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|---------------------------|---|--------------------|-----------|
| <b>Application Number</b> | 17/2192/FUL                                     | <b>Agenda Item</b> |           |
| <b>Date Received</b>      | 22nd December 2017                              | <b>Officer</b>     | Sav Patel |
| <b>Target Date</b>        | 23rd March 2018                                 |                    |           |
| <b>Ward</b>               | Petersfield                                     |                    |           |
| <b>Site</b>               | Mill Road Depot Mill Road Cambridge CB1 2AZ     |                    |           |
| <b>Proposal</b>           | Demolition of existing buildings and structures |                    |           |
| <b>Applicant</b>          | Cambridge Investment Partnership                |                    |           |

|                |  |
|----------------|--|
| SUMMARY        | <p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"><li>- The proposed demolition of the existing buildings would not have a detrimental impact on the character or appearance of the Conservation Area;</li></ul> |
| 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 dwelling 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 site forms the majority of the Mill Road Depot site excluding the garage block to the north and the existing car park to the south. Currently the site is in operational use but is due to be vacated in June 2018.
- 1.2 To the north of the site are Hooper Street and Ainsworth Street which are characterised by two storey Victorian terrace housing located on the back edge of the footpath and on street car

parking. There is also a small industrial area which is currently occupied by a small brewery and upholsterer. There are also three Silver Birch trees along the northern boundary of the site.

- 1.3 To east of the site is the railway line and associated infrastructure.
- 1.4 To the south is the two storey gatehouse, single storey former library building, four storey language school and a two storey private residence known as 119B Mill Road. Beyond these buildings is Mill Road and the Mill Road bridge. In the south-east corner of the site is a group of mature, tall trees.
- 1.5 To the west of the site is the two storey terrace housing of Kingston Street.
- 1.6 The site contains several structures and buildings spread around within the site. Of particular note is the coach house building which is located adjacent to the western boundary and form the rear boundary of most of the properties in Kingston Street. The coach house is currently in office use. There is a single storey workshop building located adjacent to the railway line. There is also a vehicle service centre and filling station with office at the northern end of the site which is enclosed within a large pre-fab/warehouse style structure and visible from Hooper Street. The three storey Women Resource Centre (WRC) is located in the north-east corner of the site and access from Hooper Street.
- 1.7 In terms of site constraints, the site is located within the Mill Road Conservation Area. There are three Silver Birch trees located on the northern boundary of the site between the vehicle serving centre and WRC. As they are within the Conservation Area they are afforded conservation protection. The nearest Listed Building is the former Free Library building which is located adjacent to the entrance into the depot. The building is a Grade II listed building.

## **2.0 THE PROPOSAL**

- 2.1 The proposal is for demolition of the existing buildings and structures on the site.

2.2 The planning application was accompanied with the following supporting documents:

- Heritage Statement;
- Arboricultural Impact Assessment;
- Demolition Statement;
- Demolition Noise and Vibration Assessment;
- Dust Management Plan;
- Ecology – Phase 1 report;
- Plans.

### 3.0 SITE HISTORY

| Reference   | Description   | Outcome                  |
|-------------|---|--------------------------|
| 17/2245/FUL | The erection of 184 dwellings (including 50% affordable housing), 72sqm of floor-space consisting of Use Class A1 (Shop), A2 (Financial and Professional Services), A3 (Food and Drinks) 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. | PENDING<br>CONSIDERATION |

|              |   |                 |     |
|--------------|---|-----------------|-----|
| 17/2057/SCRE | Request for EIA Screening Opinion in respect of the proposed redevelopment of the site comprising the erection of 183 dwellings together with ancillary floorspace for Community / retail use (A1, A2, A3, D1 - 72sq m), a basement car park (100 spaces), surface water pumping station, and associated open space and landscaping following demolition of all buildings at Mill Road Depot. | EIA<br>REQUIRED | NOT |
|--------------|---|-----------------|-----|

#### 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<br>Plan 2006 | Local | 3/7           |
|                        |       | 4/4 4/10      |

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

|                                 |   |
|---------------------------------|---|
| Central Government Guidance     | National Planning Policy Framework March 2012<br><br>National Planning Policy Framework – Planning Practice Guidance March 2014<br><br>Circular 11/95 (Annex A) |
| Supplementary Planning Guidance | Sustainable Design and Construction (May 2007)  |
| Material Considerations         | <u>City Wide Guidance</u><br><br>Air Quality in Cambridge – Developers Guide (2008)   |
|                                 | Mill Road Area Conservation Area Appraisal (2011)<br><br>Mill Road Depot Draft Planning Development Brief Supplementary Planning Document (June 2016)           |

### 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 The proposal would have no significant impact on the public highway subject to a condition (and informative) requiring no demolition or construction works to commence until a traffic management plan has been agreed with the local planning authority.

### **Urban Design and Conservation Team**

- 6.2 The proposal is acceptable subject to the following conditions:
- Method statement on how the west boundary wall will be retained protected and made good after demolition of coach house range;
  - No demolition of coach house range until scheme for wider development has been approved;

### **Environmental Health**

First comments:

- 6.3 Additional information requested prior to determination which relates to the following:
- Recalculation of demolition impact.
  - Confirmation of noise and vibration monitoring by competent persons.
  - Site specific dust mitigation measures.
  - Specific concrete crusher dust mitigation and mobile permit.
  - Confirmation that hardstanding across the site will be retained and there will be no below ground earth movement to prevent the rupturing of underground fuel and storage tanks / equipment and supply lines.
  - Full details are required to ensure the above ground fuel / storage tanks are safely and adequately decommissioned and removed to prevent spillages.

Second comments following submission of additional information:

6.4 The proposal is acceptable subject to the following conditions:

- Construction hours;
- Collection and deliveries hours during demolition and construction;
- Compliance with demolition methodology statement;
- Dust mitigation;
- Concrete crusher;
- Contamination Phase 1 – method statement for demolition/clearance of buildings/structures including above ground fuel/storage tanks;
- Contamination Phase 2 - method statement for removal of hardstanding

### **Biodiversity**

6.5 The Ecology Phase 1 report identified one building with bat roost potential and recommends single emergence survey in line with best practice. Survey of this and any recommendation are required prior to determination.

6.6 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:

- 20 Kingston Street;
- 5 Brackyn Road (Cambridge Friends of the Earth);
- 10 Sturton Street;

7.2 The representations can be summarised as follows:

- Reassurance requested that the western boundary wall will be done by hand to reduce damage to gardens and properties in Kingston Street;

- Before any development there must be a thorough investigation into the existing contaminants on the site;
- The use of Pile Drivers could disturb contaminants causing them to leak out and getting into the groundwater;
- Concerns with increased pollution due to a single entrance/exit to the site and congestion from road traffic which could impact air quality along Mill Road;
- Under provision for car parking; 0.65 per home, and potential unacceptable impact on car parking on surrounding streets;
- Concerns with the impact The Petersfield has had on the street with noise and unsociable behaviour;

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. Impact of proposed demolition on the site and heritage assets
2. Residential amenity
3. Third party representations

Impact of proposed demolition on the site, surrounding context and heritage assets

8.2 The site has been used for industrial uses such as an iron foundry, timber yard, coal depot and, in recent times as the City Council depot which consists of offices, motor repair/servicing (with filling station), waste separation and storage, car wash facility and workshops. The site currently accommodates several pre-fab and brick built buildings and structures of different sizes and ages. The main buildings on the site are the Coach House range and Women's Resource Centre. The other buildings are either functional pre-fab and atcost warehouse structures or the office buildings. I therefore set out below my assessment of the main buildings and the impact of their loss.



### **Coach House (circa 1903 to 1927)**

- 8.3 The coach house (CH) is a two storey building which runs the entire length of the western boundary of the site. The CH has three distinct parts to it; two pitched roof elements and a full storey flat roof element. The flat roof element which presents the largest section has been significantly altered from its original appearance and size. The other two parts have different style pitched roofs but both have rooms in the roof-space. They are also linked by a flat roof single storey element. According to the applicant's Heritage Statement the CH is one of the oldest buildings on the site. The SPD for the site considered the CH as having potential for retention and conversion. However, the applicant has ruled out the alternative options such as retaining the building due to prohibitive conversion cost, insufficient internal space and structural issues/costs. I am satisfied that the applicant has given sufficient consideration to retention and reuse.
- 8.4 Overall, whilst the CH has some historic significance due age, it has at the same time very limited architectural merit and its loss would not have a detrimental impact on the character or appearance of the Conservation Area or the setting of the Free Library which is a Grade II Listed Building. There is also no reference to the CH in the Mill Road Conservation Area Appraisal (MRCA 2011). In my view, therefore, there are no material planning reasons for retaining the CH range and as such demolition of this building is supported. I have recommended a condition to ensure the rear boundary wall which forms the rear boundary of the dwellings in Kingston Street is carefully removed or retained. As the rear wall form the rear boundary of the Kingston Street properties the applicant is likely to need to engage in Party Wall Agreements with those affected.

### **Women's Resource Centre (circa 1969)**

- 8.5 The Women's Resource Centre (WRC) is a three storey detached building located in the north-east corner of the site. The building is flat roof and extensively clad with grey concrete panels and dark blue brick. I do not consider the architectural merits of the building worthy of retention. As with the CH there is no reference to this building in the MRCA and due to its location its loss would not have any detrimental impact on the

character or appearance of the Conservation Area. There are no listed buildings or Buildings of Local Interest with close proximity of this part of the site that would be impacted by the loss.

- 8.6 I am satisfied that none of the buildings on the site are worthy of retention or reuse and therefore support the demolition. None of the buildings contribute positively to the character of the Conservation Area and therefore the tests for demolition of a building in the Conservation Area in policy 4/10 (Listed Buildings) do not apply, in my view. The Conservation Officer has no objections to the demolition of the buildings on the site but has recommended a condition to retain the CH until a scheme for the site's redevelopment has been approved. Whilst I agree that the CH is the most historic building on the site, I do not consider it necessary to frustrate its demolition. Its demolition will be necessary in order for the applicant to undertake further ground investigation work to determine the level of contamination in this part of the site which has not been properly assessed. I have agreed to accept the recommended condition for a method statement for the demolition of the CH to be submitted to and approved in writing by the local planning authority. This will be important to ensure the residential amenity of the neighbours in Kingston Street is reasonably protected and the removal or alteration of the rear wall is carefully managed.
- 8.7 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 4/10 and 4/11.

### **Residential Amenity**

Impact on amenity of neighbouring occupiers

- 8.8 I do not consider the proposed loss of any of the existing buildings on the site will have an adverse impact on the residential amenity of the adjoining/adjacent neighbours. In terms of demolition work, I have recommended a series of standard conditions to protect the residential amenity of the adjacent neighbours from the impact of noise, vibration and dust during the course of demolition works. I have also recommended conditions to ensure the western wall of the CH is carefully taken down to a minimum height of 2 metres (unless

otherwise agreed) to mitigate the impact on the residents in Kingston Street.

- 8.9 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 (2006) policies 3/4 and 3/7.

### **Third Party Representations**

- 8.10 I set out below my response to the third party representations received:

| <b>Representations</b>   | <b>Response</b>  |
|--|--|
| Reassurance requested that the western boundary wall will be done by hand to reduce damage to gardens and properties in Kingston Street;                     | See para 8.8 – Any damage arising from the works will be a civil matter between the residents and the developers.  |
| Before any development there must be a thorough investigation into the existing contaminants on the site;  | The open and known most contaminated parts of the site have been investigated and the demolition of the buildings will help enable further investigation work. However, this application only relates to the demolition of the above ground structures and does not affect any below ground works. |
| The use of Pile Drivers could disturb contaminants causing them to leak out and getting into the groundwater;  | As above.  |
| Concerns with increased pollution due to a single entrance/exit to the site and congestion from road traffic which could impact air quality along Mill Road; | The Air Quality Officer will be making comments on the residential scheme.   |
| Under provision for car parking; 0.65 per home, and potential unacceptable impact on car parking on surrounding streets;                                     | This will be dealt with in the report for the residential scheme.  |

|   |   |
|---|---|
| Concerns with the impact The Petersfield has had on the street with noise and unsociable behaviour; | This is not material to this application. |
|---|---|

## 9.0 CONCLUSION

- 9.1 The proposed demolition of all existing buildings and structures on the site is acceptable. There are no buildings or structures of significant historic and architectural merits that is worthy of retention. The site has been developed in an ad-hoc fashion over time to meet the various needs to the Council. The Coach House appears to be oldest building on the site and whilst it has some historic significance its architectural merit is limited. I do not consider its loss would have a harmful impact on the character or appearance on the Conservation Area. The Conservation Officer has not raised any in principle objections to the demolition of the buildings.

## 10.0 RECOMMENDATION

### 10.1 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. 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)

3. 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 2006 policy 4/13)

4. The demolition methodology, proposed mitigation and monitoring as specified within the Create Consulting Engineers Ltd, demolition noise & vibration assessment - revision C dated 14th February 2018 shall be fully implemented.

Reason: To protect the amenity of nearby properties Cambridge Local Plan 2006 policy4/13

5. 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 2006 policy4/13

6. No development shall commence until a programme of measures to minimise the spread of airborne dust from the use of a mobile concrete crusher during the demolition 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 2006 policy4/13

7. Prior to commencement of any demolition / ground clearance of the site, a demolition method statement and plan shall be submitted to and approved in writing by the local planning authority. This method statement shall demonstrate that all existing areas of hard standing across the site will be retained and, with the exception of intrusive site investigation works, there will be no below ground earth movement in order to prevent the rupturing of, and retain the integrity of, existing underground fuel and storage tanks / equipment and supply lines. Full details and procedures are required to ensure the above ground fuel / storage tanks are safely and adequately decommissioned and removed to prevent spillages.

All above ground demolition and clearance works shall then be carried out in accordance with the approved statement and plan.

Reason: To ensure the development only relates to the demolition of the above ground structures and to avoid disturbing the integrity below ground structures (Cambridge Local Plan 2006 policy 4/13).

8. Prior to any demolition work and following the submission of an acceptable demolition method statement and plan as required in condition 7 (contamination 1), a method statement shall then be submitted to demonstrate how the hard standing across the site will be removed in order to prevent the rupturing of and retain the integrity of 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 statement and plan.

Reason: To ensure the integrity of the below ground condition of the site is not compromised (Cambridge Local Plan 2006 Policy 4/13).

9. Prior to demolition of the Coach House building, a method statement shall be submitted to set out how the old boundary wall (and adjacent old iron hydrant) running from the Depot Mill Road entrance to the end of the "coach house" range of buildings along the West boundary will be protected, retained and made good after the demolition of the coach house range. The development shall be carried out in accordance with the approved statement.

Reason: To ensure this feature is retained and in accordance with 2006 Local Plan policy 4/11 (a)

10. 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 2006 Policy 8/2).

**INFORMATIVE:** Traffic Management Plan informative: The principle areas of concern that should be addressed are:

- i. Movements and control of muck away lorries (wherever possible all loading and unloading should be undertaken off the adopted public highway)
- ii. Contractor parking, for both phases (wherever possible all such parking should be within the curtilage of the site and not on street).
- iii. Movements and control of all deliveries (wherever possible all loading and unloading should be undertaken off the adopted public highway)
- iv. 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.

- 10.2** 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