

<b>Application Number</b>	19/0004/FUL	<b>Agenda Item</b>	
<b>Date Received</b>	3rd January 2019	<b>Officer</b>	Tony Collins
<b>Target Date</b>	4th April 2019		
<b>Ward</b>	Romsey		
<b>Site</b>	Romsey Labour Club	Mill Road	Cambridge CB1 3NL
<b>Proposal</b>	Serviced apartment (sui generis use class) scheme containing 39no self-contained 1xbed room units along with Cafe, gym and community space at ground floor with a vehicle drop-off zone, disabled car parking space, cycle parking and associated landscaping and retention of existing BLI frontage.		
<b>Applicant</b>	Duxford Developments Ltd		

SUMMARY	<p>The development is in accordance with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> <li>• It provides high-quality visitor accommodation fronting a main road in an area of mixed use with good public transport accessibility.</li> <li>• Valet parking coupled with other measures to promote non-car modes of travel, all of which can be secured by condition, are sufficient to ensure the development does not put pressure on on-street car parking.</li> <li>• The height, massing, materials and detailed design of the building, and the extent of the intervention in the existing Building of Local Interest on the site, are appropriate to the context, and will not cause harm to the conservation area</li> </ul>
RECOMMENDATION	APPROVAL

## 1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The site is located on the south side of Mill Road, immediately east of the junction with Coleridge Road. This site has frontages to both Mill Road and Coleridge Road. Immediately south of the site is Ruth Bagnall Court, a four-storey apartment building. The ground level rises slightly from north to south across the site.
- 1.2 The site is located within the Mill Road Conservation Area. The Romsey Labour Club building, which currently occupies the site, was originally constructed in the 1920s. This building is designated a Building of Local Interest (BLI). Its description is as follows:
- ‘The Labour Club is a single-storey red brick building on a corner site. It retains a stone cornice engraved with ‘Romsey Town Labour Club’ and some Venetian windows to either side of the front entrance with rubbed red brick arches. A decorative stone cartouche lies over the panelled double front doors and the flat roof is hidden by a parapet. It was designed by E.W. Bond.’*
- 1.3 Originally, the principal central section of the building contained a Private Members Club (sui generis) use. From 2014 to 2017 the central area of the building was used by the Arthur Rank Hospice as a second hand furniture store (Use class A1). At the time of the previous application 18/0002/FUL, both the eastern and western wings were in Class D2 use, accommodating a gym and a boxing club respectively. The building is at present empty.
- 1.4 The majority of the site is covered in hardstanding. The hedging between the building and Coleridge Road and the vegetation and small self-set trees between the front façade of the building and Mill Road are largely unmanaged. The vehicular entrance to the site is to the rear off Coleridge Road.

## 2.0 SITE HISTORY

Reference	Description	Outcome
C/01/0508	Change of use of west wing from Labour Club (Use Class D2) to mental health centre (Class D1); erection of single-storey extension and porch.	Approved

C/03/1010	Installation of new pedestrian access and replacement of existing window with door.	Approved
14/0733/FUL	Temporary change of use of part of the ground floor of the Romsey Labour Club from a <i>sui generis</i> Private Members Club to A1 (Shop) use to be occupied by the Arthur Rank Hospice Charity.	Approved
16/0821/FUL	Mixed used development comprising a Day Nursery at ground floor and 40 self-contained 1xbed student rooms at the rear and on the upper floors along with a vehicle drop-off zone, cycle parking and associated landscaping.	Refused by Planning Committee (5/07/2017)
18/0002/FUL	Mixed use development comprising a Day Nursery at ground floor and 37 self-contained 1-bed student rooms at the rear and on the upper floors along with a vehicle drop-off zone, disabled car parking space, cycle parking and associated landscaping.	Refused (further details below)

- 2.1 A previous application on this site, 18/0002/FUL, was brought before Planning Committee on 28<sup>th</sup> March 2018. The application proposed student accommodation, with a nursery on the Mill Road side of the ground floor.
- 2.2 Planning Committee resolved to approve the application subject to the completion of an agreement under Section 106 of the Town and Country Planning Act 1990 to secure provision of appropriate open space and recreation facilities, and to define the categories of permitted occupier and prohibit their use of cars.
- 2.3 Negotiations on that agreement continued for some time; the Agreement was eventually completed on Tuesday 28<sup>th</sup> August 2018. The application was not determined before the end of that working week (Friday 31<sup>st</sup> August). On the Monday following the completion of the Section 106 agreement, 3 September 2018, South Cambridgeshire District Council and Cambridge City Council published the Inspectors' Reports on the South

Cambridgeshire Local Plan and Cambridge Local Plan. The Inspectors concluded that both Local Plans were 'sound' subject to a number of modifications being made, and at that point the document which is now the Cambridge Local Plan 2018 took precedence over the 2006 local plan, which had formed the planning background to Planning Committee's decision in March 2018.

- 2.4 The publication of the Inspectors' report, and the subsequent adoption of the Cambridge Local Plan 2018 resulted in a significant change in the planning background for this application, because the new local plan (in Policy 46) supported proposals for new student accommodation only if an agreement with an educational institution for the use of that accommodation was already in place. The 18/0002/FUL application had no such agreement, and was therefore in conflict with Policy 46 of the Cambridge Local Plan 2018.
- 2.5 Officers consequently brought the application back to Planning Committee on 7<sup>th</sup> November 2018 with a recommendation for refusal. The application was refused for the following reason only:

*The proposal does not demonstrate that the applicant has entered into a formal agreement with at least one existing educational establishment within Cambridge providing full-time courses of one academic year or more, and so cannot show that it would meet an existing identified need for any such institution. It is therefore contrary to Policy 46 of the Cambridge Local Plan 2018.*

- 2.6 The present application outwardly resembles 18/0002/FUL to a considerable degree, but is entirely different in the uses proposed. It also has differences in internal configuration, and some minor differences in external detail. These similarities and differences are further explained in the description of the proposal below, and in my assessment later in the report.

### **3.0 THE PROPOSAL**

- 3.1 Planning permission is sought for a mixed-use development. There would be 36 serviced apartments on the ground, first, second and third floors, served by a main entrance facing Coleridge Road. The frontage facing Mill Road would be

occupied by a café, accessed by the western of the two entrances in the old Labour Club façade, a gym, accessed directly from the reception area of the serviced apartments, and community facilities (in the form of a meeting room and a shared workspace), accessed by the eastern entrance of the BLI.

- 3.2 The proposed re-development involves the demolition of the majority of the existing building on the site. The front elevation along Mill Road and part of the west elevation along Coleridge Road would be retained. Above these facades, two additional storeys are proposed within a gable-ended pitched roof. This element is contemporary in design, using zinc cladding and large dormer windows. The ridge height is 11 metres and the eaves are at 7.5 metres above ground. The extent of retention of the BLI and the height, massing, exterior design and materials of the proposed new building would be the same as the proposal in 18/0002/FUL.
- 3.3 To the south of this building, two new north-south wings containing serviced apartments are proposed to replace the Labour Club's existing rear sections. The wing facing Coleridge Road would step down from four storeys in height (10.8 m) closest to the junction with Mill Road, first to three storeys and finally at the south end closest to Ruth Bagnall Court, to two storeys (5.9 m). The block adjoining the boundary with the rear garden of No. 276 Mill Road would be two storeys in height (7m). Both wings would be contemporary in appearance, using large openings and flat roofs, and with the exception of minor changes to the fenestration of elevations facing the courtyard, would be identical in appearance to the proposal in 18/0002/FUL.
- 3.4 These three proposed building sections would surround an internal landscaped courtyard. Six of the serviced apartments facing Coleridge Road would have balconies.
- 3.5 A basement is proposed, approximately the same size as the existing basement, which would contain the plant room, the laundry for guests, and 38 cycle parking spaces for guests and staff, reached by a ramp from within the entrance lobby. A vehicular drop-off area is proposed outside the main entrance to the apartments on Coleridge Road, with a single disabled car parking space immediately to the south of this.

#### 4.0 PUBLICITY

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

#### 5.0 POLICY

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

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2018	Local	1 24 28 31 32 33 34 35 36 55 56 57 58 59 61 62 71 72 73 77 80 81 82

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

Central Government Guidance	National Planning Policy Framework July 2018 National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards Circular 11/95 (Annex A)
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<p>Previous Supplementary Planning Documents</p> <p>(These documents, prepared to support policies in the 2006 local plan are no longer SPDs, but are still material considerations.)</p>	<p>Sustainable Design and Construction (May 2007)</p> <p>Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)</p> <p>Planning Obligation Strategy (March 2010)</p> <p>Public Art (January 2010)</p>
<p>Material Considerations</p>	<p><u>City Wide Guidance</u></p> <p>Air Quality in Cambridge – Developers Guide (2008)</p> <p>Buildings of Local Interest (2005)</p> <p>Cambridge and Milton Surface Water Management Plan (2011)</p> <p>Cambridge and South Cambridgeshire Strategic Flood Risk Assessment (November 2010)</p> <p>Cambridge City Council Draft Air Quality Action Plan 2018-2023</p> <p>Cambridge City Council Waste and Recycling Guide: For Developers</p> <p>Contaminated Land in Cambridge - Developers Guide (2009)</p>
	<p><u>Area Guidelines</u></p> <p>Mill Road Area Conservation Area Appraisal (2011)</p>

## **6.0 CONSULTATIONS**

### **Cambridgeshire County Council (Highways Development Management)**

- 6.1 The streets in the vicinity of the proposal provide uncontrolled parking, and so, as there is no effective means to prevent residents of the proposed apartments from owning a car, this demand is likely to appear on-street in competition with existing residential users. The development may therefore impose additional parking demands upon the on-street parking in the surrounding area and, whilst this is unlikely to result in any significant adverse impact upon highway safety, there is potentially an impact upon residential amenity which the planning authority may wish to consider when assessing this application.
- 6.2 Conditions are necessary to ensure: submission of and adherence to, a traffic management plan for the construction phase; submission of, and adherence to, a service management plan to control deliveries and drop-off/pick-up during the operational phase; measures to prevent the flow of surface water onto the highway.

### **Environmental Health**

- 6.3 Acceptable subject to conditions to control: ground contamination; working hours, deliveries, piling and dust during construction; and noise insulation, odour control, deliveries, external lighting and café opening hours in the operational phase.

### **Refuse and Recycling**

- 6.4 I have calculated that for 39 flats, assuming total max number of people could be 78, the bins needed would be:

4 x 1100 litre refuse bins  
4 x 1100 litre blue recycling bins  
2 x 360 litre green waste bins (optional)

- 6.5 The bin store does not look big enough to accommodate 8 x 1100 litre bins. The bins for the flats cannot be mixed with the bins for the commercial side (café/gym). There should be two

bin stores, or separation, with two separate entrances. Both entrances need to open to Coleridge road, with drop kerbs to the layby where collection will take place. All bin store doors need to have door hooks, so they can be kept open during collection. No keys or codes on the doors, unless standard FB2 locks.

## **Urban Design and Conservation Team**

(Advice submitted prior to amendments made to the north façade of the building)

- 6.6 We had provided comments on the previous application with regards to the relationship with Ruth Bagnall court and the impact on the Mill Road Conservation Area, which still apply. Whilst it is the case that the overall architectural appearance and form has not changed since the previous application (18/0002/FUL), there is a significant difference on the significant Mill Road Elevation as noted below, and the proposed ground floor uses within the retained building have changed significantly from the previous application 18/0002/FUL.

### Alteration to Mill Road Elevation

- 6.7 The submitted D&C Statement within the application material states the external appearance of the building will stay broadly the same as the previous scheme, with only the courtyard area changing following the removal of the nursery courtyard. However, the currently proposed ground floor layout and Mill Road elevation include the lowering of the cills on two existing windows of the ground floor left bay window of the Mill Road elevation to create entrance doors and steps up for the gym. *The existing window, continuous cill detail and plinth/base wall format was to be retained in the previous applications.*
- 6.8 This difference from the previous application would be inconsistent with retaining the features of the important frontages of the existing building and in the context of this important objective of the scheme, is considered harmful. It should be noted that the memorial stones/inscriptions are also on this bay.

## Functionality – proposed ground floor uses

6.9 Where a nursery was previously proposed, this has now been replaced with a café, gym and community area. Whilst there could be some merit in locating more active and community orientated uses within the retained building, we have concerns regarding the organisation, interrelationship, size and functionality of the spaces proposed. There are a number of functional design issues that will compromise usability and potentially the longevity of the uses:

- No back of house areas appear to be provided for any of the uses. For example the café is devoid of any storage space.
- All uses appear to be relying on one central bin store. Access to this is convoluted for the gym and community uses.
- The long term flexibility of the café has not been considered. For example there appears to be no kitchen in the café, or consideration of future service requirements such as ventilation flues.
- The location of the gym shower within the café is highly questionable.

## Summary

6.10 Whilst the appearance of the new scheme overall remains close to the previous application we supported in urban design and conservation terms, the changes of use raise new concerns relating to the significant Mill Road retained frontage and to functional design. In our view, these issues suggest a design weakness, with too many uses being squeezed into the scheme. The harmful alterations to the Mill Road elevation adversely alter the balance of the level of harm against the public benefits of the scheme. For these reasons we object to the scheme in its current form.

## **Senior Sustainability Officer (Design and Construction)**

### First advice (28.01.2019)

6.11 The proposed scheme does not meet any of the policy requirements related to sustainable design and construction from the Cambridge Local Plan 2018, and no justification is provided as to why this is the case. While some requirements

such as water efficiency for the residential units can be conditioned, further information is needed in relation to whether the BREEAM requirements for the non-residential elements of the scheme alongside the carbon reduction requirements for the residential aspects of the scheme can be achieved in light of the requirements of policy 28.

Second advice (01.04.2019 following additional information from applicant)

6.12 Revised Sustainability/Energy Statement is acceptable, subject to the imposition of conditions to ensure:

1. submission of, and adherence to, an acceptable Carbon Reduction Statement;
2. submission of, and adherence to, an acceptable technical specification of the proposed gas fired Combined Heat and Power System;
3. submission of, and adherence to, an acceptable Water Efficiency Specification.

### **Access Officer**

6.13 The front entrance needs to be a flat threshold. Double doors will need to be powered or be asymmetrical with one leaf being at least 900mm and having an opening force of less than 20N. Meeting rooms need hearing loops. Good signage and colour contrast of décor is needed for visually impaired people

6.14 There need to be two wheelchair accessible rooms. There need to be two disabled parking spaces. The wheelchair room bathroom layouts are inadequate and I would like to discuss this with the architect.

6.15 All upper floor rooms need to be serviced by a lift.

### **Head of Streets and Open Spaces (Landscape Team)**

6.16 The proposed landscape should create pedestrian-scale space which presents the building in a setting which is neat and visually more open than it is was originally with overgrown hedging and fencing. We recommend a combination of well-maintained, low (to 1m) evergreen hedges, low railings and gravel against the existing single-storey structure while trees

and ornamental planting are reserved for the new housing extension along Coleridge Road. Potentially a hard paved shared space can be achieved on the corner. This can be considered under condition

- 6.17 Trees along the Mill Road frontage are not supported. Existing trees here have a poor relationship with the building. This narrow frontage will create a visual barrier to the front of the building and would be better served by lower planting, low hedging and/or railings which allow the building to be a part of the setting. This can be considered under condition.
- 6.18 Conditions required to control details of landscaping, landscape management and boundary treatments.

**Cambridgeshire County Council (Flood and Water Management)**

- 6.19 A condition is necessary to ensure submission of, and adherence to, a satisfactory scheme for surface water drainage.

**Head of Streets and Open Spaces (Sustainable Drainage Officer)**

- 6.20 Acceptable subject to a condition requiring the submission of and adherence to, a satisfactory surface water scheme

**Environment Agency**

- 6.21 Only acceptable if conditions are imposed relating to ground contamination, infiltration and the submission of a scheme of surface water drainage.

**Cambridgeshire County Council (Archaeology)**

- 6.22 The former Romsey Labour Club is an undesignated heritage asset of particular significance to the development and history of Romsey.
- 6.23 Support the applicant's intention to retain the historic building façade and therefore do not object to development proceeding in this location, but consider that, in light of the proposal to demolish the majority of the structure, the site should be subject to a programme of historic building recording, to be undertaken

prior to the commencement of site works. Condition required to secure this.

### **Cambridge Constabulary (Designing Out Crime Officer)**

6.24 Design and layout is acceptable. Support the secure cycle storage underground, the plans for dusk to dawn external lighting which should work well in the rear courtyard area and the gated side access.

6.25 However, the Design and Access Statement is silent on crime prevention. The applicant should answer the following questions:

- Will public access to the gym and community space, then allow access to both the underground area and the serviced accommodation?
- Will the lift have access control to prevent misuse?
- Is there access control in place so residents only have access to their own floor? If not, it should be considered.
- Will the gate to rear courtyard be secure access to residents only? Self-closure should be fitted so it is kept shut when not in use.

6.26 The queries raised could be included as part of the management schedule for the site; a condition requiring a management plan for the whole could address the issues raised.

6.27 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 Councillor Baigent has made the following comment:

As a member of the planning committee, I am choosing not to take a position on this until it comes to committee. I do however consider that there is such public interest in this site that it should come to full committee.

7.2 Councillor Anna Smith has commented on the application. Her comments are as follows:

1. The application has not sufficiently proved that the existing structure, which is of significant historical importance, cannot be retained. The NPPF states in para 197:

“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”

2. There is no kitchen in the cafe. It is hard to imagine how the cafe will operate without one.
3. There is no longer provision for a nursery, for which there is considerable local need
4. There is no provision for affordable homes, despite the fact that serviced apartments are usually classed as C3.
5. There is no disabled parking provided, despite the provision of disabled amenities.
6. A lack of parking will increase pressure on the surrounding streets
7. It is difficult to find any enhancements to the street scene in this conservation area
8. The development should meet housing needs. There is not a need in Romsey for serviced apartments. There is a clear need for residential properties for families and for younger people starting out. This development should address this need.

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

18 Brampton Road  
255 Cherry Hinton Road  
97 Ditton Walk  
3 Emery Street

50 Greville Road  
102 Hemingford Road  
205 Mill Road  
390 Mill Road  
6 Madras Road  
5 Malta Road  
6 Malta Road  
6<sup>A</sup> Malta Road  
8<sup>A</sup> Malta Road  
10 Malta Road  
12<sup>A</sup> Malta Road  
79 Netherhall Road  
17 Romsey Road  
33 Ross Street  
104 Seymour Street  
27 Warren Close  
24 Pershore Road, Hardwick

7.4 Representations have also been received from:

Camcycle  
Cambridge Past Present and Future

7.5 The representations can be summarised as follows:

#### Principle of development

- Area needs housing, not short-term visitor accommodation
- Serviced accommodation looks like student flats and is likely to be used by students
- Will be occupied by students
- Already sufficient student accommodation
- Serviced accommodation not required in this area
- Serviced accommodation will add to constant churn of residents
- No affordable housing
- Nursery has been removed from proposal
- Café is not needed and may not be viable
- Café lacks a kitchen

#### Design

- Preservation of building is of high cultural importance

- No evidence that the building is incapable of conversion
- Façade is unacceptable for a historic building in a conservation area
- Rooms above existing façade dwarf it and make a mockery of the existing building
- Height and materials are too aggressive in this sensitive location
- Fewer units would enable them to be larger and more attractive, or facilitate a reduction in mass, or both
- Café, gym and community space are all compromised by being shoehorned into too small a space
- Shared amenity space for residents is minimal
- Disappointing landscaping
- Number and size of trees is inadequate

#### Neighbour amenity

- Overshadowing

#### Servicing, traffic and parking

- Position of drop-off and loading point is hazardous
- Pressure on on-street car parking space
- No disabled parking
- Additional traffic

#### Application process

- Lack of consultation with residents
- Sustainability Statement not submitted
- Application documents are sloppily assembled

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. Affordable Housing
3. Context of site, design and external spaces (and impact on heritage assets)
4. Public Art
5. Carbon reduction and sustainable design
6. Water management and flood risk
7. Light pollution, noise, vibration, odour and dust
8. Inclusive access
9. Residential amenity
10. Refuse arrangements
11. Highway safety
12. Car parking
13. Cycle parking
14. Third party representations

## **Principle of Development**

### Serviced apartments

- 8.2 In my opinion, the proposed serviced apartments are a sui generis use with the characteristics of Class C1 (hotel) use. The reasons for this are:
- The apartments will have an on-site concierge service between 07:00 and 23:00;
  - The apartments will have on-site communal facilities, including a laundry, and a café;
  - The apartments will offer a number of services, including valet parking, cycle hire, taxi booking and cleaning;
  - The applicants expect occupancy of the rooms to be subject to a 90-day length of stay condition, precluding long stays.
- 8.3 Policy 77 of the Cambridge Local Plan therefore requires the proposal to be considered against that policy and other references in the local plan to visitor accommodation, and not against policies dealing with housing.
- 8.4 Policy 77 supports proposals for high-quality visitor accommodation as part of mixed-use developments in certain specific locations: the Old Press/ Mill Lane site; around Parker's Piece; around Cambridge and Cambridge North stations; and other large windfall sites in the city centre. The policy also supports proposals for visitor accommodation in other city

centre locations, stating that the new accommodation should be on the frontages of main roads, or in areas of mixed use, or within walking distance of bus route corridors.

- 8.5 The applicants suggest that the serviced apartments will be targeted at business and university-related visitors. In my view the proposal would provide high-quality visitor accommodation for such users. The number of units has been reduced from 38 to 36. Rooms would include cooking facilities, and space for eating and working, as well as comfortable chairs, in most cases for two people. Guests would have use of the gym and the laundry. The ground floor would provide an integrated café/reception space, in which concierge service would be provided from 07:00 to 23:00. Three levels of service would be available, the most basic including toiletries, tea and coffee and weekly housekeeping, and the most expensive including daily housekeeping and Zipcar membership.
- 8.6 Policy 77 only provides explicit support for new visitor accommodation in the city centre and at the stations, the biomedical campus, and Eddington. It does not preclude the provision of new visitor accommodation elsewhere, however. This site is on a main road frontage; it is in a mixed-use area; and it is on a bus route and relatively close to Cambridge Station. I am satisfied that visitor accommodation on this site would meet the locational criteria of Policy 77.
- 8.7 Many representations suggest that the development would be used as student accommodation. In my view, conditions are necessary to ensure that the serviced apartments are used as genuine visitor accommodation, and to prevent any possibility of their use as student accommodation or permanent housing. I recommend conditions to ensure that apartments are let for no more than 90 days, that no follow-on letting, or repeat letting is possible, and that records are available to enable monitoring.
- 8.8 Subject to such conditions, it is my view that the principle of visitor accommodation in the form of serviced apartments on this site is acceptable and in accordance with policy 77 of the Cambridge Local Plan 2018.

## Leisure and community uses

- 8.9 Several representations object to the omission from this proposal of the nursery included in the previous application. The nursery was a proposed use, not an existing use, and its inclusion in a previous proposal does not provide any planning basis for requiring its inclusion in this scheme.
- 8.10 There were previously leisure uses on this site in the form of two gyms. These uses appear to have commenced without specific permission, but had been in operation for a considerable period. Policy 73 states that the loss of a leisure, sports or community facility will not be permitted unless it is replaced or no longer needed. The gym and community space proposed in this scheme are not an exact replication of the previous gym uses, but subject to a condition to ensure appropriate management and access, it is my view that they would be equal to or an enhancement of, the previous provision, and the proposal would therefore be in accordance with policy 73 of the Cambridge Local Plan 2018.

## Housing

- 8.11 Many representations suggest that the site should be used for housing. The existing building is not in residential use, nor has it been so used. The site is not allocated in the Cambridge Local Plan 2018 for residential use. There is undoubtedly a demand for residential accommodation in this area, but there is no basis in local or national policy for requiring all or part of this site to be used for that purpose.

## **Affordable Housing**

- 8.12 The proposal does not include affordable housing. Several representations suggest that it should do so. As I have indicated above, it is my view that the *sui generis* serviced apartments proposed here exhibit more of the characteristics of Class C1 hotel use than Class C3 residential use. Local Plan policy does not require such proposals to include affordable housing. In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 45 and the Affordable Housing SPD (2008).

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

8.13 The massing and external appearance of the proposed development, including materials and the extent of intervention in the Labour Club BLI, are almost identical to the proposal previously refused under 18/0002/FUL. The original proposal submitted, however, included four alterations:

- two windows in the north elevation of the Romsey Labour Club building (a BLI) would now be extended to floor level to create the entrance to the gym,
- the central courtyard, previously subdivided to create a separate outdoor space for the nursery previously proposed, would now be a single amenity space, with a minimal addition to the landscaping previously shown,
- the ground floor of the central wing of the building would be extended 3m southwards, enclosing into the building envelope a 3m x 10m undercroft area which formed part of the nursery courtyard in the previous application.
- minor fenestration changes to the courtyard elevations.

8.14 Following comments from the urban design and conservation team, the first of these changes was eliminated from the scheme, leaving the north elevation of the BLI exactly as proposed previously under 18/0002/FUL.

8.15 The 18/0002/FUL application was considered in the context of the Cambridge Local Plan 2018, and that consideration and the decision of Planning Committee established the external design and appearance of the proposal including the extent of intervention in the existing BLI, as acceptable and in accordance with policies 55, 56, 57, 58 and 61 of the Cambridge Local Plan 2018.

8.16 The position, massing, height, roof profile and materials of the present scheme are unaltered from the 18/0002/FUL proposal. They were all considered acceptable in the resolutions made by Planning Committee in March 2018 (under the Cambridge Local Plan 2006) and November 2018 (under the Cambridge Local Plan 2018). In my view, there have been no changes in

planning circumstances which would justify a different view being taken of these elements, and they remain in accordance with policies 55, 56, 57, 58 and 61 of the Cambridge Local Plan 2018.

- 8.17 Notwithstanding the previous decisions of Planning Committee, a number of representations are critical of the additional storeys proposed above the existing Labour Club building, asserting that this part of the proposal is too high, that it would overwhelm or be unacceptably discordant with the existing building, that it impinges too much on views of the sky, or that it intrudes unacceptably into important views. Like the case officer who assessed 18/0002/FUL, I am not persuaded by these arguments. They are not supported by any advice from the conservation team, and there is no reference in the Mill Road Conservation Area appraisal 2011 to the view of sky above the Labour Club building being important to the character of the conservation area, nor to the building's role in any important views. I share the view taken by Planning Committee on two previous occasions that this element of the design of the building is acceptable, and would not cause harm to the conservation area.
- 8.18 Three of the changes proposed to the building in this application, making it different from the scheme assessed under 18/0002/FUL are both minimal and screened from public view, because they concern the internal courtyard and the elevations which surround it. The removal of the subdivision of the courtyard would make it a more attractive space. In my view this courtyard is adequate for the apartments; local plan policy does not make any specific requirements for external amenity space for visitor accommodation. I do not consider that any of the three minor external changes introduces any conflict with policies 55, 56, 57, 58 and 61 of the Cambridge Local Plan 2018.
- 8.19 The fourth change originally proposed in this application was the alteration of the central window in the north elevation of the existing Labour Club BLI to create an entrance to the proposed gym. This was more significant; it involved a further intervention in the BLI and was considered unacceptable by the conservation team. This element of the proposal has now been deleted. No north elevation entrance to the gym is proposed, and that façade of the building would be retained exactly as

proposed in 18/0002/FUL. This change overcomes the objection of the urban design and conservation team about the altered window.

- 8.20 The changes to internal configuration do not affect the appearance of the building. Some representations and consultee advice raise issues about the internal configuration, particularly the absence of a kitchen in the café, and the sizes of the café, gym and community space. I acknowledge that all of these spaces are relatively small, but this does not in my view render them either unviable or unacceptable. The viability of the proposed café would be supported by its dual function as the apartment reception, and by its convenience for apartment guests. I also acknowledge that the absence of a full kitchen would limit the range of food which the café could serve. This does not conflict with any local plan policy.

### **Public Art**

- 8.21 The proposal does not include any provision for public art. A condition is therefore necessary to ensure that an acceptable scheme of public art is brought forward. Subject to such a condition, I am of the view that there is in conflict with Cambridge Local Plan (2018) policy 56 and the Public Art SPD 2010

### **Carbon reduction and sustainable design**

- 8.22 Policy 28 of the Cambridge Local Plan 2018 requires new non-residential developments to achieve BREEAM 'Excellent' standard of on-site carbon reduction and full credits for BREEAM WAT01 on water efficiency. This proposal does not achieve those standards, but the Senior Sustainability Officer (SSO) has accepted that it would not be reasonable to require the achievement of these standards in a building whose design commenced long before adoption of the current local plan, because the necessary features need to be built into a design at its inception. Discussions have taken place between the applicants and the SSO, as a result of which the applicants have submitted a revised Sustainability and Energy Statement which proposes improvements in water efficiency and incorporates use of Combined Heat and Power (CHP) to secure carbon reduction. The SSO is of the view that this represents partial compliance with policy 28 which is acceptable, subject to

conditions to ensure implementation. I concur.

- 8.23 In my opinion the applicants have suitably addressed the issue of sustainability and renewable energy and the proposal is close enough to the requirements of Cambridge Local Plan (2018) policy 28 and the Sustainable Design and Construction SPD 2007 to be acceptable

### **Integrated water management and flood risk**

- 8.24 The Council's Sustainable Drainage Officer, the County Council as Lead Local Flood Authority, and the Environment Agency all consider that subject to a surface water drainage condition, the scheme is acceptable.
- 8.25 I concur with this view. In my opinion the applicants have suitably addressed the issues of water management and flood risk, and the proposal is in accordance with Cambridge Local Plan (2018) policies 31 and 32.

### **Light pollution, noise, vibration, odour and dust**

- 8.26 The environmental health team recommend conditions to protect neighbouring occupiers from noise, vibration and dust during construction, and from noise, artificial light and odours in the operational phase. I concur with the environmental health team's view that subject to such conditions, the proposal would be acceptable in environmental health terms, and in accordance with Cambridge Local Plan (2018) policies 34, 35, 36.

### **Inclusive access**

- 8.27 The Access Officer suggests that the scheme should include two wheelchair accessible rooms, and therefore two disabled car parking spaces to be in accordance with policy. In my view, since the accommodation proposed here has more in common with Class C1 hotel accommodation than with Class C3 residential accommodation, its inclusiveness must be assessed against the provisions of policy 56 (successful places), 57 (new buildings) and policy 77 (visitor accommodation) rather than those of policies 56 and 57 and policy 50 (accessible homes). Although policy 50 does specify the proportion of units in a residential development which must meet the 'wheelchair-user dwellings' requirements of Building Regulations M4(3), policy 77

does not make such a specification with respect to visitor accommodation.

8.28 Despite this, the applicants have subsequently adapted the interior configuration to make two rooms suitable for wheelchair users. This is a welcome provision. However, given that policy 77 does not provide a basis for requiring a second wheelchair-user room, I do not consider that it would be reasonable to insist on a second disabled car parking space. In my opinion the proposal is compliant in accessibility terms with Cambridge Local Plan (2018) policies 56, 57 and 77.

### **Residential Amenity**

8.29 As I have indicated above, the massing and external appearance of the proposed development, including materials and the extent of intervention in the Labour Club BLI, are almost identical to the proposal previously refused under 18/0002/FUL. To reiterate, there are four minor alterations:

- two windows in the north elevation of the Romsey Labour Club building (a BLI) would now be extended to floor level to create the entrance to the gym,
- the central courtyard, previously subdivided to create a separate outdoor space for the nursery previously proposed, would now be a single amenity space, with a minimal addition to the landscaping previously shown,
- the ground floor of the central wing of the building would be extended 3m southwards, enclosing into the building envelope a 3m x 10m undercroft area which formed part of the nursery courtyard in the previous application.
- Minor fenestration changes to the courtyard elevations

8.30 The 18/0002/FUL application was considered in the context of the Cambridge Local Plan 2018, and that consideration and the decision of Planning Committee established that the physical form of the building would not have any unacceptable impact on neighbouring occupiers through overshadowing, visual domination or loss of privacy. The minor changes included in this application would have no impact on neighbours. The repurposing of the internal spaces to serviced apartments and

café, gym and community space are not in my view likely to have any impact on neighbours relative to the previously-considered uses, although the gym use might require the imposition of a condition to ensure that noise from weights did not cause harm to residential occupiers nearby.

- 8.31 In my view, with respect to neighbour amenity, the proposal is in accordance with policies 55, 57, and 58 of the Cambridge Local Plan 2018.

### **Refuse Arrangements**

- 8.32 The shared waste team have suggested that the café/gym/community space and apartments components of the development need to have separate waste storage areas; the applicants have reconfigured the design to enable such a separation. Shared waste have also suggested that waste storage requirements must be calculated on the basis of 2 persons per room because typically, serviced apartments produce very high levels of waste compared to residential flats. This arises from a number of factors including very high consumption of takeaway food, higher frequency of cleaning, and the discarding of cleaning materials such as cloths, scourers, rubber gloves and cleaning product containers. I note the concern of the shared waste team about this issue, but in my view, it is unlikely that a high proportion of the units would be occupied by two people. In my view, it would be reasonable to assess waste generation on the basis of 1.5 persons per room (57 in total).
- 8.33 On the basis of 50 litres recycling and 50 litres residual waste per person per fortnight, the apartments would generate 2850 litres each of recycling and residual in that time. The proposed bin store would accommodate four 1100 litre bins and four 360 litre bins (as opposed to the eight 1100 litre bins which shared waste have recommended), which could hold 2920 litres each of the two streams. One 360 litre bin for compostable waste would be provided. (The shared waste team describes them as being optional for this type of development.)
- 8.34 There is little spare capacity in the proposed provision, but in my opinion the proposal is just compliant in this respect with Cambridge Local Plan (2018) policy 57.

## **Highway Safety**

- 8.35 The highway authority is content that the proposal does not pose any threat to highway safety, and I accept their advice on this issue. In my view, the measures included in the scheme to discourage car use for reaching the site by guests are sufficient to ensure that there is no unacceptable impact on traffic.
- 8.36 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 81.

## **Car Parking**

- 8.37 The proposal includes a single disabled car parking space adjacent to the Coleridge Road footway and no other car parking space. Policy 82 of the Cambridge Local Plan 2018 states that car-free and car-capped development is acceptable in the following circumstances:
- Where there is good, easily walkable and cyclable access to a district centre or the city centre;
  - Where there is high public transport accessibility; and
  - Where the car-free status of the development can realistically be enforced by planning obligations and/or on-street parking controls.
- 8.38 The application site is within the Mill Road (East) district centre. Cycling distance to the city centre is 2.3km via Mill Road, or 2.9km via the quieter, cycle-friendly route along Greville Road, the Carter Bridge, and Gresham Road. In my view, the site comfortably meets the first of these three criteria.
- 8.39 Bus route 2 passes the application site. Walking distance to Cambridge station via the Carter Bridge is 1200m. Guests at the proposed apartments needing to reach the biomedical campus or West Cambridge by bus would need to change in the city centre, but despite this, in my view, the site meets the second criterion above.
- 8.40 The area to the south-west of the application site (Coleridge West) is now within the controlled parking zone. The area to the south-east of the site (Coleridge East) is not. Coleridge East was in the County Council's programme for extensions to the CPZ, but informal soundings in the area by the county ward

councillor suggested that there was limited support for the scheme in the community, and therefore plans to carry out a formal survey are not being brought forward. On-street car parking in Coleridge East will remain uncontrolled for the foreseeable future. The areas to the north of the application site, on the north side of Mill Road also remain uncontrolled. As the occupiers of the proposed serviced apartments would be customers of a commercial operation, it would be impossible to exert direct control over their use of cars through a planning obligation. The proposal will therefore only meet the third criterion for acceptable car-free development under policy 82 if an alternative strategy to eliminate pressure on on-street parking is included.

8.41 The applicants have sought to demonstrate equivalence to realistic enforcement of parking control by a series of measures set out in the application. The proposed measures are as follows.

(a) benefits for guests:

- free cycle hire
- low-cost electric cycle hire
- basement cycle storage
- subsidised 72-hour parking at Park and Ride sites
- one month Zipcar membership for higher-rate guests
- taxi hire and car pooling arranged by the concierge
- discounted car hire at Avis, including the provision for rental cars to be returned to the Avis site overnight each day
- valet parking (using fifteen season ticket spaces at Queen Anne car park)

(b) support for the extension of the CPZ to include Coleridge East

(c) information to customers

- website and brochure stating that no parking is available and promoting other modes
- provision of a sustainable travel plan to all guests.

- 8.42 The submitted brochure includes the following sections of text (whose replication in on-line information could be secured by condition).

*No car parking is available on-site for residents, however the apartments have good public transport links with the railway station and bus interchanges. If residents require use of a car, there are offsite solutions for parking, detailed later in the brochure.*

*Car parking for guests is not available on-site, and on street parking is also not available within the immediate area.*

*Residents who intend to arrive by car will be directed to the Park and Ride sites, where 72 hour subsidised parking is available, or public car parks as shown on the adjacent map.*

*Residents are encouraged to travel to the apartments by Public Transport or take advantage of the onsite free bike rental and electric bike rental. A sustainable travel pack is provided in each of the 38 rooms including bus and train timetables, local taxi information and location of local club cars within the area. The concierge service can organise grouped carpool bookings to common destinations at peak times including the Biomedical Campus at Addenbrookes, the City Centre and the train station.*

*There are a number of Car Club vehicles located off Mill Road with Thoday Street and St Philips Road in closest proximity. Bookings for the Car Club or Avis can be made through the concierge. One month membership for Zip Car rentals is available to residents.*

- 8.43 In my view, some of the measures proposed would have only a limited impact on the use of non-car modes by guests: for example, 72 hours free parking at Park and Ride is of no help to a guest staying in Cambridge for more than 3 days, and would have limited appeal even for short-term guests, given that two buses would be necessary to reach the application site. Zipcar membership would be much more helpful, although the Zipcar locations are not ideally sited for guests, and this benefit is only included in the uppermost of the three rates of service

envisaged. The proposal for valet parking is likely to be the most effective of the measures proposed, and this aspect of the proposal needs to be assessed against the car parking standards. The spaces required by the Council's Car Parking Standards are set out in the table below.

<b>use</b>	<b>required standard</b>	<b>relevant details of application</b>	<b>actual spaces required</b>
serviced apartments	(as for hotels) 1 for every eight guests	54 guests (1.5 per room)	6.5
	+ 1 for every two members of staff	4 staff	2  total 8.5
cafe	1 for every 20m <sup>2</sup> of drinking/eating area	approx. 40m <sup>2</sup>	2  total 2
gym	2 for every three members of staff	no staff	0
	+ 1 for every 4 seats	no seats	0  total 0
community space	1 for every 20m <sup>2</sup>	90m <sup>2</sup>	4.5  total 4.5

8.44 The Standards would therefore require a total of 15 car parking spaces. The applicants propose to provide valet parking for 15 cars, using season ticket spaces at Queen Anne car park, a provision which needs to be secured by condition. I recognize that this does not provide an exact equivalence to on-site car parking spaces – valet parking is probably not appropriate for café or community space users. However, in my view there are likely to be relatively few people in those two categories attending the site by car, and the 15 valet spaces would therefore provide additional provision for the serviced apartments.

- 8.45 I also recognize that it is possible for the serviced apartments to be occupied by two people each. However, given the targeting of these apartments at corporate and University-related visitors, I consider it realistic to assume that many rooms will be occupied by a single person, and therefore to use 1.5 people per apartment as the basis for calculating car parking requirements is reasonable.
- 8.46 The proposal includes valet parking at a level which meets the requirements of the City Council's Car Parking Standards. In addition, it proposes a number of other measures to facilitate and encourage guests travel to the apartments by non-car modes, including Zipcar membership, discounted car hire, free cycle hire and low-cost electric cycle hire, as well as highlighting to potential guests that on-street car parking in the vicinity of the site is not available. In my view, given this collection of measures, the proposal complies fully with Policy 82 of the Cambridge Local Plan 2018.

### **Cycle Parking**

- 8.47 The City Council's cycle parking standards set required levels of provision for different uses. These levels, and the provision proposed in the scheme, are shown in the table below. I have estimated staffing levels, because the application documents do not provide details.

<b>use</b>	<b>required standard</b>	<b>relevant details of application</b>	<b>actual spaces required</b>	<b>spaces proposed</b>
serviced apartments	(as for hotels) 2 for every five members of staff + 2 for every ten bedrooms	estimated at least 3 members of staff  36 rooms	2  8 total 10	in basement 38
cafe	2 for every five members of staff + 1 for every 15m <sup>2</sup> of floorspace	estimated at least two members of staff  70m <sup>2</sup>	1  5 total 6	

gym	2 for every five members of staff + 1 for every 25m2 of floor area	no staff 54m2	0 3 total 3	outside 24
community space	1 for every 4 seats	30 seats	8	

8.48 The proposed provision outside is adequate for the three non-apartment uses, although it does not provide any space for non-standard bikes. The numbers would be adequate even if actual staffing levels were slightly higher than I estimate. The proposed basement provision for the apartments is well above the level specified, and leaves reasonable space for hire cycles as well ( although not, it should be noted, sufficient space to provide hire cycles for all guests at the level of 1.5 persons per room). In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 82, and provides sufficient additional space to support the application’s aspiration to enable car-free use of the development.

### Third Party Representations

8.49 I have addressed the majority of the issues raised in representations in the paragraphs listed below or by conditions where indicated. Notes on the remaining representations are also included below.

<b>Principle of development</b>	
Area needs housing, not short-term visitor accommodation	8.11
Serviced accommodation looks like student flats and is likely to be used by students	8.7 and conditions
Will be occupied by students	8.7 and conditions
Already sufficient student accommodation	This proposal is not for student accommodation
Serviced accommodation not required in this area	8.6
Serviced accommodation will add to constant churn of residents	8.2-8.8

No affordable housing	8.12
Nursery has been removed from proposal	8.9
Café is not needed and may not be viable	8.20
Café lacks a kitchen	8.20
<b>Design</b>	
Preservation of building is of high cultural importance	8.15 and 8.16
No evidence that the building is incapable of conversion	8.15 and 8.16
Façade is unacceptable for a historic building in a conservation area	8.15-8.17
Rooms above existing façade dwarf it and make a mockery of the existing building	8.15-8.17
Height and materials are too aggressive in this sensitive location	8.15-8.17
Fewer units would enable them to be larger and more attractive, or facilitate a reduction in mass, or both	8.15 and 8.16
Café, gym and community space are all compromised by being shoehorned into too small a space	8.20
Shared amenity space for residents is minimal	8.18
Disappointing landscaping	Conditions
Number and size of trees is inadequate	Conditions
<b>Neighbour amenity</b>	
Overshadowing	8.29-8.31
<b>Servicing, traffic and parking</b>	
Position of drop-off and loading point is hazardous	8.35
Pressure on on-street car parking space	8.37-8.46

No disabled parking	8.37 and 8.27-8.28
Additional traffic	8.35
<b>Application process</b>	
Lack of consultation with residents	see below
Sustainability Statement not submitted	8.22-8.23
Application documents are sloppily assembled	see below

8.50 I am not aware that any consultation was carried out with residents. I also agree that there were a number of shortcomings in the original application documents, and that the submission of various pieces of additional information on a number of occasions has not been ideal. None of these issues, however, is a basis for refusal of the application.

## 9.0 CONCLUSION

9.1 The planning history of this site has led to anxieties that the development would be used as student accommodation without complying with the associated restrictions imposed by local plan policy. I have taken careful note of this concern, but I am satisfied that this is a genuine proposal for high-quality visitor accommodation in an appropriate location, and that any future deviation from that use, or that quality, can be prevented by conditions.

9.2 Surrounding streets are largely outside the scope of residents' parking schemes, and there is considerable pressure on on-street car parking space. In my view, the significant level of valet parking included in the proposal, and the range of measures included to facilitate and encourage the use of non-car modes by guests, both of which can be secured into the future by conditions, are sufficient to ensure compliance with local plan policy 82 on parking management, and to protect local streets against any exacerbation of on-street parking stress.

9.3 It has been accepted in previous Planning Committee decisions on the application 18/0002/FUL that the significant intervention in the Romsey Labour Club building proposed here, and the form of the major extensions to the building, are appropriate for

the context, and not harmful to the character of the conservation area. There are no changes in planning circumstances to justify a different view being taken on this issue now.

- 9.4 In my view, the proposal is also in accordance with local plan policies on sustainability, waste storage, highway safety and cycle parking, and subject to an extensive list of conditions, should be approved.

## **10.0 RECOMMENDATION**

**APPROVE** subject to the following conditions:

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

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

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

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

3. Submission of Preliminary Contamination Assessment:

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

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

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

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

- 4. Submission of site investigation report and remediation strategy:

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

- (a) A site investigation report detailing all works that have been undertaken to determine the nature and extent of any contamination, including the results of the soil, gas and/or water analysis and subsequent risk assessment to any receptors
- (b) A proposed remediation strategy detailing the works required in order to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters. The strategy shall include a schedule of the proposed remedial works setting out a timetable for all remedial measures that will be implemented.

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

- 5. Implementation of remediation

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

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

6. Completion report:

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

- (a) A completion report demonstrating that the approved remediation scheme as required by condition 4 and implemented under condition 5 has been undertaken and that the land has been remediated to a standard appropriate for the end use.
- (b) Details of any post-remedial sampling and analysis (as defined in the approved material management plan) shall be included in the completion report along with all information concerning materials brought onto, used, and removed from the development. The information provided must demonstrate that the site has met the required clean-up criteria.

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

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

7. Material Management Plan:

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

- a) Include details of the volumes and types of material proposed to be imported or reused on site
- b) Include details of the proposed source(s) of the imported or reused material

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

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

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

8. Unexpected Contamination:

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

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

9. No construction work or demolition work shall be carried out or plant operated other than between the following hours: 0800 hours and 1800 hours on Monday to Friday, 0800 hours and 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.

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

10. No development shall commence (including any pre-construction, demolition, enabling works or piling), until a written report, regarding the demolition / construction noise and vibration impact associated with this development, has been submitted to and approved in writing by the Local Planning Authority. The report shall be in accordance with the provisions of BS 5228:2009 Code of Practice for noise and vibration control on construction and open sites and include full details of any piling and mitigation measures to be taken to protect local residents from noise and or vibration. The development shall be carried out in accordance with the approved details only.

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

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

11. There shall be no collections from or deliveries to the site during the demolition and construction stages outside the hours of 0800 hours and 1800 hours on Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.

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

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

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

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

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

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

14. No development above ground level, other than demolition, shall commence until a noise insulation scheme, detailing the acoustic noise insulation performance specification of the external building envelope of the residential units (having regard to the building fabric, glazing and ventilation) to reduce the level of noise experienced in the residential units as a result of the proximity of the habitable rooms to the high ambient noise levels in the area has been submitted to and approved in writing by the Local Planning Authority. The scheme shall achieve internal noise levels recommended in British Standard 8233:2014 "Guidance on sound insulation and noise reduction for buildings". The scheme as approved shall be fully implemented before the development, hereby permitted, is occupied or the use commenced and shall thereafter be retained as such.

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

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

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

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

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

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

17. Prior to the commencement of development, details of equipment for the purpose of extraction and filtration of odours shall be submitted to and approved in writing by the local planning authority. The approved extraction/filtration scheme shall be installed before the use hereby permitted is commenced and shall thereafter be retained as such.

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

18. Prior to the installation of any external artificial lighting, an artificial lighting scheme shall be submitted to and approved in writing by the local planning authority. The scheme shall include details of any external artificial lighting of the site and an external artificial lighting impact assessment with predicted lighting levels at proposed and existing residential properties shall be undertaken. External lighting on the development must meet the Obtrusive Light Limitations for Exterior Lighting Installations contained within the Institute of Lighting Professionals Guidance Notes for the Reduction of Obtrusive Light - GN01:2011 (or as superseded).

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

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2018 policy 34).

19. The café shall not be open to the public outside the following hours:

Monday to Saturday: 07:00 - 23:00hrs

Sunday and bank holidays: 08:00 - 22:00hrs

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

20. The maximum cumulative stay in the serviced apartments by any individual occupier shall be 90 days in any twelve months.

Reason: To ensure that the serviced apartments are not used as permanent residential accommodation or student accommodation, which would give rise to substantially different impacts and because the scheme may otherwise require the need for affordable housing, or a formal agreement to occupy with an educational institution (Cambridge Local Plan 2018 policies 45, 46, 50, 51, 77 and 78).

21. The proposed serviced apartments shall keep records of the names, home addresses and lengths of stay of all occupiers and shall retain them for 24 months. The said records shall be made available to the local planning authority on request, within seven days.

Reason: To ensure that use of the proposed building only as visitor accommodation can be satisfactorily monitored (Cambridge Local Plan 2018 policies 45, 46, 50, 77 and 78).

22. The development hereby permitted shall not be occupied until a management plan for waste storage, which specifies how waste will reach the storage area, how the storage area will be secured, monitored and cleaned, how waste collection teams will access the area and how bins will be returned to storage, has been submitted to, and approved in writing by, the local planning authority. The approved plan shall be adhered to thereafter.

Reason: To ensure appropriate waste storage (Cambridge Local Plan policy 57).

23. Prior to first occupation for the use hereby permitted, carbon reduction measures shall be implemented in accordance with a Carbon Reduction Statement which shall be submitted to and approved in writing by the local planning authority prior to implementation. This shall demonstrate that all new residential units shall achieve reductions in CO<sub>2</sub> emissions of 19% below the Target Emission Rate of the 2013 edition of Part L of the Building Regulations, and shall include the following details:

- a) Levels of carbon reduction achieved at each stage of the energy hierarchy;
- b) A summary table showing the percentage improvement in Dwelling Emission Rate over the Target Emission Rate for each proposed unit.

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

24. The development shall not be occupied until further information has been submitted and agreed in writing by the local planning authority in relation to the technical specification of the proposed gas fired Combined Heat and Power System, including emissions standards. Any gas fired CHP should meet an emissions standard of:

- \* Spark ignition engine: less than 150 mgNO<sub>x</sub>/Nm<sup>3</sup>
- \* Compression ignition engine: less than 400 mgNO<sub>x</sub>/Nm<sup>3</sup>
- \* Gas turbine: less than 50 mgNO<sub>x</sub>/Nm<sup>3</sup>

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

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

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

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

26. Prior to the commencement of development, other than demolition, a scheme for surface water drainage works shall be submitted to and approved in writing by the Local Planning Authority. The details shall include an assessment of the potential for disposing of surface water by means of a sustainable drainage system in accordance with the principles set out in the National Planning Policy Framework and the National Planning Policy Guidance, and the results of the assessment provided to the Local Planning Authority. The system should be designed such that there is no surcharging for a 1 in 30 year event and no internal property flooding for a 1 in 100 year event + an allowance for climate change. The submitted details shall include the following:

1) Information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;

2) A management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

The approved details shall be fully implemented on site prior to the first use/occupation and shall be retained thereafter.

Reason: To ensure appropriate surface water drainage (Cambridge Local Plan 2018 policies 31 and 32).

27. Infiltration drainage systems must only be used where it has been demonstrated that they will not pose a risk to groundwater quality.

Reason: To protect and prevent the pollution of controlled waters from potential pollutants in line with Cambridge Local Plan 2018 policies 31 and 32, NPPF paragraphs 109 and 121, and the Environment Agency Groundwater Protection Policy.

28. No development above ground level, other than demolition, shall commence until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. The works shall be carried out as approved. These details shall include proposed finished levels or contours; means of enclosure; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (eg furniture, play equipment, refuse or other storage units, signs, lighting); retained historic landscape features and proposals for restoration, where relevant. Soft Landscape works shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme.

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

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is provided as part of the development (Cambridge Local Plan 2018 policies 55, 57 and 59).

29. Prior to first occupation or the bringing into use of the development, hereby permitted, a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscaped areas, other than small privately owned domestic gardens, shall be submitted to and approved in writing by the Local Planning Authority. The landscaped areas shall thereafter be managed in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that suitable hard and soft landscape is maintained as part of the development (Cambridge Local Plan 2018 policies 55, 57 and 59).

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

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

31. No demolition/development shall take place until a written scheme of investigation (WSI) for a programme of historic building recording has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition/development shall take place other than in accordance with the agreed WSI which shall include:

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

Developers will wish to ensure that in drawing up their development programme, the timetable for the investigation is included within the details of the agreed scheme.

Reason: To ensure that the significance of historic environment assets is conserved (NPPF section 16 and Cambridge Local Plan 2018 policy 61).

32. The development shall not be occupied until a security management plan for the building has been submitted to, and approved in writing by, the local planning authority. The security management plan shall include details of the following matters:

- control of access to the serviced accommodation and the basement from the gym and community area,
- control of access to the lift,
- control of access to individual floors of the serviced accommodation, and
- control of access from the street to the rear courtyard.

The approved security management plan shall be implemented prior to occupation, and maintained thereafter.

Reason: To ensure the development is safe for users (Cambridge Local Plan 2018 policy 56).

33. All printed and online publicity for the proposed serviced apartments shall state that there is no car parking space available on-site or in surrounding streets (except for the space on site designated for disabled users).

Reason: To avoid car parking impact on surrounding streets (Cambridge Local Plan 2018 policy 82).

34. No occupation of the development shall take place until a definitive Car Use Reduction Plan, including full details of the provision for each category of visitor of cycle hire, electric cycle hire, discounted car hire, car club membership, Park and Ride charge payments and valet parking has been submitted to, and approved in writing by, the local planning authority. The approved plan shall be implemented before occupation and maintained thereafter.

Reason: To avoid car parking impact in surrounding streets (Cambridge Local Plan 2018 policy 82).

35. No occupation of the proposed serviced apartments shall take place until details of the provision of all guest services, including housekeeping, gym, laundry, concierge and 24-hour management, have been submitted to, and approved in writing by, the local planning authority. Services shall be provided in accordance with the approved details before first occupation, and maintained thereafter.

Reason: To ensure use only as visitor accommodation (Cambridge Local Plan 2018 policy 77).

36. No occupation of the proposed serviced apartments shall take place until a Community Space Management Plan, which provides details of availability of, access to, booking and management of the gym and community spaces, has been submitted to, and approved in writing by, the local planning authority. The plan shall be implemented prior to occupation and shall be maintained thereafter.

Reason: To ensure that future leisure, sports and community facilities on the site are equal to or an enhancement of, previous provision (Cambridge Local Plan policy 73).

37. No development shall take place until a Public Art Strategy has been submitted to and approved in writing by, the local planning authority. A scheme for the delivery of public art in accordance with the approved strategy shall be submitted to and approved by the local planning authority prior to any occupation of the development, and the scheme shall be implemented in full within six months of the first occupation.

Reason: To ensure appropriate public art on the site (Cambridge Local Plan 2018 policy 56).

38. No occupation of the proposed serviced apartments shall take place until a revised scheme of cycle parking for both the apartments and other uses on the site, has been submitted to, and approved in writing by, the local planning authority, and fully implemented. The cycle parking scheme shall include at least two spaces for cargo bikes or other non-standard cycles, and which are clearly marked as such, and provided with low-level rails or pavement rings, rather than Sheffield hoops, to prevent their use by ordinary cycles.

Reason: To ensure appropriate cycle parking provision (Cambridge Local Plan 2018 policy 82).

**INFORMATIVE:** Dust condition informative

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

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

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

-Guidance on the assessment of dust from demolition and construction:

[http://iaqm.co.uk/wp-content/uploads/guidance/iaqm\\_guidance\\_report\\_draft1.4.pdf](http://iaqm.co.uk/wp-content/uploads/guidance/iaqm_guidance_report_draft1.4.pdf)

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

[http://www.iaqm.co.uk/wp-content/uploads/guidance/monitoring\\_construction\\_sites\\_2012.pdf](http://www.iaqm.co.uk/wp-content/uploads/guidance/monitoring_construction_sites_2012.pdf)

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

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

**INFORMATIVE:** As the premises is intended to be run as a food business the applicant is reminded that under the Food Safety Act 1990 (as amended) the premises will need to be registered with Cambridge City Council. In order to avoid additional costs it is recommended that the applicant ensure that the kitchen, food preparation and food storage areas comply with food hygiene legislation, before construction starts. Contact the Commercial Team at Cambridge City Council on telephone number (01223) 457890 for further information.

**INFORMATIVE:** Cambridge City Council recommends the use of low NOx boilers i.e. appliances that meet a dry NOx emission rating of 40mg/kWh, to minimise emissions from the development that may impact on air quality.