitive premises.

Tonal/impulsive noise frequencies should be eliminated or at least considered in any assessment and should carry an additional correction in accordance with BS4142:2014. This is to guard against any creeping background noise in the area and prevent unreasonable noise disturbance to other premises. This requirement applies both during the day (0700 to 2300 hrs over any one hour period) and night time (2300 to 0700 hrs over any one 15 minute period).

It is recommended that the agent/applicant submits a noise prediction survey/report in accordance with the principles of BS4142: 2014 "Methods for rating and assessing industrial and commercial sound" or similar, concerning the effects on amenity rather than likelihood for complaints. Noise levels shall be predicted at the boundary having regard to neighbouring premises.

It is important to note that a full BS4142:2014 assessment is not required, only certain aspects to be incorporated into a noise assessment as described within this informative.

Such a survey / report should include: a large scale plan of the site in relation to neighbouring premises; noise sources and measurement / prediction points marked on plan; a list of noise sources; details of proposed noise sources / type of plant such as: number, location, sound power levels, noise frequency spectrums, noise directionality of plant, noise levels from duct intake or discharge points; details of noise mitigation measures (attenuation details of any intended enclosures, silencers or barriers); description of full noise calculation procedures; noise levels at a representative sample of noise sensitive locations and hours of operation.

Any report shall include raw measurement data so that conclusions may be thoroughly evaluated and calculations checked.

46. Environment Agency - Other Environmental issues.

Surface Water Drainage:

All surface water from roofs shall be piped direct to an approved surface water system using sealed downpipes. Open gullies should not be used.

Surface Water Drainage and Infiltration Sustainable Drainage Systems (SuDS). The water environment is potentially vulnerable and there is an increased potential for pollution from inappropriately located and/or designed infiltration (SuDS). We consider any infiltration (SuDS) greater than 2.0 m below ground level to be a deep system and are generally not acceptable. All infiltration SuDS require a minimum of 1.2 m clearance between the base of infiltration SuDS and peak seasonal groundwater levels. All need to meet the criteria in our Groundwater Protection: Principles and Practice (GP3) position statements G1 to G13 which can be found here:

<https://www.gov.uk/government/collections/groundwater-protection>. In addition, drainage systems must not be constructed in ground affected by contamination and if the use of deep bore soakaways is proposed, we would wish to be re-consulted. The proposals will need to comply with our Groundwater protection position statements G1 and G9 to G13. Only clean, uncontaminated surface water should be discharged to any soakaway, watercourse or surface water sewer.

Foul Water Drainage:

An acceptable method of foul drainage disposal would be connection to the public foul sewer.

Anglian Water Services Ltd. should be consulted by the Local Planning Authority and be requested to demonstrate that the sewerage and sewage disposal systems serving the development have sufficient capacity to accommodate the additional flows, generated as a result of the development, without causing pollution or flooding. If there is not capacity in either of the sewers, the Agency must be reconsulted with alternative methods of disposal.

Pollution Prevention:

Surface water from roads and impermeable vehicle parking areas shall be discharged via trapped gullies.

Prior to being discharged into any watercourse, surface water sewer or soakaway system, all surface water drainage from lorry parks and/or parking areas for fifty car park spaces or more and hardstandings should be passed through an oil interceptor designed compatible with the site being drained.

Roof water shall not pass through the interceptor.

Notwithstanding the provision of the Town and Country Planning General Permitted Development Order 1995 (or any order revoking or re-enacting that Order), any oil storage tank shall be sited on an impervious base and surrounded by oil tight bunded walls with a capacity of 110% of the storage tank, to enclose all filling, drawing and overflow pipes. The installation must comply with Control of Pollution Regulations 2001, and Control of Pollution (Oil Storage) Regulations 2001.

Site operators should ensure that there is no possibility of contaminated water entering and polluting surface or underground waters.

INFORMATIVE: Dust condition informative

To satisfy the condition requiring the submission of a program of measures to control airborne dust above, the applicant should have regard to:

-Council's Supplementary Planning Document - "Sustainable Design and Construction 2007":

<http://www.cambridge.gov.uk/public/docs/sustainable-design-and-construction-spd.pdf>

-Guidance on the assessment of dust from demolition and construction

http://iaqm.co.uk/wp-content/uploads/guidance/iaqm_guidance_report_draft1.4.pdf

- Air Quality Monitoring in the Vicinity of Demolition and Construction Sites 2012

http://www.iaqm.co.uk/wp-content/uploads/guidance/monitoring_construction_sites_2012.pdf

-Control of dust and emissions during construction and demolition - supplementary planning guidance

https://www.london.gov.uk/sites/default/files/Dust%20and%20Emissions%20SPG%208%20July%202014_0.pdf

INFORMATIVE: Anglian Water has assets close to or crossing this site or there are assets subject to an adoption agreement. Therefore the site layout

should take this into account and accommodate those assets within either prospectively adoptable highways or public open space. If this

is not practicable then the sewers will need to be diverted at the developers cost under Section 185 of the Water Industry Act 1991. or,

in the case of apparatus under an adoption agreement, liaise with the owners of the apparatus. It should be noted that the diversion works should normally be completed before development can commence.

INFORMATIVE: This planning permission should be read in conjunction with the associated deed of planning obligation prepared under s.106 of the Town and Country Planning Act 1990 (as amended) dated as this decision notice.

Notwithstanding any consent granted under the relevant planning act/s, the applicant is advised that before any works are carried out on any footway, carriageway, verge or other land forming part of the public highway the express consent of Cambridgeshire County Council as the Local Highway Authority will be required. All costs associated with any construction works will be borne by the developer. The developer will not be permitted to drain roof water over the public highway, nor across it in a surface channel, but must make arrangements to install a piped drainage connection. No window or door will be allowed to open over a highway and no foundation or footing for the structure will be allowed to encroach under the public highway.

Asbestos containing materials (cement sheeting) may be present at the site. The agent/applicant should ensure that these materials are dismantled and disposed of in the appropriate manner to a licensed disposal site. Further information regarding safety issues can be obtained from the H.S.E.

New development can sometimes cause inconvenience, disturbance and disruption to local residents, businesses and passers-by. As a result the City Council runs a Considerate Contractor Scheme aimed at promoting high standards of care during construction. The City Council encourages the developer of the site, through its building contractor, to join the scheme and agree to comply with the model Code of Good Practice, in the interests of good neighbourliness. Information about the scheme can be obtained from The Considerate Contractor Project Officer in the Planning Department (Tel: 01223 457121).

In the event that the application is refused, and an Appeal is lodged against the decision to refuse this application, delegated authority is sought to allow officers to negotiate and complete the Planning Obligation required in connection with this development

Development Control Forum DCF/1 Friday, 7 September 2018

DEVELOPMENT CONTROL FORUM 7 September 2018

10.00 am - 12.15 pm

Present

Planning Committee Members: Councillors Blencowe, Hipkin, Smart and Thornburrow

Ward Councillors:

Councillor Massey

Councillor Johnson

Officers:

Delivery Manager: Eileen Paterson (Chair)

Senior Planner: Charlotte Burton

Committee Manager: Sarah Steed

FOR THE INFORMATION OF THE COUNCIL

18/14/DCF Declarations of Interest

The Chair outlined the role and purpose of the Development Control Forum. She stated no decisions would be taken at the meeting.

18/15/DCF Application and Petition Details 18/1002/FUL - 211-213 Newmarket Road & 2 Godesdone Road Cambridge Cambridgeshire CB5 8HA

Application No: 18/1002/FUL

Site Address: 211-213 Newmarket Road & 2 Godesdone Road
Cambridge Cambridgeshire CB5 8HA

Description: Demolition of existing buildings at 211-213 Newmarket Road and construction of a hotel (C1 use), with change of use and conversion of 2 Godesdone Road to C1 use, and provision of associated infrastructure.

Applicant: MPMerchant (NR) Ltd and easyHotel

Agent: Savills (UK) Ltd

Address: Unex House 132-134 Hills Road Cambridge CB2 8PA United Kingdom

Lead Petitioner: Resident of Riverside

Case Officer: Charlotte Burton

Text of Petition:

This site is not suitable for budget hotel use and in any case is not in accordance with the policy describing the need for hotel bedrooms. The application is overdevelopment of this small site on primarily residential Godesdone Road in the Riverside and Stourbridge Conservation Area. The overall quality of the design is not in keeping with such an important site. The building is at a gateway to the conservation area explicitly identified as critical in the Eastern Gateway Policy. There is no landscaping to soften the impact of the building. The transport statement and hotel travel plan are completely inadequate to avoid negative impact on residential amenity over a wide area as it will jeopardise road safety; increase existing overnight parking stress; and generate many extra journeys in an area already experiencing severe congestion.

Approval of this application would add to anti-social behaviour issues including drug dealing associated with budget hotels. To address public safety there is a need for design changes to the entrance as well as additional street lighting to avoid street disturbance and noise.

The application does not show how deliveries in the street rather than a courtyard and guests using taxis to arrive and waiting for departure would not increase air pollution to unsafe levels. The application does not address the loss of residential amenity from increased noise.

Do you think there are changes that could be made to overcome your concerns? Yes

The site could be suitable for a boutique hotel with a reasonable number of rooms, and internal courtyard for drop offs; provision for disabled parking; and the reception / delivery entrance, and a much better travel plan either with on-site parking / compulsory valet parking / or a commitment in perpetuity to fund the extra costs of the council rather than residents to enforce an extension to the restriction hours of the neighbouring CPZs.

Case by Applicant

A representative on behalf of the applicant made the following points:

- i. Did not think that any new issues arose from the revised NPPF which had been issued that week.
- ii. Images were inserted in the presentation to give context of the site.
- iii. Commented that there had been a large number of third party representations, he went through the statutory consultation responses.
- iv. The Planning Policy Team had considered the application and said it was acceptable.

- v. The Urban Design and Conservation Team considered the scale and massing of the proposal was acceptable.
- vi. Commented that there was no landscaping on site at the moment but the scheme incorporated external planters along Newmarket Road / Godesdone Road to enhance the public realm. There would be an internal courtyard area which would include planters.
- vii. Amenity issues were addressed through a technical note. The Transport Assessment considered road safety as part of its scope. A travel plan had been submitted to address parking issues.
- viii. The applicant had spoken with the Environmental Health Team regarding air quality.
- ix. Easyhotel operated a zero tolerance policy in respect of anti-social behaviour.
- x. Noted that the Petitioner's view was that the site was suitable for a boutique hotel however the proposal was for an Easyhotel with 90 rooms.
- xi. There was an internal courtyard for drop offs and their proposal had been accepted by the Highways Department.
- xii. There was a travel plan in place to manage guests.
- xiii. Pre-application discussions directed the reception / delivery entrance towards the commercial frontage.
- xiv. Design changes had been considered following the public exhibition and consultation with residents and further design ideas could be considered.

Case by Petitioners

A representative on behalf of the petitioners made the following points:

- i. This was the third budget hotel on this small congested stretch of Newmarket Road.
- ii. First major concern was overdevelopment, the site was not large enough to support budget hotel use.
- iii. The development's Godesdone Road frontage would be 50% of the length of the Newmarket Road frontage.
- iv. There was a blind junction from Newmarket Road into Godesdone Road so vehicles took a wide line when turning.
- v. The 90 bedrooms proposed was more than all the bedrooms in the whole of Godesdone Road.
- vi. The application proposes to step back the Godesdone Road frontage to accommodate a drop off bay.
- vii. The site was smaller than the Travelodge or Premier Inn sites.
- viii. There were already 340 budget hotel rooms on this junction.

- ix. Easyhotel wants to locate 41% as many bedrooms as Travelodge onto a site that is only 17% of the Travelodge site area and 74% as many bedrooms as Premier Inn into a site that is only 31.5% of the Premier Inn's site.
- x. If the same ratios were applied to site area as Travelodge and Premier Inn, the site would support 38 bedrooms.
- xi. The reception area had no seating for guests to socialise.
- xii. The pavement at entrances was narrow and it was also narrow around the drop off bay.
- xiii. Budget hotel guest's behaviour can be disruptive for neighbours. This type of hotel usually operated a lean staff model but with large numbers of guests which could include stag / hen parties.
- xiv. Fire alarms were set off in the Travelodge; guests were evacuated at 2am which was disruptive to Godesdone residents. One on-site staff member cannot deal with all behavioural issues.
- xv. Coaches regularly parked on Newmarket Road despite travel plans providing for drop offs at the rear of premises.
- xvi. The second concern expressed was that this was unsustainable development which provided no social or environmental benefit to the community.
- xvii. This stretch of Newmarket Road was the resident's 'high street' and supported a rich mix of uses. Reference was made to the new local plan policy 22 which provided that development should reflect the predominantly residential nature of the area.
- xviii. Commented that if the site was given to hotel use it would take the opportunity away for other local uses.
- xix. The city had already satisfied its projected budget hotel need set until 2031, it was 11 rooms away from this projected need despite the growth period being 13 years away.
- xx. The Local Plan Inspector had identified a need for quirky 5* hotels. The development did not meet the needs of residents or those in the local plan.
- xxi. The third concern was traffic impact, questioned if the site was appropriate at all and commented on the impact on road safety and the local road network.
- xxii. Questioned how taxi drop offs would be enforced, following the Travelodge development.
- xxiii. The trip numbers on Godesdone Road will double.
- xxiv. Resident's fourth concern was the overbearing effect of the proposed development on the Conservation Area.

Members Questions and Comments

Ward Councillor Massey made the following points:

- i. Referred to anti-social behaviour associated with budget hotels and also TripAdvisor comments regarding drug dealing, prostitution and human trafficking.
- ii. Police were notified of drug dealing, mugging and prostitution issues in the East Area and these issues were made a police priority at the last East Area Committee.
- iii. Budget hotels cut costs to the bone, which limited resources to tackle anti-social behaviour, this was why budget hotels should not be located in residential areas.
- iv. Budget hotels attracted stag / hen parties, the wheeling of suitcases late at night had an adverse effect on residents.
- v. Referred to an increase in greenhouse gas emissions.
- vi. Could not see any benefit of the proposed development to the ward, which was the most diverse ward in the city.

Ward Councillor Johnson made the following points:

- i. Referred to policy 77 of the new local plan, more weight could be attached following the Planning Inspector's letter.
- ii. Referred to paragraph 8.47 of the Local Plan, the Hotel Future Study influenced policy 77.
- iii. 1500 bedrooms were identified in the Hotel Future Study (completed in 2012), the budget hotel room provision nearly exceeded the projected growth identified up to 2031.
- iv. Referred to a shortfall in 3-5* hotel sector.
- v. Easyhotel was a budget hotel brand, new hotels should be supported if they were at the upper end of hotel provision.

Case Officer comments

- i. There were over 150 third party objections and some representations in support received for this application. The application would go to Planning Committee for determination.
- ii. Following the publication of the Planning Inspector's report on Monday, the case officer would need to go through and address issues against the local plan policies.
- iii. The Planning Policy Team had said that the proposal was compliant with the adopted and emerging policy 77 but further discussions were needed with the Planning Policy Team.
- iv. In considering the impact on transport, an objection had been received from Highways particularly looking at Godesdone Road, further information had been submitted by the Applicant and comments were waited from Highways.

- v. It was difficult to make a clear link between anti-social behaviour and the budget hotel use proposed.
- vi. Commented on the availability of spill out space and residential amenity.
- vii. The Urban Design and Conservation team is supportive of the proposal in terms of scale and massing and the design of the frontage.
- viii. Cycle parking was in the process of being assessed by the Landscape Officer.
- ix. Environmental Health Team was satisfied with information submitted regarding air quality but other concerns remain outstanding.
- x. The Council's Sustainable Drainage Engineer had raised issues which needed to be addressed by the Applicant.
- xi. The Council's Access Officer had raised issues regarding the lack of accessible parking and the location of rooms within the hotel.

During the Case Officers comments the fire alarm sounded and the council building was evacuated, the meeting reconvened at 11.32am.

Planning Committee Members' questions and comments:

The Applicant responded to Members' questions as follows:

- i. The Applicant was still in discussions with Highways but would keep Members' comments about traffic in mind.
- ii. The site would have its own bicycles for guests to use so they should not need to use other bikes for example Ofo bikes.
- iii. No food or beverages would be available on site.
- iv. A single laundry van would be present daily and would have a stay of 20 minutes, the layby should be suitable to accommodate the laundry van.
- v. It was proposed to have weekly refuse collections.
- vi. Bird boxes and the technical aspects of a green roof were being explored.
- vii. The applicant had had pre-application discussions with the Planning Officers and had considered SPD requirements. This was a considered application bearing in mind the Conservation Area.
- viii. The design model of EasyHotel was to provide a place for guests to sleep, guests would go out to eat so would not be hanging around the hotel and would be enjoying the city.
- ix. The ethos of the hotel was to accommodate people in small rooms it was not expected that people would stay for a long period of time. There were some rooms without windows, this was common in London. Some people liked to take advantage of the discount price for a room without windows.

- x. A typical room was 12-14sqm but disabled rooms were bigger.
- xi. Members of the public who were registered disabled and had blue badges could park their cars in the local area. The information on the booking system would make it clear that this was a car free site.
- xii. The site was in an urban area so the applicant would need to be mindful of construction timings and issues. Basement excavation would take one week.

Summing up by the Applicant's Agent:

- i. Expressed thanks for holding the Development Control Forum.
- ii. The application was a detailed application for demolition and construction of a hotel.
- iii. The application contained a significant amount of information.
- iv. Referred to the public exhibition which was well attended at the beginning of the year.
- v. The statutory consultees either supported the proposal, had no objections or issues could be addressed through condition.
- vi. There were comprehensive representations from third parties but they would have to agree to disagree on certain issues.
- vii. Pre-application advice pre-dated the planning application.
- viii. Referred to policy 20 in the SPD.
- ix. Acknowledged the discussion regarding the Hotel Needs Assessment but commented that it was difficult to forecast hotels and market issues.
- x. Commented that this was a real opportunity to bring forward redevelopment.

Summing up by the Petitioners:

- i. Pre-application advice to the applicant about the intensity of use did not reassure the petitioners.
- ii. The site was embedded in a residential street, if people stayed daily this was 77-80 people staying daily, questioned how this could be accommodated on a tiny street.
- iii. Questioned if the drop-off bay was full what guests did.
- iv. Questioned what disabled guests would do if the drop off bay was occupied.
- v. Commented that there was not enough existing resident's parking.
- vi. Questioned why Travelodge was used by the applicant in the travel plan if it was not a comparator.
- vii. Amenity space was not addressed by Easyhotel.
- viii. Conservation Area legislation was clear, development should preserve or enhance, there was no half way house compromise.

- ix. This application would set a precedent for the rest of Newmarket Road.
- x. Regeneration should support the residential area.

The applicant agreed to provide a construction plan for digging the basement and a table to show the sqm of rooms.

Final Comments of the Chair

The Chair observed the following:

- i. Notes of the Development Control Forum would be made available to relevant parties.
- ii. Application to be considered at a future Planning Committee.

The meeting ended at 12.15 pm

CHAIR

PLANNING COMMITTEE

17th June 2019

Application Number	19/0175/FUL	Agenda Item	
Date Received	15th February 2019	Officer	Patricia Coyle
Target Date	17th May 2019		
Ward	Petersfield		
Site	Mill Road Depot Mill Road Cambridge		
Proposal	The erection of an apartment building (45 affordable dwellings); erection of mixed use building with community centre and ancillary office and meeting rooms on ground floor with 4 affordable dwellings above; change of use of Gate House to mixed use (commercial ground floor (A1/A2/A3/B1/D1 in the alternative) and 1 dwelling on first floor), together with associated external works including provision of open space (including play area), cycle parking, landscaping and demolition of 'link building' attached to Old Library (Grade II listed).		
Applicant	Cambridge Investment Partnership c/o Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The development would significantly increase the amount of housing (both affordable and market) to help meet demand within the city; - The proposed development would make efficient use of vacant brownfield land by providing a high quality residential-led development that would not have any significant adverse impact on the residential amenity of the neighbouring occupiers; - The design and scale of the proposed development responds appropriately
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	<p>to the surrounding built form;</p> <ul style="list-style-type: none"> - The proposal would provide new community facilities in the form of a community building, commercial premises and open space for public use. - The proposed development meets high standards of sustainability with fabric-first construction, MVHR, green roof, a BREEAM 'Excellent' community facility and sustainable urban drainage.
RECOMMENDATION	APPROVAL

0.0 BACKGROUND

0.1 These applications have been submitted by Cambridge Investment Partnership (CIP) which is a joint venture company set up by Cambridge City Council and Hill Investment Partnership. The purpose of the partnership is to deliver 500 net new council rented homes across the City using mainly council owned sites/assets. The City Council has received £70 million support from central government as part of the Devolution Deal to help achieve this target. The development proposed at Mill Road Depot includes 118 new council rented homes proposed or 23.6% of the 500 home target. This application for Phase 2 of the Mill Road Depot development includes 49 of these council rented homes and is accompanied by a S106A application to deliver 50% council rented housing across both phases of the Mill Road Depot development.

1.0 SITE DESCRIPTION/AREA CONTEXT

1.1 The application site is a broadly 'L' shaped plot of land, occupying approximately 0.35 hectares in area. The site forms the southern part of the wider Mill Road Depot site and has a total area of 2.7 hectares.

1.2 The site is bound to the east by railway lines, and to the south by an access road leading to the railway. To the west of the site is The Regent Language School, a single dwelling and the listed

former library building. The remainder of the Mill Road Depot site, which has gained planning permission for residential-led development sits to the north of the site.

- 1.3 The site is located within the designated Mill Road conservation area. There are no listed buildings on the site but as stated above the former library building adjacent to the site is listed (grade II). A number of buildings of local interest (BLI's) are within close proximity of the site.
- 1.4 The entirety of the site is also shown on the proposals map as a 'Proposal Site' (R10) within the Mill Road Opportunity Area, identifying the site as being suitable for residential-led redevelopment.

2.0 THE PROPOSAL

- 2.1 This application proposes further development on the Mill Road Depot site, with this application being referred to as phase two, with development on the remainder of the site referred to as phase one. Both planning permission and listed building consent are sought. Planning permission is required for all works described below while listed building consent is only required for the demolition works described in paragraph 2.4.
- 2.2 The proposal includes a five storey block of 45 apartments, rectangular in shape and running north to south along the eastern part of the site. This block would have double gable ends to the north and south with a double pitched roof form running north to south.
- 2.3 A building housing a 275 square metre community centre at ground floor with four apartments above is proposed to the northern part of the site, to the rear of the language school. This building would be part one, part three storeys in height. The part one element would have hipped roof forms while the three storey element would have flat green roofs.
- 2.4 Demolition of the existing 'link' building between the listed former library building and the gatehouse is proposed, with the conversion of the gatehouse into commercial use at ground floor level (flexible use classes A1, A2, A3, B1 and D1) with one dwelling above.

- 2.5 Public open space is proposed, and associated development including car and cycle parking provision, refuse and recycling stores, landscaping and tree planting are also proposed.
- 2.6 Of the fifty dwellings proposed, 98%, that is 49 dwellings, are proposed to be affordable for council rent. This figure is to be taken in context with a separate application on this site which is also before you for determination today which seeks to reduce the affordable housing provision on the northern part of the site (phase 1) from 50% to provide a site wide total of 50%.
- 2.7 The proposal has been amended since submission to take on board comments from statutory consultees. The changes include amendments to hard and soft landscaping drawings to incorporate a 4 metre wide access with visibility splays between the new road referred to as Headly Street and the future Chisholm Trail, as agreed with Camcycle and requested by the Landscape Officer. A shadow gap has also been added to the north elevation of B_10 as requested by the urban design officer. A further period of consultation has been undertaken as a result of these changes.
- 2.8 It is worthy of note that the scheme has been through an extensive pre-application process with officers, both prior to submission of this scheme and when gaining planning permission for phase one of the site.
- 2.9 The application is accompanied by the following supporting information:
- Air Quality Assessment;
 - Arboricultural Impact Assessment (inclusive of tree survey);
 - BREEAM Pre-assessment
 - Construction Phase Health and Safety Plan;
 - Daylight/Sunlight report;
 - Design and Access Statement;
 - Energy Strategy Report
 - Fire Strategy
 - Flood Risk Assessment and Foul & Surface Water Drainage Strategy;
 - Heritage Statement
 - Noise Impact Assessment
 - Overheating Assessment;
 - Phase 1 and Phase II Land Contamination Assessments;

- Planning Statement;
- Preliminary Ecological Appraisal;
- Statement of Community Involvement;
- Sustainability Statement
- Townscape and Views Assessment
- Transport Assessment (including Framework Travel Plan);
- Utilities Assessment

3.0 SITE HISTORY

- 3.1 The application site has an extensive planning history. The most relevant applications are detailed below

Reference	Description	Outcome
19/0546/S106A	Application for a deed of variation to S106 to substitute the existing requirement to provide 50% affordable housing within Phase I with a requirement to provide 50% affordable housing across both Phases I and II and to ensure that the informal open space is provided and maintained.	Pending
18/1990/FUL	This application proposes the erection of a single storey building to house a substation, and associated screening.	Pending

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners/Occupiers:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

- 5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2018	Local	1, 3, 5, 14, 24, 27, 28, 29, 31, 32, 33, 34 35, 36, 45, 50, 51, 55, 56, 57, 58, 59, 60, 61, 62, 68, 70, 71, 73, 80, 81, 82, 85

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

Central Government Guidance	<p>National Planning Policy Framework February 2019</p> <p>National Planning Policy Framework – Planning Practice Guidance March 2014</p> <p>Circular 11/95 (Annex A)</p>
Supplementary Planning Guidance	<p>Sustainable Design and Construction (May 2007)</p> <p>Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)</p> <p>Planning Obligation Strategy (March 2010)</p>
Material Considerations	<p><u>City Wide Guidance</u></p> <p>Cycle Parking Guide for New Residential Developments (2010)</p> <p>Public Art SPD 2010.</p>
	<p><u>Area Guidelines</u></p> <p>Mill Road Depot Planning and Development Brief SPD</p>

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 No objection raised subject to the imposition of a condition requiring the submission of a Traffic Management Plan to ensure that the development does not impact adversely on highways safety.

Historic England

- 6.2 No comments made with respect to either planning or listed building consent applications, but a suggestion made that the opinion of our own conservation officers be sought.

Conservation Officer (City Council)

- 6.3 The Officer acknowledges that the demolition of the link structure is integral to the overall scheme, and is in support of this – noting that it is not curtilage listed and does not make a positive contribution to the setting of the listed building.
- 6.4 The Officer has, however, requested further information be provided with respect to the making good of the northern elevation of the listed building once the link has been removed. It has been suggested that this information could be provided in the form of a Management Plan. The applicant has provided a statement saying that this information would not be possible to produce until the link has been removed as they would not know the exact scope of works required. It was requested that this information should be provided by way of condition. The Officer confirmed he no longer had any concerns.

- 6.5 I recommend a condition requiring this Management Plan to be submitted and approved in writing within 3 months of demolition.

Urban Design Officer

- 6.6 The Urban Design Officer echoes the sentiments of the conservation officer with respect to the appropriateness of scale, bulk and mass, pointing to the adherence of the scheme

with the Planning and Development Brief SPD with respect to siting of taller elements.

- 6.7 The Officer continues to state that the roof forms proposed are sympathetic to the listed building and the verified views provided demonstrate well the acceptability of the scheme, concluding:

“Overall, the Urban Design Team supports the application, which we believe has the potential to create a high quality and well-designed scheme that not only compliments the approved Phase 1, but also the character of Mill Road.”

- 6.8 A recommendation was made with respect to the Headly Street elevation of B-10 with the introduction of a full height recessed shadow gap considered to help further refine the massing of this building whilst also providing a more vertical emphasis. This amendment has been made.

Landscape Officer

- 6.9 The Officer was supportive of the general arrangement and layout of the landscape although some concerns were raised with specific details.
- 6.10 With regard to the location of the cycle store to the south of the courtyard garden it was suggested that this should be moved to within the curtilage of the courtyard to improve security and use.
- 6.11 The Officer also commented that there were too many species of tree proposed within the courtyard, which would result in a fragmented and cluttered feel/look. Other issues raised included the use of self-binding gravel as it is not porous and requires a lot of maintenance, the lack of hardstanding under seats in grassed areas, the lack of vents to tree pits in paved areas, and an inappropriate use of a tree pit in the self-binding gravel.
- 6.12 In response, the applicant updated the site plan and hard and soft landscaping drawings to address all of the comments raised. The Landscape Officer has subsequently confirmed that these have been satisfactorily addressed subject to conditions being attached relating to cycle storage details, hard and soft landscaping works.

Cambridgeshire County Council (Education)

- 6.13 Requests have been made for contributions towards early years and primary school projects.

Sustainability Officer

- 6.14 The Council's Sustainability Officer has confirmed that the scheme is acceptable from a sustainability point of view subject to the imposition of conditions securing the implementation of the energy strategy, a water efficiency specification, combined heat and power implementation, and BREEAM compliance.

Tree Officer

- 6.15 No comments received.

Drainage Officer

- 6.16 The Council's Drainage Officer has raised no objections to the proposal subject to conditions securing full drainage scheme details, as well as a maintenance plan for the drainage system.

Archaeology Officer

- 6.17 The County Council's Archaeology Officer has raised no objections to the proposal subject to a condition requiring the applicant to secure the implementation of a programme of archaeological works in accordance with a Written Scheme of Investigation which is to be approved in writing by the Local Planning Authority.

Environmental Health Officer

- 6.18 The Council's Environmental Health Officer has been consulted on the proposal. Initial concerns were raised with regard to the level of information provided regarding potential noise conflict between the community building use and the residential dwellings above, as well as with regard to air quality. Additional information has been provided which has overcome these concerns. The application is now considered acceptable to the Environmental Health Officer subject to the imposition of conditions which are to be agreed with the Environmental

Health Officer. At the time of writing this report, these conditions had not been agreed. They will be reported as an addendum.

Environment Agency

- 6.19 The Environment Agency have raised no objections to the proposal subject to conditions relating to contamination, piling and sustainable drainage.

Local Lead Flood Authority

- 6.20 No objection raised subject to the imposition of conditions.

Developer Contributions Monitoring Officer

- 6.21 A list of contributions required to mitigate the impact of the development is being produced by the Council's S106 Officer. These will be reported as an addendum.

Enabling (Affordable Housing) Officer

- 6.22 No objection raised. The Officer acknowledges that the proposal provides more than the 40% affordable housing required by the Council's policy stance. It has also been noted that the Council's clustering policy is not met although it is accepted that, in this instance, the proposed arrangement would help to ensure service charges are kept to a minimum for tenants as fewer service cores would need to be serviced. The Officer also comments that the proposed unit size mix (1% studio, 48% 1-bed, 46% 2-bed, 5% 3-bed) meets the City Council's identified housing need.

Ecology Officer

- 6.23 No objection raised subject to the imposition of a condition requesting details of bat and bird boxes.

Fire and Rescue

- 6.24 No comment received.

Anglian Water

- 6.25 No objection raised.

Network Rail

6.26 No objection raised.

Designing Out Crime Officer

6.27 No comments received.

Cambridge International Airport

6.28 No objection raised.

6.29 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 The owners/occupiers of the following addresses have made representations:

- ☐ 119B Mill Road
- ☐ 6 Golding Road
- ☐ 19 Cavendish Road
- ☐ 14 Hooper Street
- ☐ 113 Gwydir Street
- ☐ 5 Great Eastern Street
- ☐ 106 Ainsworth Street
- ☐ 94 Ainsworth Street
- ☐ 42 Devonshire Road
- ☐ 69 Glisson Road
- ☐ 75 Cowcross Road
- ☐ Petersfield Area Community Trust
- ☐ Camcycle
- ☐ Cambridge Past, Present and Future

7.2 The representations can be summarised as follows:

Comment made	Officer response
Proposal is contrary to SPD	Addressed in section 8
Buildings out of character with the existing Victorian-style buildings. New buildings should look like the	Addressed in section 8

existing	
Buildings are too tall and of an inappropriate mass	Addressed in section 8
The development is too dense overall	Addressed in section 8
Overlooking and loss of privacy	Addressed in section 8
Loss of security to 119B Mill Road due to location of proposed cycle store	Addressed in section 8
Insufficient open space provision	Addressed in section 8
Likely strain on schools, GP surgeries and utilities	Addressed in section 8
Proposal does not overcome the lack of green space and community/leisure facilities in the area	Addressed in section 8
The proposal fails to comply with Local Plan policy 24	Addressed in section 8
The development will become a slum	The Urban Design Officer considered the scheme to be of high quality and the assertion that this development will become a slum is considered to be unfounded
Lack of consideration for future of the Grade II listed former library building	Addressed in section 8
The proposal does not take into account different land levels with neighbouring properties – specifically 119B Mill Road	Addressed in section 8
Loss of light	Addressed in section 8

7.3 Camcycle responded to the proposal and had initial concerns over the safety of the access to the Chisholm Trail. The applicants made amendments to the scheme and this concern was overcome. A further concern still exists regarding the design of the cycle store to the south of the site.

7.4 Cambridge Past, Present and Future have commented on the proposal, raising concerns over highway safety and the future of the former library building.

- 7.5 Mill Road History Society have raised concerns over the future of the former library building.
- 7.6 Petersfield Area Community Trust commented on the proposal and are generally supportive. They would, however, have liked to have seen a bigger facility provided. Concerns also exist over the lack of car parking provision for the community centre and the boundary treatments to the courtyard being too low for safety of children.
- 7.7 The Victorian Society have commented on the application and have requested that the former library building be included in the proposal to ensure its long term viability.

Design and Conservation Panel

- 7.8 The scheme was presented to the Council's Design Panel on 16th January 2019. The panel gave the scheme 4 green and 2 ambers. The panel concluded as follows:
"Overall, the Panel were pleased with the scheme, which treated the buildings and landscape thoughtfully and had clearly designed the Community Centre around its usage and needs. There were some concerns regarding the location of the Community Centre's entrance and its relationship to Gatehouse Court, along with the ground floor flat to the Gatehouse Building. The designers are asked to review these areas in particular."
- 7.9 The Panel raised two principal concerns: The ground floor use of the Gatehouse and the community centre entrance not being clear nor obvious.
- 7.10 Following the Design Panel the applicants met with officers to discuss the comments made and amendments were made to the plans prior to the application being submitted. The ground floor of the Gatehouse is no longer proposed for residential use and is instead proposed for a flexible commercial use A1/A2/A3/B1/D1 and the community centre entrance has been visually enhanced with a recessed entrance in a contrasting brick colour.
- 7.11 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of development
2. Context of site, design and external spaces
3. Impact on the adjacent Grade II listed building and the Mill Road conservation area
4. Residential amenity
5. Refuse arrangements
6. Highway safety
7. Car and cycle parking
8. Drainage
9. Trees and ecology
10. Energy and Sustainability
11. Affordable housing
12. Public art
13. S106 contributions

Principle of Development

8.2 Policy 3 of the Cambridge Local Plan (2018) seeks to ensure that the majority of new development should be focused in and around the existing urban area, making the most effective use of previously developed land, and enabling the maximum number of people to access services and facilities locally. The proposal is for the second phase of a residential-led development within a predominantly residential area. The proposal would make use of previously developed land, and falls within an existing urban area. The principle of residential development on the site has already been established under the approved planning permission for the northern part of this site detailed in section 3 of this report. It is worthy of note that works have commenced on this permission.

8.3 The site is allocated as a proposal site in the adopted Local Plan, which identifies the site as suitable for residential development. Appendix B states that the 2.70ha site has an indicative capacity of 167 dwellings. As noted in Footnote 8, the indicative capacity is an approximate number based on the initial assessment carried out in the context of the Strategic Housing Land Availability Assessment. Footnote 8 advises that

the final number of dwellings may be greater or smaller depending on the detailed assessment and the detailed design. In other words, the final quantum of development should be design led. In addition, both the Local Plan and the NPPF are clear that developments should seek to make the efficient use of land, particularly in the case of previously development brownfield land such as this. Subject to the design and impact of a scheme containing more than the indicative 167 dwellings being demonstrated to be acceptable, the principle of making better use of the land can be supported.

- 8.4 The provision of a community facility would help to meet the needs of the residents of the new development, as well as the wider community, and would provide facilities to contribute to the additional needs within the area created by the development, and such a provision is supported by the Mill Road SPD.
- 8.5 With the above in mind the principle of development is considered acceptable subject to the material considerations discussed below being satisfactorily met.

Context of site, design and external spaces (and impact on heritage assets)

- 8.6 The site sits within a predominantly residential area with building heights varying between 1 and 3 storeys. It is important to bear in mind that the planning permission for the northern part of the site will result in buildings of up to 6 storeys in height being constructed. Indeed, the eastern edge of the phase one scheme will contain six blocks ranging from 4 to 6 storeys, with the southern-most being six storeys tall. To the south of the phase one scheme (and to the west of the 6 storey block, are a row of 3 storey buildings.
- 8.7 Phase two (the current application) is separated from the buildings mentioned above by a road and the design of phase two has considered the scale of the buildings on the other side of this road in designing phase two. This approach sees a 5 storey block to the eastern edge of the site, visually stepping down from the 6 storey building to its north, and transitioning the development back down towards the smaller scale that exists to the south of the site. This block would have a strong north to south emphasis that would respect the apartment

buildings to the eastern flank of phase one. The buildings to the west of the 5 storey element would be 3 storeys tall (or lower), again relating well to the established grain.

- 8.8 It is noted that concerns have been raised regarding the density of the proposal, in particular that it is greater than what has been set out in the SPD. Concerns have also been raised about the height of the tallest element, with this being considered too tall. As mentioned earlier in this report, the SPD density and dwelling numbers provide indicative numbers only and there is a footnote which states this. The principle of a greater density on this site has been established by the phase one planning permission, and this proposal ensures the scheme transitions back down to respect the scale of the existing properties to the south of the site. With regard to height, the same transitioning is achieved by the proposed 5 storey, which will sit alongside a 6 storey building to the north.
- 8.9 The community facility and commercial use would be located at ground floor level to the north-western part of the site. This is considered to be an appropriate location for these uses as they will sit to the north of existing non-residential functions – the former library and the language school.
- 8.10 The scheme has been laid out in a logical manner with street layouts providing easy access to all properties. Green spaces will be provided along the eastern, southern and western edges of the apartment block, with the southern element providing significant relief between the residential block and Mill Road.
- 8.11 The Council's Urban Design Officer has been consulted on the proposal, and has been involved in significant pre-application discussions with the applicants prior to submission. The Urban Design Officer has confirmed that the scheme is considered to be of a high quality and is acceptable in urban design terms.
- 8.12 I share the view of this officer and consider it appropriate to attach a condition requiring samples and a schedule of materials to be used in external elevations prior to the commencement of works. These materials will need to be agreed by the Local Planning Authority.
- 8.13 The proposal includes a number of open spaces within the site, including a courtyard outside of the community centre, a

courtyard garden central to the site, providing ornamental planting, seating and lawn, and the 'Headly Street Open Space' along the eastern edge of the site.

- 8.14 Concerns have been raised that the level of open space is insufficient although at 43% of the entire site area, I consider the provision of open space provision to be very generous.
- 8.15 The Council's Landscape Officer has been consulted on the proposal and although broadly supportive of the proposal, recommendations have been made to improve the scheme, as summarised in section 6 of this report. The Landscape Officer has been consulted on the amendments made and has confirmed that the scheme is now satisfactory subject to the imposition of a number of conditions.
- 8.16 It is my opinion that the form, height and layout of the proposed development is appropriate to the surrounding pattern of development and the character of the area and would not constitute overdevelopment. In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 24, 55, 56, 57, 59, 60 and 61.

Impact on the adjacent Grade II listed building and the Mill Road conservation area

- 8.17 As earlier stated, the application site falls within the designated Mill Road conservation area, and sits adjacent to the Grade II listed former library building. The proposal has been developed as a continuation of the phase one scheme, which was considered to be acceptable with regard to impact on the Mill Road conservation area.
- 8.18 The proposal would be a significant improvement on the existing depot use, and would respond well to the conservation area by picking up on detailing within the area including the use of clay bricks, banded brickwork and window reveal detailing. The larger apartment building B_01 is designed to resemble an industrial building, a nod to the site's industrial past. The scale of the proposal, as discussed earlier, relates well to the local context, providing a visual transition from the 6 storey building under construction within phase one, to the smaller scale existing buildings to the south of the site.

- 8.19 It is noted that some representations feel that the new buildings should appear as if they were constructed in Victorian times. This approach is not one that would be appropriate for a number of reasons – firstly, this site forms part of a wider development which has adopted a more modern approach, and secondly, a pastiche of a Victorian building would be likely to appear rather crude, especially when stretched to the scale of the development proposed.
- 8.20 Concerns have been raised regarding the listed building – both in terms of its non-inclusion in the application, as well as the future viability of this building.
- 8.21 The listed building does not form part of the application site, nor does it fall within the ownership of the applicant. It would be unreasonable to expect the applicant to safeguard the future viability of buildings outside of their ownership. However, the applicant has incorporated the potential for a future secondary access for the grade II listed building within the new public courtyard referred to as Gatehouse court. This will provide a valuable opportunity to preserve the future viability of the listed building.
- 8.22 With respect to the listed building, the existing building linking it to the gatehouse will be removed as part of this proposal.
- 8.23 Historic England have been consulted and have made no comment – recommending advice be provided from the Council’s Heritage Officer. Said officer has been consulted on the proposal and is in support of the link structure being removed. He has, however, questioned how the wall of the listed building would be made good after removal, and has requested further information relating to this. This will be secured via condition.
- 8.24 The Heritage Officer has also confirmed that the proposal would preserve or enhance the character and appearance of the Mill Road conservation area.
- 8.25 The applicant has provided a fully rendered verified view study of the proposal – showing the existing and proposed views from a number of different locations. The methodology used is considered appropriate and, having reviewed the document, I consider that the images adequately demonstrate that the

proposal would appear acceptable within the context of the wider area – including the Mill Road conservation area and the listed former library building.

- 8.26 It is my opinion that the proposal is appropriate with respect to the Mill Road conservation area and listed former library building. In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 61 and 62.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.27 There are no residential properties existing to the north of the site although phase one development would see some properties constructed to the north of the road running east to west along the north of the application site. These properties would be in excess of 13m away from the nearest properties in this proposal. No existing properties would be closer to the proposed buildings than these. A single storey bicycle store is proposed to the south of the site which would be located 2.00m from the boundary with 119B Mill Road, and 2.50m to the dwelling itself.
- 8.28 Concerns have been raised regarding overlooking and loss of privacy to existing dwellings. The proposed dwellings are far enough away from existing properties to determine that there is no significant adverse impact. The only property potentially affected is 119B Mill Road where only distant and oblique views from the new dwellings are possible. In view of the resident's concerns the applicant has commissioned a specific daylight/sunlight study of 119B Mill Road assessing any potential impact on the existing property based on the plan provided by the resident and an example cycle store proposed within the development. This assessment carried out in accordance with the City Council's established guidance determined that the proposed development will have no significant impact on the existing property.
- 8.29 Concerns have also been raised by the resident of 119B Mill Road regarding the accuracy of the plans, boundary treatment and planting and location of the bike store. The amended landscaping plans submitted propose low-level planting along the boundary with 119B Mill Road and the applicant has

confirmed that there is no proposal to amend the existing brick wall boundary. I have checked the plans and am satisfied that they are accurate.

- 8.30 The proposed bike store would be located some 2.00m away and would be single storey. The daylight/sunlight assessment provided by the applicant confirms that this will have no significant impact on the existing property. In any event, and given that concerns have been raised by Camcycle regarding the capacity of this store, it is considered prudent to attach a condition to secure details of a cycle store for this location. This would allow for certainty to be provided regarding the impact on the amenity of the adjoining property as well as ensuring sufficient capacity.
- 8.31 I am satisfied that the proposal, due to its siting, layout and distance from existing dwellings and boundaries, would not have a significant adverse impact on the residential amenity of the neighbouring occupiers such that it would warrant refusal.

Amenity for future occupiers of the site

- 8.32 Policy 50 of the Cambridge Local Plan (2018) sets out internal residential space standards. All units proposed comply with, and most exceed, these standards. In this regard, I consider that all the new homes proposed would provide a high quality internal living environment for the future occupants.
- 8.33 Policy 50 of Cambridge Local Plan (2018) states that all new residential units will be expected to have direct access to an area of private amenity space.
- 8.34 All of the proposed dwellings benefit from a private amenity area. These take the forms of gardens, balconies and winter gardens. Winter gardens are proposed to all apartments in building B_01 to ensure that the residents are protected from noise from trains and traffic using Mill Road.
- 8.35 As well as the private amenity spaces, the development incorporates a number of shared green spaces, as outlined earlier in this report.
- 8.36 In my opinion the proposal provides a high-quality living environment and an appropriate standard of residential amenity

for future occupiers, and I consider that in this respect it is compliant with Cambridge Local Plan (2018) policy 50.

8.37 The development has been assessed for compliance with Policy 51 and all new dwellings comply with the requirements of Part M4 (2) of the Building Regulations. In addition, 6% of all affordable units have been designed to M4 (3), indicating that they are suitable for wheelchair users. In order to ensure the units are provided to these standards, I have recommended a condition to secure these requirements.

8.38 Subject to the imposition of a condition as suggested in the previous paragraph, I am content that the proposal complies with Cambridge Local Plan (2018) policies 50 and 51.

Refuse Arrangements

8.39 The proposed refuse storage arrangements are shown to be of a logical layout, with each block of flats having internal communal bin stores and the flat on the first floor of the Gatehouse having its own bin store. The commercial unit and community facility would each have a dedicated refuse store. Collection of refuse and recycling would be from Headly Street. The applicant has provided detailed tracking plans within the previously approved application for Phase 1 demonstrating how refuse vehicles would be able to negotiate the development safely when collecting refuse and recycling.

8.40 The Council's Refuse and Recycling Officer has been consulted on the application and no response has been received.

8.41 Drag distance would be within ten metres and this would comply with the RECAP Waste Design Guide (2012).

8.42 In my opinion the proposal is compliant in this respect with Cambridge Local Plan (2018) policy 57.

Highway Safety

8.43 The proposal does not introduce any new accesses from Mill Road and no new road infrastructure is proposed. This accords with the SPD which sought a single point of access from Mill Road for this site.

- 8.44 The Highway Authority was consulted as part of the application and have raised no objection to the scheme.
- 8.45 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 81.

Car and Cycle Parking

- 8.46 The Cambridge Local Plan (2018) seeks to support developments that incorporate sustainable forms of transport, including walking, cycling and public transport.

Car Parking

- 8.47 Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with, and not exceed, the maximum car parking standards as set out within appendix L of the same document.
- 8.48 The site is located within a Controlled Parking Zone (CPZ) and, with this in mind the maximum car parking provision on site is for:
- No more than 1 spaces per dwelling (up to 2 bedrooms)
- 8.49 A total of 15 car parking spaces are proposed for the development, located within the phase one area of development. Two visitor/drop-off spaces are provided.
- 8.50 No spaces are provided for the commercial and community uses. However, there are 18 visitor spaces proposed within the Mill Road development, 3 existing pay and display spaces on the access road and 38 spaces within Gwydir Street car park which is within a 2 minute walk of the site. I am therefore satisfied that there is sufficient provision of visitor parking within close proximity.
- 8.51 Given the sustainable location of the site (close to the town centre, train station as well as bus and cycle routes), it is considered appropriate to encourage a modal shift to more sustainable development in a development of this ilk.

Cycle Parking

- 8.52 Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with the cycle parking standards as set out within appendix L of the same document.
- 8.53 The standards set out that one cycle space should be provided for dwellings of up to 3 bedrooms, and three spaces for 4 bedroom dwellings. It is stated that cycle parking should not, where possible, be located at basement level. For the community facility and commercial unit, one space is required for every five members of staff.
- 8.54 The proposal provides a total of 82 residential cycle racks, as well as visitor and community and commercial use provision – making a policy total of 120 cycle parking spaces.
- 8.55 All dwellings are compliant with the required standards outlined above and all cycle stands would be Sheffield stands.
- 8.56 In my opinion the proposal promotes the prevalence of sustainable transport methods in a sustainable location, and encourages a shift from car reliance to more sustainable methods of transport, including walking and cycling. This is emphasised by the inclusion of access points for the Chisholm Trail. I consider the proposal to be compliant with Cambridge Local Plan (2018) policy 82.

Integrated water management and flood risk

- 8.57 The application has been designed with a number of drainage features incorporated. These include rainwater gardens, permeable paving, bio-retention area and other attenuation measures. A flood risk and drainage strategy report was submitted with the application.
- 8.58 The Drainage Team has advised that the strategy is acceptable, although the design details would need to be secured by way of condition to ensure that the intended delivery is realised. These conditions are therefore recommended. In my opinion, the proposal is compliant with the paragraph 163 of the National Planning Policy Framework (2019) and policy 31 of the Cambridge Local Plan (2018).

Trees & Ecology

Trees

- 8.59 The application was accompanied by an arboricultural impact assessment and tree survey.
- 8.60 The Arboricultural Impact Assessment confirms that the large existing Trees of Heaven to the east and south of the site are being retained within the scheme and the buildings have been proposed sufficiently far away from these trees to avoid any harm or incursion into their root protection areas.
- 8.61 The Council's Tree Officer has been consulted on the proposal and no comments have been received.
- 8.62 I have reviewed the documents and am satisfied that the development can be carried out without harm to the existing trees if undertaken in accordance with these documents. In my opinion, subject to conditions requiring further information to be submitted, the proposal is compliant with Cambridge Local Plan (2018) policy 71.

Ecology

- 8.63 The Ecology officer has been consulted as part of the application, and it has been recommended that a condition be attached to secure a scheme for the provision of bat and bird boxes within the development.
- 8.64 It is clear to me that the site currently has very little ecological quality, and the proposed development would enhance this. I consider the condition requested by the Ecology Officer to be appropriate, and have recommended this.
- 8.65 The proposal would therefore be in accordance with Policy 70 of the Cambridge Local Plan (2018).

Energy and Sustainability

- 8.66 The proposed development includes a series of renewable energy and sustainability measures to reduce carbon emissions and to save energy in accordance with Policy 28. These include the following:

- BREEAM 'Excellent' community facility
- Green biodiverse/sedum roofs to all flat roofs i.e. to building B_10
- Sustainable urban drainage integrated into landscaping – rainwater gardens, bio-retention areas, permeable paving etc. – whereas the existing site is nearly 100% hard-paved, the proposed development includes a sustainable drainage system that means even in severe storm events the majority of water infiltrates into the soil within the site, taking pressure off the surrounding infrastructure
- Fabric-first – thicker, denser insulation and wall construction to minimise heat loss and reduce residents' energy bills
- Mechanical Ventilation with Heat Recovery (MVHR) for all new apartments
- Combined Heat and Power (CHP) plant within the approved Phase 1 serving all new apartments in Phase 2 – this would convert unused energy into electricity to power communal areas of apartment buildings, reducing residents' energy bills
- Photovoltaic (PV) panels on the roofs

8.67 The Energy report demonstrates that the approach chosen would exceed the 19% reduction in carbon dioxide emissions target within policy 28. A comprehensive approach has been taken to sustainability and the measures proposed combine to form a highly sustainable development.

8.68 The Council's Sustainability Officer has been consulted on the proposal and has raised no objections subject to the imposition of conditions relating to the provision of a carbon reduction statement (which the development would then adhere to, once approved), and demonstrating compliance with the required BREEAM standards.

8.69 I have no reason to consider the information submitted differently to the Sustainability Officer and have recommended the suggested conditions accordingly.

Affordable Housing

8.70 Policy 45 of the Cambridge Local Plan (2018) seeks to secure 40% affordable housing on schemes of 15 or more dwellings.

8.71 The proposed development is for a scheme of 50 dwellings with 49 of these being affordable for social rent. This equates to 98%

of the total number of dwellings. As discussed earlier in this report, this proposal is to be considered in conjunction with a proposal to reduce the amount of affordable housing across phase one so that the entire site would provide 50% affordable housing, all of which will be council rented housing.

8.72 It is noted that the Council's policy seeks to ensure that affordable housing provision is pepper-potted and not clustered in one place. In this instance, the proposals do exceed the Council's guidance on cluster sizes which seeks no more than 25 affordable dwellings in one particular location. However, the external appearance and design is tenure blind with no discernible difference in quality between private sale and council rented homes; and, the retention of the larger apartment building and residents courtyard in a single tenure delivers more public benefit and better quality amenity space for the new residents.

8.73 The Council's Housing Growth Officer has been consulted and considers that in this instance, in view of the above-policy provision of affordable housing (50%), the proposed arrangement would be acceptable. The officer also notes that this arrangement would allow for lower service charge demands on the Council tenants.

8.74 Given the quantum of affordable homes proposed (50% across both phases), along with the challenges of splitting the tenure in the proposed block, it is considered that the approach proposed is acceptable.

8.75 Whilst Policy 45 requires a mix of intermediate and affordable rented housing, the scheme would deliver council rented housing only. In this case a very significant and un-met need has been found to exist for Council rented housing. The Council has identified that the significant levels of affordable rented need might otherwise go unmet without its own direct intervention. In my opinion the proposed tenure of affordable housing is justified in this case.

Public Art

8.76 A public art strategy and delivery plan was approved as part of the phase one development, and covered both phase one and phase two. This secured an amount of £200,000 towards public

art within the site. I consider that the proposal is compliant with Cambridge Local Plan (2018) policy 56 and the Public Art SPD 2010 and a condition should be attached to this permission accordingly.

S106 Contributions

- 8.77 It is noted that there are concerns regarding the impact of the development on schools and NHS services.
- 8.78 The Community Infrastructure Levy (CIL) Regulations 2010 have introduced the requirement for all local authorities to make an assessment of any planning obligation in relation to three tests. Each planning obligation needs to pass three statutory tests to make sure that it is
- a) necessary to make the development acceptable in planning terms;
 - (b) directly related to the development; and
 - (c) fairly and reasonably related in scale and kind to the development.
- 8.79 In line with the CIL Regulations, councils can pool no more than five S106 contributions towards the same project. The new 'pooling' restrictions were introduced from 6 April 2015 and relate to new S106 agreements. This means that all contributions now agreed by the city council must be for specific projects at particular locations, as opposed to generic infrastructure types within the city of Cambridge.
- 8.80 In bringing forward my recommendations in relation to the Planning Obligation for this development I have considered these requirements. The Planning Obligation Strategy (2010) provides a framework for expenditure of financial contributions collected through planning obligations. The applicant has indicated their willingness to enter into a S106 planning obligation in accordance with the requirements of the Strategy. I have summarised the Heads of Terms below. Financial contributions would be calculated using formulae based on the final housing mix agreed through reserved matters.

Heads of Terms	Summary
City Council Infrastructure	
Informal open space	TBC
Provision for children and teenagers	TBC
Indoor sports	TBC
Outdoor sports	TBC
Community facilities	TBC
Affordable housing	98% provision on site. Tenure and dwelling type mix to be submitted for approval (50% across whole Depot site).
County Council – Education / Refuse	
Early years	£83,956 towards the St Matthew's catchment
Primary School	£83,956 towards St Matthew's Primary School OR other relevant project as agreed with the Local Planning Authority (in consultation with Cambridgeshire County Council) in writing.
Secondary School	No contribution sought
Life Long Learning (Libraries)	No contribution sought
Strategic waste	No contributions sought
Monitoring	£650
County Council – Transport	
Chisholm Trail	TBC
NHS	£18,151.00 (based on £363.02 per dwelling)

8.81 Subject to the completion of a S106 planning obligation to secure the above infrastructure and affordable housing provision, I am satisfied that the proposal accords with Cambridge Local Plan (2018) policy 45 and the Planning Obligation Strategy 2010.

9.0 CONCLUSION

- 9.1 The proposed is for the redevelopment of the southern part of the Mill Road Depot site (the northern part having already gained planning permission and under construction) involving the erection of 50 dwellings (including 49 for Council rent), a community facility (use class D1), a commercial unit, car and cycle parking, open space provision, and associated works.
- 9.2 The proposed development has had extensive pre-application consultation with a variety of consultees prior to its submission. Nevertheless, the scheme has been amended post submission to address issues that were not satisfactorily resolved at the pre-application stage and to take on board local concerns.
- 9.3 The proposal has been guided by the previously approved phase one scheme, as well as the Mill Road Depot Development and Planning Brief SPD and Cambridge Local Plan (2018) which are material considerations.
- 9.4 The application has been considered against the relevant policies, and upon assessment, I consider that the application complies with national and local policies, and should, therefore, be granted planning permission subject to appropriate planning conditions and a S106 legal agreement.

10.0 RECOMMENDATION

APPROVE subject to (1) the prior completion of a S106 agreement to secure the planning obligations specified in paragraph 8.80 of this report, and (2) the following 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 development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. 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 2018, Policy 35).

4. Prior to the commencement of above ground works, samples (including on site panels of a minimum size of 1x1m) and a schedule of materials to be used in all external elevations of the buildings hereby approved shall be submitted to, and approved in writing by, the Local Planning Authority. The quality of finish and materials incorporated in any approved sample panel(s), which shall not be demolished prior to completion of development, shall be maintained throughout the development.

Reason: In the interests of the visual amenity and to ensure that the quality and colour of the detailing of the brickwork/stonework and jointing is acceptable and maintained throughout the development (Cambridge Local Plan 2018, Policies 52, 55 and 57).

5. Notwithstanding the plans hereby approved, 5% of all affordable dwellings shall be constructed to meet the requirements of Part M4(3) 'wheelchair user dwellings', and all dwellings shall be constructed to meet the requirements of Part M4(2) 'accessible and adaptable dwellings' of the building Regulations 2010 (as amended 2016).

Reason: To secure the provision of accessible housing (Cambridge Local Plan 2018, Policies 50 and 51).

6. No part of the development shall be occupied until further details of facilities for the covered, secured parking of bicycles in the southern part of the site (to the west of the block of 45 flats) have been submitted to, and approved in writing by, the Local Planning Authority. The approved facility shall be provided in accordance with the approved details prior to the occupation of each dwelling.

Reason: To ensure appropriate provision for the secure storage of bicycles and in the interest of residential amenity (Cambridge Local Plan 2018, Policies 35, 55, 56 and 82).

7. The public art provision shall be fully implemented in accordance with the approved Public Art Strategy & Delivery Plan produced by Clare Phillips Consultancy Ltd and dated October 2018, unless otherwise approved in writing by the Local Planning Authority.

Once in place, the public art shall not be moved or removed otherwise than in accordance with the approved maintenance arrangements.

Reason: To accord with the provisions of Cambridge City Council Public Art SPD (2010) (Cambridge Local Plan 2018, Policy 56).

8. No development shall take place until an archaeological written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no development shall take place other than in accordance with the agreed WSI which shall include:

A. the statement of significance and research objectives;
B. The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works;
C. The programme for post-excavation assessment and subsequent analysis, publication & dissemination, and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.

Reason: To ensure that an appropriate archaeological investigation of the site has been implemented before development commences. (Cambridge Local Plan 2018, Policy 61).

9. The approved approach to meeting a 19% reduction in carbon emissions compared to Part L 2013 shall be fully implemented prior to the first occupation of the development. Any associated renewable and/or low carbon technologies shall thereafter be retained and remain fully operational in accordance with a maintenance programme, which shall be submitted to and agreed in writing by the local planning authority.

No review of this requirement on the basis of grid capacity issues can take place unless written evidence from the District Network Operator confirming the detail of grid capacity and its implications has been submitted to, and accepted in writing by, the local planning authority. Any subsequent amendment to the level of renewable/low carbon technologies provided on the site shall be in accordance with a revised scheme submitted to and approved in writing by, the local planning authority.

Reason: In the interests of reducing carbon dioxide emissions and to ensure that development does not give rise to unacceptable pollution (Cambridge Local Plan 2018, Policies 28, 35 and 36).

10. Prior to occupation of the development hereby permitted, further details of the connection of the Phase 2 development to the Combined Heat and Power (CHP) system being provided as part of Phase 1 of the development shall be submitted to, and approved in writing by, the local planning authority. These further details shall include:

- A plan showing the proposed route of the heat main connecting Phase 1 and Phase 2;
- The interaction of the heat main with other utilities and any impacts on landscape and drainage features where applicable;
- The entry point into the plant room for Phase 2; and
- Details of the date of implementation and connection.

The development shall be carried out in accordance with the approved details.

Reason: In the interests of reducing carbon dioxide emissions and to ensure that the siting of the heat main is coordinated with landscape and drainage. (Cambridge Local Plan 2018 policies 28 and 59).

11. Prior to the occupation of each dwelling, a water efficiency specification for that dwelling, based on the Water Efficiency Calculator Methodology or the Fitting Approach sets out in Part G of the Building Regulations 2010 (2015 edition) shall be submitted to the local planning authority. This shall demonstrate that the dwelling is able to achieve a design standard of water use of no more than 110 litres/person/day and that the development shall be carried out in accordance with the agreed details.

Reason: To ensure that the development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28).

12. Within 6 months of the commencement of above ground works to the community facility, a BRE issued Design Stage Certificate shall be submitted to, and approved in writing by, the Local Planning Authority demonstrating that BREEAM 'excellent' as a minimum will be met, with 3 credits for Wat 01 (water consumption). Where the interim certificate shows a shortfall in credits for BREEAM 'excellent', a statement shall be submitted identifying how the shortfall will be addressed. In the event that such a rating is replaced by a comparable national measure of sustainability for building design, the equivalent level of measure shall be applicable to the proposed development.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan 2018 Policy 28).

13. Within 6 months of occupation of the community facility, a BRE issued post Construction Certificate shall be submitted to, and approved in writing by the Local Planning Authority, indicating that the approved BREEAM rating has been met. In the event that such a rating is replaced by a comparable national measure of sustainability for building design, the equivalent level of measure shall be applicable to the proposed development.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan 2018 Policy 28).

14. No above ground works to B_10 shall commence until full details of green roofs have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. The details shall include details of build-ups, edging, make up and type of substrates, details of biodiverse, intensive, extensive planted roofs, drainage details and management plan.

Reason: In the interests of responding suitably to climate change and water management (Cambridge Local Plan 2018; Policy 31).

15. Prior to commencement of development of B_01 and in accordance with BS5837 2012, a phased tree protection methodology in the form of an Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) shall be submitted to the local planning authority for its written approval, before any tree works are carried and before equipment, machinery or materials are brought onto the site for the purpose of development. In a logical sequence the AMS and TPP will consider all phases of construction in relation to the potential impact on trees and detail tree works, the specification and position of protection barriers and ground protection and all measures to be taken for the protection of any trees from damage during the course of any activity related to the development, including supervision, demolition, foundation design, storage of materials, ground works, installation of services, erection of scaffolding and landscaping.

Reason: To satisfy the Local Planning Authority that trees to be retained will be protected from damage during any construction activity, including demolition, in order to preserve Arboricultural amenity in accordance with section 197 of the Town and Country Planning Act 1990 (Cambridge Local Plan 2018 Policy 71).

16. The approved tree protection methodology will be implemented throughout the development and the agreed means of protection shall be retained in situ until all equipment, and surplus materials have been removed from the affected part of the site. Nothing shall be stored or placed in any area protected in accordance with approved tree protection plans, and the ground levels within those areas shall not be altered nor shall any excavation be made without the prior written approval of the local planning authority. If any tree shown to be retained is damaged, remedial works as may be specified in writing by the local planning authority will be carried out.

Reason: To satisfy the Local Planning Authority that trees to be retained will not be damaged during any construction activity, including demolition, in order to preserve arboricultural amenity in accordance with section 197 of the Town and Country Planning Act 1990 (Cambridge Local Plan 2018 Policy 71).

17. If any tree shown to be retained on the approved tree protection methodology is removed, uprooted, destroyed or dies within five years of project completion, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.

Reason: To satisfy the Local Planning Authority that arboricultural amenity will be preserved in accordance with section 197 of the Town and Country Planning Act 1990 (Cambridge Local Plan 2018 Policy 71).

18. No development shall commence above ground level until a surface water drainage scheme for the site, based on sustainable drainage principles and in accordance with Cambridge City Council local plan policies, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is occupied.

The scheme shall include:

- a) Details of the existing surface water drainage arrangements including runoff rates for the QBAR, 3.3% Annual Exceedance Probability (AEP) (1 in 30) and 1% AEP (1 in 100) storm events;

b) Full results of the proposed drainage system modelling in the above-referenced storm events (as well as 1% AEP plus climate change) , inclusive of all collection, conveyance, storage, flow control and disposal elements and including an allowance for urban creep, together with a schematic of how the system has been represented within the hydraulic model;

c) Detailed drawings of the entire proposed surface water drainage system, including levels, gradients, dimensions and pipe reference numbers, details of the swales, bio-retention areas, permeable paving and green roofs;

d) A plan of the drained site area and which part of the proposed drainage system these will drain to;

e) Full details of the proposed attenuation and flow control measures;

f) Site Investigation and test results to confirm infiltration rates;

g) Full details of the maintenance/adoption of the surface water drainage system;

h) Measures taken to prevent pollution of the receiving groundwater and/or surface water

The drainage scheme must adhere to the hierarchy of drainage options as outlined in the NPPF PPG

Reason: To ensure that the proposed development can be adequately drained and to ensure that there is no increased flood risk on or off site resulting from the proposed development (Cambridge Local Plan 2018 Policy 28).

19. Details for the long term maintenance arrangements for the surface water drainage system (including all SuDS features) shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of any of the buildings hereby permitted. The submitted details should identify runoff sub-catchments, SuDS components, control structures, flow routes and outfalls. In addition, the plan must clarify the access that is required to each surface water management component for maintenance purposes. The maintenance plan shall be carried out in full thereafter.

Reason: To ensure the satisfactory maintenance of drainage systems that are not publically adopted, in accordance with the requirements of paragraphs 163 and 165 of the National Planning Policy Framework (Cambridge Local Plan 2018 Policy 28).

20. No development approved by this planning permission shall take place until a remediation strategy that includes the following components to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the Local Planning Authority: 1. A Preliminary Risk Assessment (PRA) including a Conceptual Site Model (CSM) of the site indicating potential sources, pathways and receptors, including those off site. 2. The results of a site investigation based on (1) and a detailed risk assessment, including a revised CSM. 3. Based on the risk assessment in (2) an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken. The strategy shall include a plan providing details of how the remediation works shall be judged to be complete and arrangements for contingency actions. The plan shall also detail a long term monitoring and maintenance plan as necessary. 4. No occupation of any part of the permitted development shall take place until a verification report demonstrating completion of works set out in the remediation strategy in (3), unless the phased occupation of the development is first agreed in writing by the Local Planning Authority. The long term monitoring and maintenance plan in (3) shall be updated and be implemented as approved.

Reason: To protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in line with National Planning Policy Framework (NPPF), paragraphs 170, 178, 179 and Environment Agency Groundwater Protection Position Statements which can be found here: <https://www.gov.uk/government/publications/groundwater-protection-position-statements> (Cambridge Local Plan 2018 Policy 32).

21. If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted a remediation strategy detailing how this unsuspected contamination shall be dealt with and obtained written approval from the Local Planning Authority. The remediation strategy shall be implemented as approved.

Reason: To protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in line with National Planning Policy Framework (NPPF), paragraphs 170, 178, 179 and Environment Agency Groundwater Protection Position Statements which can be found here: <https://www.gov.uk/government/publications/groundwater-protection-position-statements> and To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety (Cambridge Local Plan 2018 Policy 33).

22. Piling or investigation boreholes using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

Reason: To protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in line with National Planning Policy Framework (NPPF), paragraphs 170, 178, 179 and Environment Agency Groundwater Protection Position Statements which can be found here: <https://www.gov.uk/government/publications/groundwater-protection-position-statements> (Cambridge Local Plan 2018 Policy 33).

23. No development shall commence above ground level (or such other date or stage in development as may be agreed in writing with the Local Authority) until a Materials Management Plan has been submitted to and approved, in writing, by the local planning authority. The plan will include:

1. An inspection and sampling strategy for the testing of excavation formations;
2. A procedure for screening contamination discovered in the development phase to be screened against criteria outlined in the remediation strategy;
3. A stockpile validation strategy;
4. Detailed material re-use criteria;
5. Details of arisings processing; and
6. A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in a) to e) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the express consent of the local planning authority. The scheme shall be implemented as approved.

Reason: To protect and prevent the pollution of controlled waters from potential pollutants associated with current and previous land uses in line with National Planning Policy Framework (NPPF), paragraphs 170, 178, 179 and Environment Agency Groundwater Protection Position Statements which can be found here: <https://www.gov.uk/government/publications/groundwater-protection-position-statements>, to ensure full mitigation through the agreed remediation measures in the interests of environmental and public safety (Cambridge Local Plan 2018 Policy 33).

24. No development above ground level shall commence until full details of both hard and soft landscape works have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (e.g. furniture, play equipment, refuse or other storage units, signs, lighting); proposed and existing functional services above and below ground (e.g. drainage, power, communications cables, pipelines indicating lines, manholes, supports) and bridges. Soft Landscape works shall include detailed planting plans showing location of species; written specifications (including soils importation and quality control of soils) 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.

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 2018; policies 55, 57 and 59).

25. Prior to the first occupation of any of the development a scheme for ecological enhancement including native planting, measures to allow dispersal of hedgehogs and in-built features for nesting birds, roosting bats and shall be provided to and agreed in writing by the Local Planning Authority. The measures shall be implemented in accordance with the agreed scheme.

Reason: To improve the bio-diversity contribution of the site (Cambridge Local Plan 2018 policy 69).

26. No demolition or construction works shall commence on site until a traffic management plan has been submitted to and agreed in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: in the interests of highway safety (Cambridge Local Plan 2018 Policy 81)

INFORMATIVE: This development involves work to the public highway that will require the approval of the County Council as Highway Authority. It is an OFFENCE to carry out any works within the public highway, which includes a public right of way, without the permission of the Highway Authority. Please note that it is the applicant's responsibility to ensure that, in addition to planning permission, any necessary consents or approvals under the Highways Act 1980 and the New Roads and Street Works Act 1991 are also obtained from the County Council.

INFORMATIVE: No part of any structure may overhang or encroach under or upon the public highway unless licensed by the Highway Authority and no gate / door / ground floor window shall open outwards over the public highway.

INFORMATIVE: Public Utility apparatus may be affected by this proposal. Contact the appropriate utility service to reach agreement on any necessary alterations, the cost of which must be borne by the applicant.

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PLANNING COMMITTEE

17th June 2019

Application Number	19/0176/LBC	Agenda Item	
Date Received	15th February 2019	Officer	Patricia Coyle
Target Date	12th April 2019		
Ward	Petersfield		
Site	Mill Road Depot Mill Road Cambridge		
Proposal	Demolition of 'link building' attached to Old Library (Grade II listed).		
Applicant	Cambridge Investment Partnership c/o Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The development would significantly increase the amount of housing (both affordable and market) to help meet demand within the city; - The proposed development would make efficient use of vacant brownfield land by providing a high quality residential-led development that would not have any significant adverse impact on the residential amenity of the neighbouring occupiers; - The design and scale of the proposed development responds appropriately to the surrounding built form; - The proposal would provide new community facilities in the form of a community building, commercial premises and open space for public use. - The proposed development meets high standards of sustainability with fabric-first construction, MVHR, green
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	roof, a BREEAM 'Excellent' community facility and sustainable urban drainage.
RECOMMENDATION	APPROVAL

0.0 BACKGROUND

- 0.1 These applications have been submitted by Cambridge Investment Partnership (CIP) which is a joint venture company set up by Cambridge City Council and Hill Investment Partnership. The purpose of the partnership is to deliver 500 net new council rented homes across the City using mainly council owned sites/assets. The City Council has received £70 million support from central government as part of the Devolution Deal to help achieve this target. The development proposed at Mill Road Depot includes 118 new council rented homes proposed or 23.6% of the 500 home target. This application for Phase 2 of the Mill Road Depot development includes 49 of these council rented homes and is accompanied by a S106A application to deliver 50% council rented housing across both phases of the Mill Road Depot development.

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is a broadly 'L' shaped plot of land, occupying approximately 0.35 hectares in area. The site forms the southern part of the wider Mill Road Depot site and has a total area of 2.7 hectares.
- 1.2 The site is bound to the east by railway lines, and to the south by an access road leading to the railway. To the west of the site is The Regent Language School, a single dwelling and the listed former library building. The remainder of the Mill Road Depot site, which has gained planning permission for residential-led development sits to the north of the site.
- 1.3 The site is located within the designated Mill Road conservation area. There are no listed buildings on the site but as stated above the former library building adjacent to the site is listed (grade II). A number of buildings of local interest (BLI's) are within close proximity of the site.

- 1.4 The entirety of the site is also shown on the proposals map as a 'Proposal Site' (R10), identifying the site as being suitable for residential-led redevelopment.

2.0 THE PROPOSAL

- 2.1 This application proposes further development on the Mill Road Depot site, with this application being referred to as phase two, with development on the remainder of the site referred to as phase one. Both planning permission and listed building consent are sought. Planning permission is required for all works described below while listed building consent is only required for the demolition works described in paragraph 2.4.
- 2.2 The proposal includes a five storey block of 45 apartments, rectangular in shape and running north to south along the eastern part of the site. This block would have double gable ends to the north and south with a double pitched roof form running north to south.
- 2.3 A building housing a 275 square metre community centre at ground floor with four apartments above is proposed to the northern part of the site, to the rear of the language school. This building would be part one, part three storeys in height. The part one element would have hipped roof forms while the three storey element would have flat green roofs.
- 2.4 Demolition of the existing 'link' building between the listed former library building and the gatehouse is proposed, with the conversion of the gatehouse into commercial use at ground floor level (flexible use classes A1, A2, A3, B1 and D1) with one dwelling above.
- 2.5 Public open space is proposed, and associated development including car and cycle parking provision, refuse and recycling stores, landscaping and tree planting are also proposed.
- 2.6 Of the fifty dwellings proposed, 98%, that is 49 dwellings, are proposed to be affordable for council rent. This figure is to be taken in context with a separate application on this site which is also before you for determination today which seeks to reduce the affordable housing provision on the northern part of the site (phase 1) from 50% to provide a site wide total of 50%.

- 2.7 The proposal has been amended since submission to take on board comments from statutory consultees. The changes include amendments to hard and soft landscaping drawings to incorporate a 4 metre wide access with visibility splays between the new road referred to as Headly Street and the future Chisholm Trail, as agreed with Camcycle and requested by the Landscape Officer. A shadow gap has also been added to the north elevation of B_10 as requested by the urban design officer. A further period of consultation has been undertaken as a result of these changes.
- 2.8 It is worthy of note that the scheme has been through an extensive pre-application process with officers, both prior to submission of this scheme and when gaining planning permission for phase one of the site.
- 2.9 The application is accompanied by the following supporting information:
- Air Quality Assessment;
 - Arboricultural Impact Assessment (inclusive of tree survey);
 - BREEAM Pre-assessment
 - Construction Phase Health and Safety Plan;
 - Daylight/Sunlight report;
 - Design and Access Statement;
 - Energy Strategy Report
 - Fire Strategy
 - Flood Risk Assessment and Foul & Surface Water Drainage Strategy;
 - Heritage Statement
 - Noise Impact Assessment
 - Overheating Assessment;
 - Phase 1 and Phase II Land Contamination Assessments;
 - Planning Statement;
 - Preliminary Ecological Appraisal;
 - Statement of Community Involvement;
 - Sustainability Statement
 - Townscape and Views Assessment
 - Transport Assessment (including Framework Travel Plan);
 - Utilities Assessment

3.0 SITE HISTORY

- 3.1 The application site has an extensive planning history. The most relevant applications are detailed below

Reference	Description	Outcome
19/0546/S106A	Application for a deed of variation to S106 to substitute the existing requirement to provide 50% affordable housing within Phase I with a requirement to provide 50% affordable housing across both Phases I and II and to ensure that the informal open space is provided and maintained.	Pending
18/1990/FUL	This application proposes the erection of a single storey building to house a substation, and associated screening.	Pending

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners/Occupiers:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

- 5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

- 5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2018	Local	1, 3, 5, 13, 23, 26, 27, 29, 31, 32, 33, 34 35, 36, 45, 50, 51, 55, 56, 57, 58, 59, 60, 61, 62, 68, 71, 73, 80, 81, 82, 85

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

Central Government Guidance	<p>National Planning Policy Framework February 2019</p> <p>National Planning Policy Framework – Planning Practice Guidance March 2014</p> <p>Circular 11/95 (Annex A)</p>
Supplementary Planning Guidance	<p>Sustainable Design and Construction (May 2007)</p> <p>Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)</p> <p>Planning Obligation Strategy (March 2010)</p>
Material Considerations	<p><u>City Wide Guidance</u></p> <p>Cycle Parking Guide for New Residential Developments (2010)</p> <p>Public Art SPD 2010.</p>
	<p><u>Area Guidelines</u></p> <p>Mill Road Depot Planning and Development Brief SPD</p>

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 No objection raised subject to the imposition of a condition requiring the submission of a Traffic Management Plan to ensure that the development does not impact adversely on highways safety.

Historic England

- 6.2 No comments made with respect to either planning or listed building consent applications, but a suggestion made that the opinion of our own conservation officers be sought.

Conservation Officer (City Council)

- 6.3 The Officer acknowledges that the demolition of the link structure is integral to the overall scheme, and is in support of this – noting that it is not curtilage listed and does not make a positive contribution to the setting of the listed building.
- 6.4 The Officer has, however, requested further information be provided with respect to the making good of the northern elevation of the listed building once the link has been removed. It has been suggested that this information could be provided in the form of a Management Plan. The applicant has provided a statement saying that this information would not be possible to produce until the link has been removed as they would not know the exact scope of works required. It was requested that this information should be provided by way of condition. The Officer confirmed he no longer had any concerns.
- 6.5 I recommend a condition requiring this Management Plan to be submitted and approved in writing within 3 months of demolition.

Urban Design Officer

- 6.6 The Urban Design Officer echoes the sentiments of the conservation officer with respect to the appropriateness of scale, bulk and mass, pointing to the adherence of the scheme with the Planning and Development Brief SPD with respect to siting of taller elements.
- 6.7 The Officer continues to state that the roof forms proposed are sympathetic to the listed building and the verified views provided demonstrate well the acceptability of the scheme, concluding:
“Overall, the Urban Design Team supports the application, which we believe has the potential to create a high quality and well-designed scheme that not only compliments the approved Phase 1, but also the character of Mill Road.”

- 6.8 A recommendation was made with respect to the Headly Street elevation of B-10 with the introduction of a full height recessed shadow gap considered to help further refine the massing of this building whilst also providing a more vertical emphasis. This amendment has been made.

Landscape Officer

- 6.9 The Officer was supportive of the general arrangement and layout of the landscape although some concerns were raised with specific details.
- 6.10 With regard to the location of the cycle store to the south of the courtyard garden it was suggested that this should be moved to within the curtilage of the courtyard to improve security and use.
- 6.11 The Officer also commented that there were too many species of tree proposed within the courtyard, which would result in a fragmented and cluttered feel/look. Other issues raised included the use of self-binding gravel as it is not porous and requires a lot of maintenance, the lack of hardstanding under seats in grassed areas, the lack of vents to tree pits in paved areas, and an inappropriate use of a tree pit in the self-binding gravel.
- 6.12 In response, the applicant updated the site plan and hard and soft landscaping drawings to address all of the comments raised. The Landscape Officer has subsequently confirmed that these have been satisfactorily addressed subject to conditions being attached relating to cycle storage details, hard and soft landscaping works.

Cambridgeshire County Council (Education)

- 6.13 Requests have been made for contributions towards early years and primary school projects.

Sustainability Officer

- 6.14 The Council's Sustainability Officer has confirmed that the scheme is acceptable from a sustainability point of view subject to the imposition of conditions securing the implementation of the energy strategy, a water efficiency specification, combined heat and power implementation, and BREEAM compliance.

Tree Officer

- 6.15 No comments received.

Drainage Officer

- 6.16 The Council's Drainage Officer has raised no objections to the proposal subject to conditions securing full drainage scheme details, as well as a maintenance plan for the drainage system.

Archaeology Officer

- 6.17 The County Council's Archaeology Officer has raised no objections to the proposal subject to a condition requiring the applicant to secure the implementation of a programme of archaeological works in accordance with a Written Scheme of Investigation which is to be approved in writing by the Local Planning Authority.

Environmental Health Officer

- 6.18 The Council's Environmental Health Officer has been consulted on the proposal. Initial concerns were raised with regard to the level of information provided regarding potential noise conflict between the community building use and the residential dwellings above, as well as with regard to air quality. Additional information has been provided which has overcome these concerns. The application is now considered acceptable to the Environmental Health Officer subject to the imposition of conditions which are to be agreed with the Environmental Health Officer. At the time of writing this report, these conditions had not been agreed. They will be reported as an addendum.

Environment Agency

- 6.19 The Environment Agency have raised no objections to the proposal subject to conditions relating to contamination, piling and sustainable drainage.

Local Lead Flood Authority

- 6.20 No objection raised subject to the imposition of conditions.

Developer Contributions Monitoring Officer

- 6.21 A list of contributions required to mitigate the impact of the development is being produced by the Council's S106 Officer. These will be reported as an addendum.

Enabling (Affordable Housing) Officer

- 6.22 No objection raised. The Officer acknowledges that the proposal provides more than the 40% affordable housing required by the Council's policy stance. It has also been noted that the Council's clustering policy is not met although it is accepted that, in this instance, the proposed arrangement would help to ensure service charges are kept to a minimum for tenants as fewer service cores would need to be serviced. The Officer also comments that the proposed unit size mix (1% studio, 48% 1-bed, 46% 2-bed, 5% 3-bed) meets the City Council's identified housing need.

Ecology Officer

- 6.23 No objection raised subject to the imposition of a condition requesting details of bat and bird boxes.

Fire and Rescue

- 6.24 No comment received.

Anglian Water

- 6.25 No objection raised.

Network Rail

- 6.26 No objection raised.

Designing Out Crime Officer

- 6.27 No comments received.

Cambridge International Airport

- 6.28 No objection raised.

6.29 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 The owners/occupiers of the following addresses have made representations:

- ☐ 119B Mill Road
- ☐ 6 Golding
- ☐ 19 Cavendish Road
- ☐ 14 Hooper Street
- ☐ 113 Gwydir Street
- ☐ 5 Great Eastern Street
- ☐ 106 Ainsworth Street
- ☐ 94 Ainsworth Street
- ☐ 42 Devonshire Road
- ☐ 69 Glisson Road
- ☐ 75 Cowcross Street
- ☐ Petersfield Area Community Trust
- ☐ Camcycle
- ☐ Cambridge Past, Present and Future

7.2 The representations can be summarised as follows:

Comment made	Officer response
Proposal is contrary to SPD	Addressed in section 8
Buildings out of character with the existing Victorian-style buildings. New buildings should look like the existing	Addressed in section 8
Buildings are too tall and of an inappropriate mass	Addressed in section 8
The development is too dense overall	Addressed in section 8
Overlooking and loss of privacy	Addressed in section 8
Loss of security to 119B Mill Road due to location of proposed cycle store	Addressed in section 8
Insufficient open space provision	Addressed in section 8
Likely strain on schools, GP	Addressed in section 8

surgeries and utilities	
Proposal does not overcome the lack of green space and community/leisure facilities in the area	Addressed in section 8
The proposal fails to comply with Local Plan policy 24	Addressed in section 8
The development will become a slum	The Urban Design Officer considered the scheme to be of high quality and the assertion that this development will become a slum is considered to be unfounded
Lack of consideration for future of the Grade II listed former library building	Addressed in section 8
The proposal does not take into account different land levels with neighbouring properties – specifically 119B Mill Road	Addressed in section 8
Loss of light	Addressed in section 8

- 7.3 Camcycle responded to the proposal and had initial concerns over the safety of the access to the Chisholm Trail. The applicants made amendments to the scheme and this concern was overcome. A further concerns still exists regarding the design of the cycle store to the south of the site.
- 7.4 Cambridge Past, Present and Future have commented on the proposal, raising concerns over highway safety and the future of the former library building.
- 7.5 Mill Road History Society have raised concerns over the future of the former library building.
- 7.6 Petersfield Area Community Trust commented on the proposal and are generally supportive. They would, however, have liked to have seen a bigger facility provided. Concerns also exist over the lack of car parking provision for the community centre and the boundary treatments to the courtyard being too low for safety of children.

- 7.7 The Victorian Society have commented on the application and have requested that the former library building be included in the proposal to ensure its long term viability.

Design and Conservation Panel

- 7.8 The scheme was presented to the Council's Design Panel on 16th January 2019. The panel gave the scheme 4 green and 2 ambers. The panel concluded as follows:
"Overall, the Panel were pleased with the scheme, which treated the buildings and landscape thoughtfully and had clearly designed the Community Centre around its usage and needs. There were some concerns regarding the location of the Community Centre's entrance and its relationship to Gatehouse Court, along with the ground floor flat to the Gatehouse Building. The designers are asked to review these areas in particular."
- 7.9 The Panel raised two principal concerns: The ground floor use of the Gatehouse and the community centre entrance not being clear nor obvious.
- 7.10 Following the Design Panel the applicants met with officers to discuss the comments made and amendments were made to the plans prior to the application being submitted. The ground floor of the Gatehouse is no longer proposed for residential use and is instead proposed for a flexible commercial use A1/A2/A3/B1/D1 and the community centre entrance has been visually enhanced with a recessed entrance in a contrasting brick colour.
- 7.11 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

- 8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:
1. Principle of development
 2. Context of site, design and external spaces

3. Impact on the adjacent Grade II listed building and the Mill Road conservation area
4. Residential amenity
5. Refuse arrangements
6. Highway safety
7. Car and cycle parking
8. Drainage
9. Trees and ecology
10. Energy and Sustainability
11. Affordable housing
12. Public art
13. S106 contributions

Principle of Development

- 8.2 Policy 3 of the Cambridge Local Plan (2018) seeks to ensure that the majority of new development should be focused in and around the existing urban area, making the most effective use of previously developed land, and enabling the maximum number of people to access services and facilities locally. The proposal is for the second phase of a residential-led development within a predominantly residential area. The proposal would make use of previously developed land, and falls within an existing urban area. The principal of residential development on the site has already been established under the approved planning permission for the northern part of this site detailed in section 3 of this report. It is worthy of note that works have commenced on this permission.
- 8.3 The site is allocated as a proposal site in the adopted Local Plan, which identifies the site as suitable for residential development. Appendix B states that the 2.70ha site has an indicative capacity of 167 dwellings. As noted in Footnote 8, the indicative capacity is an approximate number based on the initial assessment carried out in the context of the Strategic Housing Land Availability Assessment. Footnote 8 advises that the final number of dwellings may be greater or smaller depending on the detailed assessment and the detailed design. In other words, the final quantum of development should be design led. In addition, both the Local Plan and the NPPF are clear that developments should seek to make the efficient use of land, particularly in the case of previously development brownfield land such as this. Subject to the design and impact

of a scheme containing more than the indicative 167 dwellings being demonstrated to be acceptable, the principle of making better use of the land can be supported.

- 8.4 The provision of a community facility would help to meet the needs of the residents of the new development, as well as the wider community, and would provide facilities to contribute to the additional needs within the area created by the development, and such a provision is supported by the Mill Road SPD.
- 8.5 With the above in mind the principle of development is considered acceptable subject to the material considerations discussed below being satisfactorily met.

Context of site, design and external spaces (and impact on heritage assets)

- 8.6 The site sits within a predominantly residential area with building heights varying between 1 and 3 storeys. It is important to bear in mind that the planning permission for the northern part of the site will result in buildings of up to 6 storeys in height being constructed. Indeed, the eastern edge of the phase one scheme will contain six blocks ranging from 4 to 6 storeys, with the southern-most being six storeys tall. To the south of the phase one scheme (and to the west of the 6 storey block, are a row of 3 storey buildings.
- 8.7 Phase two (the current application) is separated from the buildings mentioned above by a road and the design of phase two has considered the scale of the buildings on the other side of this road in designing phase two. This approach sees a 5 storey block to the eastern edge of the site, visually stepping down from the 6 storey building to its north, and transitioning the development back down towards the smaller scale that exists to the south of the site. This block would have a strong north to south emphasis that would respect the apartment buildings to the eastern flank of phase one. The buildings to the west of the 5 storey element would be 3 storeys tall (or lower), again relating well to the established grain.
- 8.8 It is noted that concerns have been raised regarding the density of the proposal, in particular that it is greater than what has been set out in the SPD. Concerns have also been raised about

the height of the tallest element, with this being considered too tall. As mentioned earlier in this report, the SPD density and dwelling numbers provide indicative numbers only and there is a footnote which states this. The principle of a greater density on this site has been established by the phase one planning permission, and this proposal ensures the scheme transitions back down to respect the scale of the existing properties to the south of the site. With regard to height, the same transitioning is achieved by the proposed 5 storey, which will sit alongside a 6 storey building to the north.

- 8.9 The community facility and commercial use would be located at ground floor level to the north-western part of the site. This is considered to be an appropriate location for these uses as they will sit to the north of existing non-residential functions – the former library and the language school.
- 8.10 The scheme has been laid out in a logical manner with street layouts providing easy access to all properties. Green spaces will be provided along the eastern, southern and western edges of the apartment block, with the southern element providing significant relief between the residential block and Mill Road.
- 8.11 The Council's Urban Design Officer has been consulted on the proposal, and has been involved in significant pre-application discussions with the applicants prior to submission. The Urban Design Officer has confirmed that the scheme is considered to be of a high quality and is acceptable in urban design terms.
- 8.12 I share the view of this officer and consider it appropriate to attach a condition requiring samples and a schedule of materials to be used in external elevations prior to the commencement of works. These materials will need to be agreed by the Local Planning Authority.
- 8.13 The proposal includes a number of open spaces within the site, including a courtyard outside of the community centre, a courtyard garden central to the site, providing ornamental planting, seating and lawn, and the 'Headly Street Open Space' along the eastern edge of the site.
- 8.14 Concerns have been raised that the level of open space is insufficient although at 43% of the entire site area, I consider the provision of open space provision to be very generous.

- 8.15 The Council's Landscape Officer has been consulted on the proposal and although broadly supportive of the proposal, recommendations have been made to improve the scheme, as summarised in section 6 of this report. The Landscape Officer has been consulted on the amendments made and has confirmed that the scheme is now satisfactory subject to the imposition of a number of conditions.
- 8.16 It is my opinion that the form, height and layout of the proposed development is appropriate to the surrounding pattern of development and the character of the area and would not constitute overdevelopment. In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 24, 52, 55, 56, 57, 59, 60 and 61.

Impact on the adjacent Grade II listed building and the Mill Road conservation area

- 8.17 As earlier stated, the application site falls within the designated Mill Road conservation area, and sits adjacent to the Grade II listed former library building. The proposal has been developed as a continuation of the phase one scheme, which was considered to be acceptable with regard to impact on the Mill Road conservation area.
- 8.18 The proposal would be a significant improvement on the existing depot use, and would respond well to the conservation area by picking up on detailing within the area including the use of clay bricks, banded brickwork and window reveal detailing. The larger apartment building B_01 is designed to resemble an industrial building, a nod to the site's industrial past. The scale of the proposal, as discussed earlier, relates well to the local context, providing a visual transition from the 6 storey building under within phase one, to the smaller scale existing buildings to the south of the site.
- 8.19 It is noted that some representations feel that the new buildings should appear as if they were constructed in Victorian times. This approach is not one that would be appropriate for a number of reasons – firstly, this site forms part of a wider development which has adopted a more modern approach, and secondly, a pastiche of a Victorian building would be likely to appear rather crude, especially when stretched to the scale of the development proposed.

- 8.20 Concerns have been raised regarding the locally listed building – both in terms of its non-inclusion in the application, as well as the future viability of this building.
- 8.21 The listed building does not form part of the application site, nor does it fall within the ownership of the applicant. It would be unreasonable to expect the applicant to safeguard the future viability of buildings outside of their ownership. However, the applicant has incorporated the potential for a future secondary access for the grade II listed building within the new public courtyard referred to as Gatehouse court. This will provide a valuable opportunity to preserve the future viability of the listed building.
- 8.22 With respect to the listed building, the existing building linking it to the gatehouse will be removed as part of this proposal.
- 8.23 Historic England have been consulted and have made no comment – recommending advice be provided from the Council's Heritage Officer. Said officer has been consulted on the proposal and is in support of the link structure being removed. He has, however, questioned how the wall of the listed building would be made good after removal, and has requested further information relating to this. This will be secured via condition.
- 8.24 The Heritage Officer has also confirmed that the proposal would preserve or enhance the character and appearance of the Mill Road conservation area.
- 8.25 The applicant has provided a fully rendered verified view study of the proposal – showing the existing and proposed views from a number of different locations. The methodology used is considered appropriate and, having reviewed the document, I consider that the images adequately demonstrate that the proposal would appear acceptable within the context of the wider area – including the Mill Road conservation area and the listed former library building.
- 8.26 It is my opinion that the proposal is appropriate with respect to the Mill Road conservation area and listed former library building. In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 61 and 62.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.27 There are no residential properties existing to the north of the site although phase one development would see some properties constructed to the north of the road running east to west along the north of the application site. These properties would be in excess of 13m away from the nearest properties in this proposal. No existing properties would be closer to the proposed buildings than these. A single storey bicycle store is proposed to the south of the site which would be located 2.00m from the boundary with 119B Mill Road, and 2.50m to the dwelling itself.
- 8.28 Concerns have been raised regarding overlooking and loss of privacy to existing dwellings. The proposed dwellings are far enough away from existing properties to determine that there is no significant adverse impact. The only property potentially affected is 119B Mill Road where only distant and oblique views from the new dwellings are possible. In view of the resident's concerns the applicant has commissioned a specific daylight/sunlight study of 119B Mill Road assessing any potential impact on the existing property based on the plan provided by the resident and an example cycle store proposed within the development. This assessment carried out in accordance with the City Council's established guidance determined that the proposed development will have no significant impact on the existing property.
- 8.29 Concerns have also been raised by the resident of 119B Mill Road regarding the accuracy of the plans, boundary treatment and planting and location of the bike store. The amended landscaping plans submitted propose low-level planting along the boundary with 119B Mill Road and the applicant has confirmed that there is no proposal to amend the existing brick wall boundary. I have checked the plans and am satisfied that they are accurate.
- 8.30 The proposed bike store would be located some 2.00m away and would be single storey. The daylight/sunlight assessment provided by the applicant confirms that this will have no significant impact on the existing property. In any event, and given that concerns have been raised by Camcycle regarding

the capacity of this store, it is considered prudent to attach a condition to secure details of a cycle store for this location. This would allow for certainty to be provided regarding the impact on the amenity of the adjoining property as well as ensuring sufficient capacity.

- 8.31 I am satisfied that the proposal, due to its siting, layout and distance from existing dwellings and boundaries, would not have a significant adverse impact on the residential amenity of the neighbouring occupiers such that it would warrant refusal.

Amenity for future occupiers of the site

- 8.32 Policy 50 of the Cambridge Local Plan (2018) sets out internal residential space standards. All units proposed comply with, and most exceed, these standards. In this regard, I consider that all the new homes proposed would provide a high quality internal living environment for the future occupants.
- 8.33 Policy 50 of Cambridge Local Plan (2018) states that all new residential units will be expected to have direct access to an area of private amenity space.
- 8.34 All of the proposed dwellings benefit from a private amenity area. These take the forms of gardens, balconies and winter gardens. Winter gardens are proposed to all apartments in building B_01 to ensure that the residents are protected from noise from trains and traffic using Mill Road.
- 8.35 As well as the private amenity spaces, the development incorporates a number of shared green spaces, as outlined earlier in this report.
- 8.36 In my opinion the proposal provides a high-quality living environment and an appropriate standard of residential amenity for future occupiers, and I consider that in this respect it is compliant with Cambridge Local Plan (2018) policy 50.
- 8.37 The development has been assessed for compliance with Policy 51 and all new dwellings comply with the requirements of Part M4 (2) of the Building Regulations. In addition, 6% of all affordable units have been designed to M4 (3), indicating that they are suitable for wheelchair users. In order to ensure the

units are provided to these standards, I have recommended a condition to secure these requirements.

- 8.38 Subject to the imposition of a condition as suggested in the previous paragraph, I am content that the proposal complies with Cambridge Local Plan (2018) policies 50 and 51.

Refuse Arrangements

- 8.39 The proposed refuse storage arrangements are shown to be of a logical layout, with each block of flats having internal communal bin stores and the flat on the first floor of the Gatehouse having its own bin store. The commercial unit and community facility would each have a dedicated refuse store. Collection of refuse and recycling would be from Headly Street. The applicant has provided detailed tracking plans within the previously approved application for Phase 1 demonstrating how refuse vehicles would be able to negotiate the development safely when collecting refuse and recycling.
- 8.40 The Council's Refuse and Recycling Officer has been consulted on the application and no response has been received.
- 8.41 Drag distance would be within ten metres and this would comply with the RECAP Waste Design Guide (2012).
- 8.42 In my opinion the proposal is compliant in this respect with Cambridge Local Plan (2018) policy 57.

Highway Safety

- 8.43 The proposal does not introduce any new accesses from Mill Road and no new road infrastructure is proposed. This accords with the SPD which sought a single point of access from Mill Road for this site.
- 8.44 The Highway Authority was consulted as part of the application and have raised no objection to the scheme.
- 8.45 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 81.

Car and Cycle Parking

- 8.46 The Cambridge Local Plan (2018) seeks to support developments that incorporate sustainable forms of transport, including walking, cycling and public transport.

Car Parking

- 8.47 Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with, and not exceed, the maximum car parking standards as set out within appendix L of the same document.
- 8.48 The site is located within a Controlled Parking Zone (CPZ) and, with this in mind, the maximum car parking provision on site is for:
- No more than 1 spaces per dwelling (up to 2 bedrooms)
- 8.49 A total of 15 car parking spaces are proposed for the development, located within the phase one area of development. Two visitor/drop-off spaces are provided.
- 8.50 No spaces are provided for the commercial and community uses. However, there are 18 visitor spaces proposed within the Mill Road development, 3 existing pay and display spaces on the access road and 38 spaces within Gwydir Street car park which is within a 2 minute walk of the site. I am therefore satisfied that there is sufficient provision of visitor parking within close proximity.
- 8.51 Given the sustainable location of the site (close to the town centre, train station as well as bus and cycle routes), it is considered appropriate to encourage a modal shift to more sustainable development in a development of this ilk.

Cycle Parking

- 8.52 Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with the cycle parking standards as set out within appendix L of the same document.
- 8.53 The standards set out that one cycle space should be provided for dwellings of up to 3 bedrooms, and three spaces for 4 bedroom dwellings. It is stated that cycle parking should not,

where possible, be located at basement level. For the community facility and commercial unit, one space is required for every five members of staff.

- 8.54 The proposal provides a total of 82 residential cycle racks, as well as visitor and community and commercial use provision – making a policy total of 120 cycle parking spaces.
- 8.55 All dwellings are compliant with the required standards outlined above and all cycle stands would be Sheffield stands.
- 8.56 In my opinion the proposal promotes the prevalence of sustainable transport methods in a sustainable location, and encourages a shift from car reliance to more sustainable methods of transport, including walking and cycling. This is emphasised by the inclusion of access points for the Chisholm Trail. I consider the proposal to be compliant with Cambridge Local Plan (2018) policy 82.

Integrated water management and flood risk

- 8.57 The application has been designed with a number of drainage features incorporated. These include rainwater gardens, permeable paving, bio-retention area and other attenuation measures. A flood risk and drainage strategy report was submitted with the application.
- 8.58 The Drainage Team has advised that the strategy is acceptable, although the design details would need to be secured by way of condition to ensure that the intended delivery is realised. These conditions are therefore recommended. In my opinion, the proposal is compliant with the paragraph 163 of the National Planning Policy Framework (2019) and policy 31 of the Cambridge Local Plan (2018).

Trees & Ecology

Trees

- 8.59 The application was accompanied by an arboricultural impact assessment and tree survey.
- 8.60 The Arboricultural Impact Assessment confirms that the large existing Trees of Heaven to the east and south of the site are

being retained within the scheme and the buildings have been proposed sufficiently far away from these trees to avoid any harm or incursion into their root protection areas.

8.61 The Council's Tree Officer has been consulted on the proposal and no comments have been received.

8.62 I have reviewed the documents and am satisfied that the development can be carried out without harm to the existing trees if undertaken in accordance with these documents. In my opinion, subject to conditions requiring further information to be submitted, the proposal is compliant with Cambridge Local Plan (2018) policy 71.

Ecology

8.63 The Ecology officer has been consulted as part of the application, and it has been recommended that a condition be attached to secure a scheme for the provision of bat and bird boxes within the development.

8.64 It is clear to me that the site currently has very little ecological quality, and the proposed development would enhance this. I consider the condition requested by the Ecology Officer to be appropriate, and have recommended this.

8.65 The proposal would therefore be in accordance with Policy 70 of the Cambridge Local Plan (2018).

Energy and Sustainability

8.66 The proposed development includes a series of renewable energy and sustainability measures to reduce carbon emissions and to save energy in accordance with Policy 28. These include the following:

- BREEAM 'Excellent' community facility
- Green biodiverse/sedum roofs to all flat roofs i.e. to building B_10
- Sustainable urban drainage integrated into landscaping – rainwater gardens, bio-retention areas, permeable paving etc. – whereas the existing site is nearly 100% hard-paved, the proposed development includes a sustainable drainage system

that means even in severe storm events the majority of water infiltrates into the soil within the site, taking pressure off the surrounding infrastructure

- Fabric-first – thicker, denser insulation and wall construction to minimise heat loss and reduce residents' energy bills
- Mechanical Ventilation with Heat Recovery (MVHR) for all new apartments
- Combined Heat and Power (CHP) plant within the approved Phase 1 serving all new apartments in Phase 2 – this would convert unused energy into electricity to power communal areas of apartment buildings, reducing residents' energy bills
- Photovoltaic (PV) panels on the roofs

8.67 The Energy report demonstrates that the approach chosen would exceed the 19% reduction in carbon dioxide emissions target within policy 28. A comprehensive approach has been taken to sustainability and the measures proposed combine to form a highly sustainable development.

8.68 The Council's Sustainability Officer has been consulted on the proposal and has raised no objections subject to the imposition of conditions relating to the provision of a carbon reduction statement (which the development would then adhere to, once approved), and demonstrating compliance with the required BREEAM standards.

8.69 I have no reason to consider the information submitted differently to the Sustainability Office and have recommended the suggested conditions accordingly.

Affordable Housing

8.70 Policy 45 of the Cambridge Local Plan (2018) seeks to secure 40% affordable housing on schemes of 15 or more dwellings.

8.71 The proposed development is for a scheme of 50 dwellings with 49 of these being affordable for social rent. This equates to 98% of the total number of dwellings. As discussed earlier in this report, this proposal is to be considered in conjunction with a proposal to reduce the amount of affordable housing across phase one so that the entire site would provide 50% affordable housing, all of which will be council rented housing.

- 8.72 It is noted that the Council's policy seeks to ensure that affordable housing provision is pepper-potted and not clustered in one place. In this instance, the proposals do exceed the Council's guidance on cluster sizes. However, the external appearance and design is tenure blind with no discernible difference in quality between private sale and council rented homes; and, the retention of the larger apartment building and residents courtyard in a single tenure delivers more public benefit and better quality amenity space for the new residents.
- 8.73 The Council's Housing Growth Officer has been consulted and considers that in this instance, in view of the above-policy provision of affordable housing (50%), the proposed arrangement would be acceptable. The officer also notes that this arrangement would allow for lower service charge demands on the Council tenants.
- 8.74 Given the quantum of affordable homes proposed (50% across the site), along with the challenges of splitting the tenure in the proposed block, it is considered that the approach proposed is acceptable.
- 8.75 Whilst Policy 45 requires a mix of intermediate and affordable rented housing, the scheme would deliver council rented housing only. In this case a very significant and un-met need has been found to exist for Council rented housing. The Council has identified that the significant levels of affordable rented need might otherwise go unmet without its own direct intervention. In my opinion the proposed tenure of affordable housing is justified in this case.

Public Art

- 8.76 A public art strategy and delivery plan was approved as part of the phase one development, and covered both phase one and phase two. This secured an amount of £200,000 towards public art within the site. I consider that the proposal is compliant with Cambridge Local Plan (2018) policy 56 and the Public Art SPD 2010 and a condition should be attached to this permission accordingly.

S106 Contributions

- 8.77 It is noted that there are concerns regarding the impact of the development on schools and NHS services.
- 8.78 The Community Infrastructure Levy (CIL) Regulations 2010 have introduced the requirement for all local authorities to make an assessment of any planning obligation in relation to three tests. Each planning obligation needs to pass three statutory tests to make sure that it is
- a) necessary to make the development acceptable in planning terms;
 - (b) directly related to the development; and
 - (c) fairly and reasonably related in scale and kind to the development.
- 8.79 In line with the CIL Regulations, councils can pool no more than five S106 contributions towards the same project. The new 'pooling' restrictions were introduced from 6 April 2015 and relate to new S106 agreements. This means that all contributions now agreed by the city council must be for specific projects at particular locations, as opposed to generic infrastructure types within the city of Cambridge.
- 8.80 In bringing forward my recommendations in relation to the Planning Obligation for this development I have considered these requirements. The Planning Obligation Strategy (2010) provides a framework for expenditure of financial contributions collected through planning obligations. The applicant has indicated their willingness to enter into a S106 planning obligation in accordance with the requirements of the Strategy. I have summarised the Heads of Terms below. Financial contributions would be calculated using formulae based on the final housing mix agreed through reserved matters.

Heads of Terms	Summary
City Council Infrastructure	
Informal open space	TBC
Provision for children and	TBC

teenagers	
Indoor sports	TBC
Outdoor sports	TBC
Community facilities	TBC
Affordable housing	98% provision on site. Tenure and dwelling type mix to be submitted for approval (50% across whole Depot site).
County Council – Education / Refuse	
Early years	£83,956 towards the St Matthew's catchment
Primary School	£83,956 towards St Matthew's Primary School OR other relevant project as agreed with the Local Planning Authority (in consultation with Cambridgeshire County Council) in writing.
Secondary School	No contribution sought
Life Long Learning (Libraries)	No contribution sought
Strategic waste	No contributions sought
Monitoring	£650
County Council – Transport	
Chisholm Trail	TBC
NHS	£18,151.00 (based on £363.02 per dwelling)

8.81 Subject to the completion of a S106 planning obligation to secure the above infrastructure and affordable housing provision, I am satisfied that the proposal accords with Cambridge Local Plan (2018) policy 45 and the Planning Obligation Strategy 2010.

9.0 CONCLUSION

9.1 The proposed is for the redevelopment of the southern part of the Mill Road Depot site (the northern part having already gained planning permission and under construction) involving the erection of 50 dwellings (including 49 for Council rent), a

community facility (use class D1), a commercial unit, car and cycle parking, open space provision, and associated works.

- 9.2 The proposed development has had extensive pre-application consultation with a variety of consultees prior to its submission. Nevertheless, the scheme has been amended post submission to address issues that were not satisfactorily resolved at the pre-application stage and to take on board local concerns.
- 9.3 The proposal has been guided by the previously approved phase one scheme, as well as the Mill Road Depot Development and Planning Brief SPD and Cambridge Local Plan (2018) which are material considerations.
- 9.4 The application has been considered against the relevant policies, and upon assessment, I consider that the application complies with national and local policies, and should, therefore, be granted planning permission subject to appropriate planning conditions and a S106 legal agreement.

10.0 RECOMMENDATION

APPROVE subject to (1) the prior completion of a S106 agreement to secure the planning obligations specified in paragraph 8.87 of this report, and (2) the following conditions

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

Reason: To comply with the requirements of Section 18 of the Planning (Listed Building & Conservation Areas) Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning and for the avoidance of doubt.

3. Within three months of demolition of the link building between the former library building and the gatehouse, a Management Plan shall be submitted to, and agreed in writing by, the Local Planning Authority. The plan shall include:

- Details of what works will be undertaken, and how
- Materials and methods to be used
- Timescales for works to be completed

Please note that it is important for repointing, and any other repairs that are uncovered once the link building has been removed, is carried out as soon as possible so that the north elevation of the building is kept weathertight.

Reason: To protect the special interest of the Grade II Listed building (Cambridge Local Plan 2018, Policy 61).

Application Number	18/1990/FUL	Agenda Item	
Date Received	17th December 2018	Officer	Ganesh Gnanamoorthy
Target Date	11th February 2019		
Ward	Petersfield		
Site	Mill Road Depot Mill Road		
Proposal	Erection of a single storey building to house a substation, and associated screening.		
Applicant	Cambridge Investment Partnership		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The proposal is of a modest scale, and would facilitate wider redevelopment of the site - The proposal would be acceptable with respect to design, impact on the designated Mill Road conservation area, neighbouring amenity, land contamination and highways / parking matters.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application sites is a small, irregular shaped parcel of land which forms part of the wider Former Mill Road Depot site, which is currently being redeveloped.
- 1.2 The site is identified as a Proposal Site in the Cambridge Local Plan (2018), as well as falling within the Mill Road Opportunity Area and the designated Mill Road Conservation Area.
- 1.3 There are no listed buildings on the site although the Grade II Listed former library building sits to the south of the application site. The Gatehouse building is a Building of Local Interest (BLI).

2.0 THE PROPOSAL

- 2.1 This application proposes the erection of a single storey building to house a substation, and associated screening.
- 2.2 The substation sits within the site that forms phase 2 of the Mill Road Depot scheme, and has been considered under application reference 19/0175/FUL in the previous item at this committee.
- 2.3 The substation would be located to the east of the existing gatehouse building, set some 2.20m away from its flank wall. The proposed structure would have a square footprint measuring 4.00m by 4.00m, and would have a flat roof with height of 3.30m. A set of double doors would open outwards from the northern elevation and this would be the sole point of access to the building. Two ventilation louvres are proposed to the western elevation, facing the flank elevation of the gatehouse building, 1.50m above ground level. The building would be constructed of brickwork.
- 2.4 Screening is proposed to restrict access to the substation. Screening would run east to west across the northern elevation from the existing gatehouse to a new structure proposed as part of the phase 2 application previously mentioned. Additional screening would lead from this element to the north-western corner of the substation. Double doors would open outward for vehicular access, and a pedestrian gate would provide access to the louvered flank elevation.
- 2.5 To the rear of the substation (south), a further 'L'-shaped stretch of screening is proposed from the south-east corner of the gatehouse building to the south-western corner of the substation. This would restrict unauthorised access to the louvered flank of the substation.
- 2.6 All of the screening proposed would be constructed of Timber with metal framing, and would have a uniform height of 3.30m, matching that of the substation building.

3.0 SITE HISTORY

3.1 The application site has a significant planning history. The most relevant applications are detailed below

Reference	Description	Outcome
19/0546/S106A	Application for a deed of variation to S106 to substitute the existing requirement to provide 50% affordable housing within Phase I with a requirement to provide 50% affordable housing across both Phases I and II and to ensure that the informal open space is provided and maintained.	Pending
19/0176/LBC	Demolition of 'link building' attached to Old Library (Grade II listed).	Pending
19/0175/FUL	The erection of an apartment building (45 affordable dwellings); erection of mixed use building with community centre and ancillary office and meeting rooms on ground floor with 4 affordable dwellings above; change of use of Gate House to mixed use (commercial ground floor (A1/A2/A3/B1/D1 in the alternative) and 1 dwelling on first floor), together with associated external works including provision of open space (including play area), cycle parking, landscaping and demolition of 'link building' attached to Old Library (Grade II listed).	Pending
18/1947/S73	S73 application to vary condition 2 of planning permission ref. 17/2245/FUL (182 dwellings, including 50% affordable, 51sqm of Class B1 (Business) or D1 (Non-Residential Institutions) - in the alternative, basement car park (101 spaces), surface water pumping station, open space (including play area), alterations	Pending

	to junction with Mill Road and associated works) to change accessibility levels; introduce 4 additional units, including 1 to replace pumping station; revisions to heights and design of dwellings on Headly Street; and redistribution of 50% affordable housing provision within Phase I to 50% affordable housing provision across both Phases I and II (to be secured through S106).	
17/2245/FUL	(Non-Residential Institutions) - in the alternative, basement car park (101 spaces), surface water pumping station, open space (including play area), alterations to the junction with Mill Road, together with associated external works including cycle parking and landscaping.	Permission Granted
17/2192/FUL	Demolition of existing buildings and structures	Permission Granted

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

- 5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2018	Local	1 14 24 26 27 33 35 36 57 61 81 82

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

Central Government Guidance	National Planning Policy Framework February 2019 National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards Circular 11/95 (Annex A)
Supplementary Planning Documents (These have been prepared in parallel with the Local Plan preparation and will be shortly adopted by the Executive Councillor by an out of cycle decision.)	Mill Road Depot draft Planning and Development Brief

<p>Previous Supplementary Planning Documents</p> <p>(These documents, prepared to support policies in the 2006 local plan are no longer SPDs, but are still material considerations.)</p>	<p>Sustainable Design and Construction (May 2007)</p>
<p>Material Considerations</p>	<p><u>City Wide Guidance</u></p> <p>Air Quality in Cambridge – Developers Guide (2008)</p> <p>Arboricultural Strategy (2004)</p> <p>Cambridge City Council Draft Air Quality Action Plan 2018-2023</p>
	<p><u>Area Guidelines</u></p> <p>Mill Road Conservation Area Appraisal (2011)</p>

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

6.1 No objection raised

Environmental Health

6.2 Initial concerns were raised by the Environment Protection Officers with regard to noise and carbon dioxide build up within the structure. However, additional information has been submitted and the scheme is now considered acceptable subject to the imposition of conditions relating to gas protection, plant noise and construction hours.

Urban Design and Conservation Team

- 6.3 No objection raised subject to the imposition of a condition requiring submission of materials samples prior to the commencement of work.

7.0 REPRESENTATIONS

- 7.1 Local residents have been consulted on the proposal and a site notice was erected outside the site. In addition, a press notice was placed in the Cambridge Evening News on 11th January 2019.
- 7.2 No representations have been received.

8.0 ASSESSMENT

- 8.1 I consider that the main issues for consideration are:
1. Principle of development
 2. Design and the impact of the proposal on the streetscene and wider conservation area
 3. Residential amenity
 4. Highway and parking impact
 5. Land contamination

Principle of Development

- 8.2 The application site is designated as a 'proposal site' and within an 'opportunity area' according to the Cambridge Local Plan 2018. The Local Plan identifies the site for residential development. The site has had approval for a residential-led scheme, whilst this committee has heard another application for phase two of this scheme.
- 8.3 Whilst the substation building is not, in itself, a residential building, it is considered that the proposal is essential to enable the residential development to function and is, therefore, a fundamental aspect in the residential ambition for the site. As discussed earlier in the report, it is worthy of note that a substation had previously been approved within the wider site (falling within the confines of phase one) and this application merely seeks to provide an alternative location for this.

- 8.4 In my opinion, the principle of the development is acceptable and in accordance with policies 14 and 24 of the adopted Cambridge Local Plan 2018.

Design and the impact of the proposal on the streetscene, wider conservation area and nearby listed building

- 8.5 The proposed substation building would be single storey in nature and would have a modest footprint. The building and screening would be set back some 30m from Mill Road and would be barely visible, with some views blocked by the presence of the former library building. Views would become more evident from new roads within the proposed development itself although these would also be minimal due to the location of the substation tucked in between other buildings. The proposal, due to its modest scale and mass and limited visibility, is considered to be acceptable with respect to its impact on the streetscene and wider Mill Road conservation area.
- 8.6 The proposal is located within eight metres of the Grade II Listed former library building. The single storey nature of the proposal, along with its modest footprint, means that the structure would not visually compete with the special interest of the listed building. The siting of the substation and screening between other, taller buildings means that there are very few locations from where the substation would be read in the same view as the listed building.
- 8.7 In the event of planning permission being granted, it is considered prudent to secure details of the materials to be used in the construction of the substation and screening by way of condition, so as to ensure that the visual aesthetic is acceptable. In addition, the Council's Conservation Officer has raised no objection to the proposal.
- 8.8 With the above in mind, I am of the opinion that the proposal is compliant with policies 57 and 61 of the adopted Cambridge Local Plan 2018.

Residential Amenity

- 8.9 The proposal would be situated in excess of eleven metres away from the nearest existing residential site, with this distance increasing to sixteen metres to the nearest existing dwelling. The proposal is considered to be far enough away from existing properties, and of a small enough scale, so as to not have an adverse impact upon their amenity.
- 8.10 The proposal must be considered in relation to the development proposed on the wider depot site itself, with new residential development having already been approved, and further development considered by this committee today.
- 8.11 The proposal would be located directly next to new residential units – some within the existing two storey gatehouse building and others within a three storey building considered today under application reference 19/0175/FUL.
- 8.12 The location of openings on these buildings, along with the minor scale and mass of the substation and screening, mean that the proposal would not have an adverse impact upon light receipt, nor would the proposal appear unduly overbearing. The non-residential nature of the substation means that there are no concerns over loss of privacy or overlooking.
- 8.13 The nature of substations means that there is likely to be some noise generation from the proposal. The Council's Environmental Protection Officer has been consulted on the scheme and requested a noise assessment to be produced to demonstrate that the proposal would not have an unacceptable impact on nearby residential properties. A document entitled "Preliminary Acoustic Assessment – Proposed Substation" (dated January 2019 and ref: JDB/JEB/P18-1445/01TN) was subsequently produced. Following review of this document, the Environmental Protection Officer has confirmed that there are no objections to the proposal subject to a condition being imposed to secure a scheme for insulation of the substation to ensure adequate soundproofing is achieved.
- 8.14 The site is known to have contaminated land. The Council's Environmental Protection Officer has requested that a condition be imposed to secure a specification for gas protection to be incorporated into the design of the building prior to the commencement of works. An additional condition has been

requested to limit construction hours so as to ensure that the development is carried out in a neighbourly way.

8.15 I see no reason to conclude differently to the Council's Environmental Protection Officer, and consider the proposed conditions adequate.

8.16 With the above in mind, I am of the opinion that the proposal is compliant with policies 35 and 36 of the adopted Cambridge Local Plan 2018.

Highways and parking impact

8.17 The proposal does not alter access and egress arrangements to the site and the likely limited amount of visits to the development means that there is no need for dedicated parking provision.

8.18 The Highways Authority have been consulted on the proposal and no objection has been raised.

8.19 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 81 and 82.

9.0 CONCLUSION

9.1 The proposal is considered to be acceptable in principle, with respect to design, impact on heritage assets, neighbouring amenity, and there are no highways or parking concerns.

10.0 RECOMMENDATION

APPROVE subject to the following 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 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. No development shall take place above ground level, other than demolition, until samples of the external materials to be used in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Development shall thereafter be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area (Cambridge Local Plan 2018 policies 55 and 57).

4. 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 2018 policy 35).

5. Prior to the commencement of the development a specification for gas protection to be incorporated into the building design (to prevent build-up of potentially asphyxiating gases) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To ensure that the remediation measures associated with the ground gas generation of the site are agreed in advance of commencement of the development in the interest of environmental and public safety (Cambridge Local Plan 2018 Policy 33).

6. The development shall be carried out in accordance with the "Preliminary Acoustic Assessment - Proposed Substation" dated January 2019 (ref: JDB/JEB/P18-1445/01TN).

Reason: To protect the amenity of the adjoining properties (Cambridge Local Plan 2018 policy 35).

7. Notwithstanding the approved acoustic assessment, prior to the installation of plant a scheme for the insulation of the plant in order to minimise the level of noise emanating from the said plant shall be submitted to and approved in writing by the local planning authority and the scheme as approved shall be fully implemented before the use hereby permitted is commenced.

The combined rating level of sound emitted from all fixed plant and/or machinery associated with the substation development at the use hereby approved shall not exceed the rating level limits specified within the Create "Preliminary Acoustic Assessment - Proposed Substation" dated January 2019 (ref: JDB/JEB/P18-1445/01TN).

Reason: To protect the amenity of the adjoining properties (Cambridge Local Plan 2018 policy 35).

PLANNING COMMITTEE

17th June 2019

Application Number	18/1947/S73	Agenda Item	
Date Received	11th December 2018	Officer	Patricia Coyle
Target Date	12th March 2019		
Ward	Petersfield		
Site	Mill Road Depot Mill Road		
Proposal	S73 application to vary condition 2 of planning permission ref. 17/2245/FUL (182 dwellings, including 50% affordable, 51sqm of Class B1 (Business) or D1 (Non-Residential Institutions) - in the alternative, basement car park (101 spaces), surface water pumping station, open space (including play area), alterations to junction with Mill Road and associated works) to change accessibility levels; introduce 4 additional units, including 1 to replace pumping station; revisions to heights and design of dwellings on Headly Street; and redistribution of 50% affordable housing provision within Phase I to 50% affordable housing provision across both Phases I and II (to be secured through S106).		
Applicant	Cambridge Investment Partnership c/o Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The amendment will improve the accessibility of the scheme to better align with standards in the Council's Local Plan - The amendment will provide an additional 4 dwellings with minimal adjustment to built footprint and without harming existing residential amenity - The amendment guarantees the delivery of 50% affordable housing
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	across the entire Mill Road Depot development
RECOMMENDATION	APPROVAL

0.0 BACKGROUND

- 0.1 These applications have been submitted by Cambridge Investment Partnership (CIP) which is a joint venture company set up by Cambridge City Council and Hill Investment Partnership. The purpose of the partnership is to deliver 500 net new council rented homes across the City using mainly council owned sites/assets. The City Council has received £70 million support from central government as part of the Devolution Deal to help achieve this target.

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site area is 2.15 hectare and located within Petersfield ward. The site forms the majority of the wider Mill Road Depot site. A separate application for the remainder of the site (the southern section) has been presented to you earlier in this meeting (reference 19/0175/FUL).
- 1.2 The application site benefits from planning permission for the erection of 182 dwellings (including 50% affordable housing), 51sqm of floor-space consisting of Use Class B1 (Business) or D1 (Non-Residential Institutions) - in the alternative, basement car park (101 spaces), surface water pumping station, open space (including play area), alterations to the junction with Mill Road, together with associated external works including cycle parking and landscaping (reference 17/2245/FUL). This was granted on 11th June 2018.
- 1.3 The site is located within the designated Mill Road conservation area. There are no listed buildings on the site but the former library building adjacent to the site is listed (grade II) and a number of buildings of local interest (BLI's) are within close proximity of the site.

2.0 THE PROPOSAL

2.1 This application seeks to make minor amendments to the permission mentioned above. The amendments sought are as follows:

- Alterations to the accessibility of the new homes to meet the new Local Plan standards for 100% M4(2) and 5% of the council rented housing as M4(3) with the exception of the two flats above the commercial unit in B_09 which shall have stair lift access
- Change of mix in block B.08 to provide accessible units with lift access. The change in layout would create an additional two dwellings without altering the footprint or scale of the building.
- Replace the pumping station (which is no longer required) with one dwelling.
- Creation of a studio flat in place of the approved substation. An alternative location for the substation has been heard under a separate application at this committee.
- Change of houses H_04 to H_08 on Headly Street from 2-storey 3-bedroom units to 3-storey 4-bedroom units.
- Change of tenure of properties within phase one in order to facilitate a 50% affordable housing provision across the wider site (in conjunction with the phase two planning application considered earlier today).

2.2 The application is accompanied by the following supporting information:

- Supporting statement;
- Planning drawings

3.0 SITE HISTORY

3.1 The application site has an extensive planning history. The most relevant applications are detailed below

Reference	Description	Outcome
19/0546/S106A	Application for a deed of variation to S106 to substitute the existing requirement to provide 50% affordable housing within Phase I with a requirement to provide 50% affordable	Pending

	housing across both Phases I and II and to ensure that the informal open space is provided and maintained.	
19/0176/LBC	Demolition of 'link building' attached to Old Library (Grade II listed).	Pending
19/0175/FUL	The erection of an apartment building (45 affordable dwellings); erection of mixed use building with community centre and ancillary office and meeting rooms on ground floor with 4 affordable dwellings above; change of use of Gate House to mixed use (commercial ground floor (A1/A2/A3/B1/D1 in the alternative) and 1 dwelling on first floor), together with associated external works including provision of open space (including play area), cycle parking, landscaping and demolition of 'link building' attached to Old Library (Grade II listed).	Pending
18/1990/FUL	Erection of a single storey building to house a substation, and associated screening.	Pending
17/2245/FUL	The erection of 182 dwellings (including 50% affordable housing), 51sqm of floor-space consisting of Use Class B1 (Business) or D1 (Non-Residential Institutions) - in the alternative, basement car park (101 spaces), surface water pumping station, open space (including play area), alterations to the junction with Mill Road, together with associated external works including cycle parking and landscaping.	Permission granted

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners/Occupiers:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2018	Local	1, 3, 5, 14, 24, 27, 28, 29, 31, 32, 33, 34 35, 36, 45, 50, 51, 55, 56, 57, 58, 59, 60, 61, 62, 68, 71, 73, 80, 81, 82, 85

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

Central Government Guidance	National Planning Policy Framework February 2019 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 (Annex A)
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007) Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012) Planning Obligation Strategy (March 2010)
Material Considerations	<u>City Wide Guidance</u>

	Cycle Parking Guide for New Residential Developments (2010) Public Art SPD 2010.
	<u>Area Guidelines</u> Mill Road Depot Planning and Development Brief SPD

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 No objection raised subject to the imposition of a condition requiring that the garage door of the new dwelling on Hooper Street does not open in a manner which would oversail the highway, in the interest of highways safety.

Cambridgeshire County Council (Growth Projects Officer)

- 6.2 No objection raised but additional contributions requested towards primary and secondary school contributions.

Conservation Officer (City Council)

- 6.3 The Conservation Officer has confirmed that the proposal raises no material concerns from a conservation point of view.

Environmental Health Officer

- 6.4 The Environmental Health Officer has raised no objections subject to the imposition of an additional condition requiring an EV charging point for the new dwelling on Hooper Street.

Sustainable Drainage Officer

- 6.5 The Officer has requested an updated surface water drainage plan and revised strategy statement be provided as part of the submission.

Local Lead Flood Authority (LLFA)

- 6.6 The LLFA Officer has raised no objection to the proposal.

Landscape Officer

- 6.7 No objection raised.

Tree Officer

- 6.8 The Council's Arborist has been consulted on the proposal and has raised an objection to the loss of a silver birch tree on Hooper Street.

Ministry of Defence

- 6.9 No objection raised.

Other

- 6.10 No other comments have been received from statutory consultees.

7.0 REPRESENTATIONS

- 7.1 The owners/occupiers of the following addresses have made representations objecting to the proposal:

- ☐ 19 Cavendish Road
- ☐ 21 Cavendish Road
- ☐ 99 Cavendish Road
- ☐ 105 Cavendish Road
- ☐ 14 Hooper Street
- ☐ 23 Hooper Street
- ☐ 39 Great Eastern Street
- ☐ 57 Great Eastern Street
- ☐ 79 Great Eastern Street
- ☐ 113 Gwydir Street
- ☐ 140 Gwydir Street
- ☐ 176 Gwydir Street
- ☐ 20 Kingston Street
- ☐ 15 Shelly Garden
- ☐ 90 Ainsworth Street
- ☐ 106 Ainsworth Street
- ☐ 6 Edward Street

7.2 The representations can be summarised as follows:

Comment made	Officer response
Tall buildings between three and six storeys are inappropriate	Please see section 8
Buildings out of character with the existing Victorian-style buildings. New buildings should look like the existing	Please see section 8
Tall buildings will overlook and overshadow properties on Great Eastern Street	Please see section 8
Increase in noise from the trains as the noise will bounce off the tall buildings. Train frequency will also increase.	Please see section 8
The small road will not cope with the additional traffic	Please see section 8
Loss of a tree	Please see section 8
Loss of views due to tall buildings	Please see section 8
Population increase will impact local services	Please see section 8
Negative impact on property values	This is not a material planning consideration
Loss of visitor cycle racks	None are being lost. Plans have been updated accordingly
Accessibility of cycle stores	Please see section 8
Omission of appropriate cycle store for the new dwelling on Hooper Street	Plans have been amended to address this
Lack of off-gauge cycle parking provision	Please see section 8
Loss of affordable housing	Please see section 8
Impact on the Chisholm Trail	Please see section 8
Scale of new Headly Street dwelling	Please see section 8

7.3 Camcycle responded to the proposal and raised concerns over a number of issues including cycle storage provision, and the gate width to rear gardens being too narrow. Further to these comments, the applicant met with Camcycle, and amended plans were submitted to address these concerns. Camcycle

have confirmed that their concerns were overcome subject to the capacity of the external cycle store to the south of the site being of a sufficient capacity.

- 7.4 One letter of support has been received from 75 Cavendish Road who considered the provision of new housing, including affordable housing within existing communities should be encouraged.
- 7.5 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

- 8.1 It is important to note that the proposal does not seek to make changes to the development outside of those specified above. In particular, it is noted that many of the concerns raised relate to buildings of up to six storeys in height on the site. These have already been granted planning permission, do not form part of this application, and so this application cannot reassess these.
- 8.2 With the above in mind, and from the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:
1. Context of site, design and external spaces
 2. Impact on the adjacent Grade II listed building and the Mill Road conservation area
 3. Residential amenity
 4. Refuse arrangements
 5. Highway safety
 6. Car and cycle parking
 7. Drainage
 8. Trees
 9. Affordable housing
 10. S106 contributions

Context of site, design and external spaces (and impact on heritage assets)

- 8.3 The site sits within a predominantly residential area with building heights varying between 1 and 3 storeys. It is important

to bear in mind that an extant planning permission exists on this site, and construction works are already under way.

- 8.4 This application proposes some relatively minor changes to the approved scheme, as detailed in section 2.0.
- 8.5 It is noted that concerns have been raised regarding the density of the proposal, but as earlier stated, the height and massing of the apartment blocks are not being altered by this proposal. The increase in height of the dwellings along Headly Street would be appropriate when viewed within the wider context of what has been approved on this site, as well as development proposed within phase 2, which has been considered by this committee earlier today.
- 8.6 Concerns regarding the style of the buildings have been raised – in particular that the new dwellings should appear as if they were built in the Victorian times. The design of the new dwellings is consistent with the rest of the development and a pastiche of a Victorian style property would be inappropriate.
- 8.7 It is my opinion that the form, height and layout of the proposed development is appropriate to the surrounding pattern of development and the character of the area and would not constitute overdevelopment. In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 52, 55, 56, 57, 59, 60 and 61.

Impact on the adjacent Grade II listed building and the Mill Road conservation area

- 8.8 It is worthy of note that the proposal seeks to make minor alterations to the approved scheme.
- 8.9 The Council's Conservation Officer has been consulted on the proposal and has raised no objections to the proposal, acknowledging that there is no material change in impact on the heritage assets above and beyond the approved scheme.
- 8.10 The scale of the proposed changes are situated far enough away from the listed former library building, and are of a small enough scale, that I do not consider that they adversely impact on said building.

- 8.11 The alterations proposed sit within the wider development site and would mainly be visible from within the site itself, bearing in mind that the proposed phase two development would sit between this site and Mill Road. With this in mind, I consider that the proposal would preserve the character and setting of the Mill Road conservation area.
- 8.12 It is my opinion that the proposal is appropriate with respect to the Mill Road conservation area and listed former library building. In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 61 and 62.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.13 Most of the concerns raised with regard to amenity impact relate to the apartment blocks causing overshadowing, loss of privacy, and increased noise. As previously mentioned, this application does not seek to make alterations to the scale and mass of these buildings and so this report will not address these concerns further.
- 8.14 There is an increase in height to five houses which face towards phase two development, and the approved pumping station which faces Hooper Street. These would increase by one storey only. The five dwellings facing Headly Street would be three storeys in height and the new dwelling replacing the approved pumping station will be two storeys.
- 8.15 The closest relationship between a dwelling with increased height and an existing property will be the dwelling which will replace the pumping station. This property would sit approximately ten metres away from the nearest existing property and this distance would be to the flank garden wall. The property itself would sit even further away.
- 8.16 I am satisfied that the proposed changes, due to their siting, layout and distance from existing dwellings and boundaries, would not have a significant adverse impact on the residential amenity of the neighbouring occupiers such that it would warrant refusal, and is compliant with Cambridge Local Plan (2018) policies 55 and 56.

Amenity for future occupiers of the site

- 8.17 Policy 50 of the Cambridge Local Plan (2018) sets out internal residential space standards. All units proposed comply with, and most exceed, these standards. In this regard, I consider that all the new homes proposed would provide a high quality internal living environment for the future occupants.
- 8.18 Policy 50 of Cambridge Local Plan (2018) states that all new residential units will be expected to have direct access to an area of private amenity space. The proposal complies with this.
- 8.19 As well as the private amenity spaces, the development incorporates a number of shared green spaces, as outlined earlier in this report.
- 8.20 In my opinion the proposal provides a high-quality living environment and an appropriate standard of residential amenity for future occupiers, and I consider that in this respect it is compliant with Cambridge Local Plan (2018) policy 50.
- 8.21 The proposed changes have been assessed for compliance with Policy 51 and all new dwellings comply with the requirements of Part M4 (2) of the Building Regulations with the exception of the two flats above the commercial unit in B_09. As stated earlier, 5% of new affordable dwellings across proposed development would comply with Part M4(3).
- 8.22 I am content that the proposal complies with Cambridge Local Plan (2018) policies 50 and 51.

Refuse Arrangements

- 8.23 The amendments do not change the approved approach to refuse and recycling storage and collection. However, they do improve accessibility to the bin stores in B_05 and B_06 to correct a previously identified concern.
- 8.24 The Council's Refuse and Recycling Officer has been consulted on the application and no response has been received.
- 8.25 Drag distance would still be within ten metres and this would comply with the RECAP Waste Design Guide (2012).

- 8.26 In my opinion the proposal is compliant in this respect with Cambridge Local Plan (2018) policy 57.

Highway Safety

- 8.27 The proposal does not introduce any new accesses from Mill Road and no new road infrastructure is proposed. This accords with the SPD which sought a single point of access from Mill Road for this site.
- 8.28 The Highway Authority was consulted as part of the application and have raised no objection to the scheme subject to the imposition of a condition as outlined in section 6.0.
- 8.29 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 81.

Car and Cycle Parking

- 8.30 The Cambridge Local Plan (2018) seeks to support developments that incorporate sustainable forms of transport, including walking, cycling and public transport.

Car Parking

- 8.31 Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with, and not exceed, the maximum car parking standards as set out within appendix L of the same document.
- 8.32 The site is located within a Controlled Parking Zone (CPZ) and, with this in mind, the maximum car parking provision on site is for:
- No more than 1 spaces per dwelling (up to 2 bedrooms)
- 8.33 The new dwelling on Hooper Street has been provided with an allocated parking space within an internal garage. The remaining dwellings will not have allocated parking.
- 8.34 Given the sustainable location of the site (close to the town centre, train station as well as bus and cycle routes), it is considered appropriate to encourage a modal shift to more sustainable development in a development of this ilk.

Cycle Parking

- 8.35 Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with the cycle parking standards as set out within appendix L of the same document.
- 8.36 The standards set out that one cycle space should be provided for dwellings of up to 3 bedrooms, and three spaces for 4 bedroom dwellings. It is stated that cycle parking should not, where possible, be located at basement level.
- 8.37 All dwellings are compliant with the required standards outlined above and all cycle stands would be Sheffield stands.
- 8.38 Concerns have been raised regarding the lack of cycle parking for off-gauge bicycles. The approved plans provide dedicated storage for off-gauge cycle parking, and this is unchanged by this proposal
- 8.39 Following comments from Camcycle, all access ways to and from the stores are now a minimum of 1.00m wide, in accordance with the City Council's guidance. In addition, an amendment was made to ensure that the Chisholm Trail route is unaltered compared to the approved scheme.
- 8.40 In my opinion the proposal promotes the prevalence of sustainable transport methods in a sustainable location, and encourages a shift from car reliance to more sustainable methods of transport, including walking and cycling. This is emphasised by the inclusion of access points for the Chisholm Trail. I consider the proposal to be compliant with Cambridge Local Plan (2018) policy 82.

Integrated water management and flood risk

- 8.41 Following approval of the original application the applicant has worked with engineers to remove the requirement for the surface water pumping station and develop a more sustainable drainage strategy.
- 8.42 The Drainage Team has requested an updated surface water drainage plan and revised strategy statement be submitted. This has been submitted by the applicant to discharge their obligation by way of planning condition for the originally

approved development and such obligation will be carried through to this amended application.

- 8.43 In my opinion, the proposal is compliant with the paragraph 163 of the National Planning Policy Framework (2019) and policy 31 of the Cambridge Local Plan (2018).

Trees

- 8.44 The proposal does see the loss of one silver birch tree on Hooper Street, and it is noted that this has been raised as a concern by a number of residents. The Council's Tree Officer has raised an objection to the proposal due to the loss of the tree.
- 8.45 I would agree that the loss of the tree is unfortunate. However, the proposal seeks to replace the approved pumping station with a more appropriate use on this corner of the Mill Road Depot development. The proposed two storey house addresses the conservation area sympathetically and two additional trees are proposed just to the east of the new house.
- 8.46 It is the responsibility of the Local Planning Authority to weigh up any perceived harm of a scheme against the wider benefits.
- 8.47 Whilst the retention of the tree would be preferable, and with the benefits of the redevelopment of this site in mind, I consider that the mitigation measure proposed of two new trees could be acceptable should suitable species and sizes be planted. I would recommend a condition to have the details of the trees agreed by the Local Planning Authority in order to ensure that the trees planted provide adequate mitigation for the felled tree.
- 8.48 In my opinion, subject to this condition, the proposal is compliant with Cambridge Local Plan (2018) policy 71.

Affordable Housing

- 8.49 Policy 45 of the Cambridge Local Plan (2018) seeks to secure 40% affordable housing on schemes of 15 or more dwellings.
- 8.50 The proposal seeks to change the affordable housing provision on this phase of development so as to ensure that a 50% affordable housing provision across the whole site is achieved.

- 8.51 The reduction in affordable housing on this parcel has been discussed within the phase two application heard by this committee earlier today. Concerns have been raised about the loss of affordable housing. Whilst the proposal would see a reduction in affordable housing on this part of the site, the proposal would see significantly more than 50% affordable housing provided on the southern part of the site (phase 2), which would see the overall site provision balanced out at 50%. A carefully worded legal agreement will guarantee that 50% affordable housing will be provided.
- 8.52 It is noted that the Council's policy seeks to ensure that affordable housing provision is pepper-potted and not clustered in one place. In this instance, the proposal would see the reduction in clustering on this part of the site.

S106 Contributions

- 8.53 It is noted that there are concerns regarding the impact of the development on local services.
- 8.54 The Community Infrastructure Levy (CIL) Regulations 2010 have introduced the requirement for all local authorities to make an assessment of any planning obligation in relation to three tests. Each planning obligation needs to pass three statutory tests to make sure that it is
- a) necessary to make the development acceptable in planning terms;
 - (b) directly related to the development; and
 - (c) fairly and reasonably related in scale and kind to the development.
- 8.55 In line with the CIL Regulations, councils can pool no more than five S106 contributions towards the same project. The new 'pooling' restrictions were introduced from 6 April 2015 and relate to new S106 agreements. This means that all contributions now agreed by the city council must be for specific projects at particular locations, as opposed to generic infrastructure types within the city of Cambridge.
- 8.56 In bringing forward my recommendations in relation to the Planning Obligation for this development I have considered these requirements. The Planning Obligation Strategy (2010)

provides a framework for expenditure of financial contributions collected through planning obligations. The applicant has indicated their willingness to enter into a S106 planning obligation in accordance with the requirements of the Strategy.

I consider it appropriate that in the event of permission being granted, an appropriate uplift should be provided with respect to library contributions, education, NHS and open spaces where deemed appropriate by the Section 106 Officer.

- 8.57 Subject to the amendment of the existing S106 planning obligation to secure the above infrastructure and affordable housing provision to reflect the changes detailed above, I am satisfied that the proposal accords with Cambridge Local Plan (2018) policy 45 and the Planning Obligation Strategy 2010.

9.0 CONCLUSION

- 9.1 The proposed is for minor alterations to the planning permission granted on the northern part of the Mill Road Depot site under planning permission reference 17/2245/FUL.
- 9.2 The application has been considered against the relevant policies, and upon assessment, I consider that the application complies with national and local policies, and should, therefore, be granted planning permission subject to appropriate planning conditions and a S106 legal agreement.

10.0 RECOMMENDATION

APPROVE subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of planning permission ref 17/2245/FUL.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. The conditions of planning permission 17/2245/FUL (as set out below) shall continue to apply to this permission.

Where conditions pertaining to 17/2245/FUL have been discharged, the development of 18/1947/S73 shall be carried out in accordance with the terms of discharge and those conditions shall be deemed to be discharged for this permission also.

Reason: To define the terms of the application.

4. Submission of Preliminary Contamination Assessment:

Prior to the commencement of the development (or phase of) or investigations required to assess the contamination of the site, the following information shall be submitted to and approved in writing by the local planning authority:

(a) Desk study to include:

- Detailed history of the site uses and surrounding area (including any use of radioactive materials)

- General environmental setting.

- Site investigation strategy based on the information identified in the desk study.

(b) A report setting set out what works/clearance of the site (if any) is required in order to effectively carry out site investigations.

Reason: To adequately categorise the site prior to the design of an appropriate investigation strategy in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

5. Submission of site investigation report and remediation strategy:

Prior to the commencement of the development (or phase of) with the exception of works agreed under condition 4 and in accordance with the approved investigation strategy agreed under clause (b) of condition 4, the following shall be submitted to and approved in writing by the local planning authority:

(a) A site investigation report detailing all works that have been undertaken to determine the nature and extent of any contamination, including the results of the soil, gas and/or water analysis and subsequent risk assessment to any receptors

(b) A proposed remediation strategy detailing the works required in order to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters. The strategy shall include a schedule of the proposed remedial works setting out a timetable for all remedial measures that will be implemented.

Reason: To ensure that any contamination of the site is identified and appropriate remediation measures agreed in the interest of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

6. Implementation of remediation.

Prior to the first occupation of the development (or each phase of the development where phased) the remediation strategy approved under clause (b) to condition 5 shall be fully implemented on site following the agreed schedule of works.

Reason: To ensure full mitigation through the agreed remediation measures in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

7. Completion report:

Prior to the first occupation of the development (or phase of) hereby approved the following shall be submitted to, and approved by the local planning authority.

(a) A completion report demonstrating that the approved remediation scheme as required by condition 5 and implemented under condition 6 has been undertaken and that the land has been remediated to a standard appropriate for the end use.

(b) Details of any post-remedial sampling and analysis (as defined in the approved material management plan) shall be included in the completion report along with all information concerning materials brought onto, used, and removed from the development. The information provided must demonstrate that the site has met the required clean-up criteria.

Thereafter, no works shall take place within the site such as to prejudice the effectiveness of the approved scheme of remediation.

Reason: To demonstrate that the site is suitable for approved use in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33

8. Material Management Plan:

Prior to importation or reuse of material for the development (or phase of) a Materials Management Plan (MMP) shall be submitted to and approved in writing by the Local Planning Authority. The MMP shall:

- a) Include details of the volumes and types of material proposed to be imported or reused on site
- b) Include details of the proposed source(s) of the imported or reused material
- c) Include details of the chemical testing for ALL material to be undertaken before placement onto the site.
- d) Include the results of the chemical testing which must show the material is suitable for use on the development
- e) Include confirmation of the chain of evidence to be kept during the materials movement, including material importation, reuse placement and removal from and to the development.

All works will be undertaken in accordance with the approved document.

Reason: To ensure that no unsuitable material is brought onto the site in the interest of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

9. If unexpected contamination is encountered whilst undertaking the development which has not previously been identified, works shall immediately cease on site until the Local Planning Authority has been notified and the additional contamination has been fully assessed and remediation approved following steps (a) and (b) of condition 5 above. The approved remediation shall then be fully implemented under condition 6.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

10. 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 2018 Policy 35)

11. 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 2018 Policy 35)

12. Prior to the commencement of the development hereby approved (including any pre-construction, demolition, enabling works or piling), the applicant shall submit a report in writing, regarding the demolition / construction noise and vibration impact associated with this development, for approval by the local authority. The report shall be in accordance with the provisions of BS 5228:2009 Code of Practice for noise and vibration control on construction and open sites and include full details of any piling and mitigation measures to be taken to protect local residents from noise and or vibration. Development shall be carried out in accordance with the approved details.

Due to the proximity of this site to existing residential premises and other noise sensitive premises, impact pile driving is not recommended.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 Policy 35)

13. No development shall commence until a programme of measures to minimise the spread of airborne dust from the site during the demolition / construction period has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 Policy 36)

14. Prior to installation of any external fixed, mechanical plant, a scheme for the insulation of said plant in order to minimise the level of noise emanating from the said plant shall be submitted to and approved in writing by the local planning authority and the scheme as approved shall be fully implemented before the use hereby permitted is commenced.

The combined sound rating level of sound emitted from all fixed plant and/or machinery associated with the development at the use hereby approved shall not exceed the sound rating level limits specified within the Mott Macdonald 'Mill Road Depot, Cambridge Noise and Vibration impact assessment report dated 18th December 2017 (Document reference: 383347NS01 | 01 | D)'.

Reason: To protect the amenity of existing and future properties (Cambridge Local Plan 2018 Policy 35)

15. Prior to the commencement of development/construction, details of an alternative ventilation scheme for the habitable rooms within blocks B2, B3, B4, B5, B6 and B7 on the east and south façades to negate / replace the need to open windows, in order to protect future occupiers from external traffic and railway noise shall be submitted to and approved in writing by the local planning authority. The ventilation scheme shall achieve at least 2 air changes per hour. Full details are also required of the operating noise level of the alternative ventilation system.

The scheme shall be installed before the use hereby permitted is commenced and shall be fully retained thereafter.

Reason: To protect the amenity of future occupants from high ambient noise levels in the area. (Cambridge Local Plan 2018 Policy 35)

16. Prior to the commencement of development/construction, a noise insulation / attenuation scheme as appropriate, detailing the acoustic /noise insulation performance specification of the external building envelope of the residential units (having regard to the building fabric, glazing and ventilation) and other mitigation to reduce the level of noise experienced internally at the residential units as a result of high ambient noise levels in the area from road and rail shall be submitted to and approved in writing by the local planning authority. The scheme shall have regard to the external and internal noise levels recommended in British Standard 8233:2014 "Guidance on sound insulation and noise reduction for buildings".

The scheme as approved shall be fully implemented before the use hereby permitted is commenced and shall be retained thereafter.

Reason: To protect the amenity of future occupants from high ambient noise levels in the area. (Cambridge Local Plan 2018 Policy 35)

17. Prior to the commencement of development, a detailed ground-borne mitigation building design scheme demonstrating how the propagation of ground-borne vibration including reradiated vibration noise within blocks 2 - 7 is to be controlled to ensure that vibrations from railway traffic are not amplified between the foundations and the receiving rooms, shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved scheme.

Reason: To protect the amenity of future occupants from vibrations attributed to the use of the adjacent railway line (Cambridge Local Plan 2018 Policy 35)

18. Prior to the commencement of above ground works to any units within blocks B2, B3, B4, B5, B6 and B7, on the east and south elevations, full details of the design and construction of the enclosed winter gardens located on the east and south elevations of said blocks, including the acoustic / noise insulation performance specification of the glazing, to reduce the level of noise experienced at the residential units as a result of high ambient noise levels in the area from road and rail shall be submitted to and approved in writing by the local planning authority.

The winter gardens shall be installed in accordance with the approved details and retained in situ thereafter.

Reason: To protect the amenity of future occupants from high ambient noise levels in the area. (Cambridge Local Plan 2018 Policy 35)

19. Prior to the installation of any artificial lighting, an artificial lighting scheme shall be submitted to and approved in writing by the local planning authority. 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) as detailed within the Mott Macdonald "Mill Road Development - Lighting Strategy" document dated 8th December 2017.

The approved lighting scheme shall be installed, maintained and operated in accordance with the approved details / measures.

Reason: In the interests of amenity. (Cambridge Local Plan 2018 Policy 34)

20. The B1 or D1 use space on the ground floor of B.09 shall be open only between 08:00 and 23:00 Monday to Saturday and 09:00 and 18:00 Sunday and Bank Holidays.

Reason: To protect residential amenities and to accord with policy 35 of the Local Plan 2018.

21. Amplified music shall not be permitted on the ground floor of the B.09 building at any time.

Reason: To protect residential amenities and accord with policy 35 of the Local Plan 2018.

22. Before the development hereby permitted is commenced, a scheme for the insulation of the ground floor of B.09 building in order to minimise the level of noise emanating from the said building shall be submitted to and approved in writing by the local planning authority. The scheme as approved shall be fully implemented before the building hereby permitted is occupied and shall be thereafter retained as such.

Reason: To protect residential amenities and to accord with policy 35 of the Local Plan 2018.

23. Prior to occupation, further information shall be submitted and agreed in writing by the local planning authority in relation to the technical specification of the proposed gas fired Combined Heat and Power System, including emissions standards. Any gas fired CHP shall meet an emissions standard of:

Spark ignition engine: less than 150 mgNO_x/Nm³

Compression ignition engine: less than 400 mgNO_x/Nm³

Gas turbine: less than 50 mgNO_x/Nm³

Reason: To protect local air quality and human health by ensuring that the production of air pollutants such as nitrogen dioxide and particulate matter are kept to a minimum during the lifetime of the development, to contribute toward National Air Quality Objectives and accords with the requirements of the National Planning Policy Framework (NPPF) and policies 28, 35 and 36 of the Cambridge Local Plan 2018.

24. The industrial plant approved under Condition 23 shall be installed in accordance with the approved details before the first occupation of the development and shall thereafter be retained as such.

Reason: To protect local air quality and human health by ensuring that the production of air pollutants such as nitrogen dioxide and particulate matter are kept to a minimum during the lifetime of the development, to contribute toward National Air Quality Objectives and accords with the requirements of the National Planning Policy Framework (NPPF) and policies 28, 35 and 36 of the Cambridge Local Plan 2018.

25. The development hereby approved shall utilise low NO_x boilers, i.e., boilers that meet a dry NO_x emission rating of 40mg/kWh, to minimise emissions from the development that may impact on air quality. Details of the boilers shall be submitted to the local planning authority for approval prior to installation.

A manufacturers NO_x emission test certificate or other evidence to demonstrate that every installed boiler meets the approved emissions standard shall be submitted to and approved by the local planning authority. The details shall demonstrate compliance with the agreed emissions limits. The scheme as approved shall be fully carried out in accordance with the approved details before first occupation and shall be thereafter retained.

Reason: To protect local air quality and human health by ensuring that the production of air pollutants such as nitrogen dioxide and particulate matter are kept to a minimum during the lifetime of the development, to contribute toward National Air Quality Objectives and accords with the requirements of the National Planning Policy Framework (NPPF) and policies 28, 35 and 36 of the Cambridge Local Plan 2018.

26. The electric vehicle charge points and associated infrastructure as detailed in and as shown on drawing numbers 17024_07_099 (Basement Plan) and 17024_07_109 (Houses) shall be installed prior to use of the development hereby permitted and maintained thereafter.

Reason: In the interests of encouraging more sustainable forms of travel/transport and to reduce the impact of development on local air quality, in accordance with the National Planning Policy Framework (NPPF) Paragraph 35 and Policy 36 of the Cambridge Local Plan (2018).

27. The provision of an allocated car club car parking space and car club vehicle as detailed in the Air Quality Assessment (Ref: DM/JEB/P17-1283/02) shall be agreed prior to first occupation of the development hereby permitted and maintained thereafter.

Reason: In the interests of encouraging more sustainable forms of travel/transport and to reduce the impact of development on local air quality, in accordance with the National Planning Policy Framework (NPPF) Paragraph 35 and Policy 36 of the Cambridge Local Plan (2018).

28. The driveway hereby approved shall be constructed using a bound material for the first 6m from the back of the adopted public highway, to prevent debris spreading onto the adopted public highway. Once constructed the driveway shall thereafter be retained as such.

Reason: In the interests of highway safety in accordance with Policy 81 of the Cambridge Local Plan 2018.

29. The driveway hereby approved shall be constructed so that its falls and levels are such that no private water from the site drains across or onto the adopted public highway. Once constructed the driveway shall thereafter be retained as such.

Reason: for the safe and effective operation of the highway in accordance with Policy 81 of the Cambridge Local Plan 2018.

30. No demolition or construction works shall commence on site until a traffic management plan has been agreed with the Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: in the interests of highway safety (Cambridge Local Plan 2018 Policy 81).

31. Prior to the commencement of the first use the vehicular access where it crosses the public highway shall be laid out and constructed in accordance with the Cambridgeshire County Council construction specification.

Reason: In the interests of highway safety and to ensure satisfactory access into the site (Policy 81 of the Cambridge Local Plan 2018).

32. No development shall commence until details of the proposed arrangements for future management and maintenance of the proposed streets within the development have been submitted to and approved in writing by the Local Planning Authority (The streets shall thereafter be maintained in accordance with the approved management and maintenance details until such time as an Agreement has been entered into under Section 38 of the Highways Act 1980 or a Private Management and Maintenance Company has been established).

Reason: To ensure satisfactory development of the site and to ensure estate roads are managed and maintained thereafter to a suitable and safe standard.

33. The manoeuvring areas shall be provided as shown on the drawings and retained free of obstruction.

Reason: In the interests of highway safety and to comply with policy 81 of the Cambridge Local Plan 2018.

34. The access shall be provided as shown on the approved drawings and a retained free of obstruction.

Reason: In the interests of highway safety and to comply with policy 81 of the Cambridge Local Plan 2018.

35. Development shall not commence until a construction management strategy for the demolition and construction phases has been submitted to and approved in writing by the Local Planning Authority. Such a strategy shall include the details of cranes and other tall construction equipment (including the details of obstacle lighting). The approved strategy shall be implemented for the duration of the construction period.

Reason: To ensure that construction work and construction equipment on the site and adjoining land does not obstruct air traffic movements or otherwise impede the effective operation of air traffic navigation transmitter/receiver systems.

36. No drainage works shall commence until a foul water strategy has been submitted to and approved in writing by the Local Planning Authority. No dwellings shall be occupied until the works have been carried out in accordance with the foul water strategy so approved unless otherwise approved in writing by the Local Planning Authority

Reason: To ensure appropriate foul water drainage. (Cambridge Local Plan 2018 policy 28)

37. No drainage works shall commence until a surface water management strategy has been submitted to and approved in writing by the Local Planning Authority. No hard-standing areas to be constructed until the works have been carried out in accordance with the surface water strategy so approved unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure appropriate surface water drainage. (Cambridge Local Plan 2018 policy 28)

38. No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg furniture, play equipment, refuse or other storage units, signs, lighting); proposed and existing functional services above and below ground (eg drainage, power, communications cables, pipelines indicating lines, manholes, supports); retained historic landscape features and proposals for restoration, where relevant. 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.

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 2018 policies 55, 57 and 59)

39. No development shall take place until full details of Sustainable Urban Drainage/landscape features have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours, low flow channels, details showing method of inflow and outflow and detailed design of such features, sections showing details of lining, dimensions, construction, surface treatment, details of culverts, gulleys, rills etc. Details of softworks to drainage features. The development shall be carried out in accordance with the approved details.

Reason: To ensure appropriate surface water drainage. (Cambridge Local Plan 2018 policy 28)

40. No development shall take place until full details of the play areas have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include: location and general arrangement, levels, play equipment, surfacing, fencing, seating and other furniture, lighting and softworks. The development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure the park area is provided as part of the development. (Cambridge Local Plan 2018 policies 55, 57 and 59)

41. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, other than small privately owned, domestic gardens, shall be submitted to and approved by the local planning authority in writing prior to occupation of the development or any phase of the development whichever is the sooner, for its permitted use. The landscape plan shall be carried out as approved.

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 2018 policies 55, 57 and 59)

42. No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the building(s) is/are occupied and retained thereafter unless any variation is agreed in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure an appropriate boundary treatment is implemented. (Cambridge Local Plan 2018 policies 55, 57 and 59)

43. Details of the specification and position of fencing, or any other measures to be taken for the protection of any trees from damage during the course of development, shall be submitted to the local planning authority for its written approval, and implemented in accordance with that approval before any equipment, machinery or materials are brought onto the site for the purpose of development (including demolition). The agreed means of protection shall be retained on site until all equipment, and surplus materials have been removed from the site. Nothing shall be stored or placed in any area protected in accordance with this condition, and the ground levels within those areas shall not be altered nor shall any excavation be made without the prior written approval of the local planning authority.

Reason: To protect the visual amenity of the area and to ensure the retention of the trees on the site. (Cambridge Local Plan 2018 policies 55, 57 and 59)

44. Prior to the installation of any surface material except for access requirements, sample panels for all surfacing types shall be required to a minimum size of 1.0 x 1.0m complete with the correct laying patterns and jointing. The sample panel shall be retained on site during the course of the development unless otherwise agreed.

Reason: In the interests of the visual amenity and to ensure that the quality and detailing of the surface material is acceptable and maintained throughout the development. (Cambridge Local Plan 2018 policies 55, 57 and 59).

45. Before starting any brick work, sample panels (minimum 1x1m) of the facing materials to be used shall be erected on site to establish the detail of bonding, coursing and colour, type of jointing shall be agreed in writing with the local planning authority. The quality of finish and materials incorporated in any approved sample panel(s), which shall not be demolished prior to completion of development, shall be maintained throughout the development.

Reason: In the interests of the visual amenity and to ensure that the quality and colour of the detailing of the brickwork/stonework and jointing is acceptable and maintained throughout the development. (Cambridge Local Plan 2018 policies 55, 57 and 59).

46. Full details of all non-masonry walling systems, cladding panels or other external screens including structural members, infill panels, edge, junction and coping details, colours, surface finishes/textures and relationships to glazing and roofing are to be submitted to and approved in writing by the LPA. This may consist of large-scale drawings and/or samples. Thereafter the development shall be undertaken in accordance with the agreed details unless the LPA agrees to any variation in writing.

Reason: To accord with policies 55, 57 and 59 of the 2018 Cambridge Local Plan

47. No demolition/development shall take place until an archaeological written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition/development shall take place other than in accordance with the agreed WSI which shall include:

- a. the statement of significance and research objectives;
- b. The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works;

c. The programme for post-excavation assessment and subsequent analysis, publication & dissemination, and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.

Reason: To ensure that an appropriate archaeological investigation of the site has been implemented before development commences. (Cambridge Local Plan 2018 policy 61)

48. Prior to first occupation, a scheme for the type and location of bird and bat boxes shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall thereafter be implemented in accordance with the approved details.

Reason: To improve the bio-diversity contribution of the site (Cambridge Local Plan 2018 policy 70).

49. The approved renewable and low carbon energy technologies shall be fully installed and operational prior to the first occupation of the development and shall thereafter be retained and remain fully operational in accordance with a maintenance programme, which shall be submitted to and agreed in writing by the local planning authority.

No review of this requirement on the basis of grid capacity issues can take place unless written evidence from the District Network Operator confirming the detail of grid capacity and its implications has been submitted to, and accepted in writing by, the local planning authority. Any subsequent amendment to the level of renewable/low carbon technologies provided on the site shall be in accordance with a revised scheme submitted to and approved in writing by, the local planning authority.

Reason: In the interests of reducing carbon dioxide emissions and to ensure that the development does not give rise to unacceptable pollution. (Cambridge Local Plan 2018 policies 28, 35 and 36).

50. Prior to the occupation of the first dwelling, a water efficiency specification for each dwelling type, based on the Water Efficiency Calculator Methodology or the Fitting Approach sets out in Part G of the Building Regulations 2010 (2015 edition) shall be submitted to the local planning authority. This shall demonstrate that all dwellings are able to achieve a design standard of water use of no more than 110 litres/person/day and that the development shall be carried out in accordance with the agreed details.

Reason: To ensure that the development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 policy 28 and Supplementary Planning Document 'Sustainable Design & Construction' 2007).

51. Prior to the commencement of development (or in accordance with an alternative timetable otherwise agreed in writing by the local planning authority), with the exception of any works of demolition or below ground works, a Public Art Delivery Plan (PADP) shall be submitted to and approved in writing by the local planning authority and shall include the following:

- a) Details of the public art and artist commission;
- b) Details of how the public art will be delivered, including a timetable for delivery;
- c) Details of the location of the proposed public art on the application site;
- d) The proposed consultation to be undertaken;
- e) Details of how the public art will be maintained;
- f) How the public art would be decommissioned if not permanent;
- g) How repairs would be carried out;
- h) How the public art would be replaced in the event that it is destroyed;

The approved PADP shall be fully implemented in accordance with the approved details and timetabling. Once in place, the public art shall not be moved or removed otherwise than in accordance with the approved maintenance arrangements.

Reason: To accord with the provisions of Cambridge City Council Public Art SPD (2010) and policy 56 of the Cambridge Local Plan (2018).

52. The development shall not be brought into use until a scheme for the provision of fire hydrants has been implemented in accordance with a scheme that has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented in accordance with the approved details.

Reason: In the interests of residential safety (Cambridge Local Plan 2018 policy 35).

53. Prior to the first occupation of the development hereby approved, the highway works associated with the S278 highways work shall be carried out fully in accordance with the approved details.

Reason: for the safe and effective operation of the highway in accordance with policy 81 of the Cambridge Local Plan 2018.

54. No development shall commence until details of the proposed arrangements for future management and maintenance of the proposed street trees within the development have been submitted to and approved in writing by the Local Planning Authority. The street trees shall thereafter be maintained in accordance with the approved management and maintenance details unless local planning authority gives written consent to any variation.

Reason: To ensure the provision of amenity afforded by the proper maintenance of existing and/or new landscape features. (Cambridge Local Plan 2018 policy 71)

55. Prior to occupation of the development hereby approved, a scheme for the interim use of the 6 metre wide strip of land along the eastern boundary of the site to be used for the Chisholm Trail route as shown on drawing no.17024_07_109 rev P3 shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the proposed hard and soft landscaping of this area, boundary treatment at each end and a programme of implementing the interim scheme. The interim scheme shall be installed in accordance with the approved detailed.

Reason: To ensure the land is safeguard for the Chisholm Trail in the long term and but used as part of the approved development in the interim (Cambridge Local Plan 2018 policies 56 and 80).

56. Prior to first occupation, the dwelling on Hooper Street shall have an EV charging point fitted and available for use.

Reason: In the interests of encouraging more sustainable modes and forms of transport and to reduce the impact of development on local air quality, in accordance with the National Planning Policy Framework (NPPF, 2019) paragraphs, 110, 170 and 181, Cambridge City Council's adopted Air Quality Action Plan (2018) (Cambridge Local Plan 2018 policy 36).

57. The garage door of the new dwelling on Hooper Street shall open only in a way that does not oversail the public highway.

Reason: in the interests of highway safety (Cambridge Local Plan 2018, Policy 81).

58. The dwellings hereby approved, with the exception of the two flats above the commercial unit in B_09 shall be constructed to meet the requirements of Part M4(2) 'accessible and adaptable dwellings' of the building Regulations 2010 (as amended 2016).

Reason: To secure the provision of accessible housing (Cambridge Local Plan 2018, Policies 50 and 51).

PLANNING COMMITTEE

17th June 2019

Application Number	19/0546/S106A	Agenda Item	
Date Received	17th April 2019	Officer	Ganesh Gnanamoorthy
Target Date	12th June 2019		
Ward	Petersfield		
Site	Mill Road Depot Mill Road		
Proposal	Application for a deed of variation to S106 to substitute the existing requirement to provide 50% affordable housing within Phase I with a requirement to provide 50% affordable housing across both Phases I and II and to ensure that the informal open space is provided and maintained.		
Applicant	Cambridge Investment Partnership		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The proposed amendments to the S106 agreement would facilitate a 50% provision across the wider Mill Road Depot site. - The proposal would ensure that the open space provision would be adopted by the City Council, and that the Developer would contribute, in perpetuity, to its maintenance.
RECOMMENDATION	APPROVAL

0.0 BACKGROUND

- 0.1 This planning application has been submitted by Cambridge Investment Partnership (CIP) which is a joint venture company set up by Cambridge City Council and Hill Investment Partnership. The purpose of the partnership is to help increase the amount of affordable housing within Cambridge. The target is to provide 500 new dwellings across the City using mainly council owned sites/assets. The City Council has received

£70million support from central government as part of the Devolution Deal to help achieve this target.

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application sites is a broadly rectangular shaped parcel of land which forms phase one (the northern part) of the wider Former Mill Road Depot site, which is currently being redeveloped.
- 1.2 The site is bound by Hooper Street to the north, the railway lines to the east, phase two to the south, and the rear gardens of properties fronting Kingston Street to the west.
- 1.3 The site is identified as a Proposal Site in the Cambridge Local Plan (2018), as well as falling within the Mill Road Opportunity Area and the designated Mill Road Conservation Area.
- 1.4 There are no listed buildings on the site although the Grade II Listed former library building sits to the south of the application site. The Gatehouse building is a Building of Local Interest (BLI).

2.0 THE PROPOSAL

- 2.1 The application is made under S106A of the Town and Country Planning Act 1990. The application seeks to modify the S106 attached to the phase one planning permission (reference 17/2245/FUL) which was granted planning permission at this committee in March 2018. The changes sought areas follows:
 - to substitute the existing requirement to provide 50% affordable housing within Phase I with a requirement to provide 50% affordable housing across both Phases I and II (the entire scheme); and
 - to introduce a clause to ensure that the informal open space is provided and maintained.

Affordable Housing Provision

- 2.2 The existing legal agreement requires the applicant to provide 50% of the homes within phase one, that is 91 out of 182, as affordable dwellings.

- 2.3 This application seeks to change this requirement to 50% of the homes across phase one and phase two cumulatively, that is 118 out of 236, as affordable.
- 2.4 The proposed split would be 37% provision across phase one, that is 69 out of 186 properties, and 98% across phase two, that is 49 out of 50 homes. The total site-wide provision would be 118 out of 236, that is 50%.
- 2.5 The reason for this proposed change is to ensure a 50% provision of affordable housing can be provided across the wider Mill Road Depot site which does not compromise the quality of the living environment for future occupiers.

Open space clause

- 2.6 The applicant seeks to insert a clause with regard to the adoption of the open spaces provided within the site by the City Council, contributing, in perpetuity, to its maintenance and upkeep.
- 2.7 The application is accompanied by the following supporting information:
- Site location plan
 - Application letter

3.0 SITE HISTORY

- 3.1 The application site has an extensive planning history. The most relevant applications are detailed below

Reference	Description	Outcome
19/0176/LBC	Demolition of 'link building' attached to Old Library (Grade II listed).nursery and community facility.	Pending
19/0175/FUL	The erection of an apartment building (45 affordable dwellings); erection of mixed use building with community centre and ancillary office and meeting rooms on ground floor with 4 affordable dwellings above;	Pending

change of use of Gate House to mixed use (commercial ground floor (A1/A2/A3/B1/D1 in the alternative) and 1 dwelling on first floor), together with associated external works including provision of open space (including play area), cycle parking, landscaping and demolition of 'link building' attached to Old Library (Grade II listed).

- | | | |
|-------------|--|-----------------------|
| 18/1947/S73 | S73 application to vary condition 2 of planning permission ref. 17/2245/FUL (182 dwellings, including 50% affordable, 51sqm of Class B1 (Business) or D1 (Non-Residential Institutions) - in the alternative, basement car park (101 spaces), surface water pumping station, open space (including play area), alterations to junction with Mill Road and associated works) to change accessibility levels; introduce 4 additional units, including 1 to replace pumping station; revisions to heights and design of dwellings on Headly Street; and redistribution of 50% affordable housing provision within Phase I to 50% affordable housing provision across both Phases I and II (to be secured through S106). | Pending |
| 17/2245/FUL | The erection of 182 dwellings (including 50% affordable housing), 51sqm of floor-space consisting of Use Class B1 (Business) or D1 (Non-Residential Institutions) - in the alternative, basement car park (101 spaces), surface water pumping station, open space (including play area), alterations | Permission
Granted |

to the junction with Mill Road,
together with associated external
works including cycle parking and
landscaping.

17/2192/FUL Demolition of existing buildings and structures Permission Granted

4.0 PUBLICITY

4.1 Advertisement: Yes
Adjoining Owners/Occupiers: Yes
Site Notice Displayed: Yes

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Local Plan 2018	Local	45, 68

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

Central Government Guidance	National Planning Policy Framework February 2019 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 (Annex A)
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007) Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012) Planning Obligation Strategy (March 2010)

Material Considerations	<u>City Wide Guidance</u> Cycle Parking Guide for New Residential Developments (2010) Public Art SPD 2010.
	<u>Area Guidelines</u> Mill Road Area Conservation Area Appraisal (2011)

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

6.1 No objection raised

Conservation Officer

6.2 No objection raised

Landscape Officer

6.3 No objection raised

Environmental Health Officer

6.4 No objection raised

Environment Agency

6.5 No objection raised

Sport England

6.6 No objection raised

Developer Contributions Monitoring Officer

6.7 No responses have been received from other statutory consultees

7.0 REPRESENTATIONS

7.1 The owners/occupiers of the following addresses have made representations:

- 19 Hooper Street
- 15 Shelly Garden

7.2 The representations can be summarised as follows:

- Concerns raised that this proposal is seeking to reduce the level of affordable housing provision

8.0 ASSESSMENT

8.1 It is worthy of note that the proposal before you does not seek to make alterations to the physical aspects of the scheme in any way. Therefore, issues such as design, amenity, sustainability, ecology and highways are not impacted.

8.2 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Affordable housing
2. Open space provision

Affordable Housing

8.3 Policy 45 of the Cambridge Local Plan (2018) seeks to secure 40% affordable housing on schemes of 15 or more dwellings.

8.4 The original approval secured 50% affordable housing across phase one, above the policy threshold of 40%.

8.5 The current application seeks to vary the existing agreement to provide 50% affordable provision across the whole site (phase one and phase 2). This would result in a redistribution of affordable units across the two phases, in the proportions described earlier in this report.

8.6 The reason this approach is proposed, rather than simply providing 50% of the phase two dwellings in addition to the

already approved 50% secured for phase one is due to logistics.

- 8.7 Phase 2 consists of a large apartment building (45 homes), 4 flats above the community centre and 1 flat on the first floor of the Gatehouse i.e. 50 homes in total. 90% of the homes within this phase are therefore concentrated in a single building with two cores. As no access can be gained through the fence to the south, the residents courtyard can only be accessed from a single point of access to the north.
- 8.8 To achieve 50% affordable housing on phase two in isolation, the apartment building would require different tenure cores, either private sale to the south and council rent to the north or vice versa. However, the everyday management of these cores would be different with the City Council maintaining the council rented housing and private space and a private management company maintaining the private sale housing and related private space. This could result in the courtyard being divided between the two tenures, with one isolated core to the south and the loss of any public access or benefit from the residents courtyard. The rear core will be more overshadowed by the existing trees and the benefit of the residents courtyard space would be lost if it were divided. The retention of this building in a single tenure resolves many of these concerns and delivers more public benefit.
- 8.9 Achieving 50% affordable housing within phase two would, for reasons detailed above, have negative implications for the design and management of the building with management of separate.
- 8.10 Concerns have been raised that this proposal is seeking to reduce the level of affordable housing provision. Although the applicants are reducing the level of affordable housing in phase one, the proposal would see a larger proportion of affordable housing being provided in phase two, thus ensuring that a site-wide 50% provision of affordable housing is secured. The proposed amendments to the S106 would ensure this provision is made.
- 8.11 In my opinion the proposal is compliant with policy 45 of the Cambridge Local Plan (2018).

Open space provision

- 8.12 The open spaces are designed to meet the need of the wider community, as well as residents of the new development and the intention has always been for the open spaces within the development to be adopted by the City Council.
- 8.13 The provisions for this maintenance have now been agreed and are included within the proposed variation of the section 106 agreement. These provisions provide for CIP to pay a financial sum to the City Council towards its costs of maintaining the open spaces within the Mill Road Depot development in perpetuity. This financial sum is calculated using standard methodology adopted by the City Council. The City Council will therefore retain ownership, control and management of the open spaces in perpetuity ensuring that they provide amenity for use by the general public, existing residents and new residents of the development.
- 8.14 In my opinion the proposal is compliant with policy 68 of the Cambridge Local Plan (2018).

Other amendments

- 8.15 The proposal also sees a number of other alterations to the agreement, although these largely relate to updates in terminology and do not, in financial terms, alter the requirements of the Developer. These changes are considered acceptable.

9.0 CONCLUSION

- 9.1 The proposal is to make changes to the existing S106 agreement the respect to phase one of the approved development at Mill Road Depot.
- 9.2 The proposal seeks an amendment to affordable housing provision on this part of the site to allow for a more holistic approach to affordable housing across the wider site to be achieved, as well as the inclusion of a section regarding the adoption of open space provision within the site by the City Council. Other minor changes are proposed to terminology within the agreement, but nothing that alters the financial obligation of the Developer.

10.0 RECOMMENDATION

APPROVE the application to vary the existing S106 Agreement as detailed above.

PLANNING COMMITTEE

17th June 2019

Application Number	19/0166/S106A	Agenda Item	
Date Received	4th February 2019	Officer	Lewis Tomlinson
Target Date	1st April 2019		
Ward	Romsey		
Site	Land At 315 - 349 Mill Road Cambridge		
Proposal	Application under S106A for the modification of Planning Obligations relating to 14/1496/FUL (Student housing development consisting of 270 rooms, communal areas, bicycle parking, refuse store, plant room, office, new substation, infrastructure and access) pursuant to Section 106A of the Town and Country Planning Act 1990 (Restrictions on occupation by students) to allow for summer use by students aged 18+ attending other institutions in the City of Cambridge.		
Applicant	c/o Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The proposed variation would be consistent with other restrictions placed on student accommodation within the city and it would also be consistent with policy 46 of the Cambridge Local Plan 2018. - The application proposes appropriate controls for the management of the students within the summer period.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 315 – 349 Mill Road is a student housing development consisting of 270 rooms. The site located on the northern side of Mill Road.
- 1.2 The property was developed pursuant to planning permission 14/1496/FUL which was allowed at appeal. Consent was granted for Student housing development consisting of 270 rooms, communal areas, bicycle parking, refuse store, plant room, office, new substation, infrastructure and access.

2.0 THE PROPOSAL

2.1 The application is made under S106A of the Town and Country Planning Act 1990. It seeks to modify the restrictions contained within Schedule 5 section 8 of the existing S106 agreement relating to the occupation of the student accommodation.

2.2 The obligation restricts occupation of the student accommodation development to full time Cambridge University or Anglia Ruskin University students or, during the summer recess, students attending Cambridge University or Anglia Ruskin University conferences or functions as follows:

Occupation by Students

8 Not to Occupy or permit the Occupation of the Development otherwise than by:

8.1 Fulltime students engaged in courses of at least an academic year at the University of Cambridge or Anglia Ruskin University; or

8.2 During the summer recess only of each academic year Occupiers who are students at an Education Organisation and where such Occupation is for the sole purpose of attending conferences and/or functions of the University of Cambridge or Anglia Ruskin University.

2.3 The obligation currently prevents occupation of the property by students other than those enrolled in full-time occupation at ARU or a college within the University of Cambridge both during and out of term time. The applicant is therefore only able to offer year-long (51 week) tenancies of the student accommodation.

2.4 The application proposes to vary this restriction to enable the accommodation to be occupied by students/delegates aged 18 or over attending other educational institutions situated in the City of Cambridge during the summer vacation period (being the period between the end of the University's academic year and the start of the University's next academic year).

2.5 It is intended that this relaxation of the existing restriction would enable the applicants to offer shorter, term-time (44 week) tenancies to university students. It would also be consistent with restrictions relating to other student accommodation sites in the City.

3.0 SITE HISTORY

Reference	Description	Outcome
14/1496/FUL	Student housing development consisting of 270 rooms, communal areas, bicycle parking, refuse store, plant room, office, new substation, infrastructure and access.	Refused. Appeal allowed.

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2018	1 2 3 4 5 6 7 8 9
	10 11 12 13 14 15 16 17 18 19 20 21 22 23
	24 25 26 27
	28 29 30 31 32 33 34 35 36 37 38 39
	40 41 42 43 44
	45 46 47 48 49 50 51 52 53 54
	55 56 57 58 59 60 61 62 63 64 65 66 67 68
	69 70 71
	72 73 74 75 76 77 78 79
	80 81 82 83 84 85

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

Central Government Guidance	National Planning Policy Framework July 2018
	National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards
	Circular 11/95 (Annex A)
	Planning Policy Statement – Green Belt protection and intentional unauthorised development August 2015
	Technical housing standards – nationally described space standard – published by Department of Communities and Local Government March 2015

	(material consideration)
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6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 Major Developments will comment directly on this application.

Environmental Health

- 6.2 No comment.

Landscape officer

- 6.3 It is considered that there are no material Landscape issues with this proposal.

Nature Conservation Officer

- 6.4 No comment.

Urban Design and Conservation Team

- 6.5 It is considered that there are no material Conservation or Urban Design issues with this proposal.

Sustainable Drainage Officer

- 6.6 No comment.

Planning Policy Team

- 6.7 The Cambridge Local Plan 2018 was adopted 18th October 2018. The Local Plan makes the distinction between specialist schools and Higher Education (HE) Universities. Specialist schools cover a variety of different study areas. These include secretarial and tutorial colleges, language schools, pre-university foundation courses and crammer schools. Universities are attended by adult students attending full-time courses of one academic year or more. The Local Plan also recognises that there are other HE institutions based in Cambridge, other the University of Cambridge and Anglia Ruskin University. These institutions are different to the specialist schools described above.

Policy 44: Specialist colleges and language schools, explains how the growth of such educational establishments need to include suitable residential accommodation avoid placing additional burdens on the local housing market. Policy 46 relates to student accommodation for educational establishments within Cambridge providing full-time courses of one academic year or more. The policy also allows those on courses of

less than one academic year to use “existing student accommodation within outside term time” but not throughout the year.

S106 amendment proposal

The proposed amendment to the existing S106 agreement would allow (8.3) ‘delegates and students aged 18 or over attending other educational institutions situated in the city of Cambridge’. Policy 46 allows those on courses of less than one academic year to use ‘existing student accommodation within the city outside term time’ but not throughout the year. Assuming this proposed change is for Summer use, i.e. outside the full-time academic year this is compliant with Policy 46. For the purposes of clarity and as similar to the existing S106 clause 8.2, it is requested that the phrase ‘during the summer recess only of each academic year Occupiers who are...’ be added to the beginning of the additional clause.

- 6.8 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 The owners/occupiers of the following addresses have made representations:

- ☐ 30 Suez Road
- ☐ 17 Madras Road
- ☐ 6 Hobart Road
- ☐ 36 Hobart Road
- ☐ 42 Hobart Road
- ☐ 42 Seymour Street
- ☐ 85 Seymour Street
- ☐ 24 Janes Court
- ☐ 14 Hemingford Road
- ☐ 17 Romsey Road
- ☐ 390 Mill Road
- ☐ Cambridgeshire Community Services NHS Trust (owner of Brookfields Hospital site)
- ☐ 273 Mill Road

- 7.2 The representations can be summarised as follows:

- ☐ Shorter contracts could encourage unsociable behaviour/noise increase
- ☐ Precedent for other student accommodation developments
- ☐ Poor supervision and management of the site presently and most likely in the future as well
- ☐ Concern about the enforcement of the no vehicle rule detailed in the travel plan due to decrease in parking capacity on nearby streets.
- ☐ The applicant should provide evidence that they are currently not having an adverse impact on parking for local residents.

- ☐ Create friction between local residents and users of the site
- ☐ The noise and disruption associated with language schools is well documented in the city
- ☐ Increase in parking and traffic problems
- ☐ Purely motivated by profit
- ☐ Already a strain on local services such as doctors

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

8.0 ASSESSMENT

8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of the proposed variation
2. Residential amenity

Principle of Development

8.2 The proposed amendment to the existing S106 agreement would relax 8.2 to also allow 'delegates and students aged 18 or over attending other educational institutions situated in the City of Cambridge' to use the accommodation during the summer period amending the relevant part of the S106 agreement to read as follows:

Occupation by Students

8 Not to Occupy or permit the Occupation of the Development otherwise than by:

8.1 Fulltime students engaged in courses of at least an academic year at the University of Cambridge or Anglia Ruskin University; or

8.2 During the summer recess only of each academic year Occupiers who are students at an Education Organisation and where such Occupation is for the sole purpose of attending conferences and/or functions of the University of Cambridge or Anglia Ruskin University.

or delegates and students aged 18 or over attending other educational institutions situated in the City of Cambridge.

8.3 As advised by the Planning Policy Team, the proposed variation would be in line with Policy 46 of the Cambridge Local Plan 2018 as the variation only applies to the summer period (outside the full time academic year). The variation would enable the accommodation to be offered to delegates attending conferences or courses run by the aforementioned Universities, or students attending language and summer schools.

8.4 The proposed variation would be consistent with other restrictions placed on student accommodation within the city and it would also be consistent with policy 46 of the Cambridge Local Plan 2018. In my opinion, the

principle of the proposed revision to the S106 Agreement is therefore acceptable.

Residential amenity

- 8.5 A number of objections have been received from local residents. These concerns relate to noise and anti-social behaviour issues associated with the existing student accommodation, and the potential for these issues to increase during the summer months particularly as the language/summer school students most likely to occupy the units during this time would fall outside the management control of either ARU or the University of Cambridge. There is also a large concern regarding the current impact the development is having upon parking pressures on nearby streets. It is to be noted that the site and nearby streets fall outside of the controlled parking zone.
- 8.6 At present, students are offered 51-week tenancies and it is therefore possible for students who are looking to study for an extended period, or where their course is run on different term dates, to remain in the units outside normal term time, and this would remain the case. Whilst I appreciate that increasing the flexibility of the agreement outside term time is likely to increase the number of people occupying the premises during the vacation period compared to the existing situation, the proposal does not relate to any increase in the number of student units, nor would it result in any material change in the use of the property. This is really a matter relating to how the site is managed in relation to the behaviour of its occupants.
- 8.7 Two conditions were imposed on the consent to ensure the site could be adequately controlled:
- ☐ Condition 23 - Student management plan (discharged 6th January 2017)
 - ☐ Condition 25 – Travel plan (discharged 21st March 2018)
- 8.8 The applicant has submitted two discharge of condition applications to vary the details of the student management plan and the travel plan. The Student Management Plan addendum includes the following measures:
- ☐ compliance with ANUK national code of standards
 - ☐ student ambassadors alongside accommodation managers
 - ☐ use of Highline Security and CCTV to ensure the security of tenants and neighbours
 - ☐ short-term arrivals, mainly on Saturdays, to booked timeslots through their StarRez system, with no arrival after 2200
 - ☐ short-term departures, mainly on Saturdays before 1000
 - ☐ pre-arrival induction including information on public transport, reiteration of the residence being car-free, and recycling processes
 - ☐ encouragement of use of local traders
 - ☐ induction, alongside the education providers, on behavioural expectations, together with tenancy enforcement procedures
- 8.9 The Travel Plan addendum ensures that all aspects of the approved Travel Plan apply to the summer occupiers. This encourages and outlines

the various different sustainable travel options available to any occupier of the student accommodation. This includes the pedestrian/cycling routes and the local bus services. The development also offers daily cycle hire. All students are aged 18 or over and are not permitted to bring a car to the city during their stay.

- 8.10 Local residents have raised concerns that the site is currently not being managed correctly at present. The representations state that there are students parking cars on nearby streets which is resulting in an unacceptable increase in parking pressures on nearby streets. The Planning Enforcement Team has investigated the alleged offence and has instructed the development to cease any parking of vehicles on nearby streets. The applicant states that the summer occupiers will be subject to the same targets and measures as the term-time residents and that the Travel Plan Co-ordinator will also review the summer transport activities including cycle parking use, feedback and any complaints associated with on-street parking.
- 8.11 It has previously been deemed that the conditions regarding a student management plan and a travel plan would be an acceptable and appropriate form of control. It is my opinion that it would be unreasonable to not accept the proposed addendums to the student management plan and the travel plan. As the proposed variation of the S106 would not result in any material change in the use of the property, it would be unreasonable to seek to retrospectively impose controls through the planning process. Any ongoing noise disturbance and anti-social behaviour issues raised by local residents would need to be resolved directly by the Management Company in co-operation with the Police and Council's Environmental Health Team.

Third Party Representations

- 8.12 The concerns raised within the third party representations have been addressed within the preceding paragraphs of this report.

9.0 RECOMMENDATION

APPROVE the application to vary the restrictions contained within Schedule 5 of the existing S106 Agreement relating to occupation of the student accommodation block.

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PLANNING COMMITTEE

17th June 2019

Application Number	18/1876/FUL	Agenda Item	
Date Received	30th November 2018	Officer	Lewis Tomlinson
Target Date	1st March 2019		
Ward	Market		
Site	Hobson House 42 - 44 St Andrews Street Cambridge Cambridgeshire CB2 3AS		
Proposal	Change of use and refurbishment of the existing Grade II listed office building (use Class B1(a) Offices to a 57 bed boutique hotel (Use Class C1) and cafe/tea room (use Class A3), in include replacement of glazed screen on the St Andrew's street facade, upgrading thermal character of the glazed roof over drill hall to create a central atrium, removal of existing northern wing to create two floors above, second floor extension to the existing southern wing; together with partial demolition and replacement new-building at the rear and associated works.		
Applicant	c/o Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The proposal would not harm the character and appearance of the Conservation Area, the Listed Building or the setting of nearby Listed Buildings. - The proposal subject to conditions would not impact on the amenity of neighbouring properties. - The proposal would provide high quality visitor accommodation in a sustainable location.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 Hobson House is located on the western side of St Andrew's Street. Hobson House is a Grade II Listed Building which falls within the Central Conservation Area. The site is the former police station with a yard to the rear. It also includes key features such as the drill hall, Chief Constables House and office, Mortuary and officer accommodation. To the north west of the site is 7 Downing Place and to the south east of the site Mandela House. The site falls within the Controlled Parking Zone.

2.0 THE PROPOSAL

- 2.1 Change of use and refurbishment of the existing Grade II listed office building (use Class B1(a) Offices to a 57 bed boutique hotel (Use Class C1) and cafe/tea room (use Class A3), including replacement of glazed screen on the St Andrew's street facade, upgrading thermal character of the glazed roof over drill hall to create a central atrium, removal of existing northern wing to create two floors above, second floor extension to the existing southern wing; together with partial demolition and replacement new-building at the rear and associated works.
- 2.2 The application seeks permission to carry out a list of extensive works to Hobson House. The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices. The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed over to create a large spacious tea room that will be part of the hotel and also accessible to the general public. The application would also result in the demolition of the mortuary and officers accommodation to the rear of the site (facing onto Downing Place) and the erection of replacement buildings. The replacement buildings would be constructed of a red brick with a zinc mansard roof form with smaller dormers.

3.0 SITE HISTORY

- 3.1 There is an extensive site history including multiple alterations and works to the Hobson House. However, none of it is directly relative to the proposed scheme.

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2018	1 10 11 28 29 31 32 34 35 36 41 55 56 57 58 59 61 69 70 71 73 77 80 81 82

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

Central Government Guidance	National Planning Policy Framework 2019 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 (Annex A)
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007) Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012) Planning Obligation Strategy (March 2010)

	Public Art (January 2010)
Material Considerations	<u>City Wide Guidance</u> Arboricultural Strategy (2004) Cambridge and South Cambridgeshire Strategic Flood Risk Assessment (November 2010) Strategic Flood Risk Assessment (2005) Cambridge and Milton Surface Water Management Plan (2011) Cycle Parking Guide for New Residential Developments (2010) Air Quality in Cambridge – Developers Guide (2008)
	<u>Area Guidelines</u> Cambridge Historic Core Conservation Area Appraisal (2006)

6.0 CONSULTATIONS

Cambridgeshire Constabulary (Designing Out Crime Officer)

6.1 No objection.

Cambridgeshire County Council (Highways Development Management)

6.2 No comment. Colleagues in transport assessment team to provide further advice.

Drainage Officer

6.3 No objection subject to the inclusion of a surface water condition

Environmental Health

- 6.4 No objection subject to the inclusion of conditions regarding construction hours, collections during construction, piling, dust, contaminated land, noise insulation scheme, plant, delivery hours, kitchen extraction discharge, odour filtration/extraction, artificial lighting and combustion appliances. Informatives regarding plant noise, dust and materials chemical testing are also recommended.

Landscape Officer

- 6.5 No objection subject a condition regarding further information on the cycle storage.

Planning Policy

- 6.6 No objection.
- 6.7 The site is located within the City Centre and therefore is a suitable location for either office use or visitor accommodation use. Notwithstanding the site's former employment use, the protection of office space should not prevent some loss for alternatives uses that are compliant with other policies including those that will help deliver the Local Plan's spatial strategy and with specific reference to Policy 10: 'The City Centre'. In this instance, the proposal will deliver investment in the city centre taking the form of a boutique hotel; a particular type and quality of visitor accommodation use supported by Policy 77: 'Development and expansion of visitor accommodation'. Furthermore, the building's listed building status is also a material consideration. The site's location is acceptable for visitor accommodation (boutique hotel) use and should allow the building's continued heritage conservation over the long-term. It is important that the listed building's long-term use can be secured to ensure the building's heritage qualities are also conserved over the long-term. The proposal, from a policy perspective is considered acceptable.

Senior Sustainability Officer (Design and Construction)

- 6.8 No objection subject to conditions regarding low carbon energy implementation and water efficiency.

Transport Assessment Team

6.9 No comments have been received to date.

Urban Design and Conservation Team

6.10 Objection.

- ☐ The proposed new development to the rear of Hobson House will result in less than substantial harm to the significance of the Grade II listed Hobson House as per para 196.
- ☐ The proposed new development to the rear of Hobson House fails to preserve or enhance the character of the Historic Core Conservation Area or comply with Policies 55, 57, 58 and 61.

6.11 Hobson House is a Grade II listed building and a good example of a late Victorian police station with its important features such as the drill hall, Chief Constables House and office, Mortuary and officer accommodation remaining largely intact albeit in some cases greatly altered. The concept of a hotel which keeps services to a minimum would appear to be a good fit for this building. The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices. The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed to create a tea room for the hotel and accessible to the public. The point of contention has been over the existing buildings to the rear of the site facing Downing Place including the Chief Constables house which is noted as a positive building within the Historic Core conservation appraisal and the former mortuary and officer accommodation in the north wing which forms part of the overall listed complex. There has been much debate over the merits of these parts of the complex and earlier iterations of the design removed both the Constables House and the mortuary and officers accommodation without adequately justifying their demolition or providing high quality replacement designs.

After a prolonged period of meetings and discussion the latest iterations keep the Chief Constables house and create new build elements to the rear and to the side replacing the existing

two storey element which roofed over the former fire station yard. Retaining the Constable's House acknowledges the historic and social interest of the building's development with that of the police station which is historically unusual, its importance to the cultural history of Cambridge and the contribution this house makes to the character of Downing Place as one of the last remaining remnants of former residential buildings. The arguments for the demolition of the mortuary and Officers accommodation have centred on the fact that they have been altered and so have lesser significance in relation to the listed building as a whole. It is true that these buildings have been altered but on inspection some of the remnants of their function can still be read, the mortuary is still one big space with a cornice and the single lantern light and the Officers accommodation whilst completely altered at ground level still retains some fireplaces on the first floor in what were the bedrooms.

It is accepted that the mortuary and officers accommodation have undergone major alterations over the years but it was felt that the applicants had not done enough to justify their removal or provide a high quality replacement design. Para 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation irrespective of whether the harm amounts to substantial, total loss or less than substantial harm to its significance. Hobson House as a whole is an unusual complex and has high significance as a purpose built police station. The buildings to the rear were part of the function of the station although it is acknowledged that due to alterations in the past that function is not easily read. What needs to be assessed is whether their loss would be classed as substantial or less than substantial harm to the listed building as a whole. As a result of these discussions the applicant provided further information from the owners of Hobson House which highlight that the proposed hotel use is seen as a good fit for the rest of the building which due to its size and complexity would make an alternative use difficult to find. The applicant has always maintained that retaining and re-using these elements would not provide enough rooms to make the hotel viable and those rooms would not be of high enough quality due to ceiling heights and wall positions. They also considered that the street presence onto Downing Place these buildings provided was not of high quality

and enhancements could be made to the character of the conservation area.

Having looked at the buildings themselves in terms of their significance and assessed the proposals as a whole I consider that the loss of the Mortuary and Officers accommodation to be less than substantial harm to the significance of Hobson House as a whole. Para 196 in the NPPF states that where a development proposal will lead to less than substantial harm this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum use.

In assessing the balance between the continued use and restoration of the majority of Hobson House, the retention of the Constable's House and the restoration and availability of the drill hall to the public there is a recognition that the harm caused by the loss of the Mortuary and Officer accommodation might be outweighed by the wider public benefits accrued by the works to the whole site.

However any replacement building needs to comply with Local Plan policies 55, 58 and 61 in that it needs to respond to the context of Downing place and ensure that the special character of Cambridge is protected and enhanced. The new buildings need to demonstrate that they have a positive impact on their setting in terms of height, scale, form, do not adversely impact on the setting, character or appearance of listed buildings or conservation areas and be of a quality which is both a worthy addition to Hobson House, enhances the character of the conservation area and relates well to the retained Constable's House.

Design proposals

The plan for the interior of the remainder of Hobson House retains and enhances the existing features and includes some important refurbishment to the interiors which have been poorly used over the years. However the issue still remains with the replacement buildings for the mortuary and Officers accommodation and the building adjacent to the Constable's House. The current design proposals have responded in part to previous comments. It is now in red brick which reflects the existing buildings and the Drill Hall and follows the essence of

the existing frontage with large service doors at ground floor. The main difference is that the demands of the hotel require a first and second floor addition. The focus of discussions has been the relationship of this first floor element and new roof to the diminutive scale of the adjoining house at No 7 Downing Place, the visibility of the crow stepped gable to the Drill Hall, the relationship of the new roof against the Constable's House and long views down Downing Place.

The current design proposal has been amended to create a zinc mansard roof form with smaller dormers. Both new build elements are being given the same roof profile. The roof forms are large and their bulk will be visible in long views along Downing Place and they look too dominant alongside No 7 Downing Place and the roof of the Constable's House. Amendments have been made to ensure that the rear roofs which line the passageway to the drill hall allow the crow stepped gable to be viewed as fully as possible and to ensure that the circular window at the top of the gable is not obscured which is a positive move.

The elevation treatment of the mortuary replacement building is contemporary and simple which echoes that of the existing building. However this building needs to be of high quality to justify the removal of the existing listed ones and the detailing and quality of brickwork needs to be an enhancement to the street scene. Overall whilst there have been changes and improvements made to the design, the scale and mass of the roofs of the new buildings are not acceptable and do not provide a high enough quality replacement to justify the demolition of the listed mortuary and Officers accommodation and they do not serve to enhance or protect the character of the conservation area.

Developer Contributions Monitoring Unit

- 6.12 The Developer Contributions Monitoring Unit (DCMU) does not propose to seek specific S106 financial contributions under the Council's Planning Obligation Strategy SPD 2010, as Cambridge City Council does not seek S106 financial contributions from such developments.

Anglian Water

- 6.13 No objections. There are assets owned by Anglian Water within or close to the development boundary and this should be brought to the applicant's attention through an informative on any planning consent.
- 6.14 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 Representatives from the following organisations/properties have made representations:

- ☐ The Language Centre, Downing Place
- ☐ 7 Downing Place
- ☐ Cambridge University, Downing site
- ☐ Property Trustees of the St Andrews Street Baptist Church
- ☐ The Sedgewick Museum of Earth Sciences
- ☐ Camcycle

- 7.2 The representations can be summarised as follows:

- ☐ Concerns regarding the construction period and construction traffic using Downing Place
- ☐ The operational traffic such as servicing and maintenance vehicles using the hotel
- ☐ Loss of light, loss of daylight and overbearing upon No.7 Downing Place internal courtyard windows due to the height of the northern wall of the Drill Hall being increased from a single storey scale to a three storey scale
- ☐ Foundations would be very close to common boundary wall of No.7 Downing Place and could cause structural damage
- ☐ Piling or vibrations may cause damage to valuable and fragile specimens within the museum gallery
- ☐ Reduction in sunlight through the eastern windows of the sanctuary of the church
- ☐ Loss of daylight into minister's 1st floor office within the Church building
- ☐ The application fails to provide an adequate level of cycle parking provision in line with the Local Plan policy. 16 cycle spaces instead of 37/38.

- 7.3 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

- 8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of development
2. Context of site, design and external spaces (and impact on heritage assets)
3. Renewable energy and sustainability
4. Water management and flood risk
5. Residential amenity
6. Refuse arrangements
7. Highway safety
8. Car and cycle parking
9. Third party representations

Principle of Development

Demolition of heritage assets and works/additions to the listed building

- 8.2 The principle of demolition of the heritage assets has been assessed in the 'Context of site, design and external spaces (and impact on heritage assets)' section of this report.

Loss of business space/Development of visitor accommodation

- 8.3 Hobson House, formerly occupied by Cambridge City Council has been used as offices (Use Class B1(a)). This application seeks planning permission for the change of use from offices (Use Class B1(a)) to boutique hotel (Use Class C1) and café/tea room (Use Class A3). This change of use would result in the loss of the office (B1) use.
- 8.4 Policy 41 'Protection of business space' of the Cambridge Local Plan 2018 states that there will be a presumption against the loss of any employment uses outside protected industrial sites. In this policy, the phrase 'employment use' refers to the B use

classes. Development (including change of use) resulting in the loss of employment uses will not be permitted unless: ...

d. the site is vacant and has been realistically marketed for a period of 12 months for employment use, including the option for potential modernisation for employment uses and no future occupiers have been found.”

- 8.5 Paragraph 5.19 in the supporting text of Policy 41 explains the reasoning behind this requirement as follows: “The policy allows for the loss of employment space if it is marketed for that use, including with potential for modernisation, for a period of 12 months and there is no genuine interest. This is to test whether there is a reasonable prospect of the site having continued use as an employment site. If the market rejects the site through this test, then redevelopment for other uses will be supported.”
- 8.6 However, paragraph 5.21 in the supporting text of Policy 41 also explains that Policy 41 “needs to be read in conjunction with the spatial strategy set out in Section Two and the area-based policies in Section Three.” In this case, the visitor accommodation use in a listed building will support Policy 10’s aim of ensuring the city centre can provide for a range of needs which support its role as a multi-functional regional centre. The boutique hotel’s location is also supported in Local Plan Policy 77: ‘Development and expansion of visitor accommodation’ which explains the locations where new visitor accommodation in Cambridge will be supported. These include city centre locations, and locations on the frontages of main roads or in areas of mixed-use or within walking distance of bus route corridors with good public transport accessibility.”
- 8.7 The particular need for a boutique hotel is articulated in paragraph 8.48 of the supporting text for Policy 77. It explains how “The Cambridge Hotel Futures Study (as amended) identifies the aim of achieving a high quality and distinctive hotel offer in Cambridge city centre in terms of national and international branded 4-star hotels, boutique hotels, good quality 3-star hotels and possibly a 5-star hotel – through the upgrading and expansion of existing hotels and the conversion of suitable properties.”
- 8.8 The site is located within the City Centre and therefore is a suitable location for either office use or visitor accommodation

use. Notwithstanding the site's former employment use, the protection of office space should not prevent some loss for alternative uses that are compliant with other policies including those that will help deliver the Local Plan's spatial strategy and with specific reference to Policy 10: 'The City Centre'. In this instance, the proposal will deliver investment in the city centre taking the form of a boutique hotel; a particular type and quality of visitor accommodation use supported by Policy 77: 'Development and expansion of visitor accommodation'.

- 8.9 Furthermore, the building's listed building status is also a material consideration. The site's location is acceptable for visitor accommodation (boutique hotel) use and should allow the building's continued heritage conservation over the long-term. It is important that the listed building's long-term use can be secured to ensure the building's heritage qualities are also conserved over the long-term. The proposal, from a policy perspective is considered acceptable.
- 8.10 In my opinion, the principle of the development is acceptable and in accordance with policies 41 and 77 of the Cambridge Local Plan 2018.

Context of site, design and external spaces (and impact on heritage assets)

- 8.11 The application seeks permission to carry out a list of extensive works to Hobson House. The works involve the creation of a hotel which keeps services to a minimum. The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices. The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed over to create a large spacious tea room that will be part of the hotel and also accessible to the general public. The application would also result in the demolition of the mortuary and officers accommodation to the rear of the site (facing onto Downing Place) and the erection of replacement buildings. The replacement buildings would be constructed of a red brick with a zinc mansard roof form with smaller dormers.
- 8.12 The applicant has engaged in an extensive pre-application process with officers and has amended the scheme to address

comments raised. Early on in the pre-application process, the proposal has also been to the Design and Conservation Panel and the application has sought to address any comments raised.

- 8.13 The Conservation Team comments are within section 6.10 – 6.11 of the report. The Conservation Team highlights that any replacement building needs to comply with Local Plan policies 55, 58 and 61 in that it needs to respond to the context of Downing place. The new buildings need to demonstrate that they have a positive impact on their setting in terms of height, scale, form, do not adversely impact on the setting, character or appearance of listed buildings or conservation areas and be of a quality which is both a worthy addition to Hobson House, enhances the character of the conservation area and relates well to the retained Constable's House.
- 8.14 The current design proposal has been amended to create a zinc mansard roof form with smaller dormers. Both new build elements are being given the same roof profile. The roof forms are large and their bulk will be visible in long views along Downing Place and they look dominant alongside No 7 Downing Place and the roof of the Constable' House. It is the Conservation Team's view that the scale and mass of the roofs of the new buildings are not acceptable as they do not provide a high enough quality replacement to justify the demolition of the listed mortuary and Officers accommodation, and therefore they do not serve to enhance or protect the character of the conservation area. It is for that reason that the Conservation Team does not support the proposal in its current form.
- 8.15 Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets conservation irrespective of whether harm amount to substantial, total loss or less than substantial harm to its significance.
- 8.16 Hobson House as a whole is a complex site due to the various alterations the site has gone through. The applicants have argued that given its complex nature, the proposed hotel use is an optimum use due to minimal services required. The Conservation Team agree with this approach. It is also to be noted that both the applicant's heritage assessment and the

Conservation Team agree that the proposed development would lead to less than substantial harm.

8.17 Paragraph 196 of the NPPF states that: Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

8.18 The applicant has put forward the following public benefits:

- ☐ Sustaining and investing in the heritage asset
- ☐ Repairing the Downing Place townscape
- ☐ Significance of the drill yard revealed
- ☐ Public access to the drill yard

8.19 The following is also to be noted:

- ☐ The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices.
- ☐ The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed to create a tea room for the hotel and accessible to the public.
- ☐ The Chief Constables house is being retained. This acknowledges the historic and social interest of the building's development with that of the police station which is historically unusual, its importance to the cultural history of Cambridge and the contribution this house makes to the character of Downing Place as one of the last remaining remnants of former residential buildings.
- ☐ It is recognised due to its size and complexity an alternative use would be difficult to find.
- ☐ The current design proposals have responded in part to previous comments, namely the rear roofs which line the passageway to the drill hall allow the crow stepped gable to be viewed as fully as possible and to ensure that the circular window at the top of the gable is not obscured which is a positive move, together with the use of materials.
- ☐ The current design proposal has been amended to create a zinc mansard roof form with smaller dormers.

- ☐ The elevation treatment of the mortuary replacement building is contemporary and simple which echoes that of the existing building.

8.20 Policy 61 'Conservation and enhancement of Cambridge's Historic environment' of the Cambridge Local Plan 2018 states that to ensure the conservation and enhancement of Cambridge's historic environment, proposals should:

- ☐ preserve or enhance the significance of the heritage assets of the city, their setting and the wider townscape, including views into, within and out of conservation areas;
- ☐ retain buildings and spaces, the loss of which would cause harm to the character or appearance of the conservation area;
- ☐ be of an appropriate scale, form, height, massing, alignment and detailed design which will contribute to local distinctiveness, complement the built form and scale of heritage assets and respect the character, appearance and setting of the locality;
- ☐ demonstrate a clear understanding of the significance of the asset and of the wider context in which the heritage asset sits, alongside assessment of the potential impact of the development on the heritage asset and its context; and
- ☐ provide clear justification for any works that would lead to harm or substantial harm to a heritage asset yet be of substantial public benefit, through detailed analysis of the asset and the proposal.

8.21 It is important to understand the character of Downing Place. The character is very mixed in design, form and scale. Working from south east to north west:

- ☐ Mandela House is a large flat roof building that sits at the end of Downing Place. It not only has a large metal shutter door but also metal railings on the first floor and on the roof.
- ☐ Hobson House sits adjacent to Mandela House.
- ☐ Opposite Mandela House and Hobson House is the Downing site. A single storey brick wall with a metallic overhang with a railing above runs from Mandela House to No.7 Downing Place.
- ☐ Opposite No.7 Downing Place and St Andrews Hall are the rears of other buildings within the Downing Site. These are heavily decorated with flues etc and a large metallic fire escape due to it being the rear of the building.

- Adjacent to the church is the rear of The Regal Whetherspoons Pub which has car parking in front of it and waste storage. It is also bound by a large metal fence/gate. The building itself is of a contemporary design in comparison to its neighbouring buildings.

8.22 As shown above, there is a mixed character along Downing Place. While there are a couple of buildings of merit, the general character of the lane has been eroded over time due to the introduction of various servicing elements and large flat roof buildings. The proposed zinc mansard roof form with smaller dormers would materially reduce the scale and massing of the roofs on the proposed buildings to the rear. It is my view that the wider public benefits as outlined above would outweigh the less than substantial harm to the heritage asset. For these reasons set out above, I consider the proposal would be compliant with policies 55, 57, 58 and 61 of the Cambridge Local Plan 2018 and paragraph 196 of the NPPF.

Renewable energy and sustainability

- 8.23 The Senior Sustainability Officer is satisfied that the information provided is acceptable subject to conditions.
- 8.24 In my opinion the applicants have suitably addressed the issue of sustainability and renewable energy and the proposal is in accordance with Cambridge Local Plan (2018) policies 28 and 29 and the Sustainable Design and Construction SPD 2007.

Integrated water management and flood risk

- 8.25 The Drainage Officer is satisfied that the information provided is acceptable subject to conditions. In my opinion the applicants have suitably addressed the issues of water management and flood risk, and the proposal is in accordance with Cambridge Local Plan (2018) policies 31 and 32.

Residential/neighbouring Amenity

Impact on amenity of neighbouring occupiers

- 8.26 There are no residential properties in close proximity to the site. No.7 Downing Place, which is used as offices, is immediately to the north west of the site. The occupiers of No.7 Downing Place

have objected to the application on the grounds of loss of daylight, loss of sunlight and being overbearing. There is an internal courtyard that is within No.7 Downing Place. It is bound by its own two storey built form to the west north and east. However to the south of the courtyard is a single storey scale wall adjoining the Drill Hall at Hobson House. The proposal would result in the height of the northern wall of the Drill Hall being increased from a single storey scale to a three storey scale. This would most likely result in a significant impact upon rooms that look upon the courtyard. However, given that the use of the No.7 Downing Place is as an office, I do not consider that this impact would result in a significant loss of amenity and would not therefore warrant a refusal of the application.

8.27 Property Trustees of the St Andrews Street Baptist Church have raised concern about the reduction in sunlight through the eastern windows of the sanctuary of the church and the loss of daylight into minister's 1st floor office within the Church building. A daylight/sunlight assessment has been carried out and concluded that the daylight would be retained to an acceptable level.

8.28 Environmental Health have recommended a number of conditions regarding construction hours, collections during construction, piling, dust, contaminated land, noise insulation scheme, plant, delivery hours, kitchen extraction discharge, odour filtration/extraction, artificial lighting and combustion appliances. Informatives regarding plant noise, dust and materials chemical testing are also recommended. I agree with this advice.

8.29 In my opinion the proposal adequately respects the residential amenity of its neighbours and the constraints of the site and I consider that it is compliant with Cambridge Local Plan (2018) policies 34, 35, 36, 55 and 56.

Refuse Arrangements

8.30 The plans include an internal bin store that is accessed via Downing Place. There are limited services for the hotel and café/tea room.

8.31 In my opinion the proposal is compliant in this respect with Cambridge Local Plan (2018) policy 57.

Highway Safety

- 8.32 No comments have been received from the Transport Impact Assessment Team. Various neighbouring properties/businesses have raised concerns about the construction stage. The development site is located on Downing Place which serves The Regal Wetherspoons Pub, Cambridge City Council Mandela House and the Downing Site alongside a number of smaller businesses. Due to the potential conflict that could arise during construction, a construction management plan is recommended.
- 8.33 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 81.

Car and Cycle Parking

- 8.34 Given the City Centre location of the site, it is not possible to provide any off-street car parking provision for the development. The site is located adjacent to a number of bus stops and is easily accessible for taxis. I have noted the proximity of the site to 6 car park spaces. The restrictions for these six spaces are:
- ☐ No waiting 7pm – 7am except taxis;
 - ☐ Loading only 7am – 7pm;
 - ☐ Disabled badge holders only 10am – 4pm.
- 8.35 The proposal would include 16 cycle parking spaces for staff located within an internal store. Appendix L of the Cambridge Local Plan 2018 requires 2 spaces per 5 members of staff for the hotel, 2 spaces per 10 guests for the hotel, and approximately 18 spaces for the Tea Room use. There would only be 18 staff on a shift, this would work out at a requirement of 7 cycle spaces for the staff. This would mean that the proposal would fall short of approximately 21 cycle spaces. It is to be noted that the proposed tea room would be open to the general public. Most likely those using the tea room would have visited to Cambridge City Centre for another reason and could make use of the public cycle parking that is available in and around the city centre; the nearest being outside the site on St Andrews Street. Notwithstanding that, the proposal is for the refurbishment of Hobson House where there is limited space to provide a large amount of cycle parking. Appendix L of the Cambridge Local Plan states that some flexibility is applied to applications of the standards for the historic core area of the

city, where constraints may make application of the standards difficult for change of use or refurbishment. The 16 cycle spaces will be double stackers with an acceptable amount of room to move cycles in and out. I consider that due to the heritage status of Hobson House and its siting within the historic core of the city and its sustainable location, flexibility needs to be applied in this instance.

8.36 Policy 82 of the Cambridge Local Plan (2018) relates to parking management. This states that car free developments will be accepted where they have easy access by walking or cycling to the city centre or a district centre, there is high public transport accessibility and where the car-free status can be realistically enforced for example through on-street car parking controls. In my view, the proposal meets with these criteria and would satisfy policy 82 subject to the inclusion of a travel plan condition.

8.37 In my opinion the proposal is compliant with policy 82 of the Cambridge Local Plan (2018).

Third Party Representations

8.38 I have addressed the third party representations within the preceding paragraphs of my report.

Planning Obligations (s106 Agreement)

8.39 The Council does not propose to seek specific S106 financial contributions under the council's Planning Obligation Strategy SPD 2010, as Cambridge City Council does not seek S106 financial contributions from such developments.

9.0 CONCLUSION

9.1 In conclusion, it is my view that the proposal would provide a high quality hotel within the city centre. The wider public benefits of the scheme would outweigh the less than substantial harm that would be caused to the heritage asset.

10.0 RECOMMENDATION

APPROVE subject to the following 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 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Submission of Preliminary Contamination Assessment:

Prior to the commencement of the development (or phase of) or investigations required to assess the contamination of the site, the following information shall be submitted to and approved in writing by the Local Planning Authority:

(a) Desk study to include:

- Detailed history of the site uses and surrounding area (including any use of radioactive materials)

- General environmental setting.

- Site investigation strategy based on the information identified in the desk study.

(b) A report setting set out what works/clearance of the site (if any) is required in order to effectively carry out site investigations.

Reason: To adequately categorise the site prior to the design of an appropriate investigation strategy in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

4. Submission of site investigation report and remediation strategy:

Prior to the commencement of the development (or phase of) with the exception of works agreed under condition 3 and in accordance with the approved investigation strategy agreed under clause (b) of condition 3, the following shall be submitted to and approved in writing by the Local Planning Authority:

(a) A site investigation report detailing all works that have been undertaken to determine the nature and extent of any contamination, including the results of the soil, gas and/or water analysis and subsequent risk assessment to any receptors

(b) A proposed remediation strategy detailing the works required in order to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters. The strategy shall include a schedule of the proposed remedial works setting out a timetable for all remedial measures that will be implemented.

Reason: To ensure that any contamination of the site is identified and appropriate remediation measures agreed in the interest of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

5. Implementation of remediation.

Prior to the first occupation of the development (or each phase of the development where phased) the remediation strategy approved under clause (b) to condition 4 shall be fully implemented on site following the agreed schedule of works.

Reason: To ensure full mitigation through the agreed remediation measures in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

6. Completion report:

Prior to the first occupation of the development (or phase of) hereby approved the following shall be submitted to, and approved by the Local Planning Authority.

(a) A completion report demonstrating that the approved remediation scheme as required by condition 4 and implemented under condition 5 has been undertaken and that the land has been remediated to a standard appropriate for the end use.

(b) Details of any post-remedial sampling and analysis (as defined in the approved material management plan) shall be included in the completion report along with all information concerning materials brought onto, used, and removed from the development. The information provided must demonstrate that the site has met the required clean-up criteria.

Thereafter, no works shall take place within the site such as to prejudice the effectiveness of the approved scheme of remediation.

Reason: To demonstrate that the site is suitable for approved use in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

7. Material Management Plan:

Prior to importation or reuse of material for the development (or phase of) a Materials Management Plan (MMP) shall be submitted to and approved in writing by the Local Planning Authority. The MMP shall:

- a) Include details of the volumes and types of material proposed to be imported or reused on site
- b) Include details of the proposed source(s) of the imported or reused material
- c) Include details of the chemical testing for ALL material to be undertaken before placement onto the site.
- d) Include the results of the chemical testing which must show the material is suitable for use on the development
- e) Include confirmation of the chain of evidence to be kept during the materials movement, including material importation, reuse placement and removal from and to the development.

All works will be undertaken in accordance with the approved document.

Reason: To ensure that no unsuitable material is brought onto the site in the interest of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

8. Unexpected Contamination:

If unexpected contamination is encountered whilst undertaking the development which has not previously been identified, works shall immediately cease on site until the Local Planning Authority has been notified and the additional contamination has been fully assessed and remediation approved following steps (a) and (b) of condition 4 above. The approved remediation shall then be fully implemented under condition 5.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

9. 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 2018 policy 35)

10. There shall 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 2018 policy 35)

11. No development shall commence until a programme of measures to minimise the spread of airborne dust from the site during the demolition / construction period has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

Reason: To protect the amenity of nearby properties Cambridge Local Plan 2018 policy 36.

12. In the event of the foundations for the proposed development requiring piling, prior to the development taking place, other than demolition, the applicant shall provide the local authority with a report / method statement for approval detailing the type of piling and mitigation measures to be taken to protect local residents from noise and/or vibration. Potential noise and vibration levels at the nearest noise sensitive locations shall be predicted in accordance with the provisions of BS 5228-1&2:2009 Code of Practice for noise and vibration control on construction and open sites. Development shall be carried out in accordance with the approved details.

Due to the proximity of this site to existing residential premises and other noise sensitive premises, impact pile driving is not recommended.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2018 policy 35)

13. Prior to the commencement of development/construction, a noise assessment of external and internal noise levels and a noise insulation / attenuation scheme as appropriate, detailing the acoustic / noise insulation performance specification of the external building envelope of the accommodation units (having regard to the building fabric, glazing and ventilation) and other mitigation to reduce the level of noise experienced externally and internally at the accommodation units as a result of high ambient noise levels in the area shall be submitted to and approved in writing by the local planning authority. The scheme shall have regard to the external and internal noise levels recommended in British Standard 8233:2014 "Guidance on sound insulation and noise reduction for buildings".

The scheme as approved shall be fully implemented before the use hereby permitted is commenced and shall be retained thereafter.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2018 policy 35)

14. Prior to the installation of plant, a scheme for the insulation of the plant in order to minimise the level of noise emanating from the said plant shall be submitted to and approved in writing by the local planning authority and the scheme as approved shall be fully implemented before the use hereby permitted is commenced.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2018 policy 35)

15. All servicing, delivery and collections shall be undertaken between the hours of 07:00 to 23:00 Monday to Saturday only, excluding Sundays, Bank and other public holidays.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2018 policy 35)

16. Before the development hereby permitted is commenced, details of the location of associated duct work, for the purpose of extraction and/or filtration of fumes and or odours shall be submitted to and approved in writing by the local planning authority. The approved ductwork shall be installed before the use hereby permitted is commenced.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2018 policy 36)

17. Prior to the installation of plant, details of equipment for the purpose of extraction and filtration of odours shall be submitted to and approved in writing by the local planning authority. The approved extraction/filtration scheme shall be installed before the use hereby permitted is commenced and shall thereafter be retained as such. The scheme shall have regard to design recommendations within EMAQ's "Control of Odour and Noise from Commercial Kitchen Exhaust Systems (update to the 2004 report prepared by NETCEN for DEFRA)" dated September 2018.

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2018 policy 36)

18. Prior to the installation of any artificial lighting, an artificial lighting scheme shall be submitted to and approved in writing by the local planning authority. 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.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 34)

19. The development hereby approved shall utilise low NO_x boilers, i.e. Boilers that meet a dry NO_x emission rating of 40mg/kWh. If the proposals will include any gas fired Combined Heat and Power System, that system shall meet an emissions standard of:

- Spark ignition engine: less than 150 mg NO_x/Nm³
- Compression ignition engine: less than 400 mg NO_x/Nm³
- Gas turbine: less than 50 mg NO_x/Nm³

Details of all combustion appliances shall be submitted to and approved in writing by the Local Planning Authority for approval prior to installation demonstrating compliance with the agreed emissions limits.

All combustion appliances shall be fully installed and operational prior to the occupation of any approved buildings and shall thereafter be maintained in accordance with a maintenance programme, which shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

Reason: To protect local air quality and human health by ensuring that the production of air pollutants such as nitrogen dioxide and particulate matter are kept to a minimum during the lifetime of the development, to contribute toward National Air Quality Objectives and accords with the requirements of the National Planning Policy Framework (NPPF), policy 36 of the Cambridge Local Plan 2018 and in accordance with Cambridge City Councils adopted Air Quality Action Plan (2018).

20. No development shall take place within the site until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that an appropriate archaeological investigation of the site has been implemented before development commences. (Cambridge Local Plan 2018 policy 61)

21. Prior to the commencement of installation of glass/glazing, full details of all glass to be installed in doors / windows / screens, etc., shall be submitted to and approved in writing by the Local Planning Authority. Mirrored, reflective, metallic coated or other non-transparent glass are unlikely to be approved. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

22. Prior to the installation of any secondary double glazing systems, full details of all secondary double-glazing systems including fixings into reveals, sills, etc., location & design of mullions & transoms, means of opening/closing, materials, mouldings, etc. shall be submitted to and approved in writing by the submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

23. No brickwork is to be erected until the choice of brick, bond, mortar mix design and pointing technique have been submitted to and approved in writing by the Local Planning Authority by means of sample panels prepared on site. The approved panels are to be retained on site for the duration of the works for comparative purposes, and development must take place only in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

24. Prior to the commencement of fitting of railings/gates to walls, the means of fixing the railings/gates to or into the walling, piers, copings or other elements shall be submitted to and approved in writing by the Local Planning Authority. Where a traditional design is proposed, railings should normally be lead 'caulked' into sockets in stone or other copings. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

25. Prior to the commencement of any masonry cleaning, full details of all masonry cleaning systems shall be submitted to and approved in writing by the Local Planning Authority. This may require the submission of test patches of cleaning to assess suitability for the masonry in question. High-pressure blast systems or those utilising coarse abrasives are unlikely to be approved. Masonry cleaning shall thereafter only be carried out in accordance with the approved system.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

26. No new walls shall be constructed until the details of the roof/wall junctions, including eaves, fascias and soffits, wall/floor junctions and wall/wall junctions have been submitted to and agreed in writing by the Local Planning Authority. This includes junctions between historic and new work. Construction of walls shall thereafter take place only in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

27. Prior to the application of any external render and any self- or applied-colour, full details of the type and finish of render/colour shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be undertaken in accordance with the agreed details unless the Local Planning Authority agrees to any variation in writing.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018, policy 61)

28. No roofs shall be constructed until full details of the type and source of roof covering materials and the ridge, eaves and hip details, if appropriate, have been submitted to the Local Planning Authority as samples and approved in writing. Roofs shall thereafter be constructed only in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

29. No dormers shall be constructed until full details, at a scale of 1:10, showing the construction, materials, rainwater disposal and joinery of the dormers, including their cheeks, gables, glazing bars and mouldings, have been submitted to and approved in writing by the Local Planning Authority. Dormers shall thereafter be constructed only in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

30. No rainwater goods shall be installed until full details of the means of rainwater collection and disposal have been submitted to and approved in writing by the Local Planning Authority. Rainwater goods shall thereafter be installed only in accordance with the approved details. Discharge of this condition may require the submission of materials samples as well as large-scale drawings.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

31. No occupation of the building shall commence until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall specify the methods to be used to discourage the use of the private motor vehicle and the arrangements to encourage use of alternative sustainable travel arrangements such as public transport, car sharing, cycling and walking. The Travel Plan shall be implemented as approved upon the occupation of the development and monitored in accordance with details to be agreed in writing by the Local Planning Authority.

Reason: In the interests of encouraging sustainable travel to and from the site (Cambridge Local Plan 2018, policies 80 and 81).

32. No demolition or construction works shall commence on site until a traffic management plan has been submitted to and agreed in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: in the interests of highway safety (Cambridge Local Plan 2018 Policy 81)

33. No development hereby permitted shall be commenced until a surface water drainage scheme for the site, based on sustainable drainage principles and in accordance with Cambridge City Council local plan policies, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is occupied.

The scheme shall be based upon the principles within the agreed Flood Risk and Sustainable Drainage Assessment prepared by Henley Homes dated September 2018 and shall also include:

- a) Details of the existing surface water drainage arrangements including runoff rates for the QBAR, 3.3% Annual Exceedance Probability (AEP) (1 in 30) and 1% AEP (1 in 100) storm events;
- b) Full results of the proposed drainage system modelling in the above-referenced storm events (as well as 1% AEP plus climate change) , inclusive of all collection, conveyance, storage, flow control and disposal elements and including an allowance for urban creep, together with a schematic of how the system has been represented within the hydraulic model;

- c) Detailed drawings of the entire proposed surface water drainage system, including levels, gradients, dimensions and pipe reference numbers;
 - d) A plan of the drained site area and which part of the proposed drainage system these will drain to;
 - e) Full details of the proposed attenuation and flow control measures;
 - f) Site Investigation and test results to confirm infiltration rates;
 - g) Temporary storage facilities if the development is to be phased;
 - h) A timetable for implementation if the development is to be phased;
 - i) Details of overland flood flow routes in the event of system exceedance, with demonstration that such flows can be appropriately managed on site without increasing flood risk to occupants;
 - j) Full details of the maintenance/adoption of the surface water drainage system;
 - k) Measures taken to prevent pollution of the receiving groundwater and/or surface water
 - l) Formal agreement from a third party if discharging into their system is proposed, including confirmation (and evidence where appropriate) that sufficient capacity is available.
- The drainage scheme must adhere to the hierarchy of drainage options as outlined in the NPPF PPG

Reason: To ensure appropriate surface water drainage.
(Cambridge Local Plan 2018 policies 31 and 32)

34. The proposed low carbon technologies (air source heat pumps) shall be installed and fully operational prior to occupation and shall thereafter be retained and remain fully operational in accordance with a maintenance programme, which shall be submitted to and agreed in writing by the local planning authority.

No review of this requirement on the basis of grid capacity issues can take place unless written evidence from the District Network Operator confirming the detail of grid capacity and its implications has been submitted to, and accepted in writing by, the local planning authority. Any subsequent amendment to the level of renewable/low carbon technologies provided on the site shall be in accordance with a revised scheme submitted to and approved in writing by, the local planning authority.

Reason: In the interests of reducing carbon dioxide emissions (Cambridge Local Plan 2018, Policy 28).

35. Prior to the occupation of the uses hereby permitted, a water efficiency specification, based on the BREEAM Wat01 Water Calculator Methodology, shall be submitted to the local planning authority. This shall demonstrate the achievement of 3 credits for water efficiency (Wat01) and that the development will be carried out in accordance with the agreed details.

Reason: To ensure that the development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018, policy 28)

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PLANNING COMMITTEE

17th June 2019

Application Number	18/1877/LBC	Agenda Item	
Date Received	30th November 2018	Officer	Lewis Tomlinson
Target Date	25th January 2019		
Ward	Market		
Site	Hobson House 42 - 44 St Andrews Street		
Proposal	Change of use and refurbishment of the existing Grade II listed office building (use Class B1(a) Offices to a 57 bed boutique hotel (Use Class C1) and cafe/tea room (use Class A3), in include replacement of glazed screen on the St Andrew's street facade, upgrading thermal character of the glazed roof over drill hall to create a central atrium, removal of existing northern wing to create two floors above, second floor extension to the existing southern wing; together with partial demolition and replacement new-building at the rear and associated works.		
Applicant	c/o Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <p>The proposal would not harm the special interest of the Listed Building.</p>
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 Hobson House is located on the western side of St Andrew's Street. Hobson House is a Grade II Listed Building which falls within the Central Conservation Area. The site is the former police station with a yard to the rear. It also includes key features such as the drill hall, Chief Constables House and office, Mortuary and officer accommodation. To the north west of the site is 7 Downing Place and to the south east of the site

Mandela House. The site falls within the Controlled Parking Zone.

2.0 THE PROPOSAL

- 2.1 Change of use and refurbishment of the existing Grade II listed office building (use Class B1(a) Offices to a 57 bed boutique hotel (Use Class C1) and cafe/tea room (use Class A3), in include replacement of glazed screen on the St Andrew's street facade, upgrading thermal character of the glazed roof over drill hall to create a central atrium, removal of existing northern wing to create two floors above, second floor extension to the existing southern wing; together with partial demolition and replacement new-building at the rear and associated works.
- 2.2 The application seeks listed building consent to carry out a list of extensive works to Hobson House. The works involve the creation of a hotel which keeps services to a minimum. The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices. The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed over to create a large spacious tea room that will be part of the hotel and also accessible to the general public. The application would also result in the demolition of the mortuary and officers accommodation to the rear of the site (facing onto Downing Place) and the erection of replacement buildings. The replacement buildings would be constructed of a red brick with a zinc mansard roof form with smaller dormers.

3.0 SITE HISTORY

- 3.1 There is an extensive site history including multiple alterations and works to the Hobson House. However, none of it is directly relative to the proposed scheme.

4.0 PUBLICITY

- | | | |
|-----|------------------------|-----|
| 4.1 | Advertisement: | Yes |
| | Adjoining Owners: | Yes |
| | Site Notice Displayed: | Yes |

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2018	Local	61

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

Central Government Guidance	National Planning Policy Framework 2019 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95
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6.0 Consultations

Urban Design and Conservation Team

6.1 Objection.

- ☐ The proposed new development to the rear of Hobson House will result in less than substantial harm to the significance of the Grade II listed Hobson House as per para 196.
- ☐ The proposed new development to the rear of Hobson House fails to preserve or enhance the character of the Historic Core Conservation Area or comply with Policies 55, 57, 58 and 61.

6.2 Hobson House is a Grade II listed building and a good example of a late Victorian police station with its important features such as the drill hall, Chief Constables House and office, Mortuary and officer accommodation remaining largely intact albeit in some cases greatly altered. The concept of a hotel which keeps services to a minimum would appear to be a good fit for this

building. The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices. The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed to create a tea room for the hotel and accessible to the public. The point of contention has been over the existing buildings to the rear of the site facing Downing Place including the Chief Constables house which is noted as a positive building within the Historic Core conservation appraisal and the former mortuary and officer accommodation in the north wing which forms part of the overall listed complex. There has been much debate over the merits of these parts of the complex and earlier iterations of the design removed both the Constables House and the mortuary and officers accommodation without adequately justifying their demolition or providing high quality replacement designs.

After a prolonged period of meetings and discussion the latest iterations keep the Chief Constables house and create new build elements to the rear and to the side replacing the existing two storey element which roofed over the former fire station yard. Retaining the Constable's House acknowledges the historic and social interest of the building's development with that of the police station which is historically unusual, its importance to the cultural history of Cambridge and the contribution this house makes to the character of Downing Place as one of the last remaining remnants of former residential buildings. The arguments for the demolition of the mortuary and Officers accommodation have centred on the fact that they have been altered and so have lesser significance in relation to the listed building as a whole. It is true that these buildings have been altered but on inspection some of the remnants of their function can still be read, the mortuary is still one big space with a cornice and the single lantern light and the Officers accommodation whilst completely altered at ground level still retains some fireplaces on the first floor in what were the bedrooms.

It is accepted that the mortuary and officers accommodation have undergone major alterations over the years but it was felt that the applicants had not done enough to justify their removal or provide a high quality replacement design. Para 193 of the NPPF states that when considering the impact of a proposed

development on the significance of a designated heritage asset, great weight should be given to the asset's conservation irrespective of whether the harm amounts to substantial, total loss or less than substantial harm to its significance. Hobson House as a whole is an unusual complex and has high significance as a purpose built police station. The buildings to the rear were part of the function of the station although it is acknowledged that due to alterations in the past that function is not easily read. What needs to be assessed is whether their loss would be classed as substantial or less than substantial harm to the listed building as a whole. As a result of these discussions the applicant provided further information from the owners of Hobson House which highlight that the proposed hotel use is seen as a good fit for the rest of the building which due to its size and complexity would make an alternative use difficult to find. The applicant has always maintained that retaining and re-using these elements would not provide enough rooms to make the hotel viable and those rooms would not be of high enough quality due to ceiling heights and wall positions. They also considered that the street presence onto Downing Place these buildings provided was not of high quality and enhancements could be made to the character of the conservation area.

Having looked at the buildings themselves in terms of their significance and assessed the proposals as a whole I consider that the loss of the Mortuary and Officers accommodation to be less than substantial harm to the significance of Hobson House as a whole. Para 196 in the NPPF states that where a development proposal will lead to less than substantial harm this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum use.

In assessing the balance between the continued use and restoration of the majority of Hobson House, the retention of the Constable's House and the restoration and availability of the drill hall to the public there is a recognition that the harm caused by the loss of the Mortuary and Officer accommodation might be outweighed by the wider public benefits accrued by the works to the whole site.

However any replacement building needs to comply with Local Plan policies 55, 58 and 61 in that it needs to respond to the

context of Downing place and ensure that the special character of Cambridge is protected and enhanced. The new buildings need to demonstrate that they have a positive impact on their setting in terms of height, scale, form, do not adversely impact on the setting, character or appearance of listed buildings or conservation areas and be of a quality which is both a worthy addition to Hobson House, enhances the character of the conservation area and relates well to the retained Constable's House.

Design proposals

The plan for the interior of the remainder of Hobson House retains and enhances the existing features and includes some important refurbishment to the interiors which have been poorly used over the years. However the issue still remains with the replacement buildings for the mortuary and Officers accommodation and the building adjacent to the Constable's House. The current design proposals have responded in part to previous comments. It is now in red brick which reflects the existing buildings and the Drill Hall and follows the essence of the existing frontage with large service doors at ground floor. The main difference is that the demands of the hotel require a first and second floor addition. The focus of discussions has been the relationship of this first floor element and new roof to the diminutive scale of the adjoining house at No 7 Downing Place, the visibility of the crow stepped gable to the Drill Hall, the relationship of the new roof against the Constable's House and long views down Downing Place.

The current design proposal has been amended to create a zinc mansard roof form with smaller dormers. Both new build elements are being given the same roof profile. The roof forms are large and their bulk will be visible in long views along Downing Place and they look too dominant alongside No 7 Downing Place and the roof of the Constable's House. Amendments have been made to ensure that the rear roofs which line the passageway to the drill hall allow the crow stepped gable to be viewed as fully as possible and to ensure that the circular window at the top of the gable is not obscured which is a positive move.

The elevation treatment of the mortuary replacement building is contemporary and simple which echoes that of the existing

building. However this building needs to be of high quality to justify the removal of the existing listed ones and the detailing and quality of brickwork needs to be an enhancement to the street scene. Overall whilst there have been changes and improvements made to the design, the scale and mass of the roofs of the new buildings are not acceptable and do not provide a high enough quality replacement to justify the demolition of the listed mortuary and Officers accommodation and they do not serve to enhance or protect the character of the conservation area.

- 6.3 The above response 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 The representations have been summarised in the report on the full planning application (18/1876/FUL).

8.0 ASSESSMENT

- 8.1 Hobson House is a Grade II Listed Building. The accompanying planning report (18/1876/FUL) considers the material planning issues raised in relation to this proposal. For this listed building consent application, the only issues that need to be considered relate to the alterations to the listed building itself.
- 8.2 The application seeks permission to carry out a list of extensive works to Hobson House. The works involve the creation of a hotel which keeps services to a minimum. The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices. The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed over to create a large spacious tea room that will be part of the hotel and also accessible to the general public. The application would also result in the demolition of the mortuary and officers accommodation to the rear of the site (facing onto Downing Place) and the erection of replacement buildings. The replacement buildings would be constructed of a red brick with a zinc mansard roof form with smaller dormers.

- 8.3 The applicant has engaged in an extensive pre-application process with officers and has amended the scheme to address comments raised. Early on in the pre-application process, the proposal has also been to the Design and Conservation Panel and the application has sought to address any comments raised.
- 8.4 The Conservation Team comments are within section 6.10 – 6.11 of the report. The Conservation Team highlights that any replacement building needs to comply with Local Plan policies 55, 58 and 61 in that it needs to respond to the context of Downing place. The new buildings need to demonstrate that they have a positive impact on their setting in terms of height, scale, form, do not adversely impact on the setting, character or appearance of listed buildings or conservation areas and be of a quality which is both a worthy addition to Hobson House, enhances the character of the conservation area and relates well to the retained Constable's House.
- 8.5 The current design proposal has been amended to create a zinc mansard roof form with smaller dormers. Both new build elements are being given the same roof profile. The roof forms are large and their bulk will be visible in long views along Downing Place and they look dominant alongside No 7 Downing Place and the roof of the Constable' House. It is the Conservation Team's view that the scale and mass of the roofs of the new buildings are not acceptable as they do not provide a high enough quality replacement to justify the demolition of the listed mortuary and Officers accommodation, and therefore they do not serve to enhance or protect the character of the conservation area. It is for that reason that the Conservation Team do not support the proposal in its current form.
- 8.6 Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets conservation irrespective of whether harm amount to substantial, total loss or less than substantial harm to its significance.
- 8.7 Hobson House as a whole is a complex site due to the various alterations the site had gone through. The applicants have argued that given its complex nature, the proposed hotel use is optimum use due to minimal services required. The

Conservation Team agree with this approach. It is also to be noted that both the applicant's heritage assessment and the Conservation Team agree that the proposed development would lead to less than substantial harm.

8.8 Paragraph 196 of the NPPF states that: Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

8.9 The applicant has put forward the following public benefits:

- ☐ Sustaining and investing in the heritage asset
- ☐ Repairing the Downing Place townscape
- ☐ Significance of the drill yard revealed
- ☐ Public access to the drill yard

8.10 The following is also to be noted:

- ☐ The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices.
- ☐ The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed to create a tea room for the hotel and accessible to the public.
- ☐ The Chief Constables house is being retained. This acknowledges the historic and social interest of the building's development with that of the police station which is historically unusual, its importance to the cultural history of Cambridge and the contribution this house makes to the character of Downing Place as one of the last remaining remnants of former residential buildings.
- ☐ It is recognised due to its size and complexity and alternative use would be difficult to find.
- ☐ The current design proposals have responded in part to previous comments, namely the rear roofs which line the passageway to the drill hall allow the crow stepped gable to be viewed as fully as possible and to ensure that the circular window at the top of the gable is not obscured which is a positive move, together with the use of materials.
- ☐ The current design proposal has been amended to create a zinc mansard roof form with smaller dormers.

- ☐ The elevation treatment of the mortuary replacement building is contemporary and simple which echoes that of the existing building.

8.11 Policy 61 'Conservation and enhancement of Cambridge's Historic environment' of the Cambridge Local Plan 2018 states that to ensure the conservation and enhancement of Cambridge's historic environment, proposals should:

- ☐ preserve or enhance the significance of the heritage assets of the city, their setting and the wider townscape, including views into, within and out of conservation areas;
- ☐ retain buildings and spaces, the loss of which would cause harm to the character or appearance of the conservation area;
- ☐ be of an appropriate scale, form, height, massing, alignment and detailed design which will contribute to local distinctiveness, complement the built form and scale of heritage assets and respect the character, appearance and setting of the locality;
- ☐ demonstrate a clear understanding of the significance of the asset and of the wider context in which the heritage asset sits, alongside assessment of the potential impact of the development on the heritage asset and its context; and
- ☐ provide clear justification for any works that would lead to harm or substantial harm to a heritage asset yet be of substantial public benefit, through detailed analysis of the asset and the proposal.

8.12 It is important to understand the character of Downing Place. The character is very mixed in design, form and scale. Working from south east to north west:

- ☐ Mandela House is a large flat roof building that sits at the end of Downing Place. It not only has a large metal shutter door but also metal railings on the first floor and on the roof.
- ☐ Hobson House sits adjacent to Mandela House.
- ☐ Opposite Mandela House and Hobson House is the Downing site. A single storey brick wall with a metallic overhang with a railing above runs from Mandela House to No.7 Downing Place.
- ☐ Opposite No.7 Downing Place and St Andrews Hall are the rears of other buildings within the Downing Site. These are heavily decorated with flues etc and a large metallic fire escape due to it being the rear of the building.
- ☐ Adjacent to the church is the rear of The Regal Whetherspoons Pub which has car parking in front of it and waste storage. It is

also bound by a large metal fence/gate. The building itself is of a contemporary design in comparison to its neighbouring buildings.

- 8.13 As shown above, there is a mixed character along Downing Place. While there a couple of buildings of merit, the general character of the lane has been eroded over time due to the introduction of various servicing elements and large flat roof buildings. The proposed zinc mansard roof form with smaller dormers would materially reduce the scale and massing of the roofs on the buildings to the rear. It is my view that the wider public benefits as outlined above would outweigh the less than substantial harm to the heritage asset. For these reasons set out above, I consider the proposal would be compliant with policy 61 of the Cambridge Local Plan 2018 and paragraph 196 of the NPPF.

9.0 RECOMMENDATION

APPROVE subject to the following conditions:

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

Reason: To comply with the requirements of Section 18 of the Planning (Listed Building & Conservation Areas) Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning and for the avoidance of doubt.

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PLANNING COMMITTEE

Date: 17th June 2019

Application Number	18/2025/FUL	Agenda Item	
Date Received	21st December 2018	Officer	Patricia Coyle
Target Date	22nd March 2019		
Ward	Abbey		
Site	Unit 10 Cambridge Retail Park Newmarket Road Cambridge		
Proposal	Erection of a 2 storey unit for D2 use (gym) with reduction of Homebase garden centre and existing service yard and alterations to service yard access. Provision of cycle store and ancillary plant compound.		
Applicant	C/O Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <p>The proposed erection of the two storey building would be in character with the existing retail park development and, subject to the final comments of the Highways Authority, would not result in any harm to highway safety.</p>
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site relates to the Homebase garden centre which lies to the south of the existing Homebase retail warehouse known as Unit 10 in the Cambridge Retail Park. The collection of buildings that make up the Cambridge Retail Park stand to the south east of Newmarket Road and to the north east of Coldhams Lane.
- 1.2 Views of the retail park from Newmarket Road are dominated by planting along the back edge of the public footpath and the

large areas of car parking provided in front of the retail units. There are only limited views of the site from Newmarket Road. A collection of buildings and businesses occupy a large corner area where Coldhams Lane meets Newmarket Road.

- 1.3 Travelling south east down Coldhams Lane, the south side of Cambridge Retail Park becomes visible and the Homebase garden centre can be seen from the small roundabout from which an access road leads into the retail park passing in front of the garden centre to the east. Henley Road joins this access road on its eastern side and runs along the southern side of the garden centre which has a tall solid timber panel fence inside a low brick wall on the back edge of a public footpath.
- 1.4 The garden centre has a canopy to its front part (western side) which covers about two fifths of the site, the rest is open.
- 1.5 The surrounding area is almost wholly commercial (the exception being Silverwood Close, to the south west, which is residential) and predominantly retail.

2.0 THE PROPOSAL

- 2.1 It is proposed to redevelop part of the existing garden centre, the western part which fronts onto the access road providing access into the retail park, with a two storey building to provide a new gym (Use Class D2) unit.
- 2.2 The proposed building would be constructed from bricks to match those of the brick built Homebase retail unit to the north.
- 2.3 The building would measure 32.7 metres in width along the western elevation adjoining the Homebase unit and 23.1 metres in depth. Access into the building would be a central two door entrance located on its western side.
- 2.4 The supporting documents submitted are:
 - Planning and Retail Statement
 - Contamination Report
 - Design and Access Statement
 - Transport Assessment and draft Travel Plan

3.0 SITE HISTORY

A large number of applications have been made that include the site and surrounding land. The most relevant and recent of which are as follows:

- | | |
|-------------|--|
| 16/2101/FUL | Installation of weather protection canopy within existing garden centre - PERM 31-1-2017 |
| 18/0858/FUL | External alterations and subdivision of the existing Homebase store (Unit 10) into two units and a deed of variation (a change to the Section 106 Agreement attached to approval C/99/1121/OP) to allow for food retail. PCO |
| 19/0611/FUL | Removal of a fence and erection of two new fences to facilitate extension of garden centre into the service yard. – PCO |

4.0 PUBLICITY

- | | | |
|-----|------------------------|-----|
| 4.1 | Advertisement: | Yes |
| | Adjoining Owners: | Yes |
| | Site Notice Displayed: | Yes |

5.0 POLICY

- 5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.
- 5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2018	Local	1 6 28 29 31 32 33 34 35 36 55 56 57 58 59 73

	80 81 82
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5.3 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	<p>National Planning Policy Framework February 2019</p> <p>National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards</p> <p>Circular 11/95 (Annex A)</p>
<p>Previous Supplementary Planning Documents</p> <p>(These documents, prepared to support policies in the 2006 local plan are no longer SPDs, but are still material considerations.)</p>	<p>Sustainable Design and Construction (May 2007)</p> <p>Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)</p> <p>Public Art (January 2010)</p>
Material Considerations	<p><u>City Wide Guidance</u></p> <p>Air Quality in Cambridge – Developers Guide (2008)</p> <p>Cambridge and Milton Surface Water Management Plan (2011)</p> <p>Cambridge and South Cambridgeshire</p>

	<p>Strategic Flood Risk Assessment (November 2010)</p> <p>Cambridge City Council Draft Air Quality Action Plan 2018-2023</p> <p>Cambridge City Council Waste and Recycling Guide: For Developers.</p> <p>Cambridge Walking and Cycling Strategy (2002)</p> <p>Cambridgeshire County Council Transport Assessment Guidelines (2017)</p> <p>Contaminated Land in Cambridge - Developers Guide (2009)</p>
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6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

6.1 The County Council's Transport Assessment Team has commented as follows (received 17th May 2019) in response to the application together with additional information provided by the applicant's agent:

- Insufficient information to properly determine the highway impact of the development.
- The submitted accident data is the same as that provided for the recently approved Lidl application. This application as received much later, and there is more recent data available that should be used instead.
- 20 sheltered cycle parking spaces will be delivered adjacent to the proposed unit and this is agreed.
- The County originally requested that an existing bus stop should be upgraded. Additional information has been provided by the applicant confirming that the development is

anticipated to generate a maximum of 2 additional bus trips and, on this basis, the County's request for a bus shelter is now withdrawn.

- The proposed development will not alter the number of existing car parking spaces at the Retail Park.
- The proposed changes to the service yard access will be on private highway.
- The development is anticipated to generate 29 vehicular trips in the weekday AM peak and 50 vehicular trips in both the weekday PM peak and Saturday peak periods respectively. The applicant has clarified that this information has been obtained from the TRICS database for comparable gym sites, which is acceptable. However, trips have not been discounted in accordance with the reduction of the existing garden centre.
- The County is satisfied with the trip distribution outlined in the assessment, and the applicant's clarification regarding why the middle access junction is unlikely to be used for access. The software used to assess the impact of the development on the capacity of the Coldham's Lane roundabout is agreed.
- The traffic flow diagrams appear to demonstrate there is adequate capacity at nearby junctions, but this is subject to final confirmation from the modelling team that they are happy with the model used to assess this.
- The existing sustainable transport network is considered satisfactory to accommodate the development.
- Regarding the Travel Plan it is recommended that it be revised to consider and include a number of amendments. This can be the subject of a condition.

Environmental Health

- 6.2 Following the submission of additional information relating to air quality, the development proposal is acceptable subject to the

imposition of standard conditions regarding plant noise insulation, construction hours, piling, dust and contaminated land conditions.

In addition to the above standard conditions there are also bespoke conditions recommended requiring: all windows to be kept closed during exercise or the playing of music, restriction to D2 gym use only and the provision of an electric vehicle charging point.

Urban Design and Conservation Team

- 6.3 Feel unable to support the scheme. The concept of utilising part of current Homebase garden centre to provide a new gym is acceptable, but concern is voiced about the design of the building with regard to Policy 28 of the CLP 2018 and the failure to create some form of active edge along Henley Road. Comments are made that whilst the proposed main façade of the building is underwhelming in design, the approach and materials are consistent with the neighbouring Homebase unit.

Windows (perhaps projecting in form to add interest to the elevation/corner) would help to provide a degree of natural surveillance onto the street and the proposed cycle stands. This is supported by Policy 56.

Regarding cycle parking it is suggested that a phased cycle provision condition could be imposed should the application be granted as the Cycle Parking Guide would require 50 spaces rather than the 20 spaces proposed.

Landscape

- 6.4 The development proposal is acceptable subject to the imposition of a condition requiring details of hard landscape works to be submitted to and approved by the LPA.

Cambridgeshire County Council (Flood and Water Management)

- 6.5 Following the submission of further surface water drainage details, no objection in principle to the proposed development. Surface water from the proposed development will connect into the existing private surface water drainage network currently

serving the retail park. Condition recommended requiring the submission of a surface water drainage scheme.

Sustainable Drainage Engineer

- 6.6 Further information regarding surface water drainage required to demonstrate that attenuation meets current design standards.

Planning Policy (Senior Sustainability Officer)

- 6.7 Proposals are considered acceptable subject to a planning condition regarding water efficiency and conditions requiring a BRE issued Design Stage Certificate and a BRE issued post Construction Certificate to be submitted to and approved by the LPA.

Development Contributions Monitoring Unit

- 6.8 No S106 contributions required from such developments.

Designing out Crime Officer

- 6.9 It is hoped the applicant will submit a Secured by Design application in due course.
- 6.10 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 The owners/occupiers of the following addresses have made representations:

Dunelm, Unit 9
27 Silverwood Close
71 Stourbridge Grove

- 7.2 The representations can be summarised as follows:

- The gym will generate more traffic and noise at night and additional light pollution.

- 24hr opening is excessive and would set precedent
- Disappointing to see that the plans predict that 65% of employees will travel by car.
- The two applications 18/0858/FUL and 18/2025/FUL should not be considered in isolation due to their potential cumulative negative impacts on the car parking provision of the Cambridge Retail Park. Concern expressed that there will be additional congestion in and around the car park if the two proposals are both approved.
- Not needed, other gyms are available nearby
- Breeam rating should achieve a higher level
- The scheme is taller than the existing.

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

8.0 ASSESSMENT

8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of development
2. Context of site, design and external spaces
3. Residential amenity
4. Waste storage
5. Highway safety
6. Car and cycle parking
7. Third party representations

Principle of Development

8.2 The NPPF at paragraph 80 indicates that planning decisions should help create the conditions in which businesses can invest, expand and adapt and that “Significant weight should be placed on the need to support economic growth and productivity...”

- 8.3 Central government advice continues to advise at Section 8 of the NPPF, that planning decisions should enable and support healthy lifestyles through the provision of sports facilities.
- 8.4 Paragraph 86 of the NPPF requires a sequential test to be applied to all development proposals for main town centre uses that are not in an existing centre.
- 8.5 In carrying out the sequential test the agent has come to the conclusion that there are no sequentially preferable sites that are suitable, available and viable in Cambridge City Centre or any nearby District or Local Centres in which to accommodate the proposal.
- 8.6 A Health Check survey has also been carried out and it concludes that the city centre is of good health with a diversity of uses and below national average vacancy.
- 8.7 Regarding whether the proposed enterprise would have significant economic benefits for the area it is argued by the agent that the Gym's business model is to employ local people for their gyms and would create 15 full time jobs.
- 8.8 Policy 73 of the CLP requires applicants to demonstrate the need for a leisure use within the catchment area it is expected to serve. The agent refers to a Council Retail and Leisure Study (2013) which has assessed the leisure uses within the city and which concludes that there is capacity for more health clubs in the city.
- 8.9 It is concluded that there are no sequentially preferable sites which are available, suitable and viable which could accommodate the proposal. The proposal would have no impact on the health, vitality and viability of Cambridge City Centre. Finally it has been identified that there is a need for further leisure provision.
- 8.10 The proposal would therefore accord with the advice and guidance of the NPPF and accord with the requirements of Policy 73 of the CLP which indicates that proposals for new and improved sports and leisure facilities will be supported where they improve the range, quality and access to facilities within

Cambridge. The principle of the development is acceptable and in accordance with policy 73.

Context of site, design and external spaces

- 8.11 The application site relates to the garden centre at the southern side of the existing Homebase unit. The garden centre is an open area but it does have a couple of large canopies and boundary treatment that provides a strong sense of enclosure to the area.
- 8.12 The southern side of the garden centre and the service yard are currently defined by a low brick wall behind which has been erected a timber panel fencing which reaches 4.7 metres in height. This boundary treatment bends around to continue along the eastern elevation of the service yard.
- 8.13 The proposed building has been designed to reflect and continue the existing form of development to the north of the Homebase garden centre which is defined by large areas of glazing framed by buff coloured terracotta brick cladding. Referencing that characteristic of large glazed areas framed by brick cladding, aluminium composite panels would face the sides of the glass and brick central area of the building. The tops of the buildings in the retail park have low roofs and this proposed new building would continue this characteristic.
- 8.14 The south and east elevations would both be in the main featureless, faced with aluminium composite panels (above a low brick base) continuing around from the front elevation. The south elevation would however contain a standard door and a couple of louvered areas.
- 8.15 The east elevation facing the retained area of the garden centre and the service yard would only be visible above the timber panel fencing and then only at an angle.
- 8.16 The south elevation of the new building would be set back 2.6 metres from the existing footpath. Whilst there would be no glazed openings in this elevation it would be a visual improvement on the existing boundary treatment of the garden centre.

- 8.17 Views of the site from Newmarket Road would be very limited due to the distance and intervening planting along the back edge of the highway and within the retail park. A significant number of buildings at the corner of Newmarket Road and Coldhams Lane further restrict views of the site from the public domain.
- 8.18 Moving to the southern side of the retail park there are car parking areas to the south and west of the application site and trees within those areas which help to screen the site from views from Coldhams Lane. Nevertheless the area around the small roundabout where Coldhams Lane meets with the access roads into the retail parks to the north and south of the roundabout, does provide views of the site.
- 8.19 Viewed from within and outside the retail park the proposed building would sit comfortably at the southern end of the line of existing development at Cambridge Retail Park and would not harm the character or appearance of the retail park.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.20 The nearest residential properties lie over 120 metres away to the west and south west on Silverwood Close and there is an intervening building and car park (Beehive Centre). There are car parking areas to the south and west of the application site and trees within those areas which help to screen the site from views from Coldhams Lane.
- 8.21 The south and west elevations are blank and there would not therefore be any impact on residential properties from any 24 hour internal lighting associated with the gym business by reason of distance and orientation.
- 8.22 The Environmental Health Officer has recommended a number of standard conditions regarding plant noise insulation, construction hours, piling, dust and contaminated land conditions. There is also a condition recommended requiring all windows to be kept closed during exercise or the playing of music.

- 8.23 It is concluded that the proposal adequately respects the residential amenity of its neighbours and the constraints of the site and it is considered that it is compliant with Cambridge Local Plan (2018) policies 35, 55 and 56.

Waste storage

- 8.24 The drawings do not show any provision for the storage of waste. The red line of the application site however includes the garden centre and the service yard beyond and I therefore consider there is sufficient space to accommodate the waste storage requirements of the proposed use.
- 8.25 Subject to the above the proposal would be compliant in this respect with Cambridge Local Plan (2018) policy 57.

Highway Safety

- 8.26 Further to the latest highways comments set out in paragraph 6.1 of this report, an updated Travel Plan has been submitted and the Highways Authority re-consulted: I will update Members on their response on the amendment sheet.
- 8.27 Subject to resolution of the outstanding highways issues, the application will comply with the requirements of Policy 81 of the Cambridge Local Plan 2018.

Car and Cycle Parking

- 8.28 The Highways Authority has agreed to 20 sheltered cycle parking spaces to be provided adjacent to the proposed unit.
- 8.29 The Urban Design Team has commented that 50 spaces rather than the 20 spaces proposed are required (one space for every 25m²), for sport and recreational facilities by the Cycle Parking Guide for a building of this size.
- 8.30 It is noted by the team that the existing cycle parking within the immediate surroundings appears to be underutilised. This could be due to the nature of the retail units and the sale of large bulky items. The proposed gym could lead to a greater take up of that existing cycle provision. It is suggested that a phased cycle provision condition could deal with this issue.

- 8.31 The proposal is compliant with Cambridge Local Plan (2018) policy 82.

Third Party Representations

- 8.32 There are comments that the gym will generate more traffic and noise at night and additional light pollution. This is correct, but the level of use and the distance from the nearest residential properties would mean that there would be no significant adverse impact upon their residential amenity.
- 8.33 There are comments regarding the number of employees that are predicted will travel by car. A condition has been recommended to revise and amend the travel plan to address such issues.
- 8.34 It is commented that 24hr opening is excessive and would set precedent. As it is not considered that the proposal would result in significant noise/disturbance to the nearest residential properties, the issue of 24 hour opening is considered to be acceptable.
- 8.35 Regarding whether there will be additional congestion in and around the car park the Highways Authority are fully aware of the other application that is still pending determination on the site. There are no objections to the proposal in terms of any shortfall in car parking provision.
- 8.36 The agent has demonstrated that there is a need for further leisure provision within Cambridge regardless of whether other gyms are available nearby. Commercial competition is not a planning matter.
- 8.37 The Sustainability Officer has accepted the Breeam standard that would be achieved represents advanced good practice in sustainable construction.
- 8.38 The scheme is taller than the existing. This is true but would not result in harm to the appearance or character of the area. It would be no higher than the Homebase building adjoining to the north.

9.0 CONCLUSION

- 9.1 The proposed building would fit in comfortably with the existing forms of development found at Cambridge Retail Park and there would be no resultant harm to the appearance and character of the retail park or the surrounding area. There would be no adverse impact on the vitality and viability of Cambridge City Centre as a consequence of this proposal and a need for further leisure provision has been identified. There would be no significant impact on the amenity of the closest residential properties. Subject to the resolution of the outstanding highways concerns, the application is therefore recommended for approval.

10.0 RECOMMENDATION

APPROVE subject to the following 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 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Submission of Preliminary Contamination Assessment:

Prior to the commencement of the development (or phase of) or investigations required to assess the contamination of the site, the following information shall be submitted to and approved in writing by the Local Planning Authority:

(a) Desk study to include:

- Detailed history of the site uses and surrounding area (including any use of radioactive materials)

- General environmental setting.

- Site investigation strategy based on the information identified in the desk study.

- (b) A report setting set out what works/clearance of the site (if any) is required in order to effectively carry out site investigations.

Reason: To adequately categorise the site prior to the design of an appropriate investigation strategy in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

4. Submission of site investigation report and remediation strategy:

Prior to the commencement of the development (or phase of) with the exception of works agreed under condition 3 and in accordance with the approved investigation strategy agreed under clause (b) of condition 3, the following shall be submitted to and approved in writing by the Local Planning Authority:

- (a) A site investigation report detailing all works that have been undertaken to determine the nature and extent of any contamination, including the results of the soil, gas and/or water analysis and subsequent risk assessment to any receptors

- (b) A proposed remediation strategy detailing the works required in order to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters. The strategy shall include a schedule of the proposed remedial works setting out a timetable for all remedial measures that will be implemented.

Reason: To ensure that any contamination of the site is identified and appropriate remediation measures agreed in the interest of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

5. Implementation of remediation.

Prior to the first occupation of the development (or each phase of the development where phased) the remediation strategy approved under clause (b) to condition 4 shall be fully implemented on site following the agreed schedule of works.

Reason: To ensure full mitigation through the agreed remediation measures in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

6. Completion report:

Prior to the first occupation of the development (or phase of) hereby approved the following shall be submitted to, and approved by the Local Planning Authority.

(a) A completion report demonstrating that the approved remediation scheme as required by condition 4 and implemented under condition 5 has been undertaken and that the land has been remediated to a standard appropriate for the end use.

(b) Details of any post-remedial sampling and analysis (as defined in the approved material management plan) shall be included in the completion report along with all information concerning materials brought onto, used, and removed from the development. The information provided must demonstrate that the site has met the required clean-up criteria.

Thereafter, no works shall take place within the site such as to prejudice the effectiveness of the approved scheme of remediation.

Reason: To demonstrate that the site is suitable for approved use in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

7. Material Management Plan:

Prior to importation or reuse of material for the development (or phase of) a Materials Management Plan (MMP) shall be submitted to and approved in writing by the Local Planning Authority. The MMP shall:

a) Include details of the volumes and types of material proposed to be imported or reused on site

- b) Include details of the proposed source(s) of the imported or reused material
- c) Include details of the chemical testing for ALL material to be undertaken before placement onto the site.
- d) Include the results of the chemical testing which must show the material is suitable for use on the development
- e) Include confirmation of the chain of evidence to be kept during the materials movement, including material importation, reuse placement and removal from and to the development.

All works will be undertaken in accordance with the approved document.

Reason: To ensure that no unsuitable material is brought onto the site in the interest of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

8. Unexpected Contamination:

If unexpected contamination is encountered whilst undertaking the development which has not previously been identified, works shall immediately cease on site until the Local Planning Authority has been notified and the additional contamination has been fully assessed and remediation approved following steps (a) and (b) of condition 4 above. The approved remediation shall then be fully implemented under condition 5.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

9. 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 2018 policy 35)

10. There shall 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 2018 policy 35)

11. Prior to the occupation of the development or the commencement of the use, a noise assessment detailing noise levels emanating from all plant, equipment and vents, relative to background levels, shall be submitted to, and approved in writing by, the Local Planning Authority.

If the assessment demonstrates that noise levels exceed the background level at the boundary of the premises, having regard to adjacent noise sensitive premises, a mitigation scheme for the insulation of the plant in order to minimise the level of noise emanating from the said plant shall be submitted to and approved in writing by the Local Planning Authority and the scheme as approved shall be fully implemented before the use hereby permitted is commenced.

Reason: To protect the amenity of nearby properties
(Cambridge Local Plan 2018 policy 35)

12. No development shall commence until a programme of measures to minimise the spread of airborne dust from the site during the demolition / construction period has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

Reason: To protect the amenity of nearby properties Cambridge Local Plan 2018 policy 36.

13. In the event of the foundations for the proposed development requiring piling, prior to the development taking place, other than demolition, the applicant shall provide the local authority with a report / method statement for approval detailing the type of piling and mitigation measures to be taken to protect local residents from noise and/or vibration. Potential noise and vibration levels at the nearest noise sensitive locations shall be predicted in accordance with the provisions of BS 5228-1&2:2009 Code of Practice for noise and vibration control on construction and open sites. Development shall be carried out in accordance with the approved details.

Due to the proximity of this site to existing residential premises and other noise sensitive premises, impact pile driving is not recommended.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35)

14. All windows serving the application site shall be kept closed during exercise or the playing of music.
15. The premises shall be used for a gymnasium use and for no other purpose (including any other purpose in Class D2 of the Schedule to the Town and Country Planning (Use Classes) Order 987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason: For the avoidance of doubt, and because use of the building for any other purpose would require re-examination of its impact. (Cambridge Local Plan 2018 policies 35, 55, 57, and 81)

16. Prior to the construction of building reaching first floor level details of a scheme for the provision of a single operational rapid electric vehicle (EV) charge point with / to a dedicated car parking space for exclusive use by electric vehicles shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be installed / provided in accordance with the approved details prior to the first occupation of the development and shall be maintained and retained thereafter.

Reason: In the interests of encouraging more sustainable forms of travel/transport and to reduce the impact of development on local air quality, in accordance with the National Planning Policy Framework (NPPF) and Policy 36 of the Cambridge Local Plan (2018).

17. No development shall take place above ground level, other than demolition, until samples of the external materials to be used in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Development shall thereafter be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the development does not detract from the character and appearance of the area. (Cambridge Local Plan 2018 policies 55, 57 (for new buildings) and/or 58 (for extensions))

18. Development shall be carried out in accordance with the following water efficiency specification:
Delabie Sporting 2 shower unit - flow rate limited to 6 l/min
Avon 21 pillar taps in the changing rooms - regulated to a maximum of 3.7 l/min
WC cisterns with dual flush - 4/2.6 litres
The above fixtures shall be fully installed and operational prior to occupation. Any changes to the above specification shall be submitted to an agreed in writing by the local planning authority.

Reason: To ensure that the development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28).

19. Within 6 months of commencement of development, a BRE issued Design Stage Certificate shall be submitted to, and approved in writing by, the Local Planning Authority demonstrating that BREEAM very good as a minimum will be met. Where the interim certificate shows a shortfall in credits for BREEAM very good, a statement shall be submitted identifying how the shortfall will be addressed. In the event that such a rating is replaced by a comparable national measure of sustainability for building design, the equivalent level of measure shall be applicable to the proposed development.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan 2018 Policy 28).

20. Prior to the occupation of the gymnasium, or within 6 months of occupation, a BRE issued post Construction Certificate shall be submitted to, and approved in writing by the Local Planning Authority, indicating that the approved BREEAM rating has been met. In the event that such a rating is replaced by a comparable national measure of sustainability for building design, the equivalent level of measure shall be applicable to the proposed development.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan 2018 Policy 28).

21. Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before development is completed. The scheme shall be based upon the principles within the agreed Drainage Strategy prepared by Peter Dann Consulting Engineers (ref: 10-8512 Rev PL1) dated 13 December 2018 and shall also include:
 - a) Full results of the proposed drainage system modelling in the above-referenced storm events (as well as 1% AEP plus climate change) , inclusive of all collection, conveyance, storage, flow control and disposal elements and including an allowance for urban creep, together with an assessment of system performance;
 - b) Detailed drawings of the entire proposed surface water drainage system, including levels, gradients, dimensions and pipe reference numbers;
 - c) Details of overland flood flow routes in the event of system exceedance, with demonstration that such flows can be appropriately managed on site without increasing flood risk to occupants;
 - d) Full details of the maintenance/adoption of the surface water drainage system;

e) Measures taken to prevent pollution of the receiving groundwater and/or surface water

The drainage scheme must adhere to the hierarchy of drainage options as outlined in the NPPF PPG

Reason: To ensure appropriate surface water drainage. (Cambridge Local Plan 2018 policies 31 and 32)

22. No development above ground level, other than demolition, shall commence until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. The works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg furniture, play equipment, refuse or other storage units, signs, lighting); retained historic landscape features and proposals for restoration, where relevant. 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.

All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing by the Local Planning Authority. The maintenance shall be carried out in accordance with the approved schedule. Any trees or plants that, within a period of five years after planting, are removed, die or become in the opinion of the Local Planning Authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, unless the Local Planning Authority gives its written consent to any variation.

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 2018 policies 55, 57 and 59)

23. No occupation of the building shall commence until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall specify the methods to be used to discourage the use of the private motor vehicle and the arrangements to encourage use of alternative sustainable travel arrangements such as public transport, car sharing, cycling and walking. The Travel Plan shall be implemented as approved upon the occupation of the development and monitored in accordance with details to be agreed in writing by the Local Planning Authority.

Reason: In the interests of encouraging sustainable travel to and from the site (Cambridge Local Plan 2018, policies 80 and 81).

24. Prior to first occupation of the development, hereby permitted, or commencement of the use, full details of facilities for the covered, secure parking of bicycles for use in connection with the development shall be submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided in accordance with the approved details before the development is occupied or the use commences and shall be retained in accordance with the approved details thereafter.

Reason: To ensure appropriate provision for the secure storage of bicycles. (Cambridge Local Plan 2018 policy 82)

25. Cambridge City Council recommends the use of low NO_x boilers i.e. appliances that meet a dry NO_x emission rating of 40mg/kWh, to minimise emissions from the development that may impact on air quality.

Reason: To protect local air quality and human health by ensuring that the production of air pollutants such as nitrogen dioxide and particulate matter are kept to a minimum during the lifetime of the development, to contribute toward National Air Quality Objectives in accordance with the National Planning Policy Framework (NPPF), Policy 36 of the Cambridge Local Plan (2018) and in accordance with Cambridge City Councils adopted Air Quality Action Plan (2018)

26. Details of the full surface water drainage strategy for the retail park should be submitted to demonstrate the downstream connection of the network. This includes the attenuation storage and flow control off site.

Surface water and groundwater bodies are highly vulnerable to pollution and the impact of construction activities. It is essential that the risk of pollution (particularly during the construction phase) is considered and mitigated appropriately. It is important to remember that flow within the watercourse is likely to vary by season and it could be dry at certain times throughout the year. Dry watercourses should not be overlooked as these watercourses may flow or even flood following heavy rainfall.

INFORMATIVE: To satisfy the plant sound insulation condition, the rating level (in accordance with BS4142:2014) from all plant, equipment and vents etc (collectively) associated with this application should be less than or equal to the existing background level (L90) at the boundary of the premises subject to this application and having regard to noise sensitive premises.

Tonal/impulsive sound frequencies should be eliminated or at least considered in any assessment and should carry an additional correction in accordance with BS4142:2014. This is to prevent unreasonable disturbance to other premises. This requirement applies both during the day (0700 to 2300 hrs over any one hour period) and night time (2300 to 0700 hrs over any one 15 minute period).

It is recommended that the agent/applicant submits an acoustic prediction survey/report in accordance with the principles of BS4142:2014 "Methods for rating and assessing industrial and commercial sound" or similar, concerning the effects on amenity rather than likelihood for complaints. Noise levels shall be predicted at the boundary having regard to neighbouring premises.

It is important to note that a full BS4142:2014 assessment is not required, only certain aspects to be incorporated into an acoustic assessment as described within this informative.

Such a survey / report should include: a large scale plan of the site in relation to neighbouring premises; sound sources and measurement / prediction points marked on plan; a list of sound sources; details of proposed sound sources / type of plant such as: number, location, sound power levels, sound frequency spectrums, sound directionality of plant, sound levels from duct intake or discharge points; details of sound mitigation measures (attenuation details of any intended enclosures, silencers or barriers); description of full sound calculation procedures; sound levels at a representative sample of noise sensitive locations and hours of operation.

Any report shall include raw measurement data so that conclusions may be thoroughly evaluated and calculations checked.

INFORMATIVE: Dust condition informative

To satisfy the condition requiring the submission of a program of measures to control airborne dust above, the applicant should have regard to:

-Council's Supplementary Planning Document - "Sustainable Design and Construction 2007":

<http://www.cambridge.gov.uk/public/docs/sustainable-design-and-construction-spd.pdf>

-Guidance on the assessment of dust from demolition and construction

http://iaqm.co.uk/wp-content/uploads/guidance/iaqm_guidance_report_draft1.4.pdf

- Air Quality Monitoring in the Vicinity of Demolition and Construction Sites 2012

http://www.iaqm.co.uk/wp-content/uploads/guidance/monitoring_construction_sites_2012.pdf

-Control of dust and emissions during construction and demolition - supplementary planning guidance

https://www.london.gov.uk/sites/default/files/Dust%20and%20Emissions%20SPG%208%20July%202014_0.pdf

PLANNING COMMITTEE

17th June 2019

Application Number	17/2267/FUL	Agenda Item	
Date Received	27th December 2017	Officer	Mr Aaron Coe
Target Date	28th March 2018		
Ward	Trumpington		
Site Proposal	Land to the rear of 115, 117 & 119 Shelford Road Erection of 9 x 2-bedroom flats and associated works.		
Applicant	Mr Daines-Smith Anchor House 7 Anchor Lane, Burwell Cambridge CB25 0BD		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The proposal is well integrated with the character and appearance of the surrounding residential development. <input type="checkbox"/> The proposal would provide an acceptable living environment for future occupants. <input type="checkbox"/> The proposal would not harm the amenities of neighbouring properties.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The proposed site is 0.15 ha, bounded by Addenbrookes Road to the north-west and Shelford Road to the south west. The application site is located to the south of Cambridge in a residential area which is within close proximity to the Southern Fringe Growth Site. The site is directly adjacent to parcel 10 of the Clay Farm development.
- 1.2 The site is presently overgrown and disused garden space at the rear of 115,117 and 119 Shelford Road.

- 1.3 There is an existing access along Addenbrookes Road which serves the car parking area of 115 and 117 Shelford Road.
- 1.4 Immediately opposite the development site is a residential development within the land to the rear of 99-105 Shelford Road which was approved in 2008 (08/0016/REM). In addition, to the west of the site a residential development at the land to the rear of 100-108 Shelford Road was approved in 2011(11/0955/FUL).

2.0 THE PROPOSAL

- 2.1 The application seeks planning permission for the erection of 9 two bedroom flats and associated works which include a car parking area, bin/ cycle stores and hard/ soft landscaping areas. The scheme proposes two x 2 storey blocks. The block further to the east of the site includes 5 units (2 on the ground floor and 3 on the first floor). This block is 23 metres wide and 12 metres deep. The block to the west proposes to include 4 units (2 on the ground floor and 2 on the first floor). This block is 14.5 metres wide and 12 metres deep.
- 2.1 The materials for the development include a facing brick of 'Ivanhoe Cream brick' with velfac windows and doors. A green roofing system is proposed with a single ply roofing membrane.
- 2.2 The only vehicular access to the development is proposed to be situated through Austin Drive where the applicant has right of way access to the development site.
- 2.3 All of the units on the ground floor are provided with an external garden space and the first floor units each have an outdoor terrace area.
- 2.4 The parking proposals within the application are 1 space per unit and 1 visitor car parking space. Overall, 10 parking spaces are being provided. 2 spaces are proposed to be integrated garages and 1 of the spaces is a designated visitor parking bay.
- 2.5 18 cycle parking spaces are provided within the application. One enclosed cycle store is proposed to serve all of the first floor units, whilst the four ground floor units have private cycle storage integrated into their private amenity spaces.
- 2.6 The application is accompanied by the following supporting information:
 - 1. Design and Access statement
 - 2. Arboricultural Impact Assessment

3. Phase 1 Ground Contamination Desk Study Report
4. Noise Assessment
5. Sustainability Checklist
6. Flood Risk Assessment and Surface Water Drainage Strategy
7. Species scoping survey

3.0 Amended Plans and updated proposal description

- 3.1 This planning application as originally submitted proposed the erection of 10 x 2 bedroom flats. However, during the course of the application Cambridge City Council published the inspectors reports on the Cambridge Local Plan 2014 which found the Local Plan to be 'sound' and subsequently on the 18th October the Cambridge Local Plan 2018 was adopted. The adoption of the new local plan resulted in amendments being made to the application.
- 3.2 The amendments to the proposed development include:
- ☐ A reduction in the number of proposed residential units from 10 units to 9 units. The ground floor of the eastern block is proposed to be reduced from 3 units to 2 larger units.
 - ☐ The refuse store has been relocated further to the east of the application site.
 - ☐ The addition of three lifts to the proposed development in order to comply with Cambridge Local Plan 2018 Policy 51.

4.0 SITE HISTORY

No relevant site history.

5.0 PUBLICITY

- | | | |
|-----|------------------------|-----|
| 5.1 | Advertisement: | Yes |
| | Adjoining Owners: | Yes |
| | Site Notice Displayed: | Yes |

6.0 POLICY

- 6.1 Relevant Development Plan policies:

PLAN	POLICY NUMBER
Cambridge Local Plan 2018	27,28, 29, 33, 35, 36, 50, 51, 52, 55, 56, 57, 59, 70, 71, 73, 80, 81, 82, 85

6.2 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations:

Central Government Guidance	National Planning Policy Framework 2019 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 (Annex A)
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007)

7.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

As Submitted

- 7.1 - Clarifications requested on:
- 1) The impacts of the development on parking provision
 - 2) Location of the proposed vehicular access
 - 3) Whether any gates are proposed at the accesses
- A tracking diagram was requested to demonstrate that cars entering the access to 115 and 117 Shelford Road from Addenbrookes Road access can turn within the site and exit in forward gear
 - Please amend the width of the Addenbrookes Road access to 5.5 metres.

As Amended

- 7.2 All concerns have been addressed.

Head of Environmental Services

- 7.3 The development proposed is acceptable subject to the imposition of the conditions relating to acoustic assessment, ventilation scheme, hours of construction/ demolition, hours of deliveries/collections, piling, dust and construction/demolition noise/ vibration.

Sustainable Drainage Engineer

As Submitted

- 7.4 Infiltration tests are required to demonstrate the ground conditions are suitable to provide necessary infiltration storage to ensure a 1 in 30 year flood event and no flooding of property. If permeability testing results are not available then the drainage strategy should include a sustainable drainage solution in case infiltration is not feasible.

Final comments (following submission of further information)

- 7.5 No objections subject to surface water drainage condition.

Urban Design

As Submitted

- 7.6
- 1) The legibility of the units should be improved through more defined entrances
 - 2) The sizes of the garages need amending to meet the Councils guidance in terms of cycle parking.
 - 3) The pedestrian pathway from Addenbrooke's Road and between the two blocks should be aligned.

As Amended

- 7.7 The development proposed is acceptable subject to the imposition of conditions.

Landscape Architect

- 7.8 The development proposed is acceptable subject to the imposition of conditions.

Senior Sustainability Officer

As Submitted

7.9 Some aspects of the proposal are supported but the following additional information is required:

- Information on the levels of carbon reduction being achieved
- If the scheme is not utilising renewable energy in line with the requirements, further justification for the departure from adopted policy will be required.
- If pv panels are to be utilised, as is suggested by the response to the pre-application discussions, then information in line with Section 2.4 of the Council's Sustainable Design and Construction SPD will be required, along with drawings showing the location of the panels. The use of green roofs is supported, however, if pv panels are to be utilised, then the use of brown roofs beneath the pv panels would be more appropriate.

As Amended

7.10 The development proposed is acceptable subject to the imposition of conditions.

7.11 Disability Access Officer

No comments.

Shared Waste Service

As Submitted

7.12 Additional information required regarding storage capacity, dragging distances and refuse collection.

Biodiversity Officer

As Submitted

7.13 The proposal involves mature back garden development, please request a species scoping survey prior to determination. If minded to approve please recommend integral boxes for birds and bats to be installed.

As Amended

- 7.14 Content with the submitted ecology report. The development is acceptable subject to the imposition of conditions.

Arboricultural Officer

- 7.15 Due to the poor quality of the site's trees there are no formal objections to the proposal subject to replacement planting and conditions.

Environment Agency

- 7.16 The Environment Agency has no objection in principle to the proposed development but wish to offer recommendations and informatives that relate to the surface water drainage, sustainable drainage systems and foul water drainage.

Anglian Water

- 7.17 Should the Local Planning Authority be mindful to grant planning approval then Anglian Water recommend the addition of conditions relating to surface and foul water drainage.

Lead Local Flood Authority

As Submitted

- 7.18 - Concerns regarding ownership of the pipe network that surface water is proposed to discharge into
- The site hydraulic calculations have excluded permeable surfaces
 - Support the City Council's suggestion of an increase of the discharge rate to a maximum of 2l/s to incorporate a larger orifice as this will reduce the risk of blockage.

As Amended

- 7.19 The proposed development is acceptable subject to conditions.

Designing Out Crime Officer

- 7.20 The development is supported.

8.0 REPRESENTATIONS

8.1 The owners/occupiers of the following addresses have made representations:

- 29 Austin Drive
- 38 Austin Drive
- 39 Austin Drive
- 46 Austin Drive
- 47 Austin Drive
- 48 Austin Drive
- 49 Austin Drive
- 57 Austin Drive

8.2 The representations can be summarised as follows:

- Concerns regarding the impact on the existing cul-de-sac of Austin Drive
- The impact on pedestrians and cyclists using Austin Drive
- Increased volume of traffic and pollution.
- Concerns over the small amount of visitor parking proposed and subsequent impact on Austin Drive parking arrangement
- Noise disturbance from the proposed car park area and bin store
- Impact of construction traffic on existing residents
- Concerns regarding the loss of trees

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

9.0 ASSESSMENT

9.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of development
2. Context of site, design and external spaces
3. Residential amenity
4. Refuse arrangements
5. Highway safety
6. Car and cycle parking
7. Third party representations
8. Planning Obligations (s106 Agreement)

Principle of Development

- 9.2 The provision of extra housing within the city is supported in the Cambridge Local Plan 2018. Policy 3 of the Cambridge Local Plan (2018) states that the majority of new development should be focused in and around the existing urban area of Cambridge, creating sustainable inclusive communities and enable the maximum number of people to access services locally. I consider that given this site is surrounded by residential development and located in close proximity to various services and facilities, it is in accordance with this policy subject to considerations such as impact on neighbour amenity and visual aesthetics.
- 9.3 The application site is within close proximity to the Cambridge Southern Fringe area of major change. There have been a substantial number of residential developments that have been completed and remain under construction within this area. I consider this proposed development is in keeping with the residential surrounding area.
- 9.4 The Cambridge Local Plan 2018 policy 52 is aimed at safeguarding against unreasonable loss of garden land. This site, which is currently garden land, has to be tested against this policy within the assessment.
- 9.5 Local Plan policy 52 states that residential development within the garden area or curtilage of existing properties will only permitted where:
- a. the form, height and layout of the proposed development is appropriate to the surrounding pattern of development and the character of the area;
 - b. sufficient garden space and space around existing dwellings is retained, especially where these spaces and any trees are worthy of retention due to their contribution to the character of the area and their importance for biodiversity;
 - c. the amenity and privacy of neighbouring, existing and new properties is protected;
 - d. provision is made for adequate amenity space, vehicular access arrangements and parking spaces for the proposed and existing properties; and
 - e. there is no detrimental effect on the potential comprehensive development of the wider area.

- 9.6 I consider that the proposal complies with the criteria set out in policy 52 for the reasons set out in the relevant sections of this report. The development is therefore acceptable in principle.

Context of site, design and external spaces

- 9.7 The key design issue is the design and appearance of the proposed new building in its setting. Following pre application advice, the design of the proposed development has evolved from a three storey individual block to two smaller two storey blocks which are more in keeping with the surrounding two storey residential properties. This is both in terms of the existing donor properties on Shelford Road and the new Clay Farm Countryside development to the east, both of which have a two storey domestic scale. Therefore, the proposed development is in accordance with Policy 55 of the Cambridge Local Plan 2018.
- 9.8 The development will be in keeping with the surrounding character and have minimal impact on the amenities of neighbouring properties. The frontage of the site on the Addenbrooke's Access Road (AAR) consists of residential development including a mix of flats and dwellings along much of its course. The surrounding developments include Clay Farm to the east, Glebe Farm to the west and other new dwellings directly to the north of the site comprise a variety of both two and three storey residential developments. The development of the application site is not considered to be inappropriate in that context.
- 9.9 The proposed development would appear from the Shelford Road and Addenbrooke's Road junction as a row of contemporary two storey units. The scale and massing would be in accordance with the surrounding residential development. The development proposes 4 ground floor units and 5 first floor units. The height of the proposed development to the top of the mono pitch roofs is 7 metres and to the top of the flat roofs is 6 metres. Officers consider the proposed development would have a subservient appearance to surrounding development in terms of its scale, roof form and layout.
- 9.10 In addition, the use of materials including glazing on the front elevations, mono pitch roofs and a similar facing brick to other Addenbrooke's Road properties highlights that the development

is in accordance with the character of the site and its immediate context of residential properties.

- 9.11 The proposed development is set back from Addenbrooke's Road by 12 metres. The block to the east of the stretches approximately 23 metres along the frontage of Addenbrooke's Road site and the block to the west is 14.5 metres wide. Following advice from City Council Urban Design team a 1.5 metre wide link is proposed for pedestrians to connect the residents from Addenbrooke's Road to the parking area to the rear of the development. This increases permeability of the development in accordance with Cambridge Local Plan 2018 Policy 80.
- 9.12 The design and scale of the proposed development would sit comfortably within this back-land context and would enhance the character and appearance of the area.
- 9.13 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policies 51, 52, 55, 56, 57, 59 and 71.

Residential amenity

Impact on amenity of neighbouring occupiers:

- 9.14 The properties likely to be most affected are the occupiers of the nearby Shelford Road dwellings, Addenbrooke's Road adjacent property and Austin Drive residents to the east of the development.
- 9.15 The main concern is the impact of the development on number 2 Addenbrookes Road. The development is proposed to be located 5 metres from the boundary at the middle of the rear garden of 2 Addenbrooke's Road. It is recognised that the proposed development may result in the loss of a small amount of evening sunlight to the garden space of 2 Addenbrooke's Road. However, given that the rear 6 metres of the south east corner of the development is single storey, this impact will be minimal.
- 9.16 In relation to overlooking, a privacy screen has been introduced on the first floor unit terrace space on the north east corner of the development. This will remove the issue of overlooking and protect the residential amenity of 2 Addenbrooke's Road.

Condition 8 has been imposed to secure the details of the privacy screen proposed to be installed on the north east corner of the development.

- 9.17 The proposed development would be located 21 metres from the rear elevation of 115 Shelford Road. Although the presence of this development will have an impact in terms of mass and scale, the inclusion of planting and boundary treatments within this scheme will significantly reduce this impact. Overall, I consider the proximity of the proposed development to the houses fronting Shelford Road acceptable and there is sufficient separation not to have a negative impact upon their setting or the amenity of both existing and future occupiers.
- 9.18 With regard to privacy, I am satisfied that the scheme has been designed such that opportunities offered for direct views into the residential gardens/ houses of others are very limited. The applicant has angled the first floor terrace spaces and included 1.7 metre high privacy screens on all first floor units to reduce the impact of overlooking into the gardens/ properties of Shelford Road residents. Additionally, a substantial amount of planting has been introduced on the southern boundary to further minimise the impacts of the scheme on existing Shelford Road dwellings.

Austin Drive properties

- 9.19 A key concern raised by a number of Austin Drive residents is that there will be an increased number of vehicles driving using the estate. Undoubtedly, the development involves an intensification of use of the cul-de-sac, however, officer's consider that the addition of a maximum of eleven vehicles will not have a detrimental impact on the amenity. The County Highway Authority has assessed the application and is satisfied that the access can accommodate additional trips which are unlikely to have a significant impact on the function of the access.
- 9.20 Concerns have been raised regarding the impact of construction traffic on the existing residents. The impact of construction noise and traffic on neighbouring properties will be controlled through relevant conditions including a traffic management plan and other conditions recommended by the City Council Environmental health team.

- 9.21 An objection was made by the occupier of No. 57 Austin Drive regarding the location of the refuse store at the corner of the site closest to their property. The refuse store is approximately 20 metres from the rear wall of the residential property of No.57. Therefore, given this substantial distance, the noise created from the additional refuse collection point will not have a significant impact and is considered acceptable.
- 9.22 Lack of visitor parking within the proposed development was an issue raised by a resident of Austin Drive. The City Council Car parking standards are that one space for every 4 units should be provided, however, the proposed development intends to provide only one visitor parking space. Whilst it is noted that the proposed visitor parking provision is below the standards more recent guidance in the National Planning Policy Framework, Policy 4 highlights the importance of moving away from maximum parking provision particularly in areas with good access to public transport. Therefore, as the development site is situated within close proximity to the Cambridge Guided Busway and the Cambridge Park and Ride site, I do not feel it is appropriate for the provision of visitor parking to be higher than one space.
- 9.23 Another concern raised is the potential increase in demand for parking along Austin Drive which will subsequently impact pedestrian and cyclist safety. A Traffic Regulation Order will be introduced in due course for Cambridge Southern Fringe development area which includes Austin Drive. Therefore, the introduction of the Traffic Regulation Order will prevent vehicles parking unlawfully along Austin Drive. The development is proposed to have a private car park to serve the additional residents and therefore will not impact the existing arrangement for parking within Austin Drive.
- 9.24 Likewise, the safety of pedestrians and cyclists due to additional vehicular traffic along Austin Drive. It is acknowledged that the proposed development will result in an additional 11 vehicles using Austin Drive. However, officers consider that the existing infrastructure is adequate to serve an additional 11 vehicles without impacting the safety of pedestrians and cyclists that currently use Austin Drive.

Amenity for future occupiers

- 9.25 The residential amenity of the prospective occupiers must also be considered in terms of the quality of the living environment and provision of adequate amenity space.
- 9.26 Policy 50 of the Cambridge Local Plan (2018) sets out internal residential space standards. All of the proposed the units meet the space standards. In this regard, the units would provide a high quality internal living environment for the future occupants. The floor space of the proposed units is presented in the table below against the requirements of policy 50.
- 9.27 The table below shows the proposed internal sizes of the units exceeds the policy size requirements.

Unit	Number of bedrooms	Number of bed spaces (persons)	Number of storeys	Policy Size requirement (m ²)	Proposed size of unit (m ²)	Difference in size
GF1	2	4	1	70	108	+ 38
GF2	2	4	1	70	106	+ 36
GF3	2	4	1	70	79	+ 9
GF4	2	4	1	70	74.8	+ 4.80
FF1	2	4	1	70	73.6	+ 3.6
FF2	2	4	1	70	73.5	+ 3.5
FF3	2	4	1	70	73	+ 3
FF4	2	4	1	70	72	+ 2
FF5	2	4	1	70	70	+ 0

- 9.28 Policy 50 of Cambridge Local Plan (2018) states that all new residential units will be expected to have direct access to an area of private amenity space. All of the ground floor units are provided with garden spaces that vary in size. Each of the first floor units propose to include private terrace spaces of an adequate size that meet the requirements of policy 50.
- 9.29 The impact of traffic noise from Addenbrookes Road on the amenity of future occupiers requires assessment. A noise report submitted within the application has been assessed by the City Council's Environmental Health team. The report has been

considered acceptable subject to development being carried out in accordance with the noise insulation and mitigation scheme submitted. A compliance condition has been recommended.

- 9.30 Adequate outdoor amenity space has been retained by the owners of 115-119 Shelford Road in order to serve existing and future occupiers of these properties.
- 9.31 In my opinion the proposal adequately respects the residential amenity of existing neighbouring properties and the amenity of prospective occupiers. I consider the proposals are compliant with Cambridge Local Plan Policies 55 and 56.

Car and Cycle Parking

- 9.32 The car parking proposals are 1 space per dwelling which is in accordance with the Cambridge Local Plan policies 33 and 82. Two out of the 10 proposed car parking spaces meet the size and dimension requirements for disabled car parking space standards. As previously mentioned the proposed visitor parking provision is below the Council's adopted car parking standards by 1 visitor parking space. However given the proximity of the development site to sustainable transport facilities this provision is considered acceptable.
- 9.33 18 cycle parking spaces have been provided within the development. One enclosed cycle store is proposed to serve all of the first floor units and the four ground floor units have private cycle storage integrated into their private amenity spaces. The provision of cycle parking within the scheme is in accordance with the cycle parking standards set out within Appendix L of the Cambridge Local Plan 2018.
- 9.34 In my opinion the proposal is compliant with policy 82 of the Cambridge Local Plan (2018).

Highway Safety

- 9.35 The access into the new parking area to serve the proposed development is 5 metres wide. The County Highways Authority is content that this would not result in any vehicle conflict from cars entering and leaving the site.

- 9.36 In my opinion the proposal is compliant with Cambridge Local Plan 2018 policy 81.

Renewable energy and Sustainability

- 9.37 The application proposes the use of a 2.50 kWp photovoltaic array and carbon calculations predict a 12.86% reduction on the site meeting the requirements of Cambridge Local Plan policies 28 and 29. The choice of technology is supported, however, details of the location of the photovoltaic panels is secured by condition. Green roofs are also included within the scheme. The proposals are considered acceptable and in accordance with Cambridge Local Plan policies 28 and 29.

Arboricultural Impact

- 9.38 The existing vegetation and trees within the development site were assessed by the City Council Arboricultural officer. Within the development site, one large tree in the south west corner of the site is proposed to be retained whilst all other vegetation is proposed to be removed. This is due to the majority of the trees being classified as poor quality. Therefore, the loss of the existing trees and vegetation is considered acceptable and in accordance with Cambridge Local Plan policy 71.

Ecology

- 9.39 An ecological survey has been assessed as part of this application and the report suggests that a reptile survey is undertaken and the additions of bird/ bat boxes are installed as part of this development. These matters will be addressed by planning condition No. 17. This is in accordance with Cambridge Local Plan 2018 policy 70.

Refuse Arrangements

- 9.40 Existing refuse collections for properties 2-8 Addenbrooke's Road already takes place via Addenbrooke's Road, therefore an existing turning head is already in place to allow refuse vehicles to collect at the rear of the properties and exit in forward gear.
- 9.41 The proposals indicate that the refuse vehicle will utilise the existing turning head and reverse less than 10 metres to the bin collection point. The proposal includes one large ancillary refuse

store which will serve the 5 first floor properties at all times. The four ground floor units each have their own refuse storage areas incorporated into their rear gardens and it is proposed they will also use the refuse store on bin collection days. The full details of the design of the bin store have been secured by condition 24, to ensure the design is acceptable.

- 9.42 The proposed location of the bin store will not create any noise and disturbance issues for neighbouring properties or the potential future occupiers of the proposed development.
- 9.43 The proposals are in accordance with the RECAP waste guidelines and I am satisfied that they can successfully accommodate and serve all units. In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 57.

Planning Obligations (s106 Agreement)

- 9.44 National Planning Practice Guidance Paragraph 031 ID: 23b-031-20160519 sets out specific circumstances where contributions for affordable housing and tariff style planning obligations (section 106 planning obligations) should not be sought from small scale and self-build development. This follows the order of the Court of Appeal dated 13 May 2016, which gives legal effect to the policy set out in the Written Ministerial Statement of 28 November 2014 and should be taken into account. The guidance states that contributions should not be sought from developments of 10 units or less, and which have a maximum combined gross floorspace of no more than 1000sqm. The proposal represents a small scale development and as such no tariff style planning obligation is considered necessary.

Affordable Housing

- 9.45 Cambridge City Council published the Inspectors' Reports on the Local Plan submission on 03 September 2018. The Inspectors concluded the Local Plan was 'sound' subject to a number of modifications being made. Policy 45 of the updated Cambridge Local Plan states that proposals of 11-14 units will be required to provide 25% affordable housing. However, the Council has considered these policies to be out of date given the publication of the NPPF 2018 which requires the provision of affordable housing for developments of 10 or more units.

Therefore, on this basis Cambridge City Council has amended the thresholds in relation to the provision of affordable housing and any proposals for 10-14 units are required to provide 25% affordable housing.

- 9.46 The proposal would result in a net increase of 9 dwellings on the application site. As the proposed net increase of units on the site would be below the threshold, there is no policy basis to require affordable housing provision as part of this application.

Accessible homes

- 9.47 The development has been assessed for compliance with Policy 51. The applicant has amended the scheme to comply with the requirements of Part M4 (2) of the Building Regulations. I have recommended a condition to secure this requirement.

Conclusion

- 10.0** The proposed development will fit in with the surrounding residential character along Addenbrooke's Road. The proposed contemporary design will be in keeping with the street scene and the site location is sustainable with public transport links to Cambridge City centre and surrounding areas. The concerns of Austin Drive residents have been considered, however, I do not believe any of them warrant the refusal of this planning application.

11.0 Recommendation:

APPROVE subject to the following 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 development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. 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 2018, policy 35).

4. No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the appearance of the external surfaces is appropriate. (Cambridge Local Plan 2018 policies 55, 57 and 58)

5. Prior to the commencement of development a sample panel of the facing materials to be used shall be erected on site to establish the detail of bonding, coursing and colour and type of jointing and parapet detailing shall be agreed in writing with the local planning authority. The quality of finish and materials incorporated in any approved sample panel(s), which shall not be demolished prior to completion of development, shall be maintained throughout the development.

Reason: In the interests of visual amenity and to ensure that the quality and colour of the detailing of the brickwork/stonework/render/timber and jointing and parapet detailing is acceptable and maintained throughout the development. (Cambridge Local Plan 2018 policies 55 and 57)

6. No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg furniture, play equipment, refuse or other storage units, signs, lighting); proposed and existing functional services above and below ground (eg drainage, power, communications cables, pipelines indicating lines, manholes, supports); retained historic landscape features and proposals for restoration, where relevant. 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.

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 2018 policies 55, 57 and 59)

7. No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatments to be erected. The boundary treatment shall be completed before the use hereby permitted is commenced and retained thereafter. Development shall be carried out in accordance with the approved details.

Reason: To ensure an appropriate boundary treatment is implemented. (Cambridge Local Plan 2018 policies 55,57 and 59)

8. Prior to the commencement of development, the details of a two metre privacy screen within flat 1 (first floor flat) adjacent to 2 Addenbrooke's Road shall be submitted and approved in writing by Local Planning Authority.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018, policy 57)

9. Prior to the commencement of development/construction, details of an alternative ventilation scheme for the habitable rooms to negate / replace the need to open windows, in order to protect future occupiers from external traffic noise shall be submitted to and approved in writing by the local planning authority. The ventilation scheme shall source air from the rear of the development away from Addenbrooke's Road. The ventilation scheme shall achieve at least 2 air changes per hour. Full details are also required of the operating noise level of the alternative ventilation system. The scheme shall be installed before the use hereby permitted is commenced and shall be fully retained thereafter.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018, policy 35).

10. Prior to commencement and in accordance with BS5837 2012, a phased Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) shall be submitted to the local planning authority for its written approval, before any tree works are carried and before equipment, machinery or materials are brought onto the site for the purpose of development (including demolition). In a logical sequence the AMS and TPP will consider all phases of construction in relation to the potential impact on trees and detail tree works, the specification and position of protection barriers and ground protection and all measures to be taken for the protection of any trees from damage during the course of any activity related to the development, including supervision, demolition, foundation design, storage of materials, ground works, installation of services, erection of scaffolding and landscaping.

Reason: In the interests of visual amenity and safeguarding trees that are worthy of retention (Cambridge Local Plan 2018, policy 71).

11. The approved AMS and TPP will be implemented throughout the development and the agreed means of protection shall be retained on site until all equipment, and surplus materials have been removed from the site. Nothing shall be stored or placed in any area protected in accordance with the TPP, and the ground levels within those areas shall not be altered nor shall any excavation be made without the prior written approval of the local planning authority. If any tree shown to be retained is damaged, remedial works as may be specified in writing by the local planning authority will be carried out. If any tree shown to be retained is removed, uprooted, destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.

Reason: In the interests of visual amenity and safeguarding trees that are worthy of retention (Cambridge Local Plan 2006 policies 4/3 and 4/4).

12. No development, including site clearance, shall commence until a presence / absence reptile survey has been undertaken within the appropriate season (April-June/September-October) and, if required, a mitigation strategy submitted to the Local Authority. Approved mitigation to be implemented prior to site clearance.

Reasons: Ecology survey to date has identified potential reptile habitats on site and recommended additional survey to confirm presence or absence and ensure individuals are not harmed during the development. In accordance with Cambridge Local Plan 2018 policy 70.

13. No development shall commence until a plan has been submitted to and approved in writing by the Local Authority detailing the proposed specification, number and locations of bird and bat boxes on the site. The installation shall be carried out and subsequently maintained in accordance with the approved plans.

Reasons: to provide ecological enhancements for protected species on the site. In accordance with Cambridge Local Plan policy 70.

14. Prior to first occupation for the use hereby permitted, further information on the location and design of the proposed photovoltaic panels shall be submitted to and approved in writing by the local planning authority. The photovoltaic panels shall be installed in accordance with this information and shall thereafter be retained and remain fully operational in accordance with a maintenance programme, which shall be submitted and agreed in writing by the local planning authority.

Reason: In the interests of reducing carbon dioxide emissions (Cambridge Local Plan 2018, policy 29).

15. No review of this requirement on the basis of grid capacity issues can take place unless written evidence from the District Network Operator confirming the detail of grid capacity and its implications has been submitted to, and accepted in writing by, the local planning authority. Any subsequent amendment to the level of renewable/low carbon technologies provided on the site shall be in accordance with a revised scheme submitted to and approved in writing by, the local planning authority.

Reason: In the interests of reducing carbon dioxide emissions (Cambridge Local Plan 2018 policies 28 and 29).

16. Prior to the occupation of the first dwelling, a water efficiency specification for each dwelling type, based on the Water Efficiency Calculator Methodology or the Fitting Approach sets out in Part G of the Building Regulations 2010 (2015 edition) shall be submitted to the local planning authority. This shall demonstrate that all dwellings are able to achieve a design standard of water use of no more than 110 litres/person/day and that the development shall be carried out in accordance with the agreed details.

Reason: To ensure that the development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 policy 27 and Supplementary Planning Document 'Sustainable Design & Construction' 2007).

17. Before the development hereby permitted is commenced a traffic management plan shall be submitted to and approved by the local planning authority in writing.

- i) Movements and control of muck away lorries (all loading and unloading should be undertaken off the adopted public highway),
- ii) Contractor parking, for both phases all such parking should be within the curtilage of the site and not on street
- iii) Movements and control of all deliveries (all loading and unloading should be undertaken off the adopted public highway)
- iv) The control of dust, mud and debris (please note it is an offence under the Highways Act 1980 to deposit mud or debris onto the adopted public highway)

Thereafter the development shall be undertaken in accordance with the approved details.

Reason: In the interest of highway safety and to protect the amenity of the adjoining properties during the construction period. (Cambridge Local Plan 2018 policy 35)

18. A landscape maintenance and management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas shall be submitted to and approved by the local planning authority in writing prior to occupation of the development or any phase of the development whichever is the sooner, for its permitted use. The landscape plan shall be carried out as approved. Any trees or plants that, within a period of five years after planting, are removed, die or become in the opinion of the local planning authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved.

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 2018 policy 59)

19. No development shall take place until full details of all tree pits, including those in planters, hard paving and soft landscaped areas have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. Trees in hard paving or surrounded by hard paved area such as narrow verges or car park islands are expected to include proposals for maximising rooting volume based on tree species, such as through the use of cellular, in-ground tree root products.

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)

20. No development shall commence until such time as the detailed design of the proposed refuse and cycle stores have been submitted and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

Reason: To protect the amenities of nearby residents/occupiers and in the interests of visual amenity. (Cambridge Local Plan 2018 policies 35 and 57).

21. No development hereby permitted shall be commenced until surface water drainage works have been submitted to and approved in writing by the local planning authority. Before these details are submitted, an assessment shall be carried out of the potential for disposing of surface water by means of a sustainable drainage system in accordance with the principles set out in The National Planning Policy Framework and associated Guidance, and the results of the assessment provided to the local planning authority. The system should be designed such that there is no surcharging for a 1 in 30 year event and no internal property flooding for a 1 in 100 year event + 40% an allowance for climate change. The submitted details shall:

- a. provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters; and

- b. provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.
- c. The surface water drainage scheme shall be managed and maintained thereafter in accordance with the agreed details and management and maintenance plan.

Reason: To prevent the increased risk of flooding, to improve and protect water quality, and improve habitat and amenity. (Cambridge Local Plan 2018 policies 32 and 85)

- 22. Details for the long term maintenance arrangements for the surface water drainage system (including all SuDS features) to be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of any of the dwellings hereby permitted. The plan must clarify the access that is required to each surface water management component for maintenance purposes. The maintenance plan shall be carried out in full thereafter.

Reason: To ensure the satisfactory maintenance of drainage systems that are not publically adopted, in accordance with the requirements of paragraphs 163 and 165 of the National Planning Policy Framework.

- 23. The development hereby permitted, shall be constructed to meet the requirements of Part M4(2) 'accessible and adaptable dwellings' of the Building Regulations 2010 (as amended 2016).

Reason: To secure the provision of accessible housing (Cambridge Local Plan 2018 policy 51)

- 24. If previously unidentified contamination is encountered whilst undertaking the development, works shall immediately cease on site until the Local Planning Authority has been notified and/or the additional contamination has been fully assessed and an appropriate remediation and validation/reporting scheme agreed with the LPA. Remedial actions shall then be implemented in line with the agreed remediation scheme and a validation report will be provided to the LPA for consideration.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety in accordance with Cambridge Local Plan 2018 Policy 33.

25. The noise insulation scheme and mitigation requirements as stated within the Cass Allen noise assessment (RP02 - 16196) dated 18th December 2017 shall be fully implemented, maintained and not altered.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018, policy 35).

26. No development shall commence (including any pre-construction, demolition, enabling works or piling), until a written report, regarding the demolition / construction noise and vibration impact associated with this development, has been submitted to and approved in writing by the Local Planning Authority. The report shall be in accordance with the provisions of BS 5228:2009 Code of Practice for noise and vibration control on construction and open sites and include full details of any piling and mitigation measures to be taken to protect local residents from noise and or vibration. The development shall be carried out in accordance with the approved details only.

Due to the proximity of this site to existing residential premises and other noise sensitive premises, impact pile driving is not recommended.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 35)

27. There shall 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 2018 policy 35)

28. No development shall commence until a programme of measures to minimise the spread of airborne dust from the site during the demolition / construction period has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

Reason: To protect the amenity of nearby properties Cambridge Local Plan 2018 policy 36.

INFORMATIVE: Please be reminded that should planning permission be granted for this development, the future residents of the proposed development will not qualify for Residents Permits within the proposed Permit Parking Schemes that will operate on surrounding streets.

Dust condition informative

To satisfy the condition requiring the submission of a program of measures to control airborne dust above, the applicant should have regard to:

-Council's Supplementary Planning Document - "Sustainable Design and Construction 2007":

<http://www.cambridge.gov.uk/public/docs/sustainable-design-and-construction-spd.pdf>

-Guidance on the assessment of dust from demolition and construction

http://iaqm.co.uk/wp-content/uploads/guidance/iaqm_guidance_report_draft1.4.pdf

- Air Quality Monitoring in the Vicinity of Demolition and Construction Sites 2012

http://www.iaqm.co.uk/wp-content/uploads/guidance/monitoring_construction_sites_2012.pdf

-Control of dust and emissions during construction and demolition - supplementary planning guidance

https://www.london.gov.uk/sites/default/files/Dust%20and%20Emissions%20SPG%208%20July%202014_0.pdf

The applicant is reminded that, under the Wildlife and Countryside Act 1981, as amended (section 1), it is an offence to remove, damage or destroy the nest of any wild bird while that nest is in use or being built. Planning consent for a development does not provide a defence against prosecution under this act. Trees and scrub are likely to contain nesting birds between 1st March and 31st August inclusive. Trees and scrub are present on the application site and are to be assumed to contain nesting birds between the above dates, unless a recent survey has been undertaken by a competent ecologist to assess the nesting bird activity on site during this period and has shown it is absolutely certain that nesting birds are not present.

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PLANNING COMMITTEE

17th June 2019

Application Number	18/1952/FUL	Agenda Item	
Date Received	12th December 2018	Officer	Mairead O'Sullivan
Target Date	6th February 2019		
Ward	Newnham		
Site	6 Wilberforce Road		
Proposal	Retrospective permission for the erection of a bike store.		
Applicant	Mr Joe Sanghera 6 Wilberforce road		

SUMMARY	<p>The development does not accord with the Development Plan for the following reason:</p> <ul style="list-style-type: none"> - The store is considered harmful to the Conservation Area and streetscene. - The amendments are not considered adequate and the revised store would remain out of character.
RECOMMENDATION	REFUSAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is a three storey mid-terrace tile clad residential dwelling on the north western side of Wilberforce Road. This is a predominantly residential area although the area to the east of the site is occupied by Department of Applied Mathematics and Theoretical Physics. The properties on the western side of the road are all set back from the street. The majority have hedges and mature planting to the front of the properties.

1.2 The site lies within the West Cambridge Conservation Area.

2.0 THE PROPOSAL

2.1 The application seeks retrospective planning permission for a bike store to the front of the property.

2.2 The bike store is completed and in place. It is sited on the front driveway hard on the boundary with 8 Wilberforce Road. The store is timber. It runs perpendicular to the street. Planting was removed to accommodate the cycle store. The application was submitted following an enforcement investigation.

2.3 The application has been amended since submission and proposes to reduce the length of the existing store by 1.1m. The height is marginally reduced in places. The applicant notes that the height is difficult to calculate as the ground slopes. Additional planting and a green roof are also proposed. The store also accommodates bins in a covered area adjacent to the house.

2.4 The application is accompanied by the following supporting information:

1. Plans
2. Amended plans
3. Cover letter in support of application

3.0 SITE HISTORY

Reference	Description	Outcome
14/0643/FUL	Removal of tile hanging on front elevation, render wall and replacement of all windows. Windows replaced in rear elevation as required to fit minor opening size adjustments.	Permitted

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2018	1 55 56 57 59 61 81 822

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

Central Government Guidance	National Planning Policy Framework 2019 National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards Circular 11/95 (Annex A)
Material Considerations	<u>City Wide Guidance</u> Cycle Parking Guide for New Residential Developments (2010)
	<u>Area Guidelines</u> West Cambridge Conservation Area Appraisal (2011)

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Control)

- 6.1 No objection: The proposal would not have any significant adverse impact on highway safety.

Urban Design and Conservation team

First comment

- 6.2 Objection: The size and location of the bike store is considered to have a negative impact on the character and appearance of the conservation area. No. 6 Wilberforce Road is within a terrace of 4 modern three storey buildings. All of the frontages have parking spaces, originally divided up by hedging from the house elevations to the pavement edge. The owners of no. 6 have removed the hedge between no. 6 and no. 8 and replaced it with a timber cycle shed. The height and length of the shed make it very intrusive in the streetscene which has a negative impact on the character and appearance of the conservation area due to the uncharacteristic nature of the structure. The softness of the hedging has been replaced with the harshness of the built form.

Second comment

- 6.3 Objection: The revised plans do not overcome the Conservation Team's concerns and the proposal remains harmful to the character and appearance of the Conservation Area.
- 6.4 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 The owners/occupiers of the following addresses have made representations which are in objection to the proposal:
- 10 Adams Road
 - 6 Clarkson Road
 - 5 Madingley Road
 - 7 Wilberforce Road

- 8 Wilberforce Road (photo of the bike store and photo prior to construction of the bike store provided) x4
- 9 Wilberforce Road
- 30 Wilberforce Road

7.2 The representations in objection can be summarised as follows:

- Out of character
- Structure is harsh, bulky, visually intrusive and at odds with the green to the front of the other properties
- visually dominates the neighbouring property
- Hedge should be reinstated and a transparent curved bike store erected in its place (as at 2 Adams Rd)
- Hornbeam was removed as part of construction
- Does not preserve and enhance the character and appearance of the Conservation Area.
- Hazard as reduces visibility when moving a car out of driveway of 8 Wilberforce Road
- Hazard to pedestrians as it limits visibility for vehicles leaving 6 Wilberforce Road
- Exceeds 1.8m boundary fence height
- Hope that the structure could be modified to be in keeping
- Concerned about accuracy of the plans
- Very large structure for a bike store

7.3 The owners/occupiers of the following addresses have made representations which are in support of the proposal:

- 94 Ainsworth Street
- 11 Bendyshe Way, Barrington
- 21 Blackthorn Close
- 69 Bramley Way, Hardwick
- 44 Broadway, Bourn
- Camcycle x2
- 2 Clarkson Close
- 16 De Freville Avenue x2
- 24 Fox Hill Road, Guilden Morden
- 71 Hemingford Road
- 161 Hobart Road
- 17 Lilywhite Drive
- 6 Lotfield Street, Orwell
- 31 Madingley Road
- 10 Malthouse Place, Green Drift, Royston
- 4 Opeford Close, Offord Cluny, St. Neots

- 2 Page Close, Histon
- 3 Pear Tree Close, Haddenham, Ely
- 78 Sedgwick Street
- 15 Shelly Garden
- 24 Springfield Road, Sawston
- 5 Stevensons Road, Longstanton
- 58 The Limes, Harston
- 14 Wilberforce Road
- 16 Wilberforce Road x 2
- 19 Wilberforce Road
- 28 Wilberforce Road

7.4 The representations in support can be summarised as follows:

- Were the proposal to be a new house there would be a requirement for cycle parking and the store is conveniently located and would comply with policy 82
- The shelter is custom built to the needs of the occupier
- Uses natural materials and once weathered will blend in well as opposed to the metal cars on other driveways
- The structure is attractive to look at and made of high quality materials
- It supports a sustainable mode of transport which helps reduce greenhouse emissions and air pollution
- Cycle parking should be encouraged to alleviate traffic congestion
- In line with the councils recently adopted climate change policy
- The roof would have a green element which would improve biodiversity
- This type of bike store is common in new residential developments
- The Conservation Area has a mixed character
- No higher than a normal fence and no more imposing
- The applicant has demonstrated a willingness to compromise to ensure the shelter is more sympathetic to the Conservation Area
- The revisions to the plans overcome the previous objections as the building will be reduced and will blend into the environment and would provide adequate visibility for pedestrians

7.5 Councillor Rod Cantrill has requested that the application is determined at planning committee. He considers the applicants suggestion to amend the plans and reduce the size of the store

would overcome concerns about the impact on the street scene and Conservation Area.

- 7.6 Councillor Nethsingha has requested that the application be determined at planning committee if the case officer recommendation is for refusal.
- 7.7 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

- 8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Context of site, design and external spaces and impact on heritage assets
2. Residential amenity
3. Highway safety
4. Car and cycle parking
5. Third party representations

Context of site, design and external spaces and impact on heritage assets

- 8.2 The applicant has amended the plans and proposes to reduce the overall length of the existing bike store by 1.1m. The height of the structure would remain unchanged but would be lessened as the highest part of the store currently lies nearest the footpath due to the slope in the ground; by removing the element closest to the footpath the highest part of the store would be removed.
- 8.3 The Conservation Officer considers the bike store to be harmful to the character and appearance of the Conservation Area. She notes the soft landscape to the front of the terrace, which acts as a boundary treatment, is characteristic and that this has been removed between nos 6 and 8 to make way for the bike store. She considers that the harshness of the bike store replaces the softness of the landscape and appears out of

character as a result. She does not consider the proposed amendments overcome her concerns.

- 8.4 This part of Wilberforce Road has much greenery which softens the surrounding buildings and mature planting in the front gardens of properties is characteristic in the area. The bike store is between 1.59 and 1.78m in height and currently runs all the way to the pavement. The proposal is to reduce the store so it would be 1.2m from the footpath. A hedge is proposed to the front of the store and it is proposed to have a green roof. Whilst this would be an improvement on the existing arrangement, it is not considered to be adequate and the bike store would still appear bulky and incongruent in the streetscene. None of the other nearby buildings have stores or outbuildings to the front of the building and this form of development is considered out of character. I do not consider that the reduction in length and additional planting would adequately mitigate the harshness and overall bulk and scale of the boxy structure.
- 8.5 I accept that there are benefits from the store as it enables the occupant to provide secure and easily accessible cycle storage and keeps bins tucked away from the street. However this does not outweigh the harm to the character and appearance of the Conservation Area and the store is considered contrary to the NPPF.
- 8.6 In my opinion the proposal, in terms of design and impact on the Conservation Area, is contrary to Cambridge Local Plan (2018) policies 55, 56, 57, 59 and 61.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.7 The proposed store lies hard on the boundary with 8 Wilberforce Road. No 8 is to the south of the store so it does not overshadow this property. Given that no 8 is an end of terrace property, although the store does enclose the outlook from the nearest window on the front elevation, I do not consider this to be significantly harmful to warrant refusal given the more open aspect to the south.
- 8.8 In my opinion the proposal adequately respects the residential amenity of its neighbours and the constraints of the site and in

this respect, I consider that it is compliant with Cambridge Local Plan (2006) policies 55 and 57.

Highway Safety

- 8.9 The Highway Engineer considers the proposal would have no significant adverse impact on highway safety. I note the representations raise concerns that the store impacts on car and pedestrian visibility. However, given the Highway Authority's view, I do not consider the store would have an unacceptable impact on highway safety. The proposed store is now to be set back by 1.1m from the pavement which would result in improved pedestrian visibility.
- 8.10 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 81.

Car and Cycle Parking

- 8.11 The proposal does provide covered cycle storage for 6 Wilberforce Road. I accept the point made by supporters of the application, that were no 6 a new build, covered and secure cycle storage would be required. However, the proposal is to retrofit cycle storage rather than integrating it into the design as would be the case with any new build. I accept that the occupier does have a demand for secure cycle parking and that as the property is a mid-terrace property there is no direct access to the rear garden other than through the house. However, the benefits of the store do no outweigh the harm to the streetscene and the character and appearance of the Conservation Area contrary to the NPPF.
- 8.12 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 82.

Third Party Representations

- 8.13 I will respond to any matters raised in the third party representations which I have not addressed in the body of my report in the below table.

Representation	Response
Were the proposal to be a new house there would be a	Noted. See paragraph 8.11

requirement for cycle parking and the store is conveniently located and would comply with policy 82	
The shelter is custom built to the needs of the occupier	I note the store serves a purpose but this does not outweigh the harm to the Conservation Area. See paragraph 8.11
Uses natural materials and once weathered will blend in well as oppose to the metal cars on other driveways	I accept the store will weather but the height, scale and massing appear harsh and out of character. Cars are not permanent structures and the use of the driveway by cars would allow the hedge to have been retained.
The structure is attractive to look and made of high quality materials	The structure itself is well built but does not conform to the surrounding character due to its height, scale and siting.
It supports a sustainable mode of transport which helps reduce greenhouse emissions and air pollution	I note this is a benefit of the store
Cycle parking should be encouraged to alleviate traffic congestion	I note this benefit but this is not considered to outweigh the harm to the Conservation Area.
In line with the councils recently adopted climate change policy	I note the importance of sustainable transport in the Local Plan however the store itself is considered harmful to the Conservation Area and this harm is not considered to be outweighed by the benefits of the store.
The roof would have a green element which would improve biodiversity	The addition of a green roof would not adequately mitigate for the overall scale of the bike store. The loss of the existing hedge harms biodiversity and the addition of the green roof in terms of biodiversity is not considered to be a benefit which would outweigh the harm to the

	Conservation Area
This type of bike store is common in new residential developments	Noted but these are normally part of a comprehensive re-development rather than the bike store for consideration as part of the application which was added to the frontage of an older property within a Conservation Area.
The Conservation Area has a mixed character	I note the mixed character but consider greenery and planting to the front of properties to be characteristic of this part of the Conservation Area. None of the properties in this part of the Conservation Area have buildings to the front of the house.
No higher than a normal fence and no more imposing	Fences at the front of a property which abut the highway can be no greater than 1m to be considered pd. The structure is taller than a PD fence and is also substantially bulkier than a fence.
The applicant has demonstrated a willingness to compromise to ensure the shelter is more sympathetic to the Conservation Area	I note the applicant's willingness to make amendments but these do not go far enough to overcome the harm to the Conservation Area and streetscene.
The revisions to the plans overcome the previous objections as the building will be reduced and will blend into the environment and would provide adequate visibility for pedestrians	I agree that pedestrian visibility would be improved but do not consider that the store as amended would blend into the environment and consider it would still have an unacceptable impact on the Conservation Area.

9.0 RECOMMENDATION

REFUSE, for the following reasons:

- 9.1 The cycle store by virtue of its height, length, bulky form and siting adjacent to the street appears prominent in the

streetscene. The timber structure, which has replaced a hedge, appears harsh and is incongruous in the street. The proposed planting to the front of the store is not considered adequate to soften the structure. The cycle store is considered harmful to the character and appearance of the Conservation Area and is considered to appear dominant in the streetscene. As a result it is contrary to Cambridge Local Plan (2018) policies 55, 56, 57 and 61 and the NPPF (2019).