

Application Number	11/0975/CAC	Agenda Item	
Date Received	2nd August 2011	Officer	Miss Amy Lack
Target Date	27th September 2011		
Ward	Market		
Site	Doubletree By Hilton Granta Place Mill Lane Cambridge Cambridgeshire CB2 1RT		
Proposal Applicant	Demolition of existing single storey leisure centre. Ability Hotels (Cambridge) Ltd. 3 Whiting Street Bury St Edmunds Suffolk IP33 1NX		

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 Accessed from Mill Lane into Granta Place the site, approximately 1.47hectares, is located on the eastern bank of the River Cam to the south of the City Centre. It is a particularly prominent and visible site within the Central Conservation Area (Area No.1) largely due to its elongated shape, which is surrounded by open green belt land affording long uninterrupted views across to the site.
- 1.2 The application site accommodates the Doubletree Hilton Hotel, formerly known as the Garden House Hotel. The hotel was reconstructed in the mid 1960's and then altered and extended following major fire damage in 1972. Further extensions were carried out in the 1980's and 1990's when a leisure club and swimming pool were incorporated. The current hotel is a bulky building of two phases; the majority of the building constructed in 1972 and the remaining of the pre-1972 hotel that was not destroyed in the fire. These sit uncomfortably with one another with different architectural approaches, further disjointed by the leisure centre to the far south of the building on the site.
- 1.3 The site's linear nature, on a north to south axis, presents a significant frontage along the River Cam to the West. The building is in close proximity to the listed Peterhouse College

and the Fitzwilliam Museum. The linear nature also presents issues for access, entrances and the servicing of the Hotel with the car park located to the south, approximately 125 metres from the main entrance on Granta Place. Most visitors arriving by car use a secondary entrance adjacent to the car park.

- 1.4 Beyond the large car park, and lying along the length of the southern boundary of the hotel, is Coe Fen, which is classified as part of the city's Green Belt. There is little in the way of screening onto this fen area. Additionally, there is a wall that belongs to Peterhouse College and is listed.
- 1.5 To summarise, the site is allocated as part of the City Centre in the Cambridge Local Plan (2006); the site falls within Conservation Area No.1 (Central); the building is not listed or a Building of Local Interest; there is a Tree Preservation Order (1988) on the site protecting 4 trees; the site falls within the controlled parking zone; and while the site is not located within the Green Belt, designated green belt surrounds the site immediately adjacent to the east, south and west

2.0 THE PROPOSAL

- 2.1 This application seeks Conservation Area Consent for demolition of the existing leisure club, a single storey element at the south-eastern end of the existing hotel building.
- 2.2 This application for consent is submitted in conjunction with an application for full planning permission, planning reference 11/0988/FUL which proposes the construction an extension to the existing hotel which will comprise 31 additional bedrooms to the 122 existing and a new leisure centre.
- 2.1 The application is accompanied by the following supporting information:
 1. Design and Access Statement
 2. Planning Statement
 3. Heritage Assessment and Conservation Area Assessment;
 4. Arboriculture Survey

3.0 SITE HISTORY

Reference	Description	Outcome
C/87/0575	Erection of extension to existing hotel to provide 16 additional guest bedrooms, swimming pool/leisure facility, 8 no. serviced flats, additional level of car	REF
C/88/0644	Extension and alterations to hotel to provide 12 no. additional guest bedrooms, swimming pool/leisure facilities and alterations to car park and landscaping.	A/C
C/90/0799	Erection of leisure centre	A/C
C/91/1045	Erection of leisure centre with alterations to the car park and landscaping.	A/C
10/0103/FUL	Erection of an extension to provide 56 additional bedrooms and a new leisure club at the Cambridge Doubletree Hilton Hotel, Granta Place.	REF
10/0105/CAC	Conservation area consent to demolish an existing single storey leisure club.	REF
11/0988/FUL	Demolition of existing single storey leisure centre, and erection a three storey extension to provide 31 additional bedrooms and a new leisure centre.	Pending

- 3.1 The decision notice for previously refused Conservation Area Consent application reference 10/0105/CAC is attached to the end of the report as appendix A. This application was refused because it was considered that the existing leisure centre made a modest but positive contribution to the character and appearance of the City of Cambridge Conservation Area No.1 (Central) and that the replacement proposed by planning application reference 10/0103/FUL was considered to be in conflict with development plan policy and because it would not

bring substantial benefits to the community the demolition of the leisure centre building was not justified.

4.0 PUBLICITY

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

5.0 POLICY

5.1 Central Government Advice

Planning Policy Statement 1: Delivering Sustainable Development (2005): Paragraphs 7 and 8 state that national policies and regional and local development plans provide the framework for planning for sustainable development and for development to be managed effectively. This plan-led system, and the certainty and predictability it aims to provide, is central to planning and plays the key role in integrating sustainable development objectives. Where the development plan contains relevant policies, applications for planning permission should be determined in line with the plan, unless material considerations indicate otherwise.

Planning Policy Statement 5: Planning for the Historic Environment (2010): sets out the government's planning policies on the conservation of the historic environment. Those parts of the historic environment that have significance because of their historic, archaeological, architectural or artistic interest are called heritage assets. The statement covers heritage assets that are designated including Site, Scheduled Monuments, Listed Buildings, Registered Parks and Gardens and Conservation Areas and those that are not designated but which are of heritage interest and are thus a material planning consideration. The policy guidance includes an overarching policy relating to heritage assets and climate change and also sets out plan-making policies and development management policies. The plan-making policies relate to maintaining an evidence base for plan making, setting out a positive, proactive strategy for the conservation and enjoyment of the historic environment, Article 4 directions to restrict permitted development and monitoring. The development management policies address information requirements for applications for

consent affecting heritage assets, policy principles guiding determination of applications, including that previously unidentified heritage assets should be identified at the pre-application stage, the presumption in favour of the conservation of designated heritage assets, affect on the setting of a heritage asset, enabling development and recording of information.

Circular 11/95 – The Use of Conditions in Planning Permissions

5.2 East of England Plan 2008

ENV6: The Historic Environment

ENV7: Quality in the Built Environment

5.3 Cambridge Local Plan 2006

3/1 Sustainable development

3/4 Responding to context

4/4 Trees

4/10 Listed Buildings

4/11 Conservation Areas

5.4 Supplementary Planning Documents

Cambridge City Council (May 2007) – Sustainable Design and Construction

5.5 Material Considerations

Central Government Guidance

Draft National Planning Policy Framework (July 2011)

The National Planning Policy Framework (Draft NPPF) 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.

Area Guidelines

Cambridge Historic Core Conservation Area Appraisal (2006)
Sheeps Green/Coe Fen Conservation Plan (2001)

6.0 CONSULTATIONS

Cambridgeshire County Council (Engineering)

- 6.1 No objection, subject to a condition requiring a traffic management plan.

Head of Environmental Services

- 6.2 The proposal has the potential to given rise to noise and disturbance during the demolition and construction phase. There is no objection to the principle but further this is subject to a condition requiring a Construction Environmental Management Plan (CEMP).

Historic Environment Manager

- 6.3 There is no objection to demolishing the leisure centre.

English Heritage

- 6.4 The existing building is of no architectural merit, failing to provide the quality the site warrants. The proposed re-development of the leisure complex and over-cladding of part of the existing offers an opportunity to provide an improved townscape, although the best solution is undoubtedly the wholesale re-development of the site.

Cambridgeshire County Council (Archaeology)

- 6.5 Records indicate a high level of archaeological potential. Located within an area known for multi period remains. To the northeast a friary of the Friars of the Sack is located dating from the 13th to 14th Centuries. Medieval structures are know to the north adjacent and around Peterhouse. It is therefore considered necessary the site be subject to a programme of archaeological investigation commissioned and undertaken at the expense of the developer secured by condition.

Arboriculture

- 6.6 There is no objection in principle to the demolition works and extension given the root protection area (RPA) extends to

approximately the current building line subject to tree protection conditions.

- 6.7 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 A significant number of representations have been received with reference to the proposed development of the site under planning application reference 11/0988/FUL. The owners/occupiers of the following addresses have made representations that either commented on the demolition of the leisure centre or specifically referenced this Conservation Area Consent application:

- 8, Granchester Road
- 4, Hardwick Street
- 19, Leys Road
- 10, Little St Mary's Lane
- Church Rate Corner, Malting Lane
- Frostlake Cottage, Malting Lane
- Malting Cottage, Malting Lane
- Oast House, Malting Lane
- 104 Millington Lane
- 56, Storey Way
- 11, Wordsworth Grove
- 18 Wordsworth Grove

- 7.2 The representations can be summarised as follows:

- The proposals do not make provision for a studio for fitness classes, so demolishing this facility which is open to the wider Cambridge community is against the objectives of the Local Plan
- Demolition of the existing leisure centre would be premature when there is no agreed replacement. To have the site cleared would create an eyesore. If demolished the area should be screened; and
- The current leisure centre is a 'gem' with a riverside view and glass sunlit roof which would be destroyed.

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. Loss of the building and the Impact on the Conservation Area
2. The merits of alternative proposal for the site
3. Third party representations

Loss of the building and the Impact on the Conservation Area

8.2 Policy 4/11 of the Cambridge Local Plan (2006) states that in Conservation Areas, 'when considering the demolition of buildings...the same tests that would apply to the demolition of a Listed Building will be applied', making reference to policy 4/10 of the Local Plan. Policy 4/10 states that 'works for the demolition of Listed Buildings will not be permitted unless:

- a) The building is structurally unsound, for reasons other than deliberate damage or neglect;
- b) It cannot continue in its current use and there are no viable alternatives for; and
- c) Wider public benefits will accrue from development'.

8.3 Where buildings of significance are to be demolished, Planning Policy Statement 5: Planning for the Historic Environment (2010) (PPS5) policy HE9.2 recommends consent be refused unless it can be demonstrated that the nature of the heritage asset prevents all reasonable uses of the site and there is no viable use that can be found to enable its conservation. Policy HE9.3 of PPS5 requires that evidence be provided to prove that other potential owners or users of the site have been sought through appropriate marketing.

8.4 The building which currently comprises a leisure centre and is to be demolished is not structurally unsound. The building cannot continue in its current use if the hotel extension

proposed under planning application reference 11/0988/FUL is to be constructed, but the leisure centre use will be accommodated within the new building. I am of the view that the wider public benefits accrued from the proposed development represent a significant improvement upon what is generally regarded as a building of no architectural merit that has, at best a neutral impact on the Conservation Area.

- 8.5 With regard to the advice contained in PPS 5, the starting point must be whether or not the building is recognised as a significant 'heritage asset'. PPS5 does not state that all buildings in Conservation Areas must be retained. I do not place great weight on the building as a heritage asset and it prevents the proposed development of the site.
- 8.6 I recommend the conditions suggested by consultees be imposed. I consider these necessary to control the impact of the demolition works upon the Conservation Area and to appropriately record the building.

The merits of alternative proposals for the site

- 8.7 The proposals for redevelopment of the site submitted under planning application reference 11/0988/FUL, have been recommended to the Planning Committee for approval. If planning permission is granted then this provides justification for the removal of the building because the development cannot proceed if it is retained. In the event that planning permission is refused it would be logical to also refuse Conservation Area Consent.
- 8.8 I have recommended a condition to require that the building be retained until such time that a contract has been let for the construction of the extension (condition 2). This will avoid the possibility of the early demolition of the building and the consequent potential for the site to be vacant which would have a more detrimental impact upon the Conservation Area than the current building.
- 8.9 In my opinion the proposal is compliant with East of England Plan (2008) policies ENV6 and ENV7 and Cambridge Local Plan (2006) policy 4/11.

Third Party Representations

- 8.10 I have addressed the concerns raised by the third party representations received with respect to the loss of the existing leisure centre building in the main body of my report above.
- 8.11 The leisure centre is an ancillary use to the hotel and not a community facility in its own right. There is no policy basis that resists the loss of the building on the basis that it will result in the loss of a facility for the local community. Notwithstanding this it should be noted that the development proposed under planning application reference 11/0988/FUL will comprise a leisure centre to replace the leisure centre to be demolished by this application.

9.0 CONCLUSION

- 9.1 In my view the existing building does not make a positive contribution to the surrounding Conservation Area. Its removal should be permitted to enable the proposed extension to the hotel to be carried out. Approval is recommended.

10.0 RECOMMENDATION

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 demolition hereby permitted shall not be commenced until a contract for the redevelopment for the site in accordance with planning permission 11/0988/FUL or any other scheme approved by the local planning authority, has been let.

Reason: To avoid the creation of cleared sites detrimental to the character and appearance of the Conservation Area. (Cambridge Local Plan 2006 policies 3/4 and 4/11)

3. No development shall take place until a full photographic record and survey by measured drawing and salvage of samples has been made depicting the exterior and interior of the building (including any parts to be demolished) and a copy deposited with each of the following organisations: the Cambridgeshire Collection of the Central Library, Lion Yard, Cambridge; the County Archive, Shire Hall, Castle Hill, Cambridge, and the local planning authority. The precise number and nature of the photographs, drawings and samples to be taken is to be agreed in advance with the local planning authority and the format in which they are to be displayed and titled is to be agreed with the local planning authority before the deposit is made.

Reason: to foster understanding of the building's importance in the national and Cambridge context, and to ensure proper recording of any aspects of the building's special interest which are to be lost or altered. (Cambridge Local Plan 2006, policy 4/10)

4. Demolition shall not commence until a method statement for controlled demolition and salvaging of materials has been submitted to and agreed in writing by the local planning authority. Demolition shall proceed only in accordance with the agreed scheme.

Reason: In the interest of sustainability. (Cambridge Local Plan 2006 policy 3/1)

5. No work shall start on the application site (including soil stripping, pre-construction delivery of equipment or materials, the creation of site accesses, and positioning of site huts) until:

a) A Tree Protection Plan has been submitted to and agreed in writing by the local planning authority.

(b) The developer has appointed a competent arboriculturalist and there has been a site meeting between the site agent, the developer's arboriculturalist, and the Council's Arboricultural Officer.

(c) All development facilitation pruning, where required, has been completed in accordance with BS 3998:1989.

(d) All tree protection barriers and ground protection measures have been installed to the satisfaction of the local planning authority

Reason: To protect the health and welfare of the protected trees on the site. (Cambridge Local Plan 2006 policy 4/4)

6. All Arboricultural works shall be carried out by a competent tree contractor, proficient in both root-zone and aerial arboricultural work and shall follow strictly the agreed method statements and specifications.

The developer's arboriculturalist shall monitor, record and confirm the implementation and maintenance of tree protection measures as set out in the conditions of the planning permission.

Reason: To protect the health and welfare of the protected trees on the site. (Cambridge Local Plan 2006 policy 4/4)

7. Prior to the commencement of demolition, a site wide Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the local planning authority. The CEMP shall include the consideration of the following aspects of demolition:

- a) Site wide demolition and phasing programme.
- b) Contractors access arrangements for vehicles, plant and personnel including the location of demolition/construction traffic routes to, from and within the site, details of their signing, monitoring and enforcement measures.
- c) Hours of demolition/construction.
- d) Delivery times for demolition/construction purposes.
- f) Soil Management Strategy
- g) Noise method, monitoring and recording statements in accordance with the provisions of BS 5228 (1997).
- h) Maximum noise mitigation levels for demolition/construction equipment, plant and vehicles.
- i) Vibration method, monitoring and recording statements in accordance with the provisions of BS 5228 (1997).
- j) Maximum vibration levels.
- k) Dust management and wheel washing measures.
- l) Use of concrete crushers

- m) Prohibition of the burning of waste on site during demolition/construction.
- n) Site lighting.
- o) Drainage control measures including the use of settling tanks, oil interceptors and bunds.
- p) Screening and hoarding details.
- q) Access and protection arrangements around the site for pedestrians, cyclists and other road users.
- r) Procedures for interference with public highways, including permanent and temporary realignment, diversions and road closures.
- s) External safety and information signing and notices.
- t) Liaison, consultation and publicity arrangements including dedicated points of contact.
- u) Consideration of sensitive receptors.
- v) Prior notice and agreement procedures for works outside agreed limits.
- x) Complaints procedures, including complaints response procedures.
- y) Membership of the Considerate Contractors Scheme.

Reason: To ensure the environmental impact of the demolition phase of the development is adequately mitigated and in the interests of the amenity of nearby residents/occupiers (Cambridge Local Plan 2006 policy 4/13).

8. 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 by the applicant 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 2006 policy 4/9)

Reasons for Approval

1. This development has been approved, conditionally, because subject to those requirements it is considered to conform to the Development Plan as a whole, particularly the following policies:

East of England plan 2008: Policy ENV6

Cambridge Local Plan (2006): Policy 4/11

2. The decision has been made having had regard to all other material planning considerations, none of which was considered to have been of such significance as to justify doing other than grant planning permission.

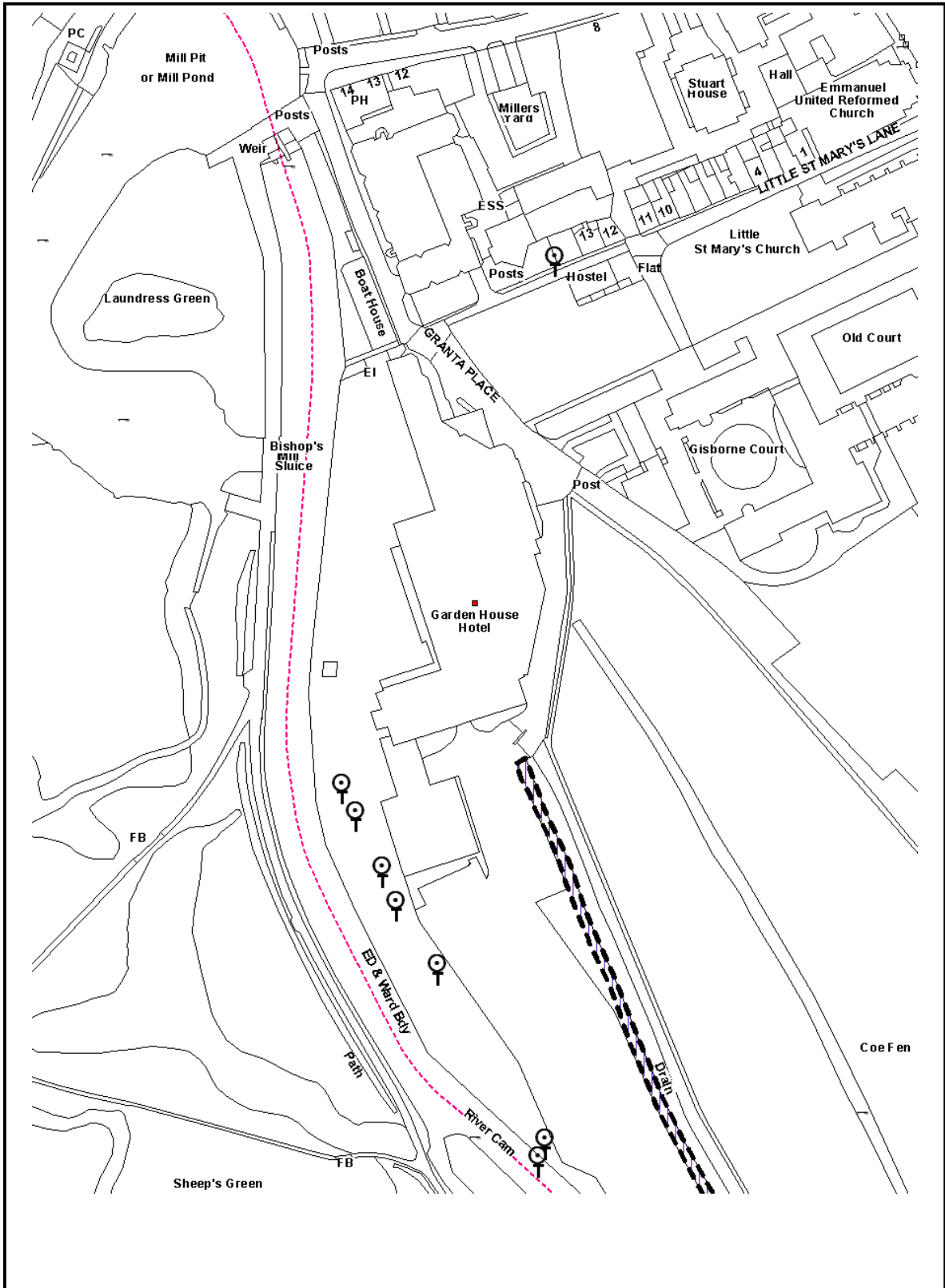
These reasons for approval can be a summary of the reasons for grant of planning permission only. For further details on the decision please see the officer report online at www.cambridge.gov.uk/planningpublicaccess or visit our Customer Service Centre, Mandela House, 4 Regent Street, Cambridge, CB2 1BY between 8am to 6pm Monday to Friday.

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

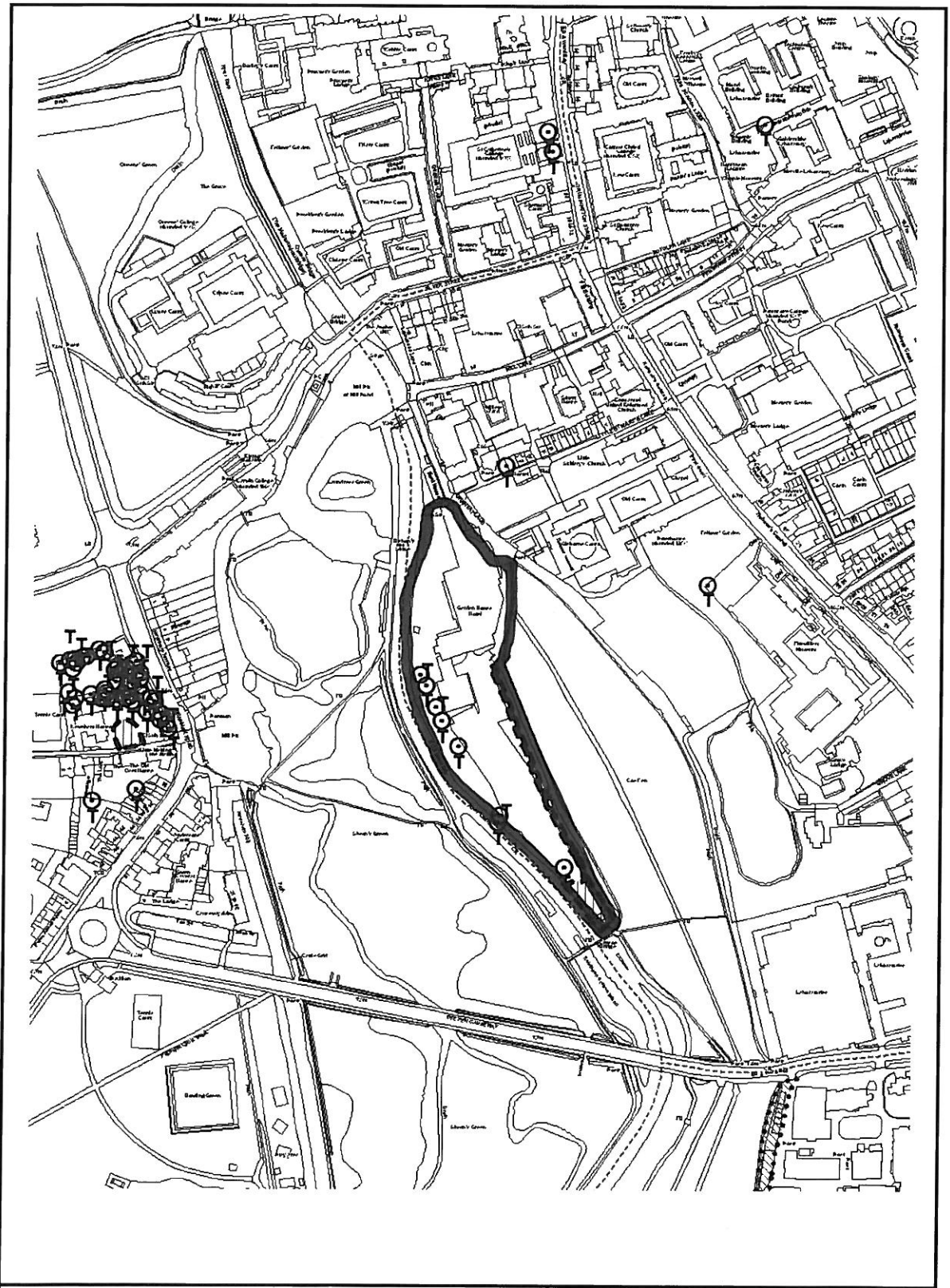
Under Section 100D of the Local Government Act 1972, the following are “background papers” for each report on a planning application:

1. The planning application and plans;
2. Any explanatory or accompanying letter or document from the applicant;
3. Comments of Council departments on the application;
4. Comments or representations by third parties on the application as referred to in the report plus any additional comments received before the meeting at which the application is considered; unless (in each case) the document discloses [exempt or confidential information]
5. Any Structure Plan, Local Plan or Council Policy Document referred to in individual reports.

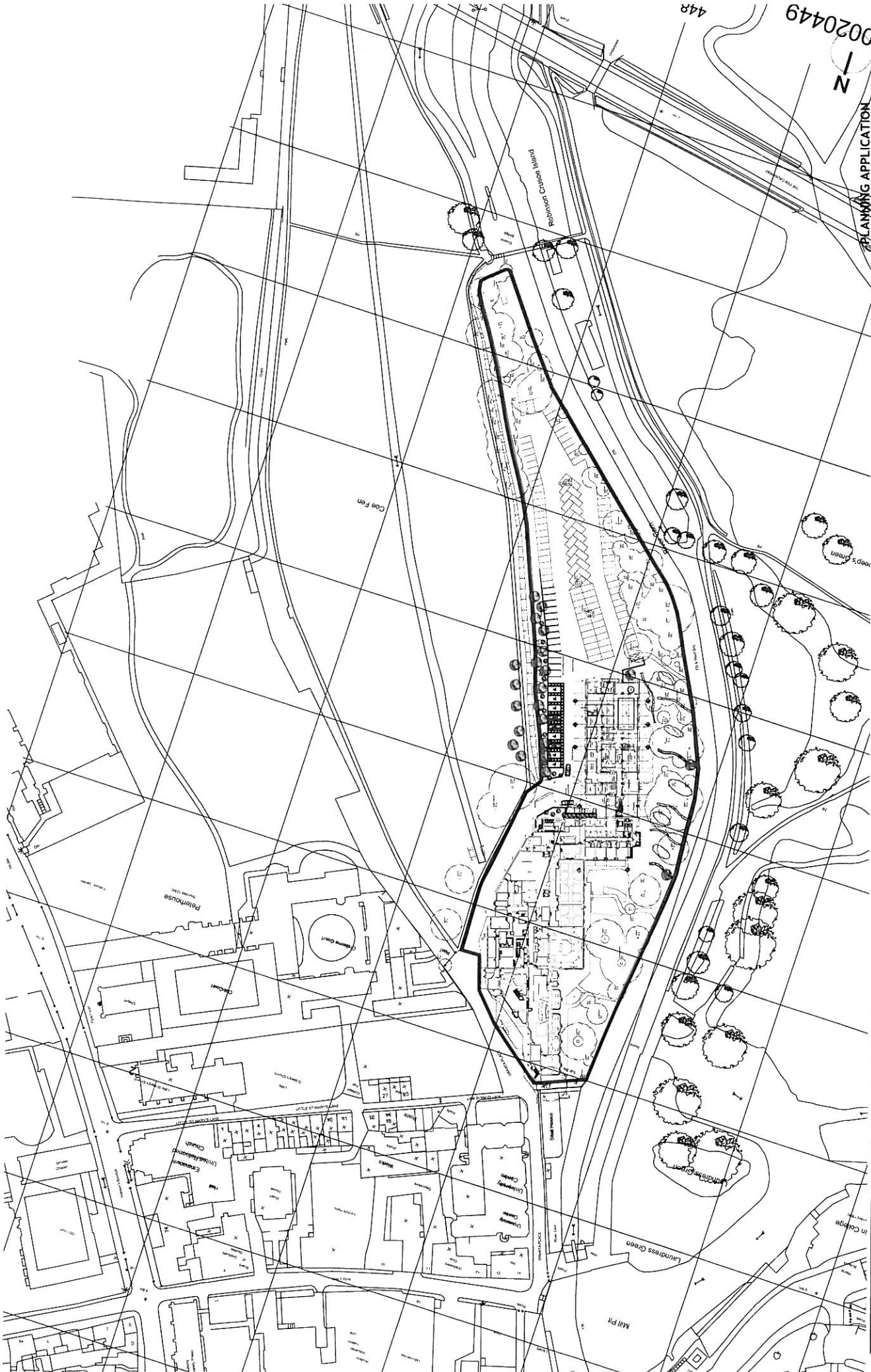
These papers may be inspected on the City Council website at: www.cambridge.gov.uk/planningpublicaccess or by visiting the Customer Service Centre at Mandela House.



11/0975/CAC
Doubletree By Hilton Granta Place Mill Lane Cambridge



11/0975/CAC
Doubletree By Hilton Granta Place Mill Lane Cambridge



PLANNING APPLICATION

0020449
N

milburn leverington thurlow architects
 3 whitling street
 bawdsey
 suffolk ip33 1nx
 t 01284 761261
 e design@milburnarchitects.co.uk
 www.milburnarchitects.co.uk
 RIBA #
 Chartered Practice

Drawing Number
6102 - 002 B
 Scale
1:1250 @ A3
 Date
Jul 2011

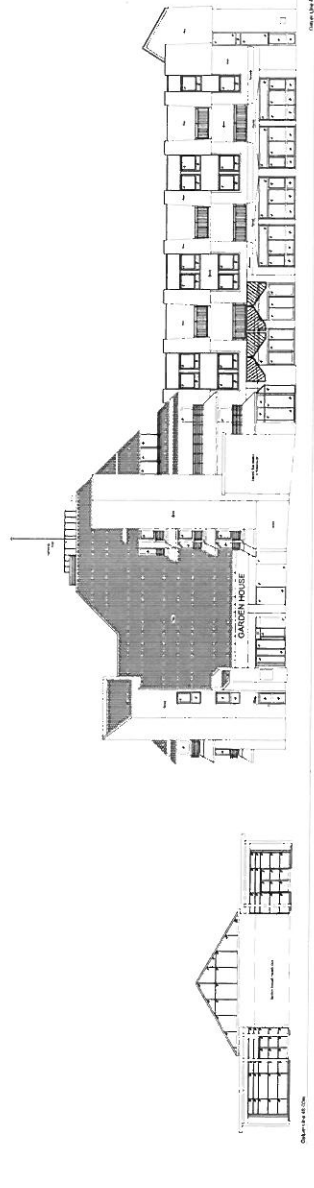
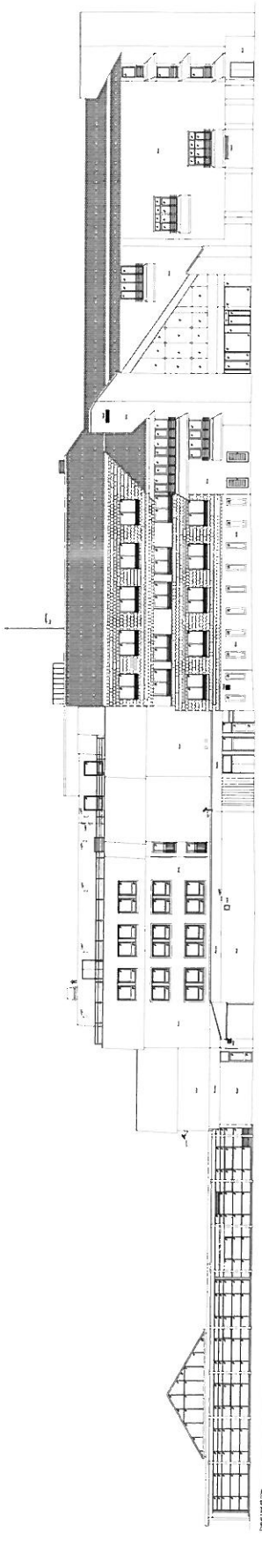
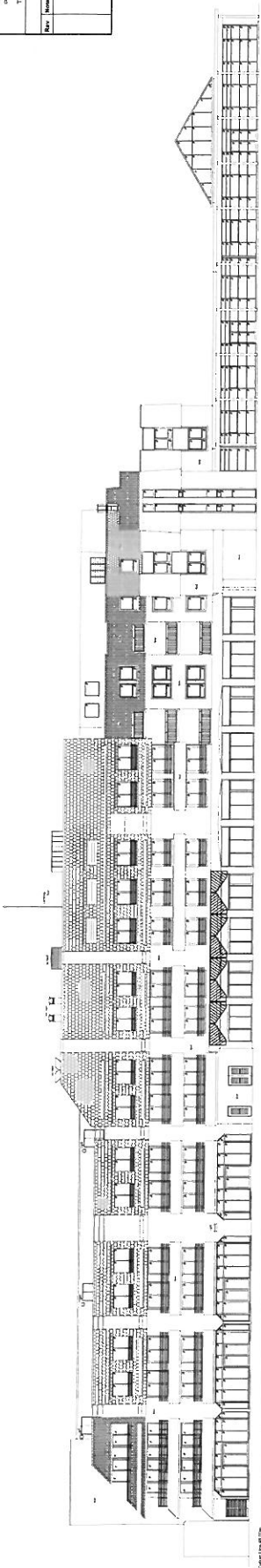
Drawing Title
Site Plan
 Project
Cambridge Double Tree Hotel
 Client
The Ability Group

NOTE
 DO NOT SCALE THIS DRAWING. USE DIMENSIONS.
 The contractor is to check and verify all dimensions on site
 before starting work and report any variations to us.
 This drawing is to be used in conjunction with all relevant
 consultations and approvals drawings.
 This drawing is Copyright!


NOTE DO NOT SCALE THIS DRAWING. THE DIMENSIONS The Contractor to have and verify all dimensions on the Jersey drawings and confirm with the contractor and all relevant consultants and specialists (where applicable).

This Drawing is Copyright:
The Ability Group.


Rev.	Issues	By	Checked	Date



MILTON KEYNES SURVEYS LTD.
 Land & Building Surveys • 3D Laser Scanning • CAD Services
 4 The Quadrant
 21 Watlington Lane, South
 Milton Keynes, MK11 3NA
 Tel: 01908 909001
 Fax: 01908 909002
 E-Mail: enquiries@mksurveys.co.uk | Web: www.mksurveys.co.uk



milburn · leverington · thurlow
 3 Whiting Street
 Bury St Edmunds
 Suffolk
 IP33 1HX
 Tel: 01284 761261
 Fax: 01284 709576
designmitarchitects.co.uk
www.mitarchitects.co.uk



A member of the Royal Institute of British Architects

Client: **The Ability Group**
 project: **Cambridge DoubleTree Hotel
 Granta Place,
 Cambridge**

drawing title: **Existing Elevations**

Project no.	5102	Rev.	005	Drawn	MAS	Scale	1:200	Date	Feb 08
-------------	------	------	-----	-------	-----	-------	-------	------	--------

Information