

Application Number	18/1876/FUL	Agenda Item	
Date Received	30th November 2018	Officer	Lewis Tomlinson
Target Date	1st March 2019		
Ward	Market		
Site	Hobson House 42 - 44 St Andrews Street Cambridge Cambridgeshire CB2 3AS		
Proposal	Change of use and refurbishment of the existing Grade II listed office building (use Class B1(a) Offices to a 57 bed boutique hotel (Use Class C1) and cafe/tea room (use Class A3), in include replacement of glazed screen on the St Andrew's street facade, upgrading thermal character of the glazed roof over drill hall to create a central atrium, removal of existing northern wing to create two floors above, second floor extension to the existing southern wing; together with partial demolition and replacement new-building at the rear and associated works.		
Applicant	c/o Agent		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The proposal would not harm the character and appearance of the Conservation Area, the Listed Building or the setting of nearby Listed Buildings. - The proposal subject to conditions would not impact on the amenity of neighbouring properties. - The proposal would provide high quality visitor accommodation in a sustainable location.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 Hobson House is located on the western side of St Andrew's Street. Hobson House is a Grade II Listed Building which falls within the Central Conservation Area. The site is the former police station with a yard to the rear. It also includes key features such as the drill hall, Chief Constables House and office, Mortuary and officer accommodation. To the north west of the site is 7 Downing Place and to the south east of the site Mandela House. The site falls within the Controlled Parking Zone.

2.0 THE PROPOSAL

- 2.1 Change of use and refurbishment of the existing Grade II listed office building (use Class B1(a) Offices to a 57 bed boutique hotel (Use Class C1) and cafe/tea room (use Class A3), including replacement of glazed screen on the St Andrew's street facade, upgrading thermal character of the glazed roof over drill hall to create a central atrium, removal of existing northern wing to create two floors above, second floor extension to the existing southern wing; together with partial demolition and replacement new-building at the rear and associated works.
- 2.2 The application seeks permission to carry out a list of extensive works to Hobson House. The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices. The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed over to create a large spacious tea room that will be part of the hotel and also accessible to the general public. The application would also result in the demolition of the mortuary and officers accommodation to the rear of the site (facing onto Downing Place) and the erection of replacement buildings. The replacement buildings would be constructed of a red brick with a zinc mansard roof form with smaller dormers.

3.0 SITE HISTORY

- 3.1 There is an extensive site history including multiple alterations and works to the Hobson House. However, none of it is directly relative to the proposed scheme.

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 10 11 28 29 31 32 34 35 36 41 55 56 57 58 59 61 69 70 71 73 77 80 81 82

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

Central Government Guidance	National Planning Policy Framework 2019 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 (Annex A)
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007) Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012) Planning Obligation Strategy (March 2010)

	Public Art (January 2010)
Material Considerations	<u>City Wide Guidance</u> Arboricultural Strategy (2004) Cambridge and South Cambridgeshire Strategic Flood Risk Assessment (November 2010) Strategic Flood Risk Assessment (2005) Cambridge and Milton Surface Water Management Plan (2011) Cycle Parking Guide for New Residential Developments (2010) Air Quality in Cambridge – Developers Guide (2008)
	<u>Area Guidelines</u> Cambridge Historic Core Conservation Area Appraisal (2006)

6.0 CONSULTATIONS

Cambridgeshire Constabulary (Designing Out Crime Officer)

6.1 No objection.

Cambridgeshire County Council (Highways Development Management)

6.2 No comment. Colleagues in transport assessment team to provide further advice.

Drainage Officer

6.3 No objection subject to the inclusion of a surface water condition

Environmental Health

- 6.4 No objection subject to the inclusion of conditions regarding construction hours, collections during construction, piling, dust, contaminated land, noise insulation scheme, plant, delivery hours, kitchen extraction discharge, odour filtration/extraction, artificial lighting and combustion appliances. Informatives regarding plant noise, dust and materials chemical testing are also recommended.

Landscape Officer

- 6.5 No objection subject a condition regarding further information on the cycle storage.

Planning Policy

- 6.6 No objection.
- 6.7 The site is located within the City Centre and therefore is a suitable location for either office use or visitor accommodation use. Notwithstanding the site's former employment use, the protection of office space should not prevent some loss for alternatives uses that are compliant with other policies including those that will help deliver the Local Plan's spatial strategy and with specific reference to Policy 10: 'The City Centre'. In this instance, the proposal will deliver investment in the city centre taking the form of a boutique hotel; a particular type and quality of visitor accommodation use supported by Policy 77: 'Development and expansion of visitor accommodation'. Furthermore, the building's listed building status is also a material consideration. The site's location is acceptable for visitor accommodation (boutique hotel) use and should allow the building's continued heritage conservation over the long-term. It is important that the listed building's long-term use can be secured to ensure the building's heritage qualities are also conserved over the long-term. The proposal, from a policy perspective is considered acceptable.

Senior Sustainability Officer (Design and Construction)

- 6.8 No objection subject to conditions regarding low carbon energy implementation and water efficiency.

Transport Assessment Team

6.9 No comments have been received to date.

Urban Design and Conservation Team

6.10 Objection.

- The proposed new development to the rear of Hobson House will result in less than substantial harm to the significance of the Grade II listed Hobson House as per para 196.
- The proposed new development to the rear of Hobson House fails to preserve or enhance the character of the Historic Core Conservation Area or comply with Policies 55, 57, 58 and 61.

6.11 Hobson House is a Grade II listed building and a good example of a late Victorian police station with its important features such as the drill hall, Chief Constables House and office, Mortuary and officer accommodation remaining largely intact albeit in some cases greatly altered. The concept of a hotel which keeps services to a minimum would appear to be a good fit for this building. The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices. The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed to create a tea room for the hotel and accessible to the public. The point of contention has been over the existing buildings to the rear of the site facing Downing Place including the Chief Constables house which is noted as a positive building within the Historic Core conservation appraisal and the former mortuary and officer accommodation in the north wing which forms part of the overall listed complex. There has been much debate over the merits of these parts of the complex and earlier iterations of the design removed both the Constables House and the mortuary and officers accommodation without adequately justifying their demolition or providing high quality replacement designs.

After a prolonged period of meetings and discussion the latest iterations keep the Chief Constables house and create new build elements to the rear and to the side replacing the existing

two storey element which roofed over the former fire station yard. Retaining the Constable's House acknowledges the historic and social interest of the building's development with that of the police station which is historically unusual, its importance to the cultural history of Cambridge and the contribution this house makes to the character of Downing Place as one of the last remaining remnants of former residential buildings. The arguments for the demolition of the mortuary and Officers accommodation have centred on the fact that they have been altered and so have lesser significance in relation to the listed building as a whole. It is true that these buildings have been altered but on inspection some of the remnants of their function can still be read, the mortuary is still one big space with a cornice and the single lantern light and the Officers accommodation whilst completely altered at ground level still retains some fireplaces on the first floor in what were the bedrooms.

It is accepted that the mortuary and officers accommodation have undergone major alterations over the years but it was felt that the applicants had not done enough to justify their removal or provide a high quality replacement design. Para 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation irrespective of whether the harm amounts to substantial, total loss or less than substantial harm to its significance. Hobson House as a whole is an unusual complex and has high significance as a purpose built police station. The buildings to the rear were part of the function of the station although it is acknowledged that due to alterations in the past that function is not easily read. What needs to be assessed is whether their loss would be classed as substantial or less than substantial harm to the listed building as a whole. As a result of these discussions the applicant provided further information from the owners of Hobson House which highlight that the proposed hotel use is seen as a good fit for the rest of the building which due to its size and complexity would make an alternative use difficult to find. The applicant has always maintained that retaining and re-using these elements would not provide enough rooms to make the hotel viable and those rooms would not be of high enough quality due to ceiling heights and wall positions. They also considered that the street presence onto Downing Place these buildings provided was not of high quality

and enhancements could be made to the character of the conservation area.

Having looked at the buildings themselves in terms of their significance and assessed the proposals as a whole I consider that the loss of the Mortuary and Officers accommodation to be less than substantial harm to the significance of Hobson House as a whole. Para 196 in the NPPF states that where a development proposal will lead to less than substantial harm this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum use.

In assessing the balance between the continued use and restoration of the majority of Hobson House, the retention of the Constable's House and the restoration and availability of the drill hall to the public there is a recognition that the harm caused by the loss of the Mortuary and Officer accommodation might be outweighed by the wider public benefits accrued by the works to the whole site.

However any replacement building needs to comply with Local Plan policies 55, 58 and 61 in that it needs to respond to the context of Downing place and ensure that the special character of Cambridge is protected and enhanced. The new buildings need to demonstrate that they have a positive impact on their setting in terms of height, scale, form, do not adversely impact on the setting, character or appearance of listed buildings or conservation areas and be of a quality which is both a worthy addition to Hobson House, enhances the character of the conservation area and relates well to the retained Constable's House.

Design proposals

The plan for the interior of the remainder of Hobson House retains and enhances the existing features and includes some important refurbishment to the interiors which have been poorly used over the years. However the issue still remains with the replacement buildings for the mortuary and Officers accommodation and the building adjacent to the Constable's House. The current design proposals have responded in part to previous comments. It is now in red brick which reflects the existing buildings and the Drill Hall and follows the essence of

the existing frontage with large service doors at ground floor. The main difference is that the demands of the hotel require a first and second floor addition. The focus of discussions has been the relationship of this first floor element and new roof to the diminutive scale of the adjoining house at No 7 Downing Place, the visibility of the crow stepped gable to the Drill Hall, the relationship of the new roof against the Constable's House and long views down Downing Place.

The current design proposal has been amended to create a zinc mansard roof form with smaller dormers. Both new build elements are being given the same roof profile. The roof forms are large and their bulk will be visible in long views along Downing Place and they look too dominant alongside No 7 Downing Place and the roof of the Constable' House. Amendments have been made to ensure that the rear roofs which line the passageway to the drill hall allow the crow stepped gable to be viewed as fully as possible and to ensure that the circular window at the top of the gable is not obscured which is a positive move.

The elevation treatment of the mortuary replacement building is contemporary and simple which echoes that of the existing building. However this building needs to be of high quality to justify the removal of the existing listed ones and the detailing and quality of brickwork needs to be an enhancement to the street scene. Overall whilst there have been changes and improvements made to the design, the scale and mass of the roofs of the new buildings are not acceptable and do not provide a high enough quality replacement to justify the demolition of the listed mortuary and Officers accommodation and they do not serve to enhance or protect the character of the conservation area.

Developer Contributions Monitoring Unit

- 6.12 The Developer Contributions Monitoring Unit (DCMU) does not propose to seek specific S106 financial contributions under the Council's Planning Obligation Strategy SPD 2010, as Cambridge City Council does not seek S106 financial contributions from such developments.

Anglian Water

- 6.13 No objections. There are assets owned by Anglian Water within or close to the development boundary and this should be brought to the applicant's attention through an informative on any planning consent.
- 6.14 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 Representatives from the following organisations/properties have made representations:

- The Language Centre, Downing Place
- 7 Downing Place
- Cambridge University, Downing site
- Property Trustees of the St Andrews Street Baptist Church
- The Sedgewick Museum of Earth Sciences
- Camcycle

- 7.2 The representations can be summarised as follows:

- Concerns regarding the construction period and construction traffic using Downing Place
- The operational traffic such as servicing and maintenance vehicles using the hotel
- Loss of light, loss of daylight and overbearing upon No.7 Downing Place internal courtyard windows due to the height of the northern wall of the Drill Hall being increased from a single storey scale to a three storey scale
- Foundations would be very close to common boundary wall of No.7 Downing Place and could cause structural damage
- Piling or vibrations may cause damage to valuable and fragile specimens within the museum gallery
- Reduction in sunlight through the eastern windows of the sanctuary of the church
- Loss of daylight into minister's 1st floor office within the Church building
- The application fails to provide an adequate level of cycle parking provision in line with the Local Plan policy. 16 cycle spaces instead of 37/38.

7.3 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of development
2. Context of site, design and external spaces (and impact on heritage assets)
3. Renewable energy and sustainability
4. Water management and flood risk
5. Residential amenity
6. Refuse arrangements
7. Highway safety
8. Car and cycle parking
9. Third party representations

Principle of Development

Demolition of heritage assets and works/additions to the listed building

8.2 The principle of demolition of the heritage assets has been assessed in the 'Context of site, design and external spaces (and impact on heritage assets)' section of this report.

Loss of business space/Development of visitor accommodation

8.3 Hobson House, formerly occupied by Cambridge City Council has been used as offices (Use Class B1(a)). This application seeks planning permission for the change of use from offices (Use Class B1(a)) to boutique hotel (Use Class C1) and café/tea room (Use Class A3). This change of use would result in the loss of the office (B1) use.

8.4 Policy 41 'Protection of business space' of the Cambridge Local Plan 2018 states that there will be a presumption against the loss of any employment uses outside protected industrial sites. In this policy, the phrase 'employment use' refers to the B use

classes. Development (including change of use) resulting in the loss of employment uses will not be permitted unless: ...

d. the site is vacant and has been realistically marketed for a period of 12 months for employment use, including the option for potential modernisation for employment uses and no future occupiers have been found.”

- 8.5 Paragraph 5.19 in the supporting text of Policy 41 explains the reasoning behind this requirement as follows: “The policy allows for the loss of employment space if it is marketed for that use, including with potential for modernisation, for a period of 12 months and there is no genuine interest. This is to test whether there is a reasonable prospect of the site having continued use as an employment site. If the market rejects the site through this test, then redevelopment for other uses will be supported.”
- 8.6 However, paragraph 5.21 in the supporting text of Policy 41 also explains that Policy 41 “needs to be read in conjunction with the spatial strategy set out in Section Two and the area-based policies in Section Three.” In this case, the visitor accommodation use in a listed building will support Policy 10’s aim of ensuring the city centre can provide for a range of needs which support its role as a multi-functional regional centre. The boutique hotel’s location is also supported in Local Plan Policy 77: ‘Development and expansion of visitor accommodation’ which explains the locations where new visitor accommodation in Cambridge will be supported. These include city centre locations, and locations on the frontages of main roads or in areas of mixed-use or within walking distance of bus route corridors with good public transport accessibility.”
- 8.7 The particular need for a boutique hotel is articulated in paragraph 8.48 of the supporting text for Policy 77. It explains how “The Cambridge Hotel Futures Study (as amended) identifies the aim of achieving a high quality and distinctive hotel offer in Cambridge city centre in terms of national and international branded 4-star hotels, boutique hotels, good quality 3-star hotels and possibly a 5-star hotel – through the upgrading and expansion of existing hotels and the conversion of suitable properties.”
- 8.8 The site is located within the City Centre and therefore is a suitable location for either office use or visitor accommodation

use. Notwithstanding the site's former employment use, the protection of office space should not prevent some loss for alternative uses that are compliant with other policies including those that will help deliver the Local Plan's spatial strategy and with specific reference to Policy 10: 'The City Centre'. In this instance, the proposal will deliver investment in the city centre taking the form of a boutique hotel; a particular type and quality of visitor accommodation use supported by Policy 77: 'Development and expansion of visitor accommodation'.

- 8.9 Furthermore, the building's listed building status is also a material consideration. The site's location is acceptable for visitor accommodation (boutique hotel) use and should allow the building's continued heritage conservation over the long-term. It is important that the listed building's long-term use can be secured to ensure the building's heritage qualities are also conserved over the long-term. The proposal, from a policy perspective is considered acceptable.
- 8.10 In my opinion, the principle of the development is acceptable and in accordance with policies 41 and 77 of the Cambridge Local Plan 2018.

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

- 8.11 The application seeks permission to carry out a list of extensive works to Hobson House. The works involve the creation of a hotel which keeps services to a minimum. The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices. The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed over to create a large spacious tea room that will be part of the hotel and also accessible to the general public. The application would also result in the demolition of the mortuary and officers accommodation to the rear of the site (facing onto Downing Place) and the erection of replacement buildings. The replacement buildings would be constructed of a red brick with a zinc mansard roof form with smaller dormers.
- 8.12 The applicant has engaged in an extensive pre-application process with officers and has amended the scheme to address

comments raised. Early on in the pre-application process, the proposal has also been to the Design and Conservation Panel and the application has sought to address any comments raised.

- 8.13 The Conservation Team comments are within section 6.10 – 6.11 of the report. The Conservation Team highlights that any replacement building needs to comply with Local Plan policies 55, 58 and 61 in that it needs to respond to the context of Downing place. The new buildings need to demonstrate that they have a positive impact on their setting in terms of height, scale, form, do not adversely impact on the setting, character or appearance of listed buildings or conservation areas and be of a quality which is both a worthy addition to Hobson House, enhances the character of the conservation area and relates well to the retained Constable's House.
- 8.14 The current design proposal has been amended to create a zinc mansard roof form with smaller dormers. Both new build elements are being given the same roof profile. The roof forms are large and their bulk will be visible in long views along Downing Place and they look dominant alongside No 7 Downing Place and the roof of the Constable' House. It is the Conservation Team's view that the scale and mass of the roofs of the new buildings are not acceptable as they do not provide a high enough quality replacement to justify the demolition of the listed mortuary and Officers accommodation, and therefore they do not serve to enhance or protect the character of the conservation area. It is for that reason that the Conservation Team does not support the proposal in its current form.
- 8.15 Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets conservation irrespective of whether harm amount to substantial, total loss or less than substantial harm to its significance.
- 8.16 Hobson House as a whole is a complex site due to the various alterations the site has gone through. The applicants have argued that given its complex nature, the proposed hotel use is an optimum use due to minimal services required. The Conservation Team agree with this approach. It is also to be noted that both the applicant's heritage assessment and the

Conservation Team agree that the proposed development would lead to less than substantial harm.

8.17 Paragraph 196 of the NPPF states that: Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

8.18 The applicant has put forward the following public benefits:

- Sustaining and investing in the heritage asset
- Repairing the Downing Place townscape
- Significance of the drill yard revealed
- Public access to the drill yard

8.19 The following is also to be noted:

- The plans retain and restore all the interior details of historic interest including the Chief Constables Office and the grand staircase and, where they remain, fireplaces, coving and cornices.
- The Drill Hall, which is currently a neglected space covered in tarmac and used as a car park, will be restored and glazed to create a tea room for the hotel and accessible to the public.
- The Chief Constables house is being retained. This acknowledges the historic and social interest of the building's development with that of the police station which is historically unusual, its importance to the cultural history of Cambridge and the contribution this house makes to the character of Downing Place as one of the last remaining remnants of former residential buildings.
- It is recognised due to its size and complexity an alternative use would be difficult to find.
- The current design proposals have responded in part to previous comments, namely the rear roofs which line the passageway to the drill hall allow the crow stepped gable to be viewed as fully as possible and to ensure that the circular window at the top of the gable is not obscured which is a positive move, together with the use of materials.
- The current design proposal has been amended to create a zinc mansard roof form with smaller dormers.

- The elevation treatment of the mortuary replacement building is contemporary and simple which echoes that of the existing building.

8.20 Policy 61 'Conservation and enhancement of Cambridge's Historic environment' of the Cambridge Local Plan 2018 states that to ensure the conservation and enhancement of Cambridge's historic environment, proposals should:

- preserve or enhance the significance of the heritage assets of the city, their setting and the wider townscape, including views into, within and out of conservation areas;
- retain buildings and spaces, the loss of which would cause harm to the character or appearance of the conservation area;
- be of an appropriate scale, form, height, massing, alignment and detailed design which will contribute to local distinctiveness, complement the built form and scale of heritage assets and respect the character, appearance and setting of the locality;
- demonstrate a clear understanding of the significance of the asset and of the wider context in which the heritage asset sits, alongside assessment of the potential impact of the development on the heritage asset and its context; and
- provide clear justification for any works that would lead to harm or substantial harm to a heritage asset yet be of substantial public benefit, through detailed analysis of the asset and the proposal.

8.21 It is important to understand the character of Downing Place. The character is very mixed in design, form and scale. Working from south east to north west:

- Mandela House is a large flat roof building that sits at the end of Downing Place. It not only has a large metal shutter door but also metal railings on the first floor and on the roof.
- Hobson House sits adjacent to Mandela House.
- Opposite Mandela House and Hobson House is the Downing site. A single storey brick wall with a metallic overhang with a railing above runs from Mandela House to No.7 Downing Place.
- Opposite No.7 Downing Place and St Andrews Hall are the rears of other buildings within the Downing Site. These are heavily decorated with flues etc and a large metallic fire escape due to it being the rear of the building.

- Adjacent to the church is the rear of The Regal Whetherspoons Pub which has car parking in front of it and waste storage. It is also bound by a large metal fence/gate. The building itself is of a contemporary design in comparison to its neighbouring buildings.

8.22 As shown above, there is a mixed character along Downing Place. While there are a couple of buildings of merit, the general character of the lane has been eroded over time due to the introduction of various servicing elements and large flat roof buildings. The proposed zinc mansard roof form with smaller dormers would materially reduce the scale and massing of the roofs on the proposed buildings to the rear. It is my view that the wider public benefits as outlined above would outweigh the less than substantial harm to the heritage asset. For these reasons set out above, I consider the proposal would be compliant with policies 55, 57, 58 and 61 of the Cambridge Local Plan 2018 and paragraph 196 of the NPPF.

Renewable energy and sustainability

8.23 The Senior Sustainability Officer is satisfied that the information provided is acceptable subject to conditions.

8.24 In my opinion the applicants have suitably addressed the issue of sustainability and renewable energy and the proposal is in accordance with Cambridge Local Plan (2018) policies 28 and 29 and the Sustainable Design and Construction SPD 2007.

Integrated water management and flood risk

8.25 The Drainage Officer is satisfied that the information provided is acceptable subject to conditions. 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.

Residential/neighbouring Amenity

Impact on amenity of neighbouring occupiers

8.26 There are no residential properties in close proximity to the site. No.7 Downing Place, which is used as offices, is immediately to the north west of the site. The occupiers of No.7 Downing Place

have objected to the application on the grounds of loss of daylight, loss of sunlight and being overbearing. There is an internal courtyard that is within No.7 Downing Place. It is bound by its own two storey built form to the west north and east. However to the south of the courtyard is a single storey scale wall adjoining the Drill Hall at Hobson House. The proposal would result in the height of the northern wall of the Drill Hall being increased from a single storey scale to a three storey scale. This would most likely result in a significant impact upon rooms that look upon the courtyard. However, given that the use of the No.7 Downing Place is as an office, I do not consider that this impact would result in a significant loss of amenity and would not therefore warrant a refusal of the application.

- 8.27 Property Trustees of the St Andrews Street Baptist Church have raised concern about the reduction in sunlight through the eastern windows of the sanctuary of the church and the loss of daylight into minister's 1st floor office within the Church building. A daylight/sunlight assessment has been carried out and concluded that the daylight would be retained to an acceptable level.
- 8.28 Environmental Health have recommended a number of conditions regarding construction hours, collections during construction, piling, dust, contaminated land, noise insulation scheme, plant, delivery hours, kitchen extraction discharge, odour filtration/extraction, artificial lighting and combustion appliances. Informatives regarding plant noise, dust and materials chemical testing are also recommended. I agree with this advice.
- 8.29 In my opinion the proposal adequately respects the residential amenity of its neighbours and the constraints of the site and I consider that it is compliant with Cambridge Local Plan (2018) policies 34, 35, 36, 55 and 56.

Refuse Arrangements

- 8.30 The plans include an internal bin store that is accessed via Downing Place. There are limited services for the hotel and café/tea room.
- 8.31 In my opinion the proposal is compliant in this respect with Cambridge Local Plan (2018) policy 57.

Highway Safety

- 8.32 No comments have been received from the Transport Impact Assessment Team. Various neighbouring properties/businesses have raised concerns about the construction stage. The development site is located on Downing Place which serves The Regal Wetherspoons Pub, Cambridge City Council Mandela House and the Downing Site alongside a number of smaller businesses. Due to the potential conflict that could arise during construction, a construction management plan is recommended.
- 8.33 In my opinion the proposal is compliant with Cambridge Local Plan (2018) policy 81.

Car and Cycle Parking

- 8.34 Given the City Centre location of the site, it is not possible to provide any off-street car parking provision for the development. The site is located adjacent to a number of bus stops and is easily accessible for taxis. I have noted the proximity of the site to 6 car park spaces. The restrictions for these six spaces are:
- No waiting 7pm – 7am except taxis;
 - Loading only 7am – 7pm;
 - Disabled badge holders only 10am – 4pm.
- 8.35 The proposal would include 16 cycle parking spaces for staff located within an internal store. Appendix L of the Cambridge Local Plan 2018 requires 2 spaces per 5 members of staff for the hotel, 2 spaces per 10 guests for the hotel, and approximately 18 spaces for the Tea Room use. There would only be 18 staff on a shift, this would work out at a requirement of 7 cycle spaces for the staff. This would mean that the proposal would fall short of approximately 21 cycle spaces. It is to be noted that the proposed tea room would be open to the general public. Most likely those using the tea room would have visited to Cambridge City Centre for another reason and could make use of the public cycle parking that is available in and around the city centre; the nearest being outside the site on St Andrews Street. Notwithstanding that, the proposal is for the refurbishment of Hobson House where there is limited space to provide a large amount of cycle parking. Appendix L of the Cambridge Local Plan states that some flexibility is applied to applications of the standards for the historic core area of the

city, where constraints may make application of the standards difficult for change of use or refurbishment. The 16 cycle spaces will be double stackers with an acceptable amount of room to move cycles in and out. I consider that due to the heritage status of Hobson House and its siting within the historic core of the city and its sustainable location, flexibility needs to be applied in this instance.

8.36 Policy 82 of the Cambridge Local Plan (2018) relates to parking management. This states that car free developments will be accepted where they have easy access by walking or cycling to the city centre or a district centre, there is high public transport accessibility and where the car-free status can be realistically enforced for example through on-street car parking controls. In my view, the proposal meets with these criteria and would satisfy policy 82 subject to the inclusion of a travel plan condition.

8.37 In my opinion the proposal is compliant with policy 82 of the Cambridge Local Plan (2018).

Third Party Representations

8.38 I have addressed the third party representations within the preceding paragraphs of my report.

Planning Obligations (s106 Agreement)

8.39 The Council does not propose to seek specific S106 financial contributions under the council's Planning Obligation Strategy SPD 2010, as Cambridge City Council does not seek S106 financial contributions from such developments.

9.0 CONCLUSION

9.1 In conclusion, it is my view that the proposal would provide a high quality hotel within the city centre. The wider public benefits of the scheme would outweigh the less than substantial harm that would be caused to the heritage asset.

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. 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)

11. 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.

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. Prior to the commencement of development/construction, a noise assessment of external and internal noise levels and a noise insulation / attenuation scheme as appropriate, detailing the acoustic / noise insulation performance specification of the external building envelope of the accommodation units (having regard to the building fabric, glazing and ventilation) and other mitigation to reduce the level of noise experienced externally and internally at the accommodation units as a result of high ambient noise levels in the area shall be submitted to and approved in writing by the local planning authority. The scheme shall have regard to the external and 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 use hereby permitted is commenced and shall be retained thereafter.

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

14. Prior to the installation of plant, a 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 the adjoining properties.
(Cambridge Local Plan 2018 policy 35)

15. All servicing, delivery and collections shall be undertaken between the hours of 07:00 to 23:00 Monday to Saturday only, excluding Sundays, Bank and other public holidays.

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

16. Before the development hereby permitted is commenced, details of the location of associated duct work, 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 ductwork shall be installed before the use hereby permitted is commenced.

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

17. Prior to the installation of plant, 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. The scheme shall have regard to design recommendations within EMAQ's "Control of Odour and Noise from Commercial Kitchen Exhaust Systems (update to the 2004 report prepared by NETCEN for DEFRA)" dated September 2018.

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

18. Prior to the installation of any 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 artificial lighting of the site and an artificial lighting impact assessment with predicted lighting levels at proposed and existing residential properties shall be undertaken. Artificial lighting on and off site 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 the adjoining properties. (Cambridge Local Plan 2018 policy 34)

19. The development hereby approved shall utilise low NO_x boilers, i.e. Boilers that meet a dry NO_x emission rating of 40mg/kWh. If the proposals will include any gas fired Combined Heat and Power System, that system shall meet an emissions standard of:

- Spark ignition engine: less than 150 mg NO_x/Nm³
- Compression ignition engine: less than 400 mg NO_x/Nm³
- Gas turbine: less than 50 mg NO_x/Nm³

Details of all combustion appliances shall be submitted to and approved in writing by the Local Planning Authority for approval prior to installation demonstrating compliance with the agreed emissions limits.

All combustion appliances shall be fully installed and operational prior to the occupation of any approved buildings and shall thereafter be maintained in accordance with a maintenance programme, which shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

Reason: To protect local air quality and human health by ensuring that the production of air pollutants such as nitrogen dioxide and particulate matter are kept to a minimum during the lifetime of the development, to contribute toward National Air Quality Objectives and accords with the requirements of the National Planning Policy Framework (NPPF), policy 36 of the Cambridge Local Plan 2018 and in accordance with Cambridge City Councils adopted Air Quality Action Plan (2018).

20. 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 to 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 2018 policy 61)

21. Prior to the commencement of installation of glass/glazing, full details of all glass to be installed in doors / windows / screens, etc., shall be submitted to and approved in writing by the Local Planning Authority. Mirrored, reflective, metallic coated or other non-transparent glass are unlikely to be approved. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

22. Prior to the installation of any secondary double glazing systems, full details of all secondary double-glazing systems including fixings into reveals, sills, etc., location & design of mullions & transoms, means of opening/closing, materials, mouldings, etc. shall be submitted to and approved in writing by the submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

23. No brickwork is to be erected until 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. The approved panels are to be retained on site for the duration of the works for comparative purposes, and development must take place only in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

24. Prior to the commencement of fitting of railings/gates to walls, the means of fixing the railings/gates to or into the walling, piers, copings or other elements shall be submitted to and approved in writing by the Local Planning Authority. Where a traditional design is proposed, railings should normally be lead 'caulked' into sockets in stone or other copings. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

25. Prior to the commencement of any masonry cleaning, full details of all masonry cleaning systems shall be submitted to and approved in writing by the Local Planning Authority. This may require the submission of test patches of cleaning to assess suitability for the masonry in question. High-pressure blast systems or those utilising coarse abrasives are unlikely to be approved. Masonry cleaning shall thereafter only be carried out in accordance with the approved system.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

26. No new walls shall be constructed until the details of the roof/wall junctions, including eaves, fascias and soffits, wall/floor junctions and wall/wall junctions have been submitted to and agreed in writing by the Local Planning Authority. This includes junctions between historic and new work. Construction of walls shall thereafter take place only in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

27. Prior to the application of any external render and any self- or applied-colour, full details of the type and finish of render/colour shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be undertaken in accordance with the agreed details unless the Local Planning Authority agrees to any variation in writing.

Reason: To avoid harm to the special interest of the Conservation Area. (Cambridge Local Plan 2018, policy 61)

28. No roofs shall be constructed until full details of the type and source of roof covering materials and the ridge, eaves and hip details, if appropriate, have been submitted to the Local Planning Authority as samples and approved in writing. Roofs shall thereafter be constructed only in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

29. No dormers shall be constructed until full details, at a scale of 1:10, showing the construction, materials, rainwater disposal and joinery of the dormers, including their cheeks, gables, glazing bars and mouldings, have been submitted to and approved in writing by the Local Planning Authority. Dormers shall thereafter be constructed only in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

30. No rainwater goods shall be installed until full details of the means of rainwater collection and disposal have been submitted to and approved in writing by the Local Planning Authority. Rainwater goods shall thereafter be installed only in accordance with the approved details. Discharge of this condition may require the submission of materials samples as well as large-scale drawings.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2018, policy 61)

31. No occupation of the building shall commence until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall specify the methods to be used to discourage the use of the private motor vehicle and the arrangements to encourage use of alternative sustainable travel arrangements such as public transport, car sharing, cycling and walking. The Travel Plan shall be implemented as approved upon the occupation of the development and monitored in accordance with details to be agreed in writing by the Local Planning Authority.

Reason: In the interests of encouraging sustainable travel to and from the site (Cambridge Local Plan 2018, policies 80 and 81).

32. No demolition or construction works shall commence on site until a traffic management plan has been submitted to and agreed in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: in the interests of highway safety (Cambridge Local Plan 2018 Policy 81)

33. No development hereby permitted shall be commenced until a surface water drainage scheme for the site, based on sustainable drainage principles and in accordance with Cambridge City Council local plan policies, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is occupied.

The scheme shall be based upon the principles within the agreed Flood Risk and Sustainable Drainage Assessment prepared by Henley Homes dated September 2018 and shall also include:

- a) Details of the existing surface water drainage arrangements including runoff rates for the QBAR, 3.3% Annual Exceedance Probability (AEP) (1 in 30) and 1% AEP (1 in 100) storm events;
- b) Full results of the proposed drainage system modelling in the above-referenced storm events (as well as 1% AEP plus climate change) , inclusive of all collection, conveyance, storage, flow control and disposal elements and including an allowance for urban creep, together with a schematic of how the system has been represented within the hydraulic model;

- c) Detailed drawings of the entire proposed surface water drainage system, including levels, gradients, dimensions and pipe reference numbers;
 - d) A plan of the drained site area and which part of the proposed drainage system these will drain to;
 - e) Full details of the proposed attenuation and flow control measures;
 - f) Site Investigation and test results to confirm infiltration rates;
 - g) Temporary storage facilities if the development is to be phased;
 - h) A timetable for implementation if the development is to be phased;
 - i) Details of overland flood flow routes in the event of system exceedance, with demonstration that such flows can be appropriately managed on site without increasing flood risk to occupants;
 - j) Full details of the maintenance/adoption of the surface water drainage system;
 - k) Measures taken to prevent pollution of the receiving groundwater and/or surface water
 - l) Formal agreement from a third party if discharging into their system is proposed, including confirmation (and evidence where appropriate) that sufficient capacity is available.
- The drainage scheme must adhere to the hierarchy of drainage options as outlined in the NPPF PPG

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

34. The proposed low carbon technologies (air source heat pumps) shall be installed and fully operational prior to occupation and shall thereafter be retained and remain fully operational in accordance with a maintenance programme, which shall be submitted to and 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 (Cambridge Local Plan 2018, Policy 28).

35. Prior to the occupation of the uses hereby permitted, a water efficiency specification, based on the BREEAM Wat01 Water Calculator Methodology, shall be submitted to the local planning authority. This shall demonstrate the achievement of 3 credits for water efficiency (Wat01) and that the development will 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)