

Application Number	11/0044/FUL	Agenda Item	
Date Received	25th January 2011	Officer	Miss Amy Lack
Target Date	22nd March 2011		
Ward	Market		
Site	Auckland Road Cambridge Cambridgeshire		
Proposal	Erection of community centre and synagogue (following demolition of Yasume Club Building).		
Applicant	C/o Mr K Hutchinson Taylor Vinters Merlin Place Milton Road Cambridge CB4 0DP		

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 A single storey building currently occupies the site which has sat vacant since 2008, formerly used as a meeting place for people who served in World War II (Far East POW Association) known as the Yasume Club. The building is of little architectural interest constructed of a variety of materials, with a white rendered front facade facing onto Auckland Road and then a mix of brick and timber to the rear.
- 1.2 Located on the eastern side of Auckland Road, a predominantly residential street off the northern side of Newmarket Road, the site is quite prominent in the Central City of Cambridge Conservation Area (No.1). The street comprises two main building types: 19th Century terrace housing constructed of gault brick and slate; and mid and late 20th Century housing in various styles in yellow and orange brick.
- 1.3 The site sits between a historic terrace to the south which had been extended in a similar style more recently by 9a Auckland Road which mimics and continues the general style of the terrace and a relatively new block of flats to the north. To the east is a community orchard, allotments and beyond to the northeast this opens out onto Midsummer common and the

River Cam.

- 1.4 The site is also located within the Controlled Parking Zone (CPZ). There are no trees on site and it is not specifically allocated in the Cambridge Local Plan (2006). Lawful use of the building and its curtilage is a Community use (Use Class D1).

2.0 THE PROPOSAL

- 2.1 The application proposes the erection of a new Synagogue and Community Centre following demolition of the existing 'Yasume Club' building. The demolition is considered by Conservation Area Consent application reference 11/0045/FUL submitted in conjunction with this application for full planning permission.
- 2.2 The proposed building will provide two levels of accommodation. To the ground floor: an entrance hall; reception office; toilets; store; kitchen; and community room which can be sub-divided by an acoustic partition. The first floor accommodates an office/interview room; library; chair store/crèche and main hall with seating to accommodate 200 people.
- 2.3 To the front of the building two car parking spaces are proposed designated for use by disabled people to the northern side of the main entrance. To the south of the entrance two rows of Sheffield type stands are proposed which make provision for the parking of 14 bicycles. Refuse storage is on the northern flank off the building in a recess accessed off the passageway, gated at either end, which provides access from Auckland Road to the rear of the site and common land beyond.
- 2.4 The building proposes a number of material finishes which include: brick; zinc; timber; render; and glazing. Solar PV panels are proposed to the southern side of the roof.
- 2.5 The application is accompanied by the following supporting information:
1. Design, Access, Planning and Heritage Statement; and
 2. Transport Statement

3.0 SITE HISTORY

Reference	Description	Outcome
11/0045/CAC	Demolition of existing Yasume Club Building.	PCO
C/73/1079	Use of building as social club (extension of period consent)	A/C
C/71/0037	Retention of building for use as Social Club	A/C
C/68/0008	Retention of building for use as Social Club	A/C
C/65/0068	Retention of use as social club	A/C

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes
	Public Meeting/Exhibition (meeting of):	No
	DC Forum (meeting of):	No

5.0 POLICY

5.1 Central Government Advice

5.2 **Planning Policy Statement 1: Delivering Sustainable Development (2005):** Paragraphs 7 and 8 state that national policies and regional and local development plans (regional spatial strategies and local development frameworks) 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.

5.3 **Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009):** sets out the government's planning policies for economic development, which includes development in the B Use Classes (offices, industry and storage), public and community uses and main town centre uses. The policy guidance sets out plan-making policies and

development management policies. The plan-making policies relate to using evidence to plan positively, planning for sustainable economic growth, planning for centres, planning for consumer choice and promoting competitive town centres, site selection and land assembly and car parking. The development management policies address the determination of planning applications, supporting evidence for planning applications, a sequential test and impact assessment for applications for town centre uses that are not in a centre and not in accordance with the Development Plan and their consideration, car parking and planning conditions.

5.4 **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.

5.5 **Planning Policy Guidance 13: Transport (2001):** This guidance seeks three main objectives: to promote more sustainable transport choices, to promote accessibility to jobs, shopping, leisure facilities and services, by public transport, walking and cycling, and to reduce the need to travel, especially by car. Paragraph 28 advises that new development should

help to create places that connect with each other in a sustainable manner and provide the right conditions to encourage walking, cycling and the use of public transport.

5.6 Planning Policy Statement 22: Renewable Energy (2004):

Provides policy advice to promote and encourage the development of renewable energy sources. Local planning authorities should recognise the full range of renewable energy sources, their differing characteristics, location requirements and the potential for exploiting them subject to appropriate environmental safeguards.

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

Advises that conditions should be necessary, relevant to planning, relevant to the development permitted, enforceable, precise and reasonable in all other respects.

5.8 East of England Plan 2008

SS1: Achieving Sustainable Development

T1: Regional Transport Strategy Objectives and Outcomes

T9: Walking, Cycling and other Non-Motorised Transport

T14 Parking

ENV6: The Historic Environment

ENV7: Quality in the Built Environment

WM6: Waste Management in Development

5.9 Cambridge Local Plan 2006

3/1 Sustainable development

3/4 Responding to context

3/7 Creating successful places

3/11 The design of external spaces

3/12 The design of new buildings

4/11 Conservation Areas

5/11 Protection of community facilities

5/12 New community facilities

- 8/2 Transport impact
- 8/6 Cycle parking
- 8/10 Off-street car parking
- 8/17 Renewable energy

5.10 Supplementary Planning Documents

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.

5.11 Material Considerations

Central Government Guidance

Letter from Secretary of State for Communities and Local Government dated 27 May 2010 that states that the coalition is committed to rapidly abolish Regional Strategies and return decision making powers on housing and planning to local councils. Decisions on housing supply (including the provision of travellers sites) will rest with Local Planning Authorities without the framework of regional numbers and plans.

5.12 Area Guidelines

Cambridge City Council (2002)–Eastern Corridor Area Transport Plan: The purpose of the Plan 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.

Cambridge Historic Core – Conservation Area Appraisal (2005): Guidance on the relationship between the Historic Core and new development.

6.0 CONSULTATIONS

Cambridgeshire County Council (Engineering)

- 6.1 No Objection to the proposal which should have no significant impact upon the public highway. The site lies within an area of car parking control limiting the potential for visitors parking. The site is also in an area that is highly accessible by modes other than the private car. However, conscious of the number of visitors from outside of Cambridge there is a need to maximise the transfer of visitors to modes within the city. Accordingly a Travel Plan is required.
- 6.2 The proposal is exempt from paying ECATP contributions by virtue of its status as a religious building and community centre.
- 6.3 Consent should be subject to the following conditions; Illustration of parking space dimensions; no unbound material to finish of driveway within 6 metres of the highway; no gates erected across the access to the site; where the access crosses the highway it shall be laid out in accordance with Cambridgeshire County Council construction specification; no structure shall overhang the public highway; adequate drainage to prevent surface water run off onto the highway; visibility splays; access provided as on approved drawings; and traffic management plan to be agreed with the highway authority.
- 6.4 To note, there is no record of a definitive Public Right of Way from Auckland Road through the application site to the new orchard and allotments as argued.

Cambridgeshire County Council (New Communities)

- 6.5 The County Council has no objection to the proposed development subject to the implementation of a travel plan which is to be reviewed and agreed by the County Council prior

to occupation of the building. This should be secured by a S106 legal agreement.

Head of Environmental Services

- 6.6 No objection to the demolition of the existing building and the erection of a synagogue subject to the following conditions to protect the residential amenity of neighbouring occupiers: construction hours; hours of collections and deliveries; suppress airborne dust; construction programme; on-site storage facilities for waste and recyclables; noise insulation; piling; and equipment for extraction.
- 6.7 There are no known contamination issues.

Historic Environment Manager

- 6.8 No objection to the demolition of the existing building which is of little architectural interest subject to it being recorded, or to the redevelopment of the site with the new synagogue. This will pretty much fill the site except for a small yard to the rear and a landscaped area to the front. Here development of almost all of the site seems acceptable given the two flanks are largely unseen. The front elevation is considered to read quite well but seems busy with changes in plane and material, compounded by the amount of things in the landscaped area. A reduced palette and simpler landscaping would make all the difference. Render because of its maintenance requirements is not a preferred finish.
- 6.9 The rear elevation, much simpler, addresses the open space well but a plan showing the rest of the obscured elevation should be provided. The roof provides an interest which works well.
- 6.10 The scale and design of the new building works reasonably well. There is some concern with the detailing in terms of the choice of materials and palette. If this can be simplified it would be an improvement. This should be done up front but may be able to be dealt with by conditions. These should include; a record of the existing building; details of solar panels; details of the roof; roof mounted equipment; details of egress; external joinery; glazing; sample panel; non-masonry detail; and timber/cladding details.

Cambridgeshire County Council (Archaeology)

- 6.11 Records indicate the application site lies in an area of high archaeological potential. Accordingly it is considered necessary that the site should be subject to a programme of archaeological investigation which should be secured by condition and at the expense of the developer.

Cambridge City Council Access Officer

- 6.12 The lift may be too small and even if it meets the required dimensions is set at the wrong angle which is almost unusable. There needs to be loop system installed to the various meeting rooms. The raised areas need to have ramped access. It is not clear where the two disabled car parking spaces are.
- 6.13 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 in support of the proposal:

- The Windhorse Trust, owners of 9a Auckland Road c/o 9, Coldhams Business Park, Norman Way Cambridge CB1 3LH

- 7.2 The representations can be summarised as follows:

- The plans for the site are appropriate to the location, taking into consideration adjacent buildings in the area; and
- The planned building will not cause any problems for the residents of 9a Auckland Road.

- 7.3 The owners/occupiers of the following addresses have made representations in objection to the proposal:

- 20 Acrefield Drive, Cambridge CB4 1JP
- 140, Cherry Hinton Road, Cambridge CB1 7AJ
- 17, Christchurch Street, Cambridge CB1 1HT
- 23, Emery Street, Cambridge CB1 2AX

- 21 John Street Cambridge CB1 1DT
- 51, Maids Causeway, Cambridge CB5 8DE
- 61, Maids Causeway, Cambridge CB5 8DE
- 31 Newmarket Road, Cambridge CB5 8EG

7.4 The following groups have made representations in objection to the proposal:

- Friends of Midsummer Common (FOMC) 2 North Terrace, Cambridge CB5 8DJ

7.5 The representations can be summarised as follows:

Access through the site

- Pedestrian access should remain unfettered through the site, the existing access has been in use since the 1940's;
- The proposed gates are an obstruction to the access through the site for those who access the allotments and newly established community orchard. The gates will act as a deterrent, making it more difficult to manoeuvre tools and wheelbarrows;
- The suggestion that the gates will remain unlocked offers no real assurance for there may be times that these are locked albeit inadvertently;
- Section 14 of the Countryside and Right of Way Act (2000) states that any person placing a notice containing any false or misleading information likely to deter the public from exercising the right of access to a Common is liable on summary conviction to a fine. Under Section 38 of the Commons Act (2006) a person may not carry out works 'which have the effect of preventing or impeding access' to common land. Accordingly the gates are unacceptable.
- The allotments are named after Auckland Road so access should be from Auckland Road;
- Occasionally access to the allotments is required by car which this proposal would not allow. Whilst there is vehicle access from Newmarket Road there is no dropped kerb and the access is often blocked by reserved medical parking;
- The passageway should be clearly marked to invite public use.

Parking

- On street parking in Auckland Road is in very great demand. Although in a residents parking area there is often nowhere for residents to park, this is likely to be made worse by other new developments and that proposed. As much car parking on site currently should be accommodated for the new building.

7.6 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 the Conservation Area
3. Renewable energy and sustainability
4. Disabled access
5. Residential amenity
6. Refuse arrangements
7. Access through site
8. Highway safety
9. Car and cycle parking
10. Archaeology
11. Third party representations
12. Planning Obligation Strategy

Principle of Development

8.2 The existing building and its curtilage is currently considered to be in a non-residential institutional use falling within Class D1 of the Town and Country Use Classes Order 1987 (as amended). Policy 5/11 Protection of Existing Facilities of the Cambridge Local Plan (2006) has not been triggered as a part of this full application for redevelopment of the site or the application for Conservation Area Consent (11/0045/CAC) submitted in conjunction with this application for demolition for the existing building because the proposed replacement building will remain

in community use and will provide better quality facilities than the existing building.

- 8.3 Policy 5/12 New Community Facilities of the Cambridge Local Plan (2006) applies which permits proposals for new and extended community facilities for which there is a local need. The development of City-wide or sub-regional facilities will be permitted if they are provided in sustainable locations. It is considered that this application for a community centre and synagogue for the Beth Shalom Reform community meets the requirements of this policy in that this Reform Jewish community has a need to secure permanent accommodation for their church, which is well established in the City. Furthermore, the location is considered to be appropriately close to the City Centre and sustainable modes of transport to comply with the second part of Policy 5/12.
- 8.4 The need for a minority faith facility as outlined in the application is further supported by the report Facilities for Faith Communities in New Developments in the Cambridge Sub-Region (2008) undertaken by Three Dragons for Cambridgeshire Horizons. Whilst this document has not been adopted as a key material consideration by the Local Planning Authority, the research undertaken for this document which informed the development of the 2008 faith facilities study, has identified that a number of minority faiths did not have premises of their own or were operating out of facilities, which were too small or in poor repair. Furthermore, the study identifies that the multicultural nature of the City, particularly with the presence of the two universities, gives rise to an active interest in facilities for minority faith groups.
- 8.5 As such, I consider the proposal to accord with policy 5/12 of the Cambridge Local Plan (2006) and is therefore, in principle, considered acceptable.

Context of site, design and external spaces and impact on the Conservation Area

- 8.6 The application proposes a tall two storey building which rises to a maximum height of approximately 10 metres and occupies almost the full width of the site apart from a 1.2metre wide passageway along the northern flank of the building. The difference in height of the proposed building above the buildings

which sit either side is largely due to a glazed roof turret which projects from the centre of roof which has been designed to provide light and ventilation to the upper floor. The roof is finished in a mix of treatments and sloped to each elevation. To the front, west facing roof slope a rooflight is proposed; to the rear, east facing slope the roof a pre-weathered zinc treatment is proposed and the 'turret' on top is finished in glazing; to northern side slope facing the flats, pre-weathered zinc treatment is to be applied to the roof and the turret above is vented; to the southern side facing the terrace row PV solar panels are proposed to the roof slope and the turret above is vented. This roof profile, if detailed well, will provide interest to the roofscape of this side of Auckland Road between the traditional dual pitched roofs of the terrace row to the south and the mono-pitch styled roof to the newer flatted development to north. The main mass of the building rises to approximately 7.5 metres and as such is of a scale more consistent with the buildings either side. Where the flatted development does not benefit from chimneys to its roof the terrace property which the proposed synagogue will adjoin on the Auckland Road side of the site does and I consider the turret design to reflect on this to a degree.

- 8.7 The building is legible in the streetscape as a community building. I consider this good urban design whereby the character of the building clearly reflects its functionality. It would not be appropriate to try and present a building that tried to 'blend in' with the predominantly residential nature of the street. The existing community use has stood on this site for over 50 years and is accepted here so a purpose built building which in its design reflects its use is appropriate. For this reason I consider it acceptable to have the cycle parking clearly visible in the street scene. Seven Sheffield type stands are proposed on site to the frontage south of the entrance door which is roughly central to the building. Where such a number of cycles is unlikely to be considered acceptable in the street scene in front of a dwelling, here I believe they reinforce the public nature of the building, making it easily accessible and legible.
- 8.8 The key to the success of the design of this building will be in the detailing. This is also the view of the Conservation Officer. He raises some concern about the range of materials and the palette proposed, believing that the front elevation in particular could benefit from being simplified and the busy landscaped

area to the front and changes in plane along the elevation compound this busy, cluttered appearance. The front elevation proposes the use of timber cladding, brick work, render and zinc, with windows constructed with aluminium frames and hardwood shutters. Despite this varied use of materials I do not believe the different planes which form a layered elevation need to be lost because in my view they animate the frontage providing it with interest. However, I do agree that a reduction in contrasting materials and simplification of the palette would improve this elevation. I am satisfied that this can be controlled through conditions as recommended by the Conservation Officer which also address the finishes proposed to the roof and include: a sample panel (condition 2); solar panels (condition 9); roof materials and roof mounted equipment (condition 8 and condition 7); external joinery (condition 3); glazing (condition 5); and finishes to walls (condition 6). To further explore the possibility of simplifying the landscaped area to the frontage in addition to those conditions suggested by the conservation officer I suggest the imposition of a standard landscaping condition (condition 10), maintenance (condition 11), and management (Condition)

- 8.9 In my view the conditions suggested above are considered necessary and reasonable given the prominence of the site in the Conservation Area. Subject to these I am satisfied that the proposal responds to its context in terms of its design, scale and massing. I consider it to propose a design that relates to the use of the building as a community facility and therefore is compliant with East of England (2008) policies ENV6 and ENV7 and Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11, 3/12 and 4/11 and advice contained within Planning Policy Statement 5: Planning for the Historic Environment (2010)

Renewable energy and sustainability

- 8.10 The proposal is not required by the Cambridge Local Plan (2006) to make any provision on site for renewable energy generation. However, the applicant has demonstrated a desire to promote a sustainable development in their design approach by the installation of Solar PV panels to the southern side of the roof, consideration of solar gain, ventilation and the maximisation of natural light.

8.11 In my opinion the applicant has suitably addressed the issue of sustainability in terms of the central and connected location of the site and the renewable energy technology integrated into the design of building in my view will not have any adverse impact upon the environment as required to accord with policy 8/17 of the Cambridge Local Plan (2006) and the Sustainable Design and Construction SPD 2007.

Disabled access

8.12 The Design and Access Statement submitted with the application confirms that the proposed building will provide level access and the drawings appear to be consistent with this and that the requirements of Part M of the current building regulations. As such, I am satisfied that the proposal is compliant with East of England Plan (2008) policy ENV7, and Cambridge Local Plan (2006) policies 3/7 and 3/12 with regard to inclusive access.

8.13 Where the Access Officer raises concern with regard to the potential inadequacy of the proposed lift I suggest an informative is attached which draws the applicant's attention to this requiring further consideration. This should also highlight the importance of an induction loop in public areas to aid the hearing impaired and the requirement of ramps up to raised areas to aid inclusive access. I am satisfied that the condition I suggested in paragraph 8.8 (condition 10) which is designed to agree the details of the landscaping scheme will cover the requirement of clearly designating the car parking spaces that are proposed to the building frontage as parking bays for disabled people only will ensure good inclusive access by car for those less mobile.

Residential Amenity

Impact on amenity of neighbouring occupiers

8.14 The proposed building occupies almost all of the application site apart from a landscaped area to the frontage, a 1.2 metre passageway along the northern flank of the building and a small courtyard area to the southern half of the rear of the building measuring approximately 4 metres in depth by 5.7 metres in width hard along the shared boundaries with the common land to the east and 9a Auckland Road to the south.

- 8.15 Set back 2.5 meters from the building line of 9a Auckland Road to the south the new building will adjoin this property for a depth of approximately 4.1 metres, before stepping off the shared boundary to provide a 0.85 metre separation distance. 9a Auckland Road extends approximately 20.5 metres into its 41metre deep plot at a height of over 7 metres for the first 14 metres. There are no windows to its northern elevation and while I acknowledge the scale and mass of the proposed building is a significant increase upon the existing building it replaces a currently run-down structure and poorly maintained space with a blank wall that will serve to shelter the garden of 9a Auckland Road. It will not afford any opportunities to overlook and comprise the privacy that the occupiers of this dwelling currently enjoy and given the development sits to the north of 9a it will have little impact upon the daylight which this dwelling currently benefits from.
- 8.16 The flatted development to the north will also be presented with a blank wall at first floor. To the ground floor a series of openings serve a boiler room, kitchen and the community room, but the shared boundary is demarcated by a brick wall approximately 2 metres in height so these windows will have a neutral impact upon the residential amenity of the flats. To the southern elevation of the flats a number of small windows which appear to serve kitchens and small horizontal projections which have glazing to provide light from the east and west will experience some loss in light compared to what they currently receive but given that there will be no opportunities to overlook this residential development and the loss of light will only be to rooms with two aspects and not primary living space I do not consider the impact of the proposed development significantly detrimental.
- 8.17 Environmental Health Officers have raised no objection to the proposal and have no record of known contamination at this site so there is no amenity issues for the prospective visitors of the proposed synagogue. However, they have suggested the imposition of standard conditions to protect the amenity of neighbouring occupiers, predominantly during the demolition and construction phases of the development and I recommend these are imposed, these include: hours of construction (condition 14); hours of collections and deliveries (condition 15); minimise airbourne dust (condition 16); phased construction

programme (condition 18); building insulation (condition 19); piling (condition 17); and details of extraction and filtration (condition 20).

- 8.18 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 East of England Plan policy ENV7 and Cambridge Local Plan (2006) policies 3/4 and 3/7.

Refuse Arrangements

- 8.19 Provision for the on-site storage of three wheelie bins for recyclable, organic and residual waste is proposed on the northern flank of the building in a recess accessed off the passageway. The Environmental Health Officer consulted on the application suggested a condition be imposed requiring details of on-site refuse and recycling storage, however, I consider the details satisfactory, detailing ample space which is easily accessible and as such do not consider the suggested condition necessary. In my opinion the proposal is compliant with East of England Plan (2008) policy WM6 and Cambridge Local Plan (2006) policy 3/12.

Access through site

- 8.20 The retention of unfettered access through the site from Auckland Road to the allotments, recently planted community orchard and Midsummer Common which is frequently used and often by those with wheelbarrows and sizable implements to tend to the allotments has been almost the sole concern of objections received from third party representations.
- 8.21 Currently the site provides a means of access through for pedestrians and also vehicles. Whilst the passage of pedestrians is free the vehicular access is lockable.
- 8.22 When the City Council as land owners sold the Yasume Club site the contact of sale reserved to the City Council a right of way at all times along a pedestrian access (as shown on the contact plan). The City Council Property section are satisfied that the development includes a pedestrian access in accordance with the contact of sale but that the gates illustrated on the plans submitted with the application must remain

unlocked and cannot prevent the use of the reserved right at any time.

8.23 Contrary to a number of the third party correspondence referring to this as a Public Right of Way or questioning that it should be, consultation with the County Council as Highway Authority has confirmed that this is not an established Right of Way, accordingly the applicant is not contravening any laws with regards to the blocking up of a public way or precluding access to common land. It has been confirmed with the City Council Property section that should the gates be locked at anytime the landowner would be breaking the terms of the contact of the sale. Further to discussing the matter with the applicant it has been confirmed that the gate shall not be lockable.

8.24 In comments raised with regard to the loss of vehicular access to the common by this route given the inadequacy of a vehicular access to the allotments off Newmarket Road I note planning application 10/0386/FUL which grants permission for the 'installation of a dropped kerb at Newmarket Road onto common land (New Orchard) and modifications to gates to common land' approved on 6 October 2010 and the clear intension to improve this existing access for vehicles.

8.25 Notwithstanding the above I am of the view that this is not a material consideration. I appreciate fully the opposition that this proposal has met as a result of it impinging on a benefit that has long been in existence and the views expressed that a condition could be imposed requiring that the gate remain unlocked at all times. However, I can find no policy justification for this. This is not a material planning matter and other avenues should be sought to argue the retention of an open and free access in this location.

Highway Safety

8.26 While the majority of concerns raised in the third party representations received were with regard to retaining the informal access discussed above under the heading 'Access through site' the existing pressures upon on street parking in the area, highway safety and access were also raised. However, the Highway Engineer who was consulted and commented on behalf of the Highway Authority raised no

concerns with regard to these matter, subject to: the submission of amended plans to demonstrate car parking spaces of a minimum of 2.5metres by 5metres and inclusion of visibility splays.

- 8.27 The applicant has not submitted an amended plan in order to address the concerns of the Highway Authority. However, I am satisfied that these concerns can be addressed satisfactorily by the imposition of conditions as suggest by the Highway Engineer which include; visibility splays (condition 21); a travel plan (condition 23); and implementation of the access free of obstruction (condition 24).
- 8.28 Subject to the conditions recommended I am satisfied that the proposal is compliant with East of England Plan (2008) policy T1 and Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

- 8.29 Two car parking spaces are proposed on site to the front of the building accessed directly off Auckland Road. The Design and Access Statement submitted with the application suggests that these are designated for parking for disabled people. As the Access Officer rightly points out these are not illustrated on the submitted plans as designated. I am satisfied that there is adequate space on the frontage to accommodate two spaces and that the landscaping condition I suggest be imposed in paragraph 8.8 (condition 10) can be used in this instance to ensure that the landscaping scheme requires markings within the paved area to ensure legibility of these spaces as disabled only, a condition should also be attached to ensure this provision is secured (condition 25).
- 8.30 The site falls within a Controlled Parking Zone (CPZ). The CPZ will ensure that despite the development largely being car free there is unlikely to be any significant impact upon the car parking availability on site which is currently afforded to those local residents which benefit from car parking permits. No visitor permits are allowed under residents parking. As confirmed by the Highways Engineer and consultation with New Communities this site is highly accessible by number of different modes, it is central located, adjacent to the cycle lane network and the public bus service which stops extremely nearby on Newmarket Road and the car parks at the nearby Grafton Centre have

sufficient capacity to accommodate the additional trips that are projected by car.

- 8.31 The applicant has submitted a Transport Assessment (TA) which projects trip generation of the proposal and the proportion of likely modes which has been considered by Highways and New Communities. They generally accept the projections of the TA but both require the submission and agreement of a Travel Plan prior to the commencement of the proposed use. New Communities recommend this be secured by a Section 106 agreement but I am satisfied that a condition (condition 23) is adequate to ensure a Travel Plan is agreed. Subject to this provision the application is considered acceptable for it accords with the City Council's Car Parking Standards as set out in Appendix C of the Cambridge Local Plan (2006) and is compliant with East of England Plan (2008) policy T14, and Cambridge Local Plan (2006) policy 8/10.
- 8.32 Secure and partially covered cycle parking provision is made to front of the building. Seven Sheffield type stands, four of which are positioned under the first floor overhang make provision for the parking of 14 cycles. In this location they promote this sustainable mode of transport being both easily legible and with excellent access from the highway. Under the heading 'Context of site, design and external spaces' from paragraph 8.8 I discuss the acceptability of this siting with regard to the character of the area and their impact in this highly visible location concluding that for the use of the site, despite its location in a predominantly residential area this is, on this occasion, acceptable.
- 8.33 The applicant has calculated that the total public floor area is 210metres², made up from 95metres² at ground floor and 115 metres² at first floor level. The cycle parking provision on the plans is therefore in accordance with the City Council's minimum Cycle Parking Standards as set out in Appendix D of the Cambridge Local Plan (2006) which requires a minimum of 14 cycle parking spaces calculated as 1 space per 15 metres² of public floor area. Accordingly, it could be argued that the proposal is compliant with East of England Plan (2008) policy T9 and Cambridge Local Plan (2006) policy 8/6. However, I have sought further clarification from the agent as to how they have arrived at a figure of 210metres² when calculating the total public floor space for I consider this less than what I calculate

the public floor space to be. At ground floor I have included the area of the community room, office and kitchen, at first floor the area of the main hall, crèche and library. The total floor area of these spaces equates to approximately 280 metres², therefore requiring the development to make a minimum provision of 18 cycle parking spaces. Further to this the Design and Access Statement and Transport Assessment submitted with the application conflicts with the plans and state that on site provision for the parking of 24 cycles is made, 10 more spaces than the plans illustrate. The outcome of discussions with the agent will be reported on the Amendment Sheet or orally at the Committee meeting.

Archaeology

- 8.34 Correspondence received from Cambridgeshire Archaeology confirms this site to lie within an area of high archaeological potential. The site is located on a former industrial zone of the city, adjacent to a series of 18th and 19th century breweries that occupied the zone around Napier Street and the eastern end of Newmarket Road which included Auckland Road. Further to the east, to the eastern side of East Road the Britannia Iron works and the Medieval Barnwell Priory occupied sizable plots. As such, it is considered reasonable and necessary that the site should be subject to a programme of archaeological investigation to be commissioned and undertaken at the expense of the developer. This programme of work can be secured through the inclusion of a negative condition as directed by paragraph 30 of PPG16 Archaeology and Planning (1990) and advise contained within PPS5 Planning for the Historic Environment (2010) which reads;

In cases when planning authorities have decided that planning permission may be granted but wish to secure the provision of archaeological excavation and the subsequent recording of the remains, it is open to them to do so by the use of a negative condition.

- 8.35 Subject to the imposition of such a condition (condition 13) I consider the proposal compliant with policy 4/9 of the Cambridge Local Plan (2006).

Third Party Representations

8.36 I am mindful that none of the third party representations received object to the proposed development with regard to its bulk, massing, scale or design, nor the use of the new building. Objections to the proposal are almost solely focused upon the impact that the proposal will have upon an informal access from Auckland Road through the site to the allotments, a community orchard and Midsummer common and the River Cam beyond. I have addressed these concerns under the heading 'Access through site' above (from paragraph 8.20). Some representations raise concern at increased pressure upon on-street parking, I have addressed these under the heading 'Car and Cycle Parking' from paragraph 8.30.

Planning Obligation Strategy

8.37 The proposal is for a community facility and therefore is not required to provide a contribution.

9.0 CONCLUSION

9.1 The community use is acceptable on this site. The proposed building is considered a significant improvement upon the existing vacant building. It will enhance this part of the conservation area and subject to conditions to ensure control over the detailing and materials and other matters of detail and to protect residential amenity I recommend 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 51 of the Planning and Compulsory Purchase Act 2004.

2. No development shall commence until such time as 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. Thereafter approved panels are to be retained on site for the duration of the works for comparative purposes, and the development shall only take place in accordance with the approved details.

Reason: To protect the special interest of the Conservation Area and to ensure that the quality and colour of the detailing of the brickwork/stonework and jointing is acceptable and maintained throughout the development. (East of England Plan 2008 policies ENV6 and ENV7 and Cambridge Local Plan 2006 policies 3/4, 3/12 and 4/11)

3. No development shall commence until such time as full details of all external joinery, including finishes and colours, have been submitted to 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 special interest of the Conservation Area (East of England 2006 policy ENV6 and Cambridge Local Plan 2006 policy 4/11).

4. 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 bathrooms, kitchens and plant rooms have been submitted to 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 special interest of the Conservation Area (East of England 2006 policy ENV6 and Cambridge Local Plan 2006 policy 4/11).

5. No development shall commence until such time as full details of the type(s) of glass to be installed to doors/windows/screens etc. have been submitted to and approved in writing by the local planning authority. Thereafter approved panels are to be retained on site for the duration of the works for comparative purposes, and the development shall only take place in accordance with the approved details.

Reason: To protect the special interest of the Conservation Area (East of England 2006 policy ENV6 and Cambridge Local Plan 2006 policy 4/11).

6. No development shall commence until such time as full details of all non-masonry walling systems, cladding panels timber wall boarding, cladding or other external screens including structural members, infill panels, edge, junction and coping details, colours, surface finishes/textures and relationships to glazing and roofing have been submitted to 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 special interest of the Conservation Area (East of England 2006 policy ENV6 and Cambridge Local Plan 2006 policy 4/11).

7. No development shall commence until such time as full details of all roof mounted equipment such as ventilation stacks/towers, cupolas, glazed lanterns, pinnacles, crockets, finials, weather vanes or other decorative or functional devices have been submitted to 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 special interest of the Conservation Area (East of England 2006 policy ENV6 and Cambridge Local Plan 2006 policy 4/11).

8. No development shall commence until such time as full detail of the roof(s) to be erected including materials, colours, surface finishes and relationships to rooflights or other rooftop features have been submitted to and approved in writing by the local planning authority. Thereafter the development shall be implemented in accordance with the approved details.

Reason: To protect the special interest of the Conservation Area (East of England 2006 policy ENV6 and Cambridge Local Plan 2006 policy 4/11).

9. No development shall commence until such time as full details of all solar panels and/or photovoltaic cells, including type, dimensions, materials, location, fixing etc have been submitted to and approved in writing by the local planning authority. Thereafter the development shall be carried out in accordance with the approved details unless agreed otherwise in writing.

Reason: To protect the special interest of the Conservation Area (East of England 2006 policy ENV6 and Cambridge Local Plan 2006 policy 4/11).

10. 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. (East of England Plan 2008 policy ENV7 and Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

11. No development shall take place until a schedule of landscape maintenance for a minimum period of five years has been submitted to and approved in writing by the local planning authority. The schedule shall include details of the arrangements for its implementation.

Reason: To ensure that the landscaped areas are maintained in a healthy condition in the interests of visual amenity. (East of England Plan 2008 policy ENV7 and Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

12. 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. (East of England Plan 2008 policy ENV7 and Cambridge Local Plan 2006 policies 3/4, 3/11 and 3/12)

13. 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)

14. Except with the prior written agreement of the local planning authority in writing no construction work or demolition shall be carried out or plant operated other than between the following hours: 0800 hours to 1800 hours 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)

15. Except with the prior agreement of the local planning authority in writing, there should be no collection or deliveries to the site during the demolition and construction stages outside the hours of 0700 hrs and 1900 hrs on Monday - Saturday and there should be no collections or deliveries on Sundays or Bank and public holidays.

Reason: To safeguard the residential amenity of neighbouring occupiers (Cambridge Local Plan 2006 policies 3/4 and 4/13)

16. No development shall commence until a programme of measures to minimise the spread of airborne dust and mud from the site during the 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 neighbours and highway users, and to avoid pollution. (Cambridge Local Plan (2006) policies 3/4, 4/13 and 8/2)

17. In the event of the foundations for the development hereby approved requiring piling, a method statement shall be submitted, in writing, for the approval of the local planning authority. This shall detail the type of piling and the mitigation measures to be taken to protect local residents. Potential noise and vibration levels at the nearest noise sensitive locations shall be predicted. Thereafter the development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of the nearby residential properties. (Cambridge Local Plan 2006 policy 4/13)

18. Prior to the commencement of the development hereby approved (including any pre-construction, demolition or enabling works), or in accordance with an alternative timetable to be agreed, a comprehensive construction programme identifying each and every phase of the development and confirming construction activities to be undertaken in each phase and a timetable for their execution shall be submitted to and approved in writing by the local planning authority. Thereafter the development shall be carried out in accordance with the agreed details unless the local planning authority agrees to the variation of any detail in advance and in writing.

Reason: To protect the amenity of the nearby residential properties. (Cambridge Local Plan 2006 policy 4/13)

19. Prior to the use of the building hereby approved, a scheme for the insulation of the building and/or plant in order to minimise the level of noise emanating from the building and/or plant shall be submitted to 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 amenity of the nearby residential properties. (Cambridge Local Plan 2006 policy 4/13)

20. Prior to the use of the building hereby approved, details of equipment 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 extraction/filtration scheme shall be installed before the use hereby permitted is commenced and retained thereafter.

Reason: To protect the amenity of the nearby residential properties. (Cambridge Local Plan 2006 policy 4/13)

21. Before the development/use hereby permitted is commenced, a scheme for the insulation of the building(s) and/or plant in order to minimise the level of noise emanating from the said building(s) and/or 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 2006 policy 4/13)

22. Notwithstanding the details shown on the approved plans 2 metre by 2 metre pedestrian visibility splays within the curtilage of the new building from the edge of the highway shall be provided and thereafter be retained unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of highway safety. (Cambridge Local Plan 2006 policy 8/2)

23. No development shall commence until full details of facilities for the secure parking of bicycles for use in connection with the development hereby permitted have been submitted to and approved by the Local Planning Authority in writing. The agreed 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)

24. No demolition works shall commence on site until a traffic management plan has been agreed in writing with the local planning authority. Thereafter the 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)

25. The access hereby approved shall be installed as shown on the approved drawings prior to the use of the building hereby approved and thereafter retained free of obstruction. Notwithstanding the provision of Class A of Schedule 2, Part 2 of the Town and Country Planning (General Permitted Development) Order 1995, (or any order revoking, amending or re-enacting that order) no gates shall be erected across the approved access unless agreed otherwise in writing by the local planning authority.

Reason: In the interests of highway safety. (Cambridge Local Plan 2006 policy 8/2)

26. Notwithstanding the details shown on the approved plans the two car parking spaces to the front of the building hereby approved shall be designated for parking for disabled people, implemented prior to the use of the building hereby approved and retained thereafter.

Reason: In the interests of providing inclusive access for all (Cambridge Local Plan 2006 policies 3/7 and 3/12).

INFORMATIVE: The applicant is advised to contact the City Councils Access Officer, Mark Taylor by email address markj.taylor@cambridge.gov.uk or on telephone number 01223 457075 to discuss the inclusive access of the development. There are concerns that the lift in the position proposed will not provide easy access. The applicant is also advised to install an induction loop to all public meeting rooms and that ramps should provide access to raised areas.

INFORMATIVE: For the avoidance of doubt the applicant is advised that when submitting details for the discharge of condition 3, joinery is taken to mean all windows, doors, etc. whether made of timber or not.

INFORMATIVE: The applicant is advised that when submitting details to satisfy the discharge of condition 5 types of mirrored, reflective, metallic coated or other non-transparent glass are unlikely to be considered acceptable.

INFORMATIVE: The applicant is advised that when submitting details to satisfy the discharge of condition 6 that the submission may consist of large-scale drawings and samples.

INFORMATIVE: To satisfy standard conditions relating to Noise Insulation, the noise level from all plant and equipment, vents etc (collectively) associated with this application should not raise the existing background level (L90) by more than 3 dB(A) both during the day (0700 to 2300 hrs over any one hour period) and night time (2300 to 0700 hrs over any one 5 minute period), 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 5 dB(A) correction. This is to guard against any creeping background noise in the area and prevent unreasonable noise disturbance to other premises.

It is recommended that the agent/applicant submits a noise prediction survey/report in accordance with the principles of BS4142: 1997 'Method for rating industrial noise affecting mixed residential and industrial areas' or similar. Noise levels shall be predicted at the boundary having regard to neighbouring residential premises.

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.

INFORMATIVE: 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).

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: Policies SS1, T1, T9, T14, ENV6, ENV7 and WM6

Cambridge Local Plan (2006): Policies 3/1, 3/4, 3/7, 3/11, 3/12, 4/11, 5/12, 8/2, 8/6, 8/10 and 8/17

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.