

Application Number	15/1689/FUL	Agenda Item	
Date Received	17th September 2015	Officer	Michael Hammond
Target Date	12th November 2015		
Ward	Petersfield		
Site	Salvation Army Citadel Tenison Road Cambridge Cambridgeshire CB1 2DG		
Proposal	Change of use from Class B8 (warehouse) to Class A1 (shops) with ancillary storage and office space for staff. Alterations to doors, windows and roof covering.		
Applicant	Tenison Road Cambridge Cambs CB1 2DG United Kingdom		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The principle of development accords with policy 7/3 of the Cambridge Local Plan (2006). - The proposal would not detrimentally impact on highway safety. - The proposed change of use would not harm residential amenity.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

1.1 The application site is comprised of a series of two-storey and single-storey buildings currently used for storage purposes (B8). The existing buildings are designed in a combination of timber and brick, some of which have been painted over. The two-storey buildings have mono-pitched corrugated sheet roofs and the large barn style building further to the east has a pitched roof, again in corrugated sheet. There is an old shop front fascia facing onto Tenison Road but this is now in a state of disrepair.

There are three car parking spaces on the hard standing of the site and one space available for van parking in the barn building.

- 1.2 Immediately to the north of the site lies the Salvation Army's main premises and to the south is the Bolton Warehouse building. The west and south of the site is formed primarily by residential properties while to the north along Mill Road there are a variety of shops, restaurants, cafes and other city centre type uses.
- 1.3 The site falls within the Central Conservation Area.
The site falls within the Controlled Parking Zone.
The site falls within the Air Quality Management Area
Bolton's Warehouse to the south of the site and the Salvation Army Citadel building to the north are Buildings of Local Interest.

2.0 THE PROPOSAL

- 2.1 The proposal seeks planning permission for the change of use of the buildings from class B8 (warehouse) to class A1 (shops) with ancillary storage and office space for staff. The proposed works would also include alterations to doors, windows and roof coverings. The roof of the western-most building would be in slate tile whilst the other roofs would be changed to a bituminous corrugated roofing system.
- 2.2 The four car parking spaces on-site would remain as is and four additional cycle stands would be provided within the site. The following proposed hours of use have been stated in the Design and Access Statement:

Monday – Friday: 09:30 – 17:00hrs

Saturday: 10:00 – 13:00hrs

Sunday: Closed

- 2.3 The application is accompanied by the following information:
 1. Drawings
 2. Design and Access Statement
 3. Bat Roosting Survey
 4. Employment Policy Document

3.0 SITE HISTORY

Reference	Description	Outcome
C/02/0754	Change of use from light industrial/warehouse to primary Health Care Centre.	Withdrawn.
C/98/0386	Change of use from Class B8 (warehouse) to Class A1 (shops) with ancillary storage and office space.	Permitted.
C/80/0315	Change of use from warehouse to light industrial	Permitted.
C/80/0734	Change of use from warehouse to Builders Yard and carpentry workshop	Withdrawn
C/74/0362	Alterations to elevations to existing retail shop and storage area	Permitted.
C/73/0972	1.Change of use from retail shop and warehouse to offices and residential 2The erection of extensions	Refused.
C/73/0973	The erection of offices and residential units	Refused.
C/73/0974	Change of use from retail shop and warehouse to offices and residential	Refused.

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 2006 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2006	Local	3/1 3/4 3/7 3/11 3/15 4/7 4/11 4/12 4/13 4/14 7/3 8/2 8/4 8/6 8/9 8/10

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

Central Government Guidance	National Planning Policy Framework March 2012 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007) Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)
Material Considerations	<u>City Wide Guidance</u> Air Quality in Cambridge – Developers Guide (2008) The Cambridge Shopfront Design Guide (1997) Buildings of Local Interest (2005)
	<u>Area Guidelines</u> Mill Road Area Conservation Area Appraisal (2011)

5.4 Status of Proposed Submission – Cambridge Local Plan

Planning applications should be determined in accordance with policies in the adopted Development Plan and advice set out in the NPPF. However, after consideration of adopted plans and the NPPF, policies in emerging plans can also be given some weight when determining applications. For Cambridge, therefore, the emerging revised Local Plan as published for consultation on 19 July 2013 can be taken into account, especially those policies where there are no or limited objections to it. However it is likely, in the vast majority of instances, that the adopted development plan and the NPPF will have considerably more weight than emerging policies in the revised Local Plan.

For the application considered in this report, there are no policies in the emerging Local Plan that should be taken into account.

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

6.1 No objection.

Environmental Health

6.2 No objection, subject to construction hours condition.

Urban Design and Conservation Team

6.3 No objection, subject to shopfront condition.

Access Officer

6.4 One of the two staff toilets should be unisex wheelchair accessible.

Head of Streets and Open Spaces (Nature Conservation Officer)

- 6.5 No comment received. Comment will be updated on the amendment sheet.

Policy Team

Original Comments (07/12/2015)

- 6.6 Criterion a) of policy 7/3 has not been met. Further information is requested to meet the policy criterion. This information could take the form of: evidence that the unit has been unsuccessfully marketed for B8 use for a reasonable period of time; and / or evidence of B8 units of a similar size that have been unsuccessfully marketed for a reasonable period of time.

Comments on additional information submitted

- 6.7 Criterion a) of policy 7/3 has now been met and the proposal is therefore compliant with policy 7/3 of the Cambridge Local Plan (2006).

Nature Conservation Projects Officer

- 6.8 I have reviewed the Bat report and I'm content there are no additional surveys required or implications for the planning application.
- 6.9 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:

South Petersfield Residents Association	14 Tenison Road
26 Tenison Road	29 Tenison Road
36 Tenison Road	85 Tenison Road
116 Tenison Road	

7.2 The representations can be summarised as follows:

- Increase in traffic
- The renovation of the building does little to enhance the Conservation Area.
- Proposed bitumen roof is inappropriate
- The setting of the BLI at Bolton's Warehouse is not improved.
- The site should be used for residential purposes instead.
- The traffic calming scheme on the road has not been taken into account and this revised road layout could cause traffic problems for vehicles entering and leaving the premises.
- There is already a lot of fly tipping outside the front of the site and the proposal does not include any measures to deal with this.
- The arrangement of donated jumble in the shop front would not be an attractive feature of the Conservation Area and would detract from residential amenity.
- The proposal is contrary to Local Plan Policy 8/2.
- The proposal is not safe from a highway safety perspective.
- The area is currently subject to parking on pavements by cars and delivery vehicles.
- The sale of furniture means that customers will be dependent on car parking.

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. Residential amenity
4. Refuse arrangements
5. Highway safety
6. Ecology
7. Car and cycle parking
8. Third party representations

Principle of Development

- 8.2 Policy 7/3 of the Cambridge Local Plan (2006) states that development, including changes of use, that results in a loss of floorspace within Use Classes B1(c), B2 and B8 outside of protected industrial/ storage sites will only be permitted if:
- a) There is sufficient supply of such floorspace in the City to meet the demand and/or vacancy rates are high; and either;
 - b) The proposed development will generate the same number or more unskilled or semi-skilled jobs than could be expected from the existing use; or
 - c) The continuation of industrial and storage uses will be harmful to the environment or amenity of the area; or
 - d) The loss of a small proportion of industrial or storage floorspace would facilitate the redevelopment and continuation of industrial and storage use on a greater part of the site; or
 - e) Redevelopment for mixed use or residential development would be more appropriate.
- 8.3 The applicant has submitted an Employment Land Review document which demonstrates that there is a relatively high level of vacancy for B8 floorspace and that there is sufficient supply to accommodate demand in the City. The applicant states that the development would not result in the loss of semi-skilled or unskilled jobs, and the application form confirms that there will be the same number of jobs on the site. The Planning Policy Team has assessed the relevant information and considers the proposal to comply with criteria A and B of policy 7/3 of the Cambridge Local Plan (2006) and I agree with this advice. The loss of the B8 floorspace is therefore considered to be acceptable in principle.
- 8.4 The site is immediately adjacent to but not within the Mill Road West District Centre and so policy 6/7 of the Cambridge Local Plan (2006) is not applicable in this instance. Therefore, there is no policy objection to the change of use to A1.
- 8.5 In my opinion, the principle of the development is acceptable and in accordance with policy 7/3 of the Cambridge Local Plan (2006).

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

- 8.6 The proposal involves changes to the fenestration and materials of the buildings. The footprint, scale and massing of the buildings would not be increased as a result of the proposed change of use.
- 8.7 The proposed alterations would be visible from the street scene of Tenison Road. The site falls within the Central Conservation Area (2011). The Salvation Army Citadel and Bolton's Warehouse, which adjoin onto the application site, are Buildings of Local Interest. These adjacent buildings are also identified as focal buildings in the Mill Road Conservation Area Appraisal (2011).
- 8.8 It is acknowledged that third party representations have been raised regarding the potential adverse impact the proposed change of use and works could have on the setting of the adjacent BLIs. However, I consider the proposal would not have a negative impact on the setting or special interest of these buildings. As the buildings would not be increased in size or footprint, I do not consider the proposal would compete or draw the eye away from these focal buildings. These BLIs would remain much grander in scale than the application site buildings and I do not consider their positive influence in the street scene would be diminished.
- 8.9 The proposed change of use would re-animate a dilapidated shop front and help to rejuvenate relatively tired and poorly fenestrated buildings. The change in the roof material of the former shopfront from corrugated sheet to tiles would be an improvement to the street scene and reflective of the predominant roof forms in the immediate area. The Conservation Team is supportive of the proposed changes to the building fronting Tenison Road but has recommended a condition requiring further details of the shopfront window material. I agree with this advice, and, subject to condition, would be in keeping with the character and appearance of the Conservation Area.
- 8.10 The proposal would include cycle parking stands and car parking on site and there would be a logical route out onto Tenison Road. The proposed changes to the fenestration of the

buildings further to the rear of the application site are relatively minor and the Conservation Team has raised no objection to this element of the proposed works. It is acknowledged that concerns have been raised regarding the proposed bituminous corrugated roofing system. However, I do not consider this would appear significantly different than the existing corrugated sheet roof and would not be prominent in the street scene. The Conservation Team has raised no objection to this proposed material and I agree with this advice.

- 8.11 Overall, I consider the proposed changes to accommodate the change of use would improve the aesthetic appearance of the site when viewed from the street scene and would not harm the character and appearance of the area, or detract from the setting or special interest of the adjacent BLIs.
- 8.12 In my opinion, subject to condition, the proposal is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11, 3/15, 4/11 and 4/12.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.13 As the proposed change of use does not involve any physical increase in the scale, massing or footprint of the building, I do not consider there would be any overshadowing, overlooking or visual enclosure impacts on neighbouring properties.
- 8.14 I do not consider the likely increase in comings and goings to and from the site from the proposed retail use would adversely impact on neighbouring properties. The two neighbouring premises are not residential and so I do not consider people and vehicles entering and leaving the site would have a harmful impact in terms of noise disturbance on these adjoining occupiers. The site is situated immediately adjacent to the Mill Road West District Centre which experiences high levels of pedestrian foot and car traffic within this context, whilst recognising Tenison Road is residential in character because of the proximity to Mill Road. I do not consider this proposed change of use would introduce an intensified level of noise disturbance bearing in mind that B8 uses can result in significant numbers of vehicular movements to a premises. With regard to use class A1 this could be considered more

appropriate to the site which will partly rely on linked trips rather than a B8 use. The proposed hours of use would be as follows:

- Monday – Friday: 09:30 – 17:00hrs
- Saturday: 10:00 – 13:00hrs

8.15 These hours of use would be in keeping with the existing shop opening hours at the applicant's existing store at Sally Ann's on Mill Road and would be similar to other retail units along Mill Road. I do not consider these hours of use to be unreasonable and a condition has been recommended to control these hours. Furthermore, the existing B8 use does not appear to have any planning restrictions on the hours of use that it can operate.

8.16 It is acknowledged that concerns have been raised from properties in the surrounding area regarding the increase in car traffic and subsequent on-street car parking the proposed change of use would cause. In my view, I do not consider the increase in traffic would be significant enough to have an adverse impact on the amenity of properties along Tension Road. The site is situated in a controlled parking zone and so anyone using private car to access the proposed retail unit would not be able to park outside the retail unit on the street. I consider this would act as a direct deterrent to off-street car parking and use of private car to travel to and from the proposed retail unit. The site is also highly sustainable in that it is easily accessible by pedestrians in the Petersfield area, accessible by bicycle with on-site cycle storage, and is served by frequent bus stops along Mill Road within close proximity of the site. In any view many people shopping here would be doing so already as part of a visit to the district centre. There would be sufficient room in the internal parking space within the retail storage area at the rear of the site to accommodate servicing and delivery vehicles off-street to avoid obstruction to the public highway. Overall, I do not consider the proposed change of use would result in a significant increase in vehicle traffic or off-street car parking along Tension Road, due to a combination of the controlled parking zone status of the street and the sustainability of the site in terms of alternative means of transport.

8.17 In my opinion, subject to condition, 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 (2006) policies 3/4, 3/7, 4/13 and 8/9.

Refuse Arrangements

- 8.18 The applicant has stated in their Design and Access Statement that the proposed refuse arrangements would comply with the RECAP Waste Management and Design Guide 2012. However, the floorplans do not label exactly where bins would be stored. Nevertheless, in respect of the size of the plot and layout of buildings, I consider there is adequate room to store bins acceptably on site and so a condition has been recommended requiring this further detail.
- 8.19 In my opinion, subject to condition, the proposal is compliant with Cambridge Local Plan (2006) policy 3/12.

Highway Safety

- 8.20 Several objections have been received regarding the potential highway safety hazard the proposed change of use would pose. Reference has also been made to the Tenison Road traffic masterplan project and how the proposed change of use would work with the proposals in this project.
- 8.21 The Tenison Road traffic masterplan involves the development of a raised pedestrian crossing immediately to the north of the vehicle access onto the application site. There are other alterations to Tenison Road but these are relatively minor in terms of the relationship with the proposed change of use. However, given that the vehicle access onto the site could be used regardless of this permission, I do not consider the principle of vehicles entering and leaving the site would pose a threat to highway safety. The Highway Authority has assessed this information and as the vehicle access is not being altered, they do not have an objection to the proposed works.
- 8.22 Concerns have also been raised in relation to the likely increase in traffic entering and exiting the site from the proposed change of use and the hazard this would cause. Whilst I appreciate that vehicular movements will likely increase to and from the site as a result of the proposed change of use, I do not consider the frequency of these movements would be so great as to pose a significant threat to highway safety. The Highway Authority has

raised no objection to the application and I agree with this advice.

- 8.23 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Ecology

- 8.24 The applicant has submitted a bat roost assessment to identify if the buildings proposed for renovation had potential to support roosting bats. The conclusion of this report was that no signs of roosting bats were observed and that there were limited cavities or crevices on the buildings to support potential roosting bats. This document has been assessed by the Nature Conservations Project Officer and he is satisfied with the results of this assessment.
- 8.25 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 4/7.

Car and Cycle Parking

- 8.26 Three car parking spaces would be provided on-site for members of staff and there would be a parking space for a van within the rear retail building. This provision and type of car parking is compliant with the maximum car parking standards of the Local Plan (2006).
- 8.27 The cycle parking standards of the Local Plan (2006) would require eleven cycle spaces based on the proposed level of floorspace for the retail unit. The proposal would provide four cycle stands which could provide two cycle spaces per stand, equating to a total of eight cycle spaces. The proposed cycle parking provision would therefore be below the cycle parking standards of the Local plan (2006). Notwithstanding this, I consider there is ample room in the rear yard area to accommodate the additional two cycle stands required and that this can be dealt with through condition.
- 8.28 In my opinion, subject to condition, the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

8.29 The third party representations have been addressed in the below table:

Comment	Response
The renovation of the building does little to enhance the Conservation Area. Proposed bitumen roof is inappropriate The setting of the BLI at Bolton's Warehouse is not improved.	See paragraphs 8.6 – 8.12
Increase in traffic The proposal is contrary to Local Plan Policy 8/2. The proposal is not safe from a highway safety perspective.	See paragraphs 8.20 – 8.23
The traffic calming scheme on the road has not been taken into account and this revised road layout could cause traffic problems for vehicles entering and leaving the premises.	See paragraphs 8.20 – 8.21
The site should be used for residential purposes instead.	The application must be assessed on the basis of what is being applied for.
There is already a lot of fly tipping outside the front of the site and the proposal does not include any measures to deal with this.	A waste storage condition has been recommended to control refuse arrangements on-site. The illegal fly tipping of waste outside the front of the site is a criminal offence and should be reported to the Cambridge City Council Streets and Open Spaces Enforcement Team. It is not a consideration in the determination of this planning application.
The arrangement of donated jumble in the shop front would not be an attractive feature of the Conservation Area and would detract from residential amenity.	The arrangement of items in the shop front is not a planning consideration.

<p>The area is currently subject to parking on pavements by cars and delivery vehicles.</p>	<p>The illegal parking of cars and delivery vehicles on the pavement is a matter for the police. The proposal would provide appropriate delivery/ service and staff car parking off-street.</p>
<p>The sale of furniture means that customers will be dependent on car parking.</p>	<p>Customers requiring cars to collect large furniture and goods would have to comply with the parking restrictions in the area. There would be room within the rear yard for vehicles to collect furniture and goods off-street if necessary.</p>

9.0 CONCLUSION

9.1 In conclusion, the proposed change of use is considered to be acceptable and would not harm the amenity of neighbouring properties, impact on highway safety or detract from any heritage assets.

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 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 2006 policy 4/13)

4. The premises shall not be open to the public outside of the following hours:

- Mon - Fri = 09:30 - 17:00 hrs
- Sat = 10:00 - 13:00 hrs

Reason: To protect the amenity of the adjoining properties.
(Cambridge Local Plan 2006 policies 4/13)

5. Prior to installation of any shopfront, large scale drawings of all new joinery (doors, window frames, etc) and other elements of the shopfront shall be submitted to and approved in writing by the local planning authority. This includes timber and other mouldings [to cornices, sills, mullions, transoms, pilasters, etc.], stallriser finishes, console and other brackets, doors, thresholds and fanlights, etc.. 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 2006, policy 4/11)

6. Prior to the commencement of development, full details of the on-site storage facilities for commercial 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, or any other means of storage will be stationed and the specific arrangements to enable collection from within 10m of the kerbside of the adopted highway/ refuse collection vehicle access point. The approved facilities shall be provided prior to the commencement of the use hereby permitted and shall be retained thereafter unless alternative arrangements are agreed in writing by the local planning authority.

Reason: To protect the amenities of nearby residents/occupiers and in the interests of visual amenity. (Cambridge Local Plan 2006 policy 4/13)

7. No development shall commence until details of facilities for the covered, secured parking of bicycles for use in connection with the development hereby permitted shall be submitted to and approved by the local planning authority in writing. The approved facilities shall be provided in accordance with the approved details before use of the development commences.

Reason: To ensure appropriate provision for the secure storage of bicycles. (Cambridge Local Plan 2006 policy 8/6)

INFORMATIVE: Access Informative:

One of the two staff toilets should be unisex wheelchair accessible.