



<b>Planning Committee Date</b>	7 February 2024
<b>Report to</b>	Cambridge City Council Planning Committee
<b>Lead Officer</b>	Joint Director of Planning and Economic Development
<b>Reference</b>	23/02685/FUL
<b>Site</b>	Grafton Centre
<b>Ward / Parish</b>	Market
<b>Proposal</b>	i) Demolition of 11-12 Burleigh Street and Abbeygate House, ii) Part demolition and alterations to the Grafton Centre, removal of existing facades, erection of new floorspace for life science use, new and replacement façades and shopfronts, provision of terraces at fourth floor level, installation of plant and enclosures, iii) Redevelopment of existing bus turning head and redundant service area to provide new hotel and leisure quarter, iv) New pedestrian access route from Christchurch Street to Burleigh Street, provision of cycle parking spaces, public realm and landscape improvements, v) Highway works to East Road providing new bus stops, pedestrian and cycle routes and other associated works.
<b>Applicant</b>	Pioneer Group Ltd
<b>Presenting Officer</b>	Michael Hammond
<b>Reason Reported to Committee</b>	Third party representations Application raises special planning policy or other considerations
<b>Member Site Visit Date</b>	N/A
<b>Key Issues</b>	1. Design & Landscape 2. Townscape, Visual Amenity and Heritage 3. Transport, Highways and Parking 4. Sustainable Design
<b>Recommendation</b>	<b>APPROVE</b> subject to conditions, informatives & S106

## **1.0 Executive Summary**

- 1.1 The application seeks planning permission for the repurposing of the Grafton Centre for the following:
- i) Demolition of 11-12 Burleigh Street and Abbeygate House;
  - ii) Part demolition and alterations to the Grafton Centre, removal of existing facades, erection of new floorspace for life science use, new and replacement façades and shopfronts, provision of terraces at fourth floor level, installation of plant and enclosures;
  - iii) Redevelopment of existing bus turning head and redundant service area to provide new hotel and leisure quarter;
  - iv) New pedestrian access route from Christchurch Street to Burleigh Street, provision of cycle parking spaces, public realm and landscape improvements; and
  - v) Highway works to East Road providing new bus stops, pedestrian and cycle routes and other associated works.
- 1.2 The application has been the subject of two Design Review Panels, a Disability Consultative Panel and extensive pre-application discussions with officers.
- 1.3 The applicant is not seeking planning permission for a change of use of existing retail floorspace to the life science use and this has not been included in the description of proposed development. As such, subject to assessment of the amenity impacts later in this report, this element of change is not a material planning consideration and as such there is no in principle objection to the proposed life science use or the loss of existing retail. The proposed new retail units onto East Road and new hotel are acceptable in principle given the City Centre site location. Planning permission was granted on 1 September 2020 for a hotel on this part of the site.
- 1.4 In terms of townscape views in and around the site, the proposed works are considered to enhance the character and appearance of the area. The proposal would introduce contemporary designs and active frontages that are considered to uplift the architectural quality and public realm of this part of the city. Urban Design and Landscape officers are supportive of the proposals in this respect.
- 1.5 With respect to the Council's tall buildings, conservation and extending buildings policies (58, 60 and 61) and long-distance views from Castle Mound, Historic England, Conservation, Landscape and Urban Design Officers have all identified the proposed works as causing less than substantial harm to the setting of adjacent heritage assets. This harm would be to the Central Conservation Area, the Grade I Listed Jesus College Chapel and more generally to the character and appearance of the area. No other heritage harm has been identified. Officers share this assessment.

- 1.6 Technical consultees have raised no objection to the proposal subject to conditions in terms of impacts on the amenity of nearby occupiers and environmental impacts such as on water resources, flood risk/ drainage, climate and air quality.
- 1.7 The scheme would deliver a number of public benefits including: bringing into active employment use a declining retail destination in a key part of the City; the provision of approximately 2,652 jobs (1,944 skilled, 707 non skilled), 1,868 jobs more than the existing site, in a highly sustainable location; the provision of a leisure quarter including hotel with gym and retained cinema; the provision of reconfigured and improved retail space frontage including a public square; the retrofitting of existing building infrastructure into an energy and water efficient end use; the provision of significant public realm and highways improvements including to East Road, around the perimeter of the site, to Burleigh Street and Fitzroy Lane; a strong commitment from the applicants to a life science focused community outreach programme for young people, including the provision of physical space; and continued public access through the site.
- 1.8 When balancing the less than substantial harm to heritage assets and harm to the character and appearance of the area generally against other material planning considerations and the public benefits that the scheme would deliver, it is considered that the benefits would be substantial and outweigh the harm identified.
- 1.9 Overall, the application facilitates the on-going viable use of the Grafton Centre which is declining as a retail destination. Unlike many other dated shopping centres nationally, being located within Cambridge, the site is uniquely placed to help meet the high demand of lab and life sciences uses that are currently coming forward in Cambridge. The proposal is thus viewed by officers as a significant opportunity, which complies with relevant national and local planning policy.
- 1.10 Officers recommend that the Planning Committee approve the application subject to conditions, informatives and a Section 106 Agreement.

## 2.0 Site Description and Context

None-relevant		Tree Preservation Order	
Conservation Area	X (adjacent)	Local Nature Reserve	
Listed Building	X (adjacent)	Surface Water Flood Zone (low, medium and high)	X
Building of Local Interest	X (adjacent)	Primary Shopping Area	X
Area of Major Change	X	City Centre	X

Scheduled Ancient Monument		Controlled Parking Zone	X
Local Neighbourhood and District Centre		Air Quality Management Area	X

\*X indicates relevance

- 2.1 The application site (4.07ha) consists of the Grafton Centre, Abbeygate House, the bus turning area immediately to the south-east, Crispin Place, Burleigh Place and sections of Fitzroy Lane, James Street, Christchurch Street, Napier Street, Wellington Street and Nelson Close adjacent to the Grafton Centre. The retail units of nos. 11 – 12 Burleigh Street are also included within the application site boundary.
- 2.2 The Grafton Centre is a retail shopping centre which was opened in 1983, extended in 1995 (including the cinema) and then refurbished in 2017. The ground and first floors are made up of retail and leisure uses with a range of small, medium and large units. At the second-floor there is a gym and a large proportion of the space consists of the Grafton East multi-storey car park.
- 2.3 To the north of the site there are the historic terrace rows of Fitzroy Lane, James Street, Christchurch Street and Napier Street, with more modern properties at Wellington Street, Wellington Close and Severn Place to the north-east. The Grade II listed Church of Christ Church, wall, railings and parish room and the Grade II\* Arts Theatre Workshop and Store are situated to the north of the site, both of which are within the Kite Conservation Area.
- 2.4 Immediately to the east and outside the site is the Working Mens Club. Beyond that lies the arterial road of East Road, the Crown Court and the residential properties between St Matthews Street and Norfolk Street where the western most edge of the Mill Road Conservation Area is situated. The Church of St Matthew is located within the Mill Road Conservation Area and is Grade II Listed.
- 2.5 To the south and south-west is Burleigh Street which is a busy pedestrian thoroughfare predominantly made up of retail and city centre uses
- 2.6 To the west of the site is Fitzroy Street which connects to Emmanuel Road and Christ's Pieces. The southern half of Fitzroy Street is in the Kite Conservation Area and on the opposite side (northern) is no.17 Fitzroy Street which is a Grade II Listed Building.
- 2.7 There are a variety of other listed buildings, locally listed buildings and other heritage assets within the wider area. Of note is the Riverside Conservation Area to the north and north-west, the historic park and garden of the Mill Road Cemetery to the south-east and the Scheduled Ancient Monument of Castle Mound further to the north-west which is in the Castle and Victoria Road Conservation Area.

- 2.8 The site lies within a Strategic District Heating Area, an Area of Major Change (Policy 12), Primary Shopping Area, City Centre, Controlled Parking Zone and Air Quality Management Area. There are small areas of low, medium and high surface water flood risk.

### 3.0 The Proposal

- 3.1 Full planning permission is sought for:

1. Demolition of 11-12 Burleigh Street and Abbeygate House;
2. Part demolition and alterations to the Grafton Centre, removal of existing facades, erection of new floorspace for life science use, new and replacement façades and shopfronts, provision of terraces at fourth floor level, installation of plant and enclosures;
3. Redevelopment of existing bus turning head and redundant service area to provide new hotel and leisure quarter;
4. New pedestrian access route from Christchurch Street to Burleigh Street, provision of cycle parking spaces, public realm and landscape improvements; and
5. Highway works to East Road providing new bus stops, pedestrian and cycle routes and other associated works.

- 3.2 The proposal seeks to repurpose the Grafton Centre for life science use. The existing use of the Grafton Centre is retail and falls under Use Class E of the Town and Country Planning (Use Classes) Order 1987 (as amended). The proposed life science use also falls within Use Class E of the Use Classes Order. Therefore, the proposal does not seek nor does it need permission to alter the use from retail to life sciences.

- 3.3 In order to facilitate the repurposing, the proposal would require a host of external and internal alterations. This includes inserting additional mass at the upper levels, increasing the total height of the building from circa 20m to 27.75m at its highest point.

- 3.4 The mix of existing and proposed uses within the application is broken down in the table below:

Use	Existing Gross Internal Area (GIA) (sqm)	Proposed GIA (sqm)	Difference
Retail	42,640	10,446	-32,194
Leisure (gym)	1,644	1,644	0
Leisure (cinema)	3,391	3,391	0

Car Park	15,110	11,377	-3,733
Residential	1,720	1,720	0
Life Sciences	N/A	47,321	+47,321
Hotel	N/A	4,602	+4,602
<b>Total</b>	<b>64,630</b>	<b>80,501</b>	<b>+15,871</b>

- 3.5 The proposal also seeks permission for the demolition of Abbeygate House which consists of 782sqm of retail and 1,386sqm of office floorspace. In addition, 11 – 12 Burleigh Street would be demolished which consists of 138sqm of retail and 122sqm of residential (C3) floorspace comprising a three-bedroom flat and a four-bedroom flat.

#### Life Sciences

- 3.6 The proposed life science element of the development would occupy the central and eastern area of the existing Grafton Centre. It would have a floor area of 47,321sqm GIA spread across five floors with a basement level below and a rooftop plant area above.
- 3.7 To facilitate the increase in floor area, the proposal seeks to extend the built form of the Grafton Centre out from the existing cinema to the south and south-west over part of Abbey Gate House (to be demolished) and Crispin Place. In addition, the central section of the Grafton East car park would be developed over and extended above with the upper-most level consisting of storage for roof top plant. The proposed life science element of the scheme seeks to take a contemporary appearance, for example through the use of bronze aluminium cladding, stone cladding and double height windows.
- 3.8 The life science layout would consist of a mix of write up spaces and laboratories.
- 3.9 At the ground-floor level, the main entrance and reception atrium would be positioned along the western edge of the life science element where it meets the newly formed retail loop/ square (see below). Adjacent to this area, there would also be a community space with the intention for this space to be a hub for educational use, events and exhibitions. Running through the centre of the site west-east would be the central atrium and collaboration space with the ability to host exhibitions. In the south-east corner, an entrance from East Road and the newly formed hotel and leisure quarter (see below) would be included. The proposal includes an area in the eastern portion of the development for incubator and starter laboratory space at ground-floor level, with “grow on” floorspace at first-floor level above this.

- 3.10 The upper floor levels would consist of laboratory and write up space. At the fourth-floor level there would be a series of external terraces accessed from within the Life Science uses. The exception to this is the northern-most terrace which also has public access from the main central stair core.

#### Retail Square/ Loop

- 3.11 The retained retail would be situated on the western side of the application site. It would consist of re-designed external facades in a mixture of brick styles. Double height rounded windows would be a common feature on the new facades.
- 3.12 Following the demolition of 11-12 Burleigh Street, the proposal would introduce a new north-south pedestrian connection between Burleigh Street to Christchurch Street known as Gold Lane. A new external square would be introduced at the intersection between the existing pedestrian route through from Fitzroy Street to the west, the new north-south connection and the main entrance to the life science use.

#### Fitzroy Lane – Severn Lane cycle/ footpath

- 3.13 At the northern edge of the site, the proposal seeks to establish an improved pedestrian and cycling environment between Fitzroy Lane in the north-west corner to Severn Place in the north-east corner. This would include the introduction of a stretch of pavement on Fitzroy Lane where there currently is not one.

#### Hotel and Leisure Quarter

- 3.14 On the eastern edge of the site adjacent to East Road, a new hotel and leisure quarter would be introduced. This would include the retained cinema which would have fenestration changes.
- 3.15 An eight storey hotel measuring circa 27.12m in overall height with retail over part of the ground-floor is proposed in a similar location to a previously permitted hotel on the site (19/0512/FUL). The proposed hotel would have 120 bedrooms and would also accommodate the existing gym on the site at second-floor level. It would be contemporary in appearance with a mix of brickwork and cladding.
- 3.16 A new landscaped pedestrianised area would be created along the western side of East Road, connecting Burleigh Place to the cinema, hotel and life science entrance where there would be an area of open space. Retail units would be introduced along the East Road elevation, immediately south of the cinema.

#### Car and Cycle Parking

- 3.17 The proposal would result in the redevelopment over part of the existing Grafton East car park. The level of car parking would reduce from 874no. spaces as existing to 488no. spaces as proposed.
- 3.18 The proposal would include 358no. (176 stands) on-street (public) cycle parking spaces spread across the site. 828 no. internal cycle parking spaces, 518no. of which would be situated within the basement, would be provided for the life science use. 69no. folding bike lockers would also be provided for the life science element. The total number of cycle parking would be 1,188no. spaces, plus 69no. folding spaces.

#### Tree Planting

- 3.19 The proposal seeks to remove two category B ash trees (T12 & T13) adjacent to Abbeygate House and a Category U group of 3no. broadleaf thorns adjacent to the bus turning head.
- 3.20 The proposal includes 25no. new trees to be planted within the site.
- 3.21 The application has been amended to address representations and further consultations have been carried out as appropriate.

### **4.0 Community Engagement**

- 4.1 The proposed development has been the subject of consultation prior to being submitted as a planning application. A summary of the community consultation undertaken by the applicant is provided in Appendix 2.
- 4.2 A pre-application Member Briefing took place on 11 May 2023. This included the applicant, agent, officers, ward members and Planning Committee members.
- 4.3 Officers hosted a Member Briefing on the full application on 17 January 2024. This included officers, ward members and Planning Committee members.

### **5.0 Relevant Site History**

<b>Reference</b>	<b>Description</b>	<b>Outcome</b>
17/0676/FUL	Change of use, extension and associated works to the existing second floor storage area (839 sq.m) located above the former BHS unit to create a new health and fitness gym facility (Use Class D2).	Permitted 25.09.2017
19/0512/FUL	Redevelopment of existing bus turning head and redundant service area to provide new hotel and ancillary restaurant (Use Class C1),	Permitted 01.09.2020 (not implemented)



21/01136/FUL	<p>new public realm (urban park) and landscape improvements together with associated highway works to East Road providing new bus stops, pedestrian and cycle routes.</p> <p>Demolition of existing building and redevelopment of the site to provide a new building containing retail and office floorspace (Use Class E).</p>	<p>Resolution to grant permission at 3.11.2021 Planning Committee – pending decision (S106 negotiations)</p>
23/01143/SCRE	<p>EIA Screening Opinion under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 for the: i) Demolition of 11-12 Burleigh Street and Abbeygate House, ii) part demolition and alterations to the Grafton Centre, removal of existing facades, erection of new floorspace for life science use, new and replacement façades and shopfronts, provision of terraces at fourth floor level, installation of plant and enclosures, iii) redevelopment of existing bus turning head and redundant service area to provide new hotel and leisure quarter, iv) new pedestrian access route from Christchurch Street to Burleigh Street, provision of cycle parking spaces, public realm and landscape improvements, v) highway works to East Road providing new bus stops, pedestrian and cycle routes and vi) other associated works.</p>	<p>EIA Not Required 01.09.2023)</p>

- 5.1 The adjacent permission (14/1905/FUL) for 84 dwellings at Severn Place to the north-east of the application site was not implemented.

## 6.0 Policy

### 6.1 National

National Planning Policy Framework 2023  
National Planning Practice Guidance

National Design Guide 2021  
Environment Act 2021  
Town and Country Planning (Environmental Impact Assessment) Regulations 2017.  
Conservation of Habitats and Species Regulations 2017  
Equalities Act 2010  
Planning and Compulsory Purchase Act 2004  
Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design  
ODPM Circular 06/2005 – Protected Species  
Circular 11/95 (Conditions, Annex A)  
Water Environment (Water Framework Directive) (England and Wales) Regulations 2017 Regulation 33

## **6.2 Cambridge Local Plan 2018**

Policy 1: The presumption in favour of sustainable development  
Policy 2: Spatial strategy for the location of employment development  
Policy 3: Spatial strategy for the location of residential development  
Policy 5: Sustainable transport and infrastructure  
Policy 6: Hierarchy of centres and retail capacity  
Policy 10: The City Centre  
Policy 11: Development in the City Centre Primary Shopping Area  
Policy 12: Fitzroy/Burleigh Street/Grafton Area of Major Change  
Policy 14: Areas of Major Change and Opportunity Areas  
Policy 23: Eastern Gate Opportunity Area  
Policy 28: Sustainable design and construction, and water use  
Policy 31: Integrated water management and the water cycle  
Policy 32: Flood risk  
Policy 33: Contaminated land  
Policy 34: Light pollution control  
Policy 35: Human health and quality of life  
Policy 36: Air quality, odour and dust  
Policy 37: Cambridge Airport Public Safety Zone and Air Safeguarding  
Policy 40: Development and expansion of business space  
Policy 42: Connecting new developments to digital infrastructure  
Policy 55: Responding to context  
Policy 56: Creating successful places  
Policy 58: Altering and extending existing buildings  
Policy 59: Designing landscape and the public realm  
Policy 60: Tall buildings and the skyline in Cambridge  
Policy 61: Conservation and enhancement of historic environment  
Policy 62: Local heritage assets  
Policy 64: Shopfronts, signage and shop security measures  
Policy 65: Visual pollution  
Policy 70: Protection of priority species and habitats  
Policy 71: Trees  
Policy 73: Community, sports and leisure facilities  
Policy 77: Development and expansion of visitor accommodation  
Policy 80: Supporting sustainable access to development  
Policy 81: Mitigating the transport impact of development

Policy 82: Parking management  
Policy 85: Infrastructure delivery, planning obligations and the Community Infrastructure Levy

### **6.3 Neighbourhood Plan**

N/A

### **6.4 Supplementary Planning Documents**

Biodiversity SPD – Adopted February 2022  
Sustainable Design and Construction SPD – Adopted January 2020  
Cambridgeshire Flood and Water SPD – Adopted November 2016  
Health Impact Assessment SPD – Adopted March 2011  
Landscape in New Developments SPD – Adopted March 2010  
Public Art SPD – Adopted January 2009  
Trees and Development Sites SPD – Adopted January 2009  
Grafton Area Masterplan and Guidance SPD (2018)

### **6.5 Other Guidance**

Castle and Victoria Road Conservation Area Appraisal (2012)  
The Kite Conservation Area Appraisal (2014)  
Mill Road Conservation Area Appraisal (2011)  
Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide  
Cambridge Air Quality Action Plan  
Cambridgeshire Design Guide for Streets and Public Realm (2007)

## **7.0 Consultations**

### **7.1 Anglian Water – No Objection**

7.2 The foul drainage from this development is in the catchment of Cambridge Water Recycling Centre which currently does not have capacity to treat the flows from the development site. Anglian Water has applied to the Environment Agency for an interim new permit to address exceedance. Our long-term plans for Cambridge WRC are linked to the Cambridge relocation project and the Development Consent Order. The new Cambridge WRC will take all existing flows from current Cambridge WRC and all flows from future growth within the WRC catchment. We are working with Greater Cambridgeshire to understand the long-term growth figures, using the emerging local plan allocations and planning permissions. This allows us to design and deliver a new Cambridge WRC which can meet future demand.

7.3 Need to engage with the applicant regarding the used water network and request a condition requiring phasing plan and/or an on-site drainage strategy.

- 7.4 The surface water strategy/ flood risk assessment is unacceptable and request a condition regarding surface water drainage if permission is granted. Informatives also recommended.

**7.5 Access Officer – No Objection**

Original Comments (01/08/2023)

- 7.6 Shopmobility needs to be relocated into one of the existing commercial properties and a public changing places and standard toilet should be retained in retail element.
- 7.7 Insufficient information on hotel access and layout including the hotel design of the reception, the design of firefighting lift, the siting and layout of accessible rooms, other access features.
- 7.8 For the life sciences, specific door widths, room sizes, acoustics, glazing and fire evacuation procedures are recommended.

Comments on Additional Information (09/11/2023)

- 7.9 The inclusive access statement is good and if they build to this and the notes that were taken and are listed then supportive of this application.

**7.10 Arts Development Officer – No Objection**

- 7.11 Support the plans for expanding the art benches scheme to Burleigh Street.

**7.12 Cadent Gas – No Objection**

- 7.13 No objection subject to informative.

**7.14 Cambridge City Airport – No Objection**

- 7.15 No objection subject to the following conditions and informative:

- Bird Hazard Management Plan
- Lighting
- Instrument flight procedures assessment (cranes)
- Navigational aids impact assessment (cranes)
- Crane informative

## **7.16 Cambridgeshire Fire & Rescue Service**

### Original Comments (25/07/2023)

- 7.17 Request drawings showing the planned installations or current installation of Dry Risers in the buildings and the proposed lengths of these runs and any additional fire precaution details planned to be implemented.

### Comments on Additional Information (09/01/2024)

- 7.18 No objections to not receiving the dry riser information at this stage in the development. Recommend a condition for the installation of fire hydrants.

## **7.19 Conservation Team – Objection**

### Original Comments (17/08/2023)

- 7.20 In summary the views from Castle Mound do not adhere to Local Plan policies 58, 60 and 61 due to their negative impact on the character of Cambridge by the introduction of the large horizontal bulk on the skyline. This bulk sits directly behind the Jesus College Chapel tower which is a distinctive feature in the strategic view. Therefore, there is less than substantial harm, towards the upper end, on the setting of both the grade I listed Jesus College Chapel and the Central Conservation Area.
- 7.21 It is considered that the proposal will adversely affect the character and/or setting of the Listed Building of Jesus College Chapel. The proposals will not meet the requirements of Local Plan policies 58, 60 and 61.
- 7.22 The proposal will not preserve or enhance the character or appearance of the Central conservation area. The proposals will not meet the requirements of Local Plan policies 58, 60 and 61.
- 7.23 With reference to the National Planning Policy Framework and the effect on the significance of the heritage asset, paragraphs 197, 199 and 202 would apply.

### Comments on Additional Information (29/11/2023)

- 7.24 The main issue in terms of impact on the heritage assets of the city is still the view from Castle Mound, TVA View 19. It can be seen that the applicant's agents have endeavoured to address the concerns raised

previously. The rendering and changes to the elevations have softened the impact on views of Jesus College Chapel Tower to a small degree. However, it still has a negative impact on views of this building which have moved along the scale of less than substantial harm towards the more moderate side.

7.25 The impact on the Central Conservation Area and views out of Castle and Victoria Road Conservation Area are still compromised despite the changes. The horizontality is still very visible and continues to jar in a city that does not have that form along its skyline: within their own amended documentation, the applicant's agents agree that there is still less than substantial harm to the city's skyline. Therefore, it is considered that the changes have not altered the fact that the scheme is considered to be less than substantial harm, although the range would be from moderate towards the upper end of that scale rather than wholly at the upper end.

7.26 If the public benefit was considered to outweigh this level of harm, a condition has been recommended.

**7.27 County Archaeology Team – No Objection**

7.28 No objection subject to archaeology condition and informative.

**7.29 County Highways Development Management – No Objection**

Original Comments (08/08/2023)

7.30 Concerns regarding servicing of the hotel from the public highway which is unacceptable.

7.31 The trees proposed along Fitzroy Lane serve no highway function and should be fully maintained by the City Council.

7.32 Subject to the servicing of the hotel being addressed, no objection subject to the following conditions and informative:

- The public highways improvement be implemented prior to occupation of the development.
- Traffic Management Plan.
- Hours for demolition/ construction vehicles over 3.5 tonnes.
- Traffic Management Plan informative.

Comments on Additional Information (24/01/2024)

7.33 No objection subject to conditions as listed previously.

**7.34 County Transport Team – No Objection**

Original Comments (18/08/2023)

7.35 The application as submitted does not include sufficient information to properly determine the impact of the proposed development on the surrounding highway network or parking provisions. The car parking reduction needs reconsidering as the figure of 44% decrease is inaccurate. Also, the accident data does show there are cluster sites so that needs to be revisited and considered. Then finally separate travel plans will need to be submitted as currently the travel plans submitted are nearly identical.

7.36 The document shows that the removal of the Greater Manchester Hotel site in TRICS changed the trip rate for example the total PM peak excluding the Greater Manchester site is 0.672 and including the site is 0.658 for total person trips. Then for total person AM peak excluding Greater Manchester site is 0.868 and including the site is 1.147. The TRICS data therefore is noted, however the Highway Authority require the full latest TRICS output data for the development as it now excludes Greater Manchester so it can be thoroughly reviewed. Once this data is given to the Highway Authority then the TRICS Assessment can be assessed sufficiently.

Comments on Additional Information (25/01/2024)

7.37 Following the submission of the amended and additional information and after verifying the data, we can conclude that there will not be a significant impact on trip rates. Therefore, no further mitigation will be required.

**7.38 Developer Contributions Monitoring Unit – No Objection**

7.39 No objection subject to Section 106 Agreement contributions of £597,610.00 (plus indexation) towards the provision of and / or improvement to and enhancement of the Public Realm setting at Burleigh Street and Fitzroy Street. £2,200 (plus indexation) required towards the monitoring and administration of the Section 106 Agreement and further additional fees of £500 (if applicable) where the Council is required to provide written confirmation of an obligation.

## **7.40 Ecology Team**

### Original Comments (25/08/2023)

- 7.41 No DEFRA Metric 4.0 has been submitted in support of the application. Calculations should be submitted for scrutiny.

### Comments on Additional Information (09/01/2024)

- 7.42 Content with Biodiversity Net Gain (BNG) metric and the Applied Ecology report that details in excess of 500% BNG on this largely pre-developed site. Fully support the ambition of securing 60% of the proposed green roofs to be Biodiverse roofs, maintained in good condition, as this seeks to maximise biodiversity value, not simply meet the minimum mandatory 10% BNG.

## **7.43 Environment Agency – No Objection**

- 7.44 Evidence in the emerging Integrated Water Management Study for the Greater Cambridge Local Plan indicates that groundwater abstraction is placing significant pressures on water bodies (including chalk streams) that are sensitive to abstraction, and there is a risk of causing deterioration in the ecology if groundwater abstraction increases with licenced headroom. The area hosts several chalk streams which are internationally recognised habitats, sensitive to the availability of groundwater baseflow and vulnerable to low flows. This development has the potential to increase abstraction from groundwater sources.
- 7.45 You should consider whether the water resource needs of the proposed development alone, and in-combination with other proposed development that the relevant water company is being asked to supply, can be supplied sustainably without adverse impact to WFD waterbodies and chalk streams. At the present time we are unable to advise with confidence that further development will not harm the water environment, until it can be shown sustainable water supplies can be provided. We are working with the water companies and reviewing their draft Water Resources Management Plan to address this issue.
- 7.46 The Local Planning Authority must have regard to River Basin Management Plans and be satisfied that adequate water supply exists to serve development, in accordance with the policies of the Local Plan. Any surplus in water companies' current WRMP is subject to further consideration of whether it can be taken into account without causing environmental deterioration.



7.47 Should the development be permitted, we would expect you to ensure that the new buildings meet the highest levels of water efficiency standards, as per the policies in the adopted local plan.

**7.48 Environmental Health Team – No Objection**

Original Comments (08/08/2023)

7.49 We require further detail on air quality impacts and potential noise impacts from the delivery / service yard areas.

Comments on Additional Information (26/01/2024)

7.50 Following the submission of additional information, no objection subject to the following conditions:

- Contaminated land conditions;
- Demolition/ Construction Environmental Management Plan;
- Plant / Equipment Noise Assessment and Insulation Scheme;
- Noise Insulation Scheme (Hotel);
- External Music – All terraces (except southern events terrace);
- External Music – Southern terrace;
- External Rooftop Terraces – Restricted Hours of Use;
- Service Yard noise mitigation;
- Site wide deliveries/ collections;
- Fumes and Emissions to Air;
- Electric Vehicle charge point passive provision;
- Odour Control (labs and kitchens);
- Site wide artificial lighting;
- Food safety informative;
- DCEMP informative;
- Licensing informative; and
- Commercial kitchen odour informative.

**7.51 Health and Safety Executive – No Objection**

7.52 This application does not fall within the Consultation Distance Zones of either a Major Hazard Site, Major Accident Hazard Pipeline or Explosive Site.

**7.53 Historic England – Objection**

7.54 Concerned regarding the impact that the development would have in View 19 of the Townscape and Visual Appraisal, from Castle Mound towards Jesus College Chapel. The assessment of the viewpoint identified that there would be an adverse effect associated with the introduction of a new group of tall buildings which would compete with Jesus College Chapel and distract from other landmarks in the historic core. We consider the level of harm caused to the view from Castle Mound would be at a moderate level of less than substantial.

7.55 We therefore urge your authority to seek amendments to the scheme, to ensure that the level of harm caused to that wide skyline view would be reduced from a moderate level of less than substantial to that of a low level of less than substantial harm in the context of Paragraph 202 of the NPPF.

**7.56 Landscape Team – Objection**

Original Comments (24/08/2023)

7.57 The height and mass of the new buildings and impact on strategic and local views and townscape were discussed during the pre-application process and the LVIA reflects the agreed viewpoints and includes a thorough assessment of the proposals. The most significant and negative impacts result from the five storey life sciences new build elements which rise above the height of the existing Grafton Centre and are visible from Castle Mound (viewpoint 19) and Midsummer Common (viewpoint 17). The profile and horizontal form of the new development is at odds with the existing, historic skyline. We support the Conservation Officer's comments on the impact of the proposal on the Cambridge Skyline Policy 60 and recommend that further work is required to mitigate the impact.

Comments on Additional Information (29/11/2023)

7.58 In response to previous comments the upper levels of the life sciences wing have been amended to reduce impact on the historic skyline, particularly the view from Castle Mound. The amendments include an increased set back away from Burleigh Place on the southwest roof terrace at 4th floor level, revisions to the materials of the plant enclosures at 5th floor level and revisions to the facades. The revisions reduce the impact of the building on the skyline but, due to the height, width, and overall mass of the building in relation to the surrounding, existing townscape the proposal still has a negative impact on the skyline and views of the city and is still contrary to Policy 60.

7.59 In the event that officers are minded to approve the application, the following conditions should be applied:

- Signage Condition
- Hard Landscape Sample Panels
- Hand and Soft Landscaping
- Green Roofs
- Tree Pits

**7.60 Lead Local Flood Authority – No Objection**

7.61 The documents submitted demonstrate that surface water from the proposed development can be managed through the use of green and blue roofs where possible and rainwater harvesting proposed at the site. Bioretention is proposed in the shape of tree pits and additional storage is provided in gravel subbase and tanked attenuation. Water will discharge into the Anglian Water surface water network at a rate of 36.4 l/s across the site, which is a 68% betterment from the existing unrestricted discharge from the site. No objection subject to the following conditions and informatives:

- Surface Water Drainage Strategy;
- Surface water drainage during constriction;
- Green roof informative; and
- Pollution Control informative.

**7.62 Ministry of Defence – No Objection**

7.63 The proposed development would be considered to have no detrimental impact on the operation or capability of a defence site or asset. The MOD has no objection to the development proposed in conjunction with the response from Cambridge Airport dated 13 November 2023.

**7.64 Public Realm Team – No Objection**

7.65 No objection subject to improvements to Fitzroy Street and Burleigh Street as outlined by the Developer Contributions Monitoring Unit Team.

**7.66 Streets and Open Spaces Team – No Objection**

7.67 No objection to proposed tree removals given extent of tree planting proposed. Conditions required to protect trees during and after construction:

- Arboricultural Method Statement and Tree Protection Plan.
- Site Meeting.
- Tree Protection Compliance.
- Tree replacement.

#### **7.68 Sustainability Team – No Objection**

7.69 A climate change risk assessment has been carried out to help identify and mitigate climate risks. Alongside mitigation measures already incorporated into the design, a further 13 medium risks have been identified to be prioritised during future RIBA stages to implement further risk mitigation measures. Mitigation measures already included and supported include:

- Increased tree cover on site, with tree planting primarily adjacent to the south façade. The Landscape and Public Realm Design Statement notes that this leads to a 2.17% increase in tree canopy cover for the site.
- Provision of green roofs and blue roofs
- Lighter colours selected for hard surfacing to provide a higher albedo
- Nature based solutions have been prioritised to reduce flood risk and reduce urban heat island. This includes rain gardens and tree-pit storage.
- Overheating analysis to be undertaken using future climate scenarios

7.70 Overall, the approach being taken to sustainable design and construction and working towards the targets for net zero operational emissions in the emerging Greater Cambridge Local Plan and the reuse of the existing building and the embodied carbon savings associated with this are supported. The proposed approach in relation to water efficiency is supported with condition wording to secure implementation. Compliance conditions recommended regarding sustainable measures and water efficiency standards.

#### **7.71 Urban Design Team – Objection**

Original Comments (21/08/2023)

- 7.72 The scheme has many attributes that make a positive contribution to the immediate locality. These include an improved public realm and a north-south route that connects Christchurch St and Burleigh St. The facades also present active frontages to surrounding streets and whilst amendments are suggested to some elevations the architecture is considered good.
- 7.73 The proposals do not, however, comply with policy 60 of the Local plan. The prominent massing and height of the proposal when seen from Castle Mound will have an adverse impact on the skyline of Cambridge.
- 7.74 In the event officers are minded to approve the application, the following conditions are recommended:
- Materials Samples
  - Brick sample panel
  - Rooftop plant
  - Elevational treatment of cinema and hotel
  - Signage
  - Detailed design (windows, doors, eaves, soffits, balconies, railings etc)
  - Gold Land and Central Square design.

Comments on Additional Information (21/11/2023)

- 7.75 The amendments to the scheme have improved the overall design proposals. The height and massing of the building and its plant prevents a recommendation for approval as the proposals have an adverse impact on the skyline and do not comply with policy 60 of the Local Plan.
- 7.76 Design Review Panel Meeting of 22 September 2022 (pre-application)**
- 7.77 The City Council's guidance focuses on improving permeability as set out in the Grafton Area Masterplan SPD has not been adhered to through the proposed privatising of the route through. The Panel does not accept that the site's former routes and connections are sufficiently restored in the current proposal.
- 7.78 While the principle of development and climate benefits are noted, the scheme requires a great deal of reconsideration with regard to its urban design.
- 7.79 Design Review Panel Meeting of 13 April 2023 (pre-application)**

- 7.80 The Panel welcomes the extent of design work that has been undertaken in the past six months. There are nonetheless likely to be areas that require further consideration, that ought to lead to some redesign. It is not yet clear to the Panel that the depth of analysis that is said to have been undertaken has entirely come through into the scheme's design. If all of the necessary research has in fact been undertaken, the application submission needs to demonstrate fully how it has been thought about carefully, and reflected in the project. In particular, there is a need to clearly show how community engagement, sustainability assessments, the Townscape and Visual Impact Assessment (TVIA), a landscape analysis and heritage impact have all informed the design. There is a need to list out all the options considered and changes that have resulted clearly in the planning application's Design and Access Statement (DAS).
- 7.81 Specifically, with regard to climate and sustainability, the project is moving in the right direction. Working with Officers is recommended, to make this an exemplar project for the applicant and for future tenants. Researching, visiting and referencing Entopia in central Cambridge and West Hub in West Cambridge is highly recommended, as these are recently completed, exemplar sustainable developments. The more that business resilience is built into the proposal through every aspect of sustainability, the longer the project will remain valid and viable.
- 7.82 The proposals require development and refinement and could be an exemplary scheme.
- 7.83 A copy of the review letter is attached in full at appendix 1.
- 7.84 **Disability Consultative Panel of 25 October 2022 (pre-application)**
- 7.85 The following comments and queries were raised by the Panel:
- A query was raised about the implications on the proposals for Shopmobility, which currently has an office located in the Grafton shopping centre and provides a fleet of mobility equipment free of charge. In response, it was suggested that the development could host Shopmobility and it was mentioned that the retail proposition is intended to provide good value rather than a high end environment.
  - There has not been a Park & Ride service from Madingley for several years, which has limited the number of disabled people who can access the Grafton Centre. It was noted that it is important that the new proposals do not sever links with Park & Ride.
  - The pavements outside the shopping centre are in some disrepair and the surface is uneven. In response, it was commented that the client has aspirations, subject to the Council's support, to make improvements around Burleigh Street and Fitzroy Street.

- It was strongly suggested that, in discussions with the County transport team, the first parking spaces to be negotiated should be those for blue badge parking.
- In response to a query, it was noted that segregated walking/cycling routes are preferred in order to keep vulnerable people apart.

## **8.0 Third Party Representations**

8.1 54no. representations have been received.

8.2 Those in objection have raised the following issues:

### Existing and Proposed Uses

- Oversupply of hotels;
- Oversupply of lab space;
- Lab space in this location would be too expensive and would not attract enough users.
- Life Science is an inappropriate use in this location.
- Better off re-locating this use to science parks. Location inappropriate.
- The existing centre should be offered to smaller retailers by lowering rents;
- Proposal will make existing retail environment in area even worse;
- Still a demand/ need for retail;
- Proposal should include new housing, including affordable housing;
- Loss of facilities for local people;
- The ping pong parlour should be retained in the evenings;
- Would Primark shut under these plans?
- The existing gym needs to be enlarged to cater for the new workers that this would introduce.
- Strict rental conditions on the remaining shopping units must be introduced to prevent the domino effect of closures. E.g. whenever two shops close down in a 12 month period, rent is instantly reduced for all units for the following 12 months.
- In seven years will we see empty science buildings instead of empty shops due to rents being too high to pay for the renovation?

### Transport

- Car parking pressure due to loss of part of Grafton East car park.
- No bus routes serve the Grafton.
- Transport needs of the 2,000+ workers has not been well-accounted for. The site is too far (nearly 2km) from the train station.
- Object to demolition of wall and outbuildings at end of Christchurch Street and subsequent north-south connection proposed.

- Christchurch Street likely to be used as a drop-off point.
- Cycling should be prohibited in pedestrianised areas.
- Essential that Severn Place is considered so that Fire and Emergency vehicles are not blocked by commuter/ visitor parking caused by the Life Science/ Hotel elements. Request a condition that residents parking only is introduced to Severn Place.
- A pavement for pedestrian access should be introduced to the mouth of Severn Place.
- Increased highway safety risk due to increase in delivery traffic.
- Negative impact on permeability for cyclists from Petersfield trying to reach City Centre or River.
- Blocking off of life sciences from the public not supported. East-West route should be retained.
- The existing cycle lane along the north of the Grafton Centre should be improved.

### Amenity

- Anti-social behaviour/ lack of management of spaces;
- Concerns about management of the public square. Will it be gated? Will access be restricted?
- Increase in litter.
- Anti-social behaviour due to potential use of hotel by migrants;
- Construction traffic/ disturbance concerns.
- Overlooking/ Loss of privacy.
- Overshadowing/ Loss of light.
- Noise pollution from use, including late hours, and increased traffic on Christchurch Street.
- The cumulative impacts of this with the Severn Place development (14/1905/FUL) on residents of Roman House and Florian House would be significant.
- Loss of bin store for existing flats above Grafton Centre not replaced.
- Loss of amenity garden.

### Environment

- Risk of litigation and lack of due diligence due to potential harm to the public and the environment from radioactive tracers and other toxic material or biological material.
- In Primavera Associates Ltd v Hertsmere Borough Council EWHC [2022] 2685 (Ch), Mr. Justice Leech noted that a duty of care can arise in a case where the local planning authority had created a danger of harm which would not otherwise have existed. The judgement confirmed that local authorities owe a duty of care to the public.
- Concerns regarding mixing labs and housing so closely due to air quality and environmental public health impacts.
- Urban heat island effect will result which will harm the environment and the health and wellbeing of local residents.



- Harm to pupils of Brunswick Nursery using outside space by way of increased risk of heat stress, heat exhaustion and heat stroke caused by urban heat island effect.
- No modelling of the urban heat island effect has been done and is required.
- Cumulative impact of this proposal and the Beehive Centre in terms of urban heat island effect.
- Contrary to Section 4 of the Local Plan and the Sustainable Design and Construction SPD.
- Detrimental impact on local water resources from both construction and use, contrary to Local Plan Policies 28 and 71.
- Increased flood risk, contrary to Local Plan Policy 32.
- Disruption to wind and airflow patterns.
- Harm to public health and air quality, including Brunswick Nursery staff and pupils, contrary to Local Plan Policy 36.
- Harm to local trees and ecosystems.
- The 'instant hedging' is likely to reduce the local diversity of plants and be used as a rubbish receptacle. Diverse and bee/ insect friendly planting is needed.
- Harm to Midsummer Common Community Orchard due to increased water pressure and potential harm from air pollutants.

#### Design/ Character/ Heritage

- Development is completely out of scale and character with the Conservation Area environment.
- Poor bland design.
- Dominates the skyline.
- Harm to the setting and character of the Mill Road and Kite Conservation Areas, as well as open spaces such as Midsummer Common.
- Contrary to Local Plan policies 14, 55, 56, 57, 58, 59, 60, 61 and 67.
- Proposals do not show the flues and vents that would be needed.

#### Other

- Suggest minor change to drawing which states "Christchurch Street" should instead state "Christchurch Lane".
- There has not been a public consultation and residents of the Mill Road Conservation Area not consulted.
- More money should be spent on NHS, schools etc rather than this.
- Many of the improvements (e.g. tree planting) could be done without redeveloping the Grafton Centre.
- Inaccuracies in distances quoted in applicant documents.

8.3 Those in support have raised cited the following reasons:

- Support the efficient use of the land space available in a location that is well connected to the city's walking, cycling and public transport networks.
- For environmental reasons would much rather a dense site is provided here than a sprawling car dependent campus beyond the greenbelt.
- Objections to height and massing not agreed with.
- Support new walking and cycling links proposed.
- Best practice carbon reduction by reusing building structure.
- Improvement in range of places to eat/ drink in leisure quarter.
- Cambridge needs new science research space.
- Over 2,000 more jobs.
- Support environmental sustainability.
- Inclusion of community outreach, classroom and exhibitions is supported.

## **9.0 Member Representations**

9.1 None.

## **10.0 Local Interest Groups and Organisations**

10.1 CamCycle initially made a representation on 9 August 2023 (objecting to) the application.

10.2 Following the submission of amendments by the applicant, CamCycle made a further representation on 22 January 2024 supporting the application on the grounds that the amendments address concerns previously raised and the improvements to the cycling network and connectivity benefit the wider city.

10.3 Friends of St Matthew's Piece has made a representation (objecting to) the application on the following grounds:

- Excessive Scale and Massing.
- Heights on plans/ documents incorrect.
- Harm to the setting, character and appearance of the Mill Road Conservation Area.
- Harm to the setting, character and appearance of the Kite Conservation Area.
- Negatively impact on public open spaces nearby.
- Contrary to Local Plan Policies 46, 55, 56, 57, 58, 60 and 61.
- Harm to water resources.
- Inadequate Air Quality Assessment.
- Concerns regarding leaks/ spillages of hazardous materials.
- No containment/ evacuation plan in the event of a major hazard.
- Primavera Associates Ltd v Hertsmere Borough Council EWHC [2022] confirms local planning authorities owe a duty of care to the public and the significant ecological, economic and human consequences of the

life science use causing an accidental serious release need to be considered.

- Breaches Local Plan Policies 14, 36, 58, 59, 60, 61, 67 & 71 as well as numerous provisions of the 2020 Sustainable Design and Construction SPD. Also contrary to Cambridge Local Plan section four.
- Harm caused by urban heat island effect due to both this application and the nearby Beehive application (23/03204/OUT).
- The requirement for development to integrate the principles of sustainable design and construction into the design of proposals through Policy 28 of the Local Plan has not been met.
- Policy 29 and the requirements for proposal to demonstrate that any adverse impacts on the environment... have been minimised as far as possible have not been met for example through the urban heat island effect.
- The cumulative impacts of both this application and the nearby Beehive application must be considered.
- Fails to meet NPPF (2021) Paragraphs 149 and 150.

10.4 Cambridge, Past, Present and Future has made a representation (objecting to) the application on the following grounds:

- Object on the grounds of its detrimental impact on heritage, specifically on the Cambridge skyline, and on distant views of significant heritage assets.
- The proposals will have a particularly adverse impact on views from Castle Hill, Red Meadow Hill and Midsummer Common.
- Contrary to Policy 60 of the Local Plan.
- In the view from Castle Mound, it can be seen how the towers of Christ Church will be lost against the new development (LVA Appendix 5A page 29). Heritage Statement does not address how the development will impact views of Christ Church from a distance such as from the Castle Mound.
- In the views from Red Meadow Hill, it can be seen how the roofline of King's College Chapel will be lost against the new development (LVA Appendix 5B page 35). The Heritage Statement groups Great St Mary's Church, King's College Chapel and the University Library. It recognises that the Chapel holds a very high level of significance. Disagree however that the proposal only makes a neutral contribution to the setting of this group of buildings. The outline of King's College Chapel will be lost against the outline of the proposed Grafton Centre and it will significantly diminish the distinctive skyline of Cambridge.
- Disagree with the conclusions of the Heritage Statement as to the impact on the Conservation Areas.
- This proposal would introduce another bulky intrusion.
- It is important to strictly apply the tall buildings policy in each individual application or otherwise the cumulative impacts of development such as this will result in the skyline becoming dominated by large bulky buildings rather than the slim and elegant towers and turrets of the churches and chapels.

- Supportive of proposals where they improve the public realm. The site contains a number of existing trees which are well established. It is important that these are retained as they will provide a 'head start' to the greening and softening of the development.
- 10.5 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

## **11.0 Assessment**

### **11.1 Principle of Development**

#### Retail and Life sciences

- 11.2 Policy 10 of the Cambridge Local Plan 2018 states that the City Centre will be the primary focus for developments attracting a large number of people and meeting retail, leisure, cultural and other needs appropriate to its role as a multi-functional regional centre. Policy 11 states that within Primary Shopping Areas (PSA) in the City Centre non centre uses including residential and business use would not be supported at ground floor level. Policy 12 states that the Grafton AoMC is the primary focus for providing additional comparison retail in the city centre.
- 11.3 The proposal seeks to extend and alter the existing Grafton Centre building to introduce accommodation for life science development. This would result in the loss of 32,194sqm of retail floorspace.
- 11.4 Officers note that the loss of retail at ground floor level is contrary to Policies 11 and 12 of the Local Plan. However, since the adoption of the Local Plan in 2018, the Government changed the planning use classes. As of 1 September 2020 retail now falls under Class E. There were no restrictions to the uses imposed by way of condition when the Grafton Centre was originally developed or in any permissions since. The existing building comprises retail and other centre uses. As such, officers are of the opinion that the building currently falls under Class E.
- 11.5 Offices and laboratories to carry out any operation or administrative functions, research and development of products or processes and industrial processes now also fall within Class E. As such, the intended use of the existing retail space does not require planning permission. Class E(g) specifically states that they are uses which can be carried out in a residential area without detriment to its amenity.
- 11.6 The applicant is therefore not seeking planning permission for a change of use of retail to life science use and this has not been included in the description of proposed development. As such, there is no in principle objection to the proposed life science use or the loss of existing retail.

- 11.7 The proposal also seeks to introduce some new retail units at the ground-floor level facing towards East Road as part of the new “leisure quarter” element. The principle of new retail uses in this City Centre location is entirely acceptable and accords with planning policy.

#### Hotel

- 11.8 Planning permission (19/0512/FUL) was granted for a hotel on this site on 1 September 2020 and the principle of a hotel use was deemed acceptable. While this permission is no longer extant, there has been no policy change or other material consideration since this permission was granted to warrant coming to a different view.
- 11.9 A hotel use on this site remains in accordance with Policies 10 and 77 (visitor accommodation) of the Local Plan and the Grafton Area Masterplan and the SPD identifies the site as a location for a hotel.

#### Residential

- 11.10 There are 27 existing residential units on site, comprising nos.20 to 41 Christchurch Street, 1 to 4 Burleigh Street and 11-12 Burleigh Street. The existing residential units at nos.20 to 41 Christchurch Street and 1 to 4 Burleigh Street will be retained as part of the scheme.
- 11.11 In order to facilitate the proposed north-south pedestrian connection from Christchurch Street to Burleigh Street through the Central Square, nos.11-12 Burleigh Street are proposed to be demolished. No.11 Burleigh Street consists of a four-bedroom flat at the upper level and no.12 Burleigh Street is a three-bedroom flat at the upper level.
- 11.12 The loss of these two residential dwellings could be considered contrary to policy 3 of the Local Plan which resists the loss of land in housing use, except in exceptional circumstances.
- 11.13 The exceptional circumstances in this case, in light of the harm caused through the loss of residential uses, must be considered on a proportionate basis to the scale of the scheme coming forward for permission and the wide range of substantial public benefits likely to arise (set out later in the report).
- 11.14 More specifically, however, one of those public benefits arises through the Grafton Area Masterplan SPD itself. This has a clear aspiration to improve north-south connections through the Grafton Area. For example, paragraph 4.2.4 of the SPD states that:

*“Extensions to the existing north-south streets (James Street, Christchurch Street, Napier Street and Wellington Street) connecting from Maid’s*

*Causeway / Newmarket Road to Fitzroy Street and beyond to Burleigh Street will form vital secondary connections which could play a major role in stitching the area back into the wider neighbourhood.”*

- 11.15 The demolition of nos. 11 and 12 would facilitate the SPD's aspiration for improved north – south connections.
- 11.16 A further material planning consideration in favour of allowing the demolition of the flats is also the fact that they do not meet space standards and are considered to be relatively poor-quality housing. No.11 is 46.56sqm which is significantly below the space standard for a four bedroom flat (90sqm). No.12 is 48.42sqm which is also far below the space standard for a three bedroom flat (74sqm). Neither of the flats have living rooms and there is no lift access to them. No.11 has been vacant for 12 months and no.12 has been vacant for 15 months.
- 11.17 It is therefore considered by officers that there are mitigating and exceptional circumstances regarding the loss of the two residential flats in the consideration of policy 3 of the LP. This potential conflict needs to be considered in the planning balance in light of the overall substantial public benefits brought about through the scheme. This includes but is not limited to the fact that their specific removal would improve pedestrian accessibility and increase and direct footfall to the retail high street of Burleigh Street and help enhance the retail environment more generally in line with the SPD. The residential loss and therefore harm arising is also diminished because of the poor quality of the housing that would be removed.

#### **11.18 Design, Layout, Scale and Landscaping**

- 11.19 Policies 55, 56, 58 and 59 seek to ensure that development responds appropriately to its context, is of a high quality, reflects or successfully contrasts with existing building forms and materials and includes appropriate landscaping and boundary treatment.
- 11.20 An assessment of the proposed works and the impact on designated and non-designated heritage assets is covered in the next section of this report. This 'Design, Layout, Scale and Landscaping' section will assess the various components of the proposal independent of this.
- 11.21 The application has been the subject of two Design Review Panels, a Disability Consultative Panel and extensive pre-application discussions with officers.

#### **Fitzroy Square & Gold Lane**

- 11.22 To facilitate a retail loop, the proposal seeks to introduce a new north-south connection known as Gold Lane that connects the existing northern

pavement/ cycle path running along the northern perimeter through to Burleigh Street. This would introduce a new outdoor square and pedestrian environment.

- 11.23 The quality of this outdoor space is high and would be predominantly hard landscaped with public furniture and tree planting in an environment that would have natural surveillance due to the extensive active frontages surrounding it.
- 11.24 The proposed retail frontages would be two-storeys in height and take inspiration from elements of the existing internal mall such as the former Eden Chapel that is now “Gail’s” through the use of high quality brickwork and rhythmic arched window/ door designs.
- 11.25 At the point where Gold Lane meets Burleigh Place and Burleigh Street to the south, the scale of development would lower down from two-storeys to facilitate a more gradual transition between the busy pedestrian nodes/ junctions at these points to the new north-south connection. A small kiosk with a green roof would be introduced and a mix of plant beds, outdoor seating and cycle parking.
- 11.26 The provision of this north-south connection, its architectural treatment and layout are supported by the Landscape and Urban Design Officers. Specific conditions are recommended regarding aspects such as public art, the treatment of the hard landscaping and other details and these have been recommended accordingly. A condition is also recommended to ensure there are measures to discourage cyclists and e-scooters from using this space and that they dismount for reasons of pedestrian safety and this will be integrated into the management plan condition.

#### Northern Edge

- 11.27 The proposal introduces a new pedestrian pavement with tree planting along the eastern side of Fitzroy Lane. This is a positive intervention that will encourage and allow for safe pedestrian movements from Maids Causeway to the Grafton Centre that do not currently exist.
- 11.28 The existing pedestrian/ cyclist environment along the northern edge of the site is of poor quality. There are various pinch points and obstacles along the route which lack accessibility and safety. In addition, the environment around this space feels very “back of house” and is not inviting to be used as a route through due to the lack of active frontages.
- 11.29 The proposal addresses this by:
  - enhancing the paving surface and bringing this flush to building frontages;

- creating delineated cycle routes with a 25mm Cambridge kerb to signify this;
  - demolition of certain building edges to widen existing pinch points and allow greater space and visibility for pedestrians;
  - Activating frontages; and
  - Landscape and tree planting.
- 11.30 This achieves a key goal of the Grafton Area Masterplan SPD and aligns with the aims of the Grafton AOMC Policy 12. The Urban Design and Landscape Officers are supportive of the improvements to the public realm along this northern route subject to conditions regarding detailed design, including signage.
- 11.31 The scale and massing of the northern end of the site would not be increased noticeably as this is where the fixed existing elements of the Grafton Centre (the existing residential upper-floor flats and the retained part of the Grafton East car park) would be. The proposal includes various fenestration and roof form rationalisations to replace the cluttered and inactive frontage with an engaging and appealing contemporary form. There would be glazed elements at the ground-floor and high-quality brickwork and new panelling above near to the Wellington Street end which is a significant improvement on the current situation.

East Road Square (hotel, cinema and new square)

- 11.32 Planning permission was previously granted for a nine storey hotel on the East Road elevation that would have accommodated 153no. bedrooms. The proposed hotel under this application would be eight storeys at its highest point but stagger down to seven and five storeys respectively. It would have a colonnade with retail/ food and beverage units behind at ground-floor level. The hotel would be designed in a mix of brick types and cladding which gives it a sleek, contemporary appearance.
- 11.33 The existing cinema would be re-clad with a curved perforated metal screen finished in bronze aluminium cladding. The proposed fenestration of the cinema is considered to enhance the existing appearance of the building and enable it to not appear at odds with the new development going on around it.
- 11.34 Sandwiched between the end of the cinema and the start of the hotel, a new four-storey height entrance to the Life Sciences from East Road would be introduced. The proposed entrance would be fully glazed with a stone frame surround. The entrance would be double height with two additional floors above. This aspect of the proposal is considered to introduce a successful gateway to the development and a successful termination of the three distinct uses.



- 11.35 The introduction of a large pedestrianised square in this location is supported as the space naturally lends itself to a meeting area due to the mix of different uses that would meet along this part of East Road. It would also enhance the level of greenery and public realm beyond what is there at present. The proposed bus stop and new pedestrian crossing point that would be delivered through the Section 278 highways works would again place demands on this type of space to serve the increased footfall and therefore this square is supported.

#### East Road/ Burleigh Place

- 11.36 Immediately to the south and west of the existing cinema, the proposal seeks to extend out towards East Road and Burleigh Place at five storeys with rooftop plant above this recessed into the centre of the site. The fifth storey would be set back from the edge of the building line along Burleigh Place and part of East Road. The northern-most section adjacent to East Road would be five storeys against the building line.
- 11.37 Notwithstanding the concerns raised in the heritage section about the scale and massing and its impact on long distance views, in the context of the townscape of this part of East Road, the scale appears appropriate. The Grafton Area Masterplan SPD makes clear at figure 38 that this part of East Road is capable of accommodating five to six storeys in terms of building heights. The proposal complies with this. When viewed from the immediate surrounding streets, a large contemporary intervention such as this does not appear harmfully at odds with the surrounding character and provides a successful contrast.
- 11.38 The architectural treatment of this proposed extension is bold, exemplified through the use of various material styles such as bronze panels of different shade, stone cladding and brickwork. A double height corner space is proposed at the juncture of Burleigh Place and East Road to help animate the building. A series of vertical stone clad frames give the impression of a solid appearance while also allowing for large amounts of double height glazing behind this. The frontage onto Burleigh Place is considered to enhance the appearance of this street which is currently lacking any active frontage or features of architectural interest.
- 11.39 Along East Road where it meets Burleigh Place there would be a tree boulevard that leads to the East Road square further north that is proposed.
- 11.40 The proposed development of this additional floorspace is considered to successfully integrate into its immediate surroundings within this part of East Road. Wider townscape impacts arising from the scale and massing are assessed in the heritage section of this report.

### Demolitions

- 11.41 In order to facilitate the proposed works, nos. 11 – 12 Burleigh Street and Abbeygate house would need to be demolished. A resolution to grant planning permission (21/01136/FUL) for the demolition of Abbeygate House was given at the Planning Committee meeting of 3 November 2021. No objection has been raised by any consultees to the demolition of this building and the loss of this building would not harm the character or appearance of the area.
- 11.42 Nos. 11 – 12 Burleigh Street are not of any particular architectural merit and the demolition of these buildings would not harm the character or appearance of the area.

### Summary

- 11.43 Overall, the proposed development is a high-quality design that would contribute positively to its immediate surroundings and be appropriately landscaped. The proposal is compliant with Cambridge Local Plan (2018) policies 55, 56, 58 and 59 and the NPPF subject to conditions as recommended by Urban Design and Landscape Officers.

## **11.44 Heritage Assets & Wider Landscape and Townscape Views**

### Heritage Context

- 11.45 To the north of the site there are the historic terrace rows of Fitzroy Lane, James Street, Christchurch Street and Napier Street, with more modern properties at Wellington Street, Wellington Close and Severn Place to the north-east. The Grade II listed Church of Christ Church, wall, railings and parish room and the Grade II\* Arts Theatre Workshop and Store are situated to the north of the site, both of which are within the Kite Conservation Area.
- 11.46 Immediately to the east and outside the site is the Working Mens Club. Beyond that lies the arterial road of East Road, the Crown Court and the residential properties between St Matthews Street and Norfolk Street where the western most edge of the Mill Road Conservation Area is situated. The Church of St Matthew is located within the Mill Road Conservation Area and is Grade II Listed.
- 11.47 To the west of the site is Fitzroy Street which connects to Emmanuel Road and Christ's Pieces. The southern half of Fitzroy Street is in the Kite Conservation Area and on the opposite side (northern) is no.17 Fitzroy Street which is a Grade II listed building.
- 11.48 There are a variety of other listed buildings, locally listed buildings and other heritage assets within the wider area. Of note is the Riverside Conservation Area to the north and north-west, the historic park and

garden of the Mill Road Cemetery to the south-east and the Scheduled Ancient Monument of Castle Mound further to the north-west which is in the Castle and Victoria Road Conservation Area.

### Policy Context

- 11.49 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that a local authority shall have regard to the desirability of preserving features of special architectural or historic interest, and in particular, Listed Buildings. Section 72 provides that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area.
- 11.50 Paragraph 205 of the NPPF set out 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, and the more important the asset, the greater the weight should be. Any harm to, or loss of, the significance of a heritage asset should require clear and convincing justification.
- 11.51 Paragraph 208 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.
- 11.52 Policy 60 of the Cambridge Local Plan (2018) states that any proposal for a structure that breaks the existing skyline and/or is significantly taller than the surrounding built form will be considered against certain criteria. These include the need to demonstrate how the proposals fit within the existing landscape and townscape (criteria a), and, the impact on the historic environment (criteria b).
- 11.53 Policy 61 requires development to preserve or enhance the significance of heritage assets, their setting and the wider townscape, including views into, within and out of the conservation area. Policy 62 seeks the retention of local heritage assets and where permission is required, proposals will be permitted where they retain the significance, appearance, character or setting of a local heritage asset.

### Consultation Responses

- 11.54 As set out in chapter 6 of this committee report, objections have been received from Historic England, the Conservation Team, the Urban Design Team and the Landscape Team in terms of heritage impacts and wider landscape and townscape impacts. There is also a third-party objection from Cambridge Past, Present and Future.

- 11.55 Historic England have raised concern regarding the impact on the views from Castle Mound towards Jesus College Chapel. They consider that there would be an adverse effect associated with the introduction of a new group of tall buildings which would compete with Jesus College Chapel and distract from other landmarks in the historic core. They consider the level of harm caused to the view from Castle Mound would be at a moderate level of less than substantial harm.
- 11.56 The Conservation Team shares the same concern as Historic England above. They do however consider the proposal to also harm the setting of Jesus College Chapel, as well as the Central Conservation Area. They consider the level of less than substantial harm to be on the range between moderate and the upper end of the scale of harm. They therefore consider the level of harm to be more severe than Historic England have judged it to be.
- 11.57 The Urban Design Team has considered that the height and horizontal massing of the proposals will detract from the view of the city and its skyline as seen from Castle Mound and the proposal is contrary to policy 60 of the Local plan. The Landscape Team has stated that due to the height, width, and overall mass of the building in relation to the surrounding, existing townscape, the proposal has a negative impact on the skyline and views of the city and is contrary to Policy 60.

#### Officer Assessment of Harm

- 11.58 It is noted that some third parties, including Cambridge Past, Present and Future, have raised concerns regarding other views and the perceived detrimental impact the proposal would have on these. The consultees listed above did not however identify any harm arising to these other views. The Conservation Team has stated in relation to these other views that:
- “other views as detailed in the TVA, apart from than those specifically referred to, are considered to be acceptable. Where the views are changing, they are not to the detriment of the conservation area or setting of the listed buildings, they nestle into the existing modern built forms in the East Road area.”*
- 11.59 While the proposal would be visible from other views, such as Midsummer Common and Parkers Piece, officers do not consider the proposal would appear unduly bulky or harm the setting, character or appearance of any heritage assets in these views. The extent and significance of perceived harm brought about by the proposal is a matter of judgement for the decision maker, however, having assessed the wider array of modelled views it is officers' view that harm to heritage setting only arises in respect of views from Castle Mound. The modelled views of the proposal can be found in the applicant's Townscape Visual Assessment (TVA).

- 11.60 In respect of views from Castle Mound, the concerns of the consultees listed above are shared by officers. The upper levels of the proposed development, including its horizontality, would clash with the existing roofscape when viewed from Castle Mound. This is considered to cause less than substantial harm to the setting of the Central Conservation Area and Jesus College Chapel. While it is agreed with the Conservation Team that this is less than substantial harm, officers consider that the degree of harm is moderate rather than moderate-to-upper levels. This is due to the amendments to the application that took place to try and address heritage concerns, including the setting back of the upper floor further and use of translucent cladding to roof top plant.
- 11.61 The applicant's heritage statement also confirms that the proposal would cause less than substantial harm from this viewpoint.
- 11.62 In accordance with local and national policies, namely Paragraph 208 of the NPPF (2023) and Sections 66 and 72 of the Listed Buildings and Conservation Areas Act which requires that special regard must be given to the heritage assets, the moderate level of less than substantial harm needs to be weighed against any public benefits that are considered to accrue from the proposal. The public benefits go to the planning balance and are considered as part of the conclusion to this report.

### **11.63 Carbon Reduction and Sustainable Design**

- 11.64 The Council's Sustainable Design and Construction SPD (2020) sets out a framework for proposals to demonstrate they have been designed to minimise their carbon footprint, energy and water consumption and to ensure they are capable of responding to climate change.
- 11.65 Policy 28 states development should take the available opportunities to integrate the principles of sustainable design and construction into the design of proposals, including issues such as climate change adaptation, carbon reduction and water management. The same policy requires non-residential buildings to achieve full credits for Wat 01 of the BREEAM standard for water efficiency and the minimum requirement associated with BREEAM excellent for carbon emissions.
- 11.66 Policy 29 supports proposals which involve the provision of renewable and / or low carbon generation provided adverse impacts on the environment have been minimised as far as possible.
- 11.67 As part of the pre-application discussions for the scheme, it was agreed with the Council's Sustainability Officer, that a bespoke approach to sustainability would be taken, as opposed to utilising the BREEAM assessment methodology. This was in recognition of the extent of reuse proposed. The focus has been to work towards the emerging Greater Cambridge Local Plan policies around net zero carbon targets as opposed

to a focus on BREEAM certification, albeit the BREEAM methodology is to be used for certain elements, notably water efficiency. This moves things on from the current BREEAM methodology especially in relation to issues such as embodied carbon and metrics for net zero carbon, with a focus on energy use intensity (EUI) and space heating demand.

11.68 The submitted Sustainability Statement sets out the key sustainability targets for the proposals, which include:

- Upfront embodied carbon (A1-A5) of 557 kgCO<sub>2</sub>/m<sup>2</sup> for the development as a whole. In terms of industry guidance on upfront embodied carbon, this represents an improvement on the LETI 2020 target of <600 Kg/CO<sub>2</sub>/m<sup>2</sup>, which is considered current best practice. Consideration of embodied carbon is provided below.
- Energy use intensity of 48 kWh/m<sup>2</sup> for the hotel (against the emerging Greater Cambridge Local Plan target of 55 kWh/m<sup>2</sup>), and 232 kWh/m<sup>2</sup> for the life sciences element (against the emerging Greater Cambridge Local Plan target of 150). It is considered that this represents good progress towards the targets in the emerging Greater Cambridge Local Plan, with the scheme representing an improvement for the hotel element.
- The scheme will be fossil fuel free. Air source heat pumps are to be used for heating and cooling for the life sciences element. The energy strategy achieves the following levels of carbon reduction:  
Life sciences = 25.96% over Part L (2021) compliant baseline  
Hotel = 15.43% reduction over Part L (2021) compliant baseline
- Space heating demand of 21.6 kWh/m<sup>2</sup> for hotel and 25 kWh/m<sup>2</sup> for life sciences (against the emerging Greater Cambridge Local Plan target of 15-20 kWh/m<sup>2</sup>)
- 1400m<sup>2</sup> of photovoltaic panels are to be provided.
- For water efficiency, 5 Wat01 credits are being targeted with an additional target of a maximum potable water consumption of 15 litres/person/day for the office areas. The water cycle study estimates water use in life sciences of 1.21 litres /m<sup>2</sup>/day, not considering reduction from rainwater and greywater systems.
- 10% of materials are from re-used sources and 30% of materials are able to be re-used at end of life as part of a Circular Economy approach which has been informed by a Circular Economy Strategy.

11.69 In addition to the above, a climate change risk assessment has been undertaken which includes mitigation measures such as:

- Increase tree cover on site, with tree planting primarily adjacent to the south façade. The Landscape and Public Realm Design Statement notes that this leads to a 2.17% increase in tree canopy cover for the site.
- Provision of green roofs and blue roofs

- Lighter colours selected for hard surfacing to provide a higher albedo
- Nature based solutions have been prioritised to reduce flood risk and reduce the urban heat island effect. This includes rain gardens and tree-pit storage.
- Overheating analysis to be undertaken using future climate scenarios

11.70 The application has been subject to consultation with the Council's Sustainability Officer. The Sustainability Officer has stated that the overall approach being taken to sustainable design and construction and working towards the targets for net zero operational emissions in the emerging Greater Cambridge Local Plan and the reuse of the existing building and the embodied carbon savings associated with this application are supported.

11.71 The impact of the urban heat island effect has been considered by the Sustainability Officer who has raised no objection to the proposals. The site is an existing brownfield site and the proposal has introduced means of mitigation such as 25no. proposed trees on the site, off-site tree planting, 3,930sqm of green roofs and 637sqm of roof terraces. The use of cool materials in terms of colour and features such as curtain walling can help mitigate this impact. A materials condition has been recommended which includes the need for material selection to consider the impact on the urban heat island effect.

11.72 The applicants have suitably addressed the issue of sustainability and renewable energy and subject to conditions the proposal is in accordance with Local Plan policies 28 and 29 and the Greater Cambridge Sustainable Design and Construction SPD 2020.

### **11.73 Water Management and Environmental Impacts**

11.74 Water Environment (Water Framework Directive) (England and Wales) Regulations 2017 Regulation 33 places a statutory duty on public bodies, including district councils, to have regard to the river basin management plan for that district.

11.75 Paragraph 20 of the NPPF sets out that that strategic policies should, amongst other things, set out a strategy for and make sufficient provision of infrastructure for water supply, for the conservation and enhancement of the natural environment, and climate change mitigation and adaptation.

11.76 Paragraph 159 of the NPPF sets out that plans should take a proactive approach to climate change mitigation and adaptation, accounting for long-term implications to, amongst other things, water supply and biodiversity.

- 11.77 Paragraph 180 of the NPPF sets out that policies and decisions should contribute to and enhance the natural and local environment and that “development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans.”
- 11.78 The Planning Practice Guidance (PPG) also contains a section on water supply, wastewater, and water quality. This highlights that the Water Environment Regulations 2017 set out requirements to, amongst other things, protect, enhance and restore water bodies to ‘good’ status (NPPG, 34-001-20161116).
- 11.79 The PPG goes on to describe how water supply should be considered through the planning application process, setting out that water supply should normally be addressed through strategic policies, but that there are exceptions that may require water supply to be considered through the planning application process, including whether a plan requires enhanced water efficiency in new developments (NPPG, 34-016- 20140306). Cambridge LP 2018 policies 28 and 31 provide for the water efficiency related exception allowing for water supply to be considered.
- 11.80 The EA set out that reductions in water use and increases in supply are required to mitigate the risk to water bodies and ensure abstraction is at a sustainable level. Cambridge Water’s draft Water Resource Management Plan (dWRMP24) is intended to ensure there is a sustainable supply of potable water to meet existing and planned demand, however the EA have significant unresolved concerns about the ability of Cambridge Water to achieve this. These set out that the risk of deterioration to water bodies is most acute in the period 2025-2032, where Cambridge Water rely on demand management options.
- 11.81 Noting the Governments recent establishment of a Water Scarcity Group, the EA’s response to the revised dWRMP24 makes clear that although there is now a significant focus at a national level to resolve Cambridge’s water scarcity issues and the associated risk of deterioration, at this point in time, a satisfactory suite of measures required to overcome the EA’s and Natural England objections to the dWRMP24 have not been confirmed.
- 11.82 In this case, and given the scale of development (net increase of 15,871sqm), the applicant has provided supporting information which demonstrates that the increased pressure on water resources would be



very low. The impacts can be minimised with planning conditions which are based upon a water strategy / water cycle study. It is notable that the EA have not objected to the application.

- 11.83 Considering estimated operational usage alongside demand savings measures, the applicant's water cycle study shows that an additional demand of 6,380 l/day is forecast, an increase of +7%. From a water resource planning perspective, this equates to 0.006 Ml/d which, viewed individually, is not considered to give rise to a significant impact to water resources across the Cambridge Water Resource Zone.
- 11.84 Cambridge Water's dWRMP24 accounts for a growth in non-household demand, particularly through development of life science facilities, as part of its demand forecast from AMP8 (2025-30). However, as the dWRMP24 is subject to objection from the EA, it cannot be relied upon to fully justify non-domestic development proposals, even if they are claimed as being accounted for, because of the environmental impacts highlighted by the EA and others.
- 11.85 The Council's Sustainability Officer has raised no objection to the application subject to a suite of compliance conditions ensuring the water efficiency measures are implemented. These include adherence to all 5 BREEAM credits under Wat 01, including detailed schemes for grey water and rainwater harvesting, demonstration of their delivery through the water calculator and a compliance condition certifying achievement of the intended standards.
- 11.86 This application is not EIA development and does not attract an explicit objection from the EA unlike other large-scale schemes before the Council being tested at appeal (Darwin Green / Brookgate). That notwithstanding, the applicants have demonstrated a sustainable approach to water efficiency, in minimising demand and thus its associated environmental impacts.
- 11.87 The application will result in a very small increase in water demand which will cumulatively add to the strain on water resources and the environment more generally, however, officers are of the view that the applicants have, within their control, appropriately addressed the issue of water demand and sought to minimise the environmental impacts of their scheme. Overall, accepting that there will be some very limited harm arising from additional strain on water resources, this matter is for Committee in exercising their planning judgement when weighing in the balance the planning benefits of the scheme that would arise. Officers' view is that the planning balance in this regard is favourable, in consideration of the requirements and the extent of the scheme's compliance with policies 28, 31 and 70, the Greater Cambridge Sustainable Design and Construction SPD 2020 and NPPF and NPPG advice as set out above.

## **11.88 Trees**

- 11.89 Policy 59 and 71 seeks to preserve, protect and enhance existing trees and hedges that have amenity value and contribute to the quality and character of the area and provide sufficient space for trees and other vegetation to mature. Paragraph 136 of the NPPF seeks for existing trees to be retained wherever possible.
- 11.90 The application is accompanied by an Arboricultural Impact Assessment. The proposal seeks to remove two category B ash trees (T12 & T13) adjacent to Abbeygate House and a Category U group of 3no. broadleaf thorns adjacent to the bus turning head.
- 11.91 The proposal includes 25no. new trees to be planted within the site. These would be spread across the East Road elevation, the new central square and parts of the northern route from Fitzroy Lane to Wellington Street. Off-site tree planting has also been put forward as an obligation in the Section 106 discussions to date and this would be secured through the Section 106 Agreement.
- 11.92 The Council's Tree Officer has been consulted and has raised no objection to the proposed tree removals and replacement planting subject to conditions.
- 11.93 In terms of tree canopy cover, after 25 years, there is a total tree cover on the site of 6.92%. This is a 2.17% increase in tree canopy cover compared to the existing situation. Cambridge City Council has targeted a tree canopy cover increase of 2% across the city, which the proposals accord with.
- 11.94 Subject to conditions as appropriate, the proposal would accord with policies 59 and 71 of the Local Plan.

## **11.95 Biodiversity**

- 11.96 The Environment Act 2021 and the Councils' Biodiversity SPD (2022) requires development proposals to deliver a net gain in biodiversity following a mitigation hierarchy which is focused on avoiding ecological harm over minimising, rectifying, reducing and then off-setting. This approach is embedded within the strategic objectives of the Local Plan and policy 70. Policy 70 states that proposals that harm or disturb populations and habitats should secure achievable mitigation and / or compensatory measures resulting in either no net loss or a net gain of priority habitat and local populations of priority species.
- 11.97 In accordance with policy and circular 06/2005 'Biodiversity and Geological Conservation', the application is accompanied by a preliminary ecological appraisal and a biodiversity metric calculator. This sets out that through the proposed biodiverse green roofs, rain gardens, shrub planting

and tree planting, the proposal would result in an 538.09% increase in biodiversity (+2.18 habitat units).

- 11.98 The application has been subject to formal consultation with the Council's Ecology Officer, who raises no objection to the proposal and recommends conditions to ensure the protection of species and the estimated biodiversity net gain is delivered.
- 11.99 In consultation with the Council's Ecology Officer, subject to appropriate conditions, officers are satisfied that the proposed development would not result in adverse harm to protected habitats, protected species or priority species and achieve a biodiversity net gain. Taking the above into account, the proposal is compliant with 57, 69 and 70 of the Cambridge Local Plan (2018).

#### **11.100 Water Management and Flood Risk**

- 11.101 Policies 31 and 32 of the Local Plan require developments to have appropriate sustainable foul and surface water drainage systems and minimise flood risk. Paragraphs 159 – 169 of the NPPF are relevant.
- 11.102 The site is in Flood Zone 1 and is therefore considered at low risk of flooding. There are small areas of low, medium and high surface water flood risk.
- 11.103 The applicants have submitted a Flood Risk and Drainage Assessment. It is proposed that Sustainable Urban Drainage Systems will be integrated in the form of green roofs, blue roofs, permeable sub-bases, rainwater harvesting and rain gardens will be incorporated within the proposals to provide water quantity, water quality, amenity and biodiversity benefits. Bioretention is proposed in the shape of tree pits and additional storage is provided in gravel subbase and tanked attenuation.
- 11.104 The Local Lead Flood Authority has advised they have no objection to the proposal given the above measures. Water will discharge into the Anglian Water surface water network at a rate of 36.4 l/s across the site, which is a 68% betterment from the existing unrestricted discharge from the site. Conditions and informatives are recommended regarding surface water drainage and impacts during construction which have been applied accordingly.
- 11.105 Anglian Water has raised no objection subject to conditions regarding phasing and surface water drainage which have both been applied accordingly. The phasing plan condition will ensure that the development avoids an adverse impact on drainage infrastructure. They have stated that the applicant will need to provide evidence of the existing surface water connections such as the flow data to demonstrate that the site drainage arrangements had no flow restrictions systems in the sewer, this can be done by a CCTV survey. An informative is recommended that this

be provided when applying to discharge the surface water drainage condition.

- 11.106 The applicants have suitably addressed the issues of water management and flood risk, and subject to conditions the proposal is in accordance with Local Plan policies 31 and 32 and NPPF advice.

#### **11.107 Highway Safety and Transport Impacts**

- 11.108 Policy 80 supports developments where access via walking, cycling and public transport are prioritised and is accessible for all. Policy 81 states that developments will only be permitted where they do not have an unacceptable transport impact.
- 11.109 Paragraph 115 of the NPPF advises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 11.110 The application is supported by a Transport Assessment. The proposal includes significant works to the highway for vehicles and non-vehicles.
- 11.111 Firstly, there would be works to the East Road/ Nelson Close/ St. Matthews junction and Wellington Street. This junction will primarily be used for access and egress to and from Grafton East Multi-Storey Car Park (MSCP). To facilitate pedestrian and cycle improvements to Wellington Street from East Road it is proposed that the southern section of Wellington Street and the layout to Grafton East MSCP entry and exit is proposed to be changed. Grafton East MSCP entry lane is being reduced from two to one. The exit lanes are being reduced from three to two.
- 11.112 Secondly, East Road would be redeveloped to deliver the Section 278 works that were originally approved under the hotel permission (19/0512/FUL). It is proposed to redevelop the existing bus turning head area located to the southeast of the Grafton Centre. This application included extensive works to the highway alignment of East Road, including on carriageway bus stops to replace those in the existing bus turning head, and the reallocation of public highway space to enhance the pedestrian and cycle environment of East Road.
- 11.113 Thirdly, it is proposed that Abbeygate House will be demolished and Burleigh Place will be extended to form a priority T-Junction with East Road. This newly formed junction will provide access from East Road to Burleigh Place and will form the route to the Grafton servicing area located off Burleigh Place and the existing private accesses to the rear of Burleigh Street. It is proposed that the access point of Crispin Place and section of road connecting Crispin Place to Burleigh Place will be stopped up.

- 11.114 Fourthly, Fitzroy Lane provides vehicular access to the existing Grafton West MSCP, for waste collection and to the servicing area located adjacent to the south-east of James Street. It is proposed to accommodate pedestrian provision on Fitzroy Lane through the reduction of road lanes from three to two and changes to the existing pedestrian layout.
- 11.115 Fifthly, it is proposed to improve the pedestrian provision from Nelson Close to Wellington Street by removing on-street car parking bays and rationalising the entry / exit facilities to the Grafton East MSCP. These changes will provide significant additional space to allow for a 3.5m (minimum) wide continuous shared footway and cycleway provision connecting to the existing provision on Napier Street, Christchurch Street and James Street to the north and west with the proposed improved pedestrian and cycle provision on East Road via Seven Place.
- 11.116 Sixthly, facilitated by the demolition of 11-12 Burleigh Street, Abbeygate House and the 'stopping up' of Crispin Place, it is proposed Burleigh Place will be extended to form a priority T-Junction with East Road. It is proposed to provide a 2.2m wide footway provision on both sides of Burleigh Place with dropped kerbs and tactile paving either side of the junction bell mouth with East Road. Improvements to the existing provision on Burleigh Place including localised carriageway narrowing and resurfacing are also proposed to facilitate pedestrian movements. The existing road between Burleigh Place and Burleigh Street will become a key desire line for pedestrians accessing the new public realm on East Road and the Retail areas of Burleigh Street. A priority pedestrian crossing is proposed on Burleigh Place to provide a safe crossing point for pedestrians. Vehicular access to Burleigh Place will be restricted to the small number of properties adjacent to the road, with access via Burleigh Street only.
- 11.117 Finally, it is proposed to provide a pedestrian walkway located approximately 145m north-west of the junction with Burleigh Street and East Road, from Burleigh Street (through the demolished 11- 12 Burleigh Street) to a newly created public square located within the Grafton Centre via a pedestrian crossing on Burleigh Place. It is then proposed that this walkway will route north and connect with the proposed improved footway/cycleway on Wellington Street to the south of Christchurch Street.
- 11.118 Servicing of the uses would take place from three designated service areas. One would be the existing service located to the south-west of the Grafton Centre and accessed from Burleigh Place. Another would be to utilise the existing loading area as reconfigured and accessed from Fitzroy Lane via Maids Causeway. The final servicing area would be a proposed loading bay accessed from Wellington Street via Newmarket Road. The Local Highway Authority has raised no objection to these arrangements. It is however recommended that servicing conditions are imposed to ensure

that a plan can be approved for servicing and that the development is carried out in accordance with the approved plans.

11.119 The application has been subject to formal consultation with Cambridgeshire County Council's Local Highways Authority and Transport Assessment Team, who raise no objection to the proposal subject to conditions and S106 mitigation. These include financial contributions towards the East Road improvements which would be secured by way of Section 106 Agreement.

11.120 Subject to conditions and S106 mitigation as applicable, the proposal accords with the objectives of policy 80 and 81 of the Local Plan and is compliant with NPPF advice.

#### **11.121 Cycle and Car Parking Provision**

11.122 Cycle Parking

11.123 The Cambridge Local Plan (2018) supports development which encourages and prioritises sustainable transport, such as walking, cycling and public transport. Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with the cycle parking standards as set out within appendix L which for office development should be 2 spaces for every 5 members of staff or 1 per 30sqm gross floor area (whichever is greater). To support the encourage sustainable transport, the provision for cargo and electric bikes should be provided on a proportionate basis.

11.124 The proposed life science element of the development is forecast to generate 2,204 jobs and would have a gross floor area of 47,321sqm. The applicant has engaged with the Cambridgeshire County Council Transport Assessment Team and a bespoke methodology has been agreed to calculate cycle parking requirements for the life science use. This is based on the anticipated bicycle trips to and from the life science use using travel survey data and a target that the Travel Plan should aim for 44% (971) of all employees to travel by bicycle. The results identify that to reach this target, the maximum number of bicycles on site at any one time would need to be 822.

11.125 In addition, for the hotel use, the Cambridge Local Plan (2018) cycle parking standards state that 2 spaces for every 5 members of staff should be provided. The Hotel has been forecast as having 32 employees. As a result, it has been calculated that six cycle spaces should be provided for Hotel staff. This results in a total need of 828 long stay cycle spaces for both the Life Science and Hotel uses.

11.126 The proposal includes 828no. internal cycle spaces across four locations on the site. The breakdown of integrated cycle parking spaces is set out in turn below:

- 11.127 Firstly, in the basement accessed from Burleigh Place, 518no. cycle parking spaces would be provided, of which 370no. would be two-tier and 148no. via Sheffield stands. There would also be locker provision for 12no. folding cycles. Lift and cycle ramp provision would be included.
- 11.128 Secondly, at ground-floor level in the north-east corner accessed from near Wellington Street, 136no. cycle parking spaces would be provided, of which 96no. would be two-tier and 40no. via Sheffield stands. 16no. of the Sheffield stand spaces would be reserved for cargo/ mobility users and there would be locker provision for 12no. folding cycles.
- 11.129 Thirdly, at ground-floor level and access from East Road, 120no. cycle spaces would be provided, of which 92no. would be two-tier and 28no. in the form of Sheffield stands. All 28no. of the Sheffield stands would be for cargo/ mobility users. Provision for 21no. folding bicycle spaces would also be available.
- 11.130 Finally, in the north-west corner of the Life Sciences near Fitzroy Street, 54no. cycle spaces would be provided, of which 40no. would be two-tier and 14no. in the form of Sheffield stands. All 14no. would be for cargo/ mobility users.
- 11.131 Overall, 828no. internal cycle spaces would be provided for the life science and hotel uses of which 598no. (72%) would be two-tier and 230no. (28%) would be Sheffield stands. 216no. locker spaces would be included and 21no. showers, spread across each of the four locations above. The four areas would have external and internal security access which would be managed by way of fobs although the details would need to be agreed through condition to ensure a safe means of access is provided.
- 11.132 In addition to the life science and hotel use spaces, 352no. public cycle parking spaces in the form of 176no. Sheffield stands would be provided across the site. This is an increase of 86no. spaces on the existing public cycle parking provision at the Grafton Centre.
- 11.133 The overall approach to cycle parking is considered to be acceptable.
- 11.134 Car parking
- 11.135 Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with, and not exceed, the maximum car parking standards as set out within appendix L. Car-free and car-capped development is supported provided the site is within an easily walkable and cyclable distance to a District Centre or the City Centre, has high public transport accessibility and the car-free status can be realistically enforced by planning obligations and/or on-street controls.

- 11.136 The proposal does not include any additional car parking for the proposed uses and is a car free development with no reserved car parking spaces in the Grafton East MSCP. It is proposed to reduce the quantum of public car parking at the Grafton East MSCP from 874no. spaces to 488no. spaces which is a 44% reduction.
- 11.137 There are currently 64no. Blue Badge car parking bays on-site, with 46no. located at Grafton East MSCP, six located at Grafton West and two located adjacent to the Wellington Street service yard. It is proposed to provide an additional two disabled car parking bays on Burleigh Place. Two taxi drop off bays would be located on Burleigh Place.
- 11.138 The Transport Assessment Team has assessed the applicants TA and agree with their methodology and sensitivity testing in terms of network impact. Their sought mitigation is set out below and in the Heads of Terms. No objection is raised.
- 11.139 The TA work suggests the greatest impact would be to the Fitzroy Lane / Grafton West Junction where there would be an anticipated increase of 30no. trips in the morning and 30no. trips in the afternoon, which represents a 3% percentage impact increase. This is not considered to be a material increase in vehicle trips.
- 11.140 A survey of the Grafton East MSCP has been undertaken which demonstrated that the number of used car parking spaces in the existing MSCP only exceeded 488no. on 87 days out of 614 days surveyed. This equates to 14% of the days. The hours where the exceedance occurred were during 12pm – 4pm which indicates these were associated with retail visitor usage. Given the reduction in retail floorspace, it is considered that there would still be sufficient capacity for public car parking.
- 11.141 The Transport Assessment Team seeks a travel plan condition and the associated S278 highway works being secured through the Section 106 Agreement. No objection is raised to the reduction in the amount of car parking at the Grafton East MSCP.
- 11.142 The site is located in a highly sustainable location being within the City Centre and within walking and cycling distance of local amenities. The proposal would also contribute towards improving the accessibility of public transport through the delivery of the Section 278 highway works on East Road which includes improved bus stops.
- 11.143 Subject to conditions and S106 provisions, the proposal is considered to accord with policy 82 of the Local Plan and the Greater Cambridge Sustainable Design and Construction SPD.

**11.144 Amenity**



11.145 Policy 35 and 58 seek to preserve the amenity of neighbouring and / or future occupiers in terms of noise and disturbance, overshadowing, overlooking or overbearing and through providing high quality internal and external spaces.

#### 11.146 Neighbouring Properties

11.147 The proposal would introduce a significant quantum of new development and it is therefore important that the impact on surrounding properties is considered in terms of loss of light and visual enclosure, noise and odour.

11.148 In terms of plant noise, the noise assessment has identified that the noise from the air source heat pumps and the heating and cooling units adjacent to Fitzroy Lane and the roof level air source heat pumps, fumes, flues, heating and cooling units and substation above the life sciences and hotel are the principal plant areas to consider. There is also likely to be plant associated with the new retail units that requires consideration. The Environmental Health Team has assessed the noise assessment and considers that subject to a bespoke plant noise condition, adverse noise impacts from newly introduced plant can be either avoided or minimised to an acceptable level by provision of adequate mitigation.

11.149 In terms of the service/ delivery yards, the noise assessment demonstrates that the use of the service yard at the north-eastern end adjacent to Wellington Street would not exceed the existing background noise levels experienced from nearby residential receptors at Wellington Street and Napier Street. The noise associated with the delivery of liquid nitrogen, specifically the pumping of nitrogen from the tanker into the building, would exceed the background sound levels. However, this delivery is only anticipated to take place once per week and during standard working hours. The Environmental Health Team has raised no objection to this subject to a condition which would ensure deliveries/ collection are managed and adhered to.

11.150 The service yard adjacent to James Street and Christchurch Street in the north-west corner which would be used for deliveries and the waste compactor. The movement of vehicles and use of the waste compactor collectively is anticipated to be around 43dB (LAR, 1 hours) which is 7dB higher than the existing background sound level of 47dB. It should be noted however that this area is already used as a service yard for the existing Grafton Centre and the vehicle types proposed and intensity of use are considered to be similar to the existing. All deliveries will be carried out during standard working hours. The Environmental Health Team has raised no objection to the noise associated with this service yard subject to condition.

- 11.151 The Burleigh Place service yard would include general waste, hazardous waste, bottled gas and liquid nitrogen storage. The waste compactor would be within the main building. The noise assessment identifies that the general waste collection activities and liquid nitrogen delivery would exceed the background noise levels from the dwellings opposite on Burleigh Street by approximately 11dB. Each of these deliveries is anticipated to only take place once per week and would be carried out during standard working hours. The Environmental Health Team has raised no objection to these exceedances subject to conditions regarding the use of the service yard which are recommended accordingly.
- 11.152 With respect to potential odour/ air quality impacts, a dedicated fume exhaust system will be installed to serve laboratory containment devices, such as fume cupboards. This will then discharge approximately 3m above roof level. Two hydrotreated vegetable oil fuel backup generators are proposed which include flues and there will be new commercial kitchen ventilation systems, designed to be discharged above upper roof levels. The Council's Air Quality Officer, as part of the Environmental Health Team response, has assessed the proposals and have raised no objection with respect to potential impacts on surrounding receptors, subject to condition.
- 11.153 The Council's Environmental Health team have assessed the application and recommended conditions regarding any external plant noise and the means of mitigation. Conditions are also recommended in terms of the management and control of noise from external spaces, as well as the service/ delivery yards to ensure that the delivery and collections in this area do not harm neighbour amenity from noise. Further information is also requested in respect of external lighting. The Environmental Health Team has also recommended a condition regarding odour control. A condition is recommended regarding the noise insulation of the hotel too.
- 11.154 Overshadowing/ Loss of Light & Visual Enclosure
- 11.155 The application is accompanied by a Daylight and Sunlight Report which considers the daylight and sunlight impacts that would be caused to any surrounding properties. The properties that are found to potentially be impacted are; nos. 4 – 10 Christchurch Street, nos. 1 – 33 Stanton House Christchurch street, nos.10 and 44-45 Burleigh Street, the flat above the Snug 170 East Road, 80 – 84 Paradise Street. Flat no.1 Hilderstone House Staffordshire Street, land and buildings on the east of East Road, and land and buildings lying to the south of Norfolk Street.
- 11.156 In respect of Vertical Sky Component (VSC) (a measure of daylight from the sky reaching windows), the results show that 67 out of 71 windows tested meet BRE Guidance, which is a 94% compliance. The affected windows are located at 10 Burleigh Street, Flat 1, Hilderstone House and

Land and buildings on the east site of East Road & land and buildings lying to the south of Norfolk Street, Cambridge.

- 11.157 For 10 Burleigh Street, 75% of windows assessed fully pass the BRE criteria and the remaining 25% (1 window) experiences a minor reduction in daylight. To Flat 1, Hilderstone House, 86% of windows assessed (i.e. windows that could be affected by the development) fully pass and the remaining 14% experience a moderate reduction in daylight. To Land and buildings on the east site of East Road & land and buildings lying to the south of Norfolk Street, Cambridge, 80% of windows assessed fully pass the BRE criteria and the remaining 20% (1 window) experiences a minor reduction in light.
- 11.158 In respect of No-Sky Line (the measure of how daylight (VSC) is then distributed around a room), the results against the BRE criteria demonstrate 88% overall compliance. 80 – 84 Paradise Street only experienced a minor reduction in light distribution.
- 11.159 For Flat 1, Hilderstone House, 75% of rooms assessed fully pass the BRE criteria and a further 8% experience a minor, and 17% a major reduction in light distribution.
- 11.160 For land and buildings on the east side of East Road and land and buildings lying to the south of Norfolk Street, 67% of windows assessed fully pass the BRE criteria and the remaining 33% experience a moderate reduction in light distribution.
- 11.161 In respect of Annual Probable Sunlight Hours (a measure of direct sunlight from the sky reaching windows), the results against the BRE criteria demonstrate 100% compliance in summer and winter for all buildings.
- 11.162 Taking the above into consideration, while the proposed works would inevitably have a degree of impact on surrounding properties in terms of the levels of light and the perception of feeling enclosed, it is not considered based on the proposals that the impact would be significant enough as to pose any harm to neighbour amenity.
- 11.163 Overlooking/ Loss of privacy
- 11.164 The proposed upper-floor windows would be used by the life sciences and it is not considered that given the commercial use of these there would be any impairment of neighbouring privacy in terms of overlooking. The proposed hotel windows would look out onto East Road and are in the same positions as the previously approved hotel.

- 11.165 The proposal does seek to introduce a series of terraces at the roof top level. The total worst case noise level associated with patron activity on the southern roof terrace area which is the roof terrace closest to the nearest residential receptors (Burleigh Street) is expected to be in the region of 42dBA. British Standard 8233 suggests that it is desirable for noise levels in external residential amenity spaces such as gardens and patios, to not exceed 50 dB LAeq,16h, with an upper guideline value of 55 dB LAeq,16h, which would be acceptable in noisier environments. Based on this, it is not considered the use of the terraces in principle would be unacceptable in this location.
- 11.166 As part of a management plan condition, information regarding the hours of use of the terrace and its management to prevent use of amplified music for example will be required. A condition is also recommended that the details of any privacy measures such as obscure glazing of the terrace screens and buffer planting are provided. Subject to these, the use of the terraces is compatible with the existing environment around the site.
- 11.167 Construction and Environmental Impacts
- 11.168 Policy 35 guards against developments leading to significant adverse impacts on health and quality of life from noise and disturbance. Noise and disturbance during construction would be minimized through conditions restricting construction hours, collection hours, dust and contaminated land to protect the amenity of future occupiers. A construction phasing plan is also recommended. These conditions are considered reasonable and necessary to impose.
- 11.169 The Health and Safety Executive (HSE) have been consulted and have raised no objection to the application. The management of potentially hazardous material to health is controlled through the Control of Substances Hazardous to Health (COSHH) regulations that is administered by the HSE outside of planning regulations. The collection and disposal of waste, including chemical and hazardous waste, requires registration with the Environment Agency. The environmental impacts as they relate to planning regulations have been fully assessed. The responsibility of emergency planning falls under the remit of the Cambridge and Peterborough Local Resilience Forum (CPLRF). These will be highlighted by way of informatives.
- 11.170 The site lies within the air quality management area. An air quality assessment has been submitted which has stated that the proposal is not anticipated to have an adverse effect on the AQMA. The Environmental Health Team has assessed this and has raised no objection subject to condition. The Environmental Health Team has also requested a condition for the installation of passive electric vehicle charging of the Grafton East MSCP spaces to have electric vehicle charging spaces. The retained car park is not subject to development and it would be unreasonable to seek to extend control asking for an EV retro-fit in this circumstance given that the Council's Local Plan policies do not cover this scenario. The Council

more generally has sought to undertake EV charging provision of its own accord in any event across its owned car parks and there is no reason to suggest, as part of its decarbonising agenda, that it would not continue to do so in light of the changing proportion of electric cars on the roads.

#### 11.171 Summary

11.172 The proposal adequately respects the amenity of its neighbours and of future occupants and is considered that it is compliant with Cambridge Local Plan (2018) policies 35, 36 and 58.

#### 11.173 Third Party Representations

11.174 The remaining third-party representations not addressed in the preceding paragraphs are summarised and responded to in the table below:

Third Party Comment	Officer Response
<b>Use</b>	
Oversupply of hotels	The Cambridge Hotel Futures Study by Hotel Solutions identifies a need for hotels to 2031. Policy 77 of the Local Plan does not place a cap on the overall no. of hotel spaces to be delivered.
The existing centre should be offered to smaller retailers by lowering rents; Still a demand/ need for retail;	The proposal does not seek planning permission for a change of use and this can therefore not be considered.
Proposal should include new housing, including affordable housing;	There is no policy basis to require the delivery of housing on this site.
The ping pong parlour should be retained in the evenings.	This use falls within Use Class E and therefore could be accommodated in the relocated retail if the owner chooses to do so. In addition, the heads of terms proposed under the Section 106 Agreement include provision for temporary pop up spaces which could include the ping pong parlour.
Would Primark shut under these plans?	The Primark on Burleigh Street is outside the red line of the application and is not part of the proposals.
The existing gym needs to be enlarged to cater for the new workers that this would introduce.	There is no policy basis in which to require a larger gym. A gym falls within Use Class E and therefore if there was demand, additional gym provision could be provided in the other retail units if needed.

<p>Strict rental conditions on the remaining shopping units must be introduced to prevent the domino effect of closures. E.g. whenever two shops close down in a 12 month period, rent is instantly reduced for all units for the following 12 months. In seven years will we see empty science buildings instead of empty shops due to rents being too high to pay for the renovation?</p>	<p>The rental conditions of units are not a planning consideration.</p>
<p><b>Transport</b></p>	
<p>Car parking pressure due to loss of part of Grafton East car park.</p>	<p>Local planning policy supports car free development and imposes maximum car parking standards. The Local Highway Authority and Transport Assessment Team have raised no objection to the removal of part of the Grafton East MSCP.</p>
<p>No bus routes serve the Grafton.</p>	<p>Bus stops would be provided along East Road. The provision of bus routes is a matter for the bus operator.</p>
<p>Object to demolition of wall and outbuildings at end of Christchurch Street and subsequent north-south connection proposed. Loss of bin store for existing flats above Grafton Centre not replaced. Loss of amenity garden.</p>	<p>The plans have been amended to reinstate the wall and outbuildings at the end of Christchurch Street.</p>
<p>Christchurch Street likely to be used as a drop-off point.</p>	<p>The potential use of Christchurch Street for dropping people off is on the public highway and outside the red line plan. Given its tight geometry it is unlikely to be used in this way.</p>
<p>Cycling should be prohibited in pedestrianised areas.</p>	<p>It is agreed that cyclists and scooters should not ride on Gold Lane where it is pedestrianised. The management plan condition will require details for managing</p>

	against this and the adherence to these measures.
Essential that Severn Place is considered so that Fire and Emergency vehicles are not blocked by commuter/ visitor parking caused by the Life Science/ Hotel elements. Request a condition that residents parking only is introduced to Severn Place.	Cambridgeshire Fire & Rescue have raised no objection to the proposals. The blocking of the highway is a police matter. It has not been recommended by the Local Highway Authority and Transport Assessment Team that a residents' parking scheme is introduced to Severn place.
A pavement for pedestrian access should be introduced to the mouth of Severn Place.	The proposal includes a pavement.
Negative impact on permeability for cyclists from Petersfield trying to reach City Centre or River.	The works to the northern cycle route are considered to enhance permeability.
Blocking off of life sciences from the public not supported. East-West route should be retained.	The proposed route through east-west will remain accessible to the public and this will be secured through the Section 106 Agreement.
<b>Amenity</b>	
Anti-social behaviour/ lack of management of spaces. Concerns about management of the public square. Will it be gated? Will access be restricted? Increase in litter.	A management plan condition has been recommended for the details of this to be secured.
Anti-social behaviour due to potential use of hotel by migrants.	The end users of the hotel is not a planning consideration.
<b>Environment</b>	
Risk of litigation and lack of due diligence due to potential harm to the public and the environment from	The Health and Safety Executive (HSE) have been consulted and have raised no objection to the application. The management of potentially hazardous material to health is controlled through the Control of Substances

<p>radioactive tracers and other toxic material or biological material.</p> <p>Primavera Associates Ltd v Hertsmere Borough Council EWHC [2022] 2685 (Ch), noted local authorities owe a duty of care to the public. Concerns regarding mixing labs and housing so closely due to air quality and environmental public health impacts. No containment/evacuation plan in the event of a major hazard.</p>	<p>Hazardous to Health (COSHH) regulations that is administered by the HSE outside of planning regulations. The collection and disposal of waste, including chemical and hazardous waste, requires registration with the Environment Agency. The environmental impacts as they relate to planning regulations have been fully assessed. The responsibility of emergency planning falls under the remit of the Cambridge and Peterborough Local Resilience Forum (CPLRF). These will be highlighted by way of informatives.</p>
<p>Cumulative impact of this proposal and the Beehive Centre in terms of urban heat island effect.</p>	<p>The application for the Beehive Centre has not been determined at this time. Therefore this application for the Grafton Centre must be considered on its own merits and any potential cumulative effects cannot be assessed under this application.</p>
<p>Harm to air quality</p>	<p>The Council's Air Quality Officer has been consulted as part of the Environmental Health Team response and has raised no objection subject to conditions.</p>
<p>Harm to local trees and ecosystems. The 'instant hedging' is likely to reduce the local diversity of plants and be used as a rubbish receptacle. Diverse and bee/ insect friendly planting is needed.</p>	<p>The Ecology Officer has raised no objection to the proposed works. The Tree Officer has raised no objection.</p> <p>The comments about the 'instant hedging' are noted and the fine detail about the precise hedge planting will be controlled through the hard and soft landscaping condition recommended.</p>
<p>Harm to the setting and character of the Mill Road and Kite Conservation Areas, as well as open spaces such as Midsummer Common.</p>	<p>Historic England and the Council's Conservation Officer have raised no objection to the proposal in terms of harm to the setting and character of these heritage assets. While the proposal would be visible from these heritage assets, it is not considered that the additional scale, mass or contemporary design has a harmful impact on views within these</p>



	Conservation Areas or views from Midsummer Common generally in terms of their setting.
Proposals do not show the flues and vents that would be needed.	The Urban Design Team has recommended a condition for these details to be provided. It is not unusual for these details to be provided at the condition stage when the demands of the final user are known.
Suggest minor change to drawing which states "Christchurch Street" should instead state "Christchurch Lane".	This is noted but does not affect the accuracy of the drawings.
There has not been a public consultation and residents of the Mill Road Conservation Area not consulted.	A public consultation including press and site notices has been carried out in accordance with the requirements of Article 15 of the Development Management Procedure Order and the Council's Statement of Community Involvement.
Inaccuracies in distances quoted in applicant documents.	The specific inaccuracies referred to are distances from other locations such as Cambridge Train Station. These are noted. Officers are aware of the correct site and its surroundings and these distances do not need to be corrected.
Many of the improvements (e.g. tree planting) could be done without redeveloping the Grafton Centre. More money should be spent on NHS, schools etc rather than this.	Officers must assess the proposals as submitted in the application.
<b>CamCycle</b>	
Opportunity to reinstate historic route through site and provide alternative to cycling on Burleigh Street	The proposals are considered to provide sufficient connectivity through the site in accordance with the aspirations of the Grafton Area Masterplan SPD and Policy 12 of the Local Plan.
The existing gym could be relocated to rediscover the lost former section of Fitzroy Street.	Officers must assess the proposals as submitted in the application.

<p>Improvements to Maids Causeway should be sought. A small section of East Road near the pedestrian crossing could be used to create cycle bypasses.</p> <p>The existing two-stage crossing at the St Matthews Street junction could be upgraded to single stage and allow for cyclists.</p> <p>The East Road improvements are not proportionate in scale to the proposal. They are left over from the previous scheme which was smaller.</p>	<p>These are highway design considerations that are beyond the scope of this application. The Highway Authority is supportive of the East Road improvements and other localised works as set out. The mitigation is proportionate, officers have sought for various improvements, including to Burleigh Street which has a far greater footfall and where the environmental improvements would be more greatly felt. Any additional mitigation is likely to generate viability issues for the applicant given the uplift in floorspace is only circa 15,000sqm. The mitigation is therefore reasonably related in scale to the proposal and the mitigation proposed more directly related to the development than other suggestions.</p>
<b>Cambridge Past, Present and Future</b>	
<p>Due to Red Meadow Hill impact, the outline of King's College Chapel will be lost against the outline of the proposed Grafton Centre and it will significantly diminish the distinctive skyline of Cambridge.</p>	<p>Historic England and the Conservation Officer have raised no objection as to the impacts from this view. In assessing this viewpoint, given the significant distance and minimal visibility of the proposed works, it is not considered the proposal would harm the skyline of Cambridge or the setting of Kings College Chapel.</p>

### 11.175 Planning Obligations (S106)

11.176 The Community Infrastructure Levy Regulations 2010 have introduced the requirement for all local authorities to make an assessment of any planning obligation in relation to three tests. If the planning obligation does not pass the tests then it is unlawful. The tests are that the planning obligation must be:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

11.177 The applicant has indicated their willingness to enter into a S106 planning obligation in accordance with the requirements of the Council's Local Plan and the NPPF.

11.178 Policy 85 states that planning permission for new developments will only be supported/permitted where there are suitable arrangements for the improvement or provision and phasing of infrastructure, services and facilities necessary to make the scheme acceptable in planning terms.

11.179 Heads of Terms

11.180 The Heads of Terms (HoT's) as identified are to be secured within the S106 and are set out in the summary below:

<b>Obligation</b>	<b>Contribution / Term</b>	<b>Trigger</b>
Transport	To deliver the Section 278 works to East Road. The changes include on road bus stops on both northbound and southbound carriages, a pedestrian crossing, segregated off-road cycle lane on both sides of the road and removal of the central reservation. An additional Toucan crossing is proposed on East Road between the existing signalised crossing points at St. Matthews Street junction and Norfolk Street junction.	Prior to occupation
Tree Works	Off-site tree planting of 6 trees on East Road	Prior to occupation
Public realm	Contribution of £600,000 towards a Burleigh Street Environmental Improvement Project	Staged payments prior to development and occupation
Public realm access	Provisions to ensure that the public realm areas remain open.	Prior to occupation
Internal public access and connectivity	Provisions to ensure that the east-west internal route through the Life Sciences is publicly accessible.	Prior to occupation

Life Science Incubator and Grown On Spaces	<p>To deliver and retain no less than 1,175sq.m (GIA) of “incubator floorspace”</p> <p>To deliver and retain no less than 1,540sq.m (GIA) of “grow-on floorspace”</p> <p>To market and rent such spaces to qualifying start-up businesses</p>	Prior to occupation
Community Outreach	To deliver a Community Outreach Plan (COP) to agreed social value targets which includes; a nominated employee allocated to coordinate the Community Outreach Plan, programme of engagement to reach educational institutions and hosting public exhibitions. Includes commitment for any lessees as part of rental contract to partake in the implementation of the COP.	Prior to occupation
Community Classroom	To deliver and maintain the Community Classroom as shown on the approved drawings. Provision of affordable and free to access community outreach provision.	Prior to occupation
Pop Up Community Spaces	To enable pop up community spaces such as the ‘Cambridge Room’.	Prior to occupation
Employment	Jobs for All Plan associated with the life science floorspace. This includes commitment towards apprenticeships.	Prior to occupation
S106 Administration, Monitoring and Compliance	£2,200 towards the monitoring and administration of the	

	S106. Additional further fee of £500 for each instance where the Council is required to provide written confirmation of an obligation.	
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#### 11.181 Transport

11.182 The East Road highway improvements have been requested by the County Council. They are deemed necessary to ensure the site is served effectively by public transport and that sustainable transport modes are prioritised.

#### 11.183 Tree Works

11.184 The off-site planting of six trees on East Road are requested by planning officers. The additional tree planting outside the red line boundary is necessary to ensure that the scheme delivers environmental benefits for the local community and help contribute towards meeting the Council's tree canopy and climate change goals.

#### 11.185 Public Realm

11.186 The contribution of £600,000 towards improvements to the public realm of Burleigh Street have been recommended by the Council's public realm team and planning officers. The re-direction of retail related footfall through Burleigh Street as a result of this development will put additional pressure on this area of public realm. The development needs to contribute towards a project that the City Council will deliver to enhance and rationalise the use of this space for the benefit of public realm users in accordance with the aspirations and requirements of the Grafton Area Masterplan SPD and Policy 12 of the Local Plan.

#### 11.187 Public Realm Access & Internal public access and connectivity

11.188 The provisions to ensure there is a means of access in the public realm areas, namely Gold Lane and the north-south connection, and that a public route is maintained through the Life Science element has been recommended by planning officers. It is necessary to ensure that the north-south connection and existing east-west route is not closed off and that the aspirations and requirements of the Grafton Area Masterplan SPD and Policy 12 of the Local Plan are delivered with respect to permeability and connectivity.

- 11.189 Life Science Incubator and Grown On Spaces, Community Outreach, Community Classroom and Employment
- 11.190 These provisions are recommended by Planning Officers. They are necessary to ensure that the proposal delivers social benefits for the wider community that form part of the material planning considerations and public benefits that the scheme has put forward.
- 11.191 Pop Up Spaces
- 11.192 In discussions with Cambridge University, it has been agreed by all parties for a retail unit to be provided on the site to host pop up/ temporary spaces such as an Urban Room. An Urban Room is a place for the community, the university, local authorities, industry, practice and other organisations to come together to discuss – and do research on – the future of their city and the built environment. This would deliver a social benefit to the local community and is considered necessary.
- 11.193 The planning obligations are necessary, directly related to the development and fairly and reasonably in scale and kind to the development and therefore the Planning Obligation passes the tests set by the Community Infrastructure Levy Regulations 2010 in are in accordance with policy 85 of the Cambridge Local Plan (2018).

#### **11.194 Other Matters**

- 11.195 Archaeology
- 11.196 The County Council Historic Environment Team has raised no objection and recommended a condition and an informative with respect to archaeology which have been applied accordingly.

#### **11.197 Planning Conditions**

- 11.198 Members attention is drawn to following key conditions that form part of the recommendation:

<b>Condition no.</b>	<b>Detail</b>
1	Start date
13 & 14	Phasing Plan
16 & 18	Landscape and Tree Planting
17	Biodiverse Roofs
20	Arboricultural Method Statement
21	Material samples
23	Surface water drainage
24	Rooftop Plant details
26 – 29, 57 and 58	Water Efficiency

33	Cycle parking
34	Site Wide Management Plan
35	Travel Plans
36 & 43	Odour Control/ fumes
38 – 40	Management/ Servicing Plans for each use
44	Noise from plant
48 – 50	Noise restrictions on external terraces
51 – 52	Noise/ servicing hours from service yards
55	Biodiversity Net Gain compliance
59	Permitted Development restrictions on change of use

### 11.199 Planning Balance

- 11.200 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).

#### Harm

- 11.201 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that a local authority shall have regard to the desirability of preserving features of special architectural or historic interest, and in particular, Listed Buildings. Section 72 provides that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area.
- 11.202 The upper levels of the proposed development, including its horizontality, would clash with the existing roofscape when viewed from Castle Mound. This is considered to cause less than substantial harm to the setting of the Central Conservation Area and Jesus College Chapel. While it is agreed with the Conservation Team that this is less than substantial harm, officers consider that the degree of harm is moderate rather than moderate-to-upper levels. This is due to the amendments to the application that took place to try and address heritage concerns, including the setting back of the upper floor further and use of translucent cladding to roof top plant.
- 11.203 Environmental harm would also arise in terms of the estimated increased operational demand on water supply of 6,380 l/day. From a water resource planning perspective, this equates to 0.006 Ml/d across the Cambridge Water Resource Zone. The EA has raised concerns over the sustainable supply of water, and the risk of deterioration to water bodies. As additional demand would arise from this development, it is foreseeable that some very limited harm to water bodies, as evidenced by the EA, would arise. Without strategic mitigation, this risk of harm of deterioration will continue, at least until strategic supply options are available.

- 11.204 Minor conflict with the local plan through the loss of the two flats on Burleigh Street would also arise.
- 11.205 Temporary harm in terms of associated construction impacts would occur.

#### Benefits

- 11.206 Officers have assessed the public benefits that they consider would accrue from the proposed development. The benefits are broken down into economic, social and environmental themes.

#### *Economic*

- 11.207 In terms of the economic benefits, it is considered that significant public benefits would arise if this development were to occur. There is a significant need for this type of life sciences development in the Greater Cambridge area, as well as nationally.
- 11.208 The NPPF at Paragraph 85 states that significant weight should be placed on the need to support economic growth and productivity taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation (industrial strategy), and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.
- 11.209 Paragraph 87 of the NPPF states that planning decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries. The Government's Industrial Strategy (2018) and 'Build Back Better' plan for growth (2021) both place significant emphasis on the importance of Life Sciences to the economy and the need to expand this sector.
- 11.210 The Greater Cambridge Employment Land and Economic Development Evidence Study 2020 acknowledges that there are some local challenges to keeping up with demand for both wet and dry lab space.
- 11.211 The proposed development would result in an uplift of 47,321sqm of research and development floorspace. Across the wider site this would result in the provision of approximately 2,652 jobs (1,944 skilled, 707 non skilled), 1,868 jobs more than the existing Grafton Centre. This would bring with it a net additional value output of £89.28m into the Greater Cambridge economy. The demand and need to expand research and



development opportunities in and around Cambridge is clearly significant and as such it is considered that there are clear public economic benefits.

- 11.212 The improved retail environment and influx of jobs on the site is considered to enhance the type of retail offering available and is expected to result in a net increase in locally generated retail expenditure of just under £4m per annum. However, this must be judged against the fact that there would be a significant reduction in retail floorspace (32,194sqm). This is nevertheless a moderate public benefit.
- 11.213 The delivery of the hotel and the 120 bedrooms would also boost Cambridge's visitor economy and encourage people into this part of the city where they are anticipated to contribute approximately £2.78m to the local economy. This should be afforded moderate public benefit.

#### *Social*

- 11.214 The proposal includes a 90sqm community classroom which would provide a space to educate and inform children and young people about the scientific activities taking place within the development, and science (STEM) more generally. As part of the heads of terms on the Section 106 Agreement, officers would require a Community Outreach Plan and include a commitment within any tenant lease for the provision of free to access and affordable Community Classroom activities, aligning with the social value and inclusivity targets agreed through the Community Outreach Plan.
- 11.215 The Community Outreach Plan includes a comprehensive programme of wider outreach to local school and educational institutions, apprenticeship/ work experience opportunities and the provision of temporary pop up spaces within the development. The proposed layout of the development would allow for the central atrium to be used for lectures. The Section 106 Agreement would seek to secure at least three science related public exhibitions annually within the atrium.
- 11.216 1,175sqm of 'incubator floorspace' and 1,540sqm of 'grow-on floorspace' would be provided as part of the proposals. 'Incubator floorspace' is specifically targeted for new start up companies and the 'grown-on floorspace' is additional space for these new companies to expand. The Section 106 Agreement would safeguard this provision and ensure the amount is retained.
- 11.217 Collectively, these social benefits are considered to amount to moderate public benefits.

#### *Environmental*

- 11.218 The proposed development would facilitate the Section 278 highway improvements to East Road. This includes new on-road bus stops both north-bound and south-bound to replace the existing bus turning area, an additional toucan pedestrian crossing, segregated off-road cycle lanes on both sides of the road and the removal of the central reservation. These proposed works to the highway would align with the objectives of the Grafton Area Masterplan SPD and would hold significant public benefit by improving the public realm and transport connectivity.
- 11.219 The proposed northern route improvements between Fitzroy Lane to Severn Place that this development would facilitate would enhance pedestrian and cycling connectivity and safety. The new pedestrian pavement on Fitzroy Lane would significantly improve pedestrian safety for people accessing the site from Maids Causeway. The segregated cycle route, removal of clutter and introduction of active frontages on the northern edge of the Grafton Centre would improve the usability of the existing cycle route. The proposed changes are supported by Urban Design and Landscape Officers, as well as Camcycle.
- 11.220 The proposal would also provide a financial contribution of £600,000 towards improvements to Burleigh Street that would improve the pedestrian environment noticeably. The Council has agreed that it would consult on and lead this specific environmental improvement project. In addition, the insertion of "Gold Lane" through the centre of the site would introduce a north-south connection that aligns with the aspirations of the Grafton Area Masterplan SPD.
- 11.221 The environmental standards sought, which would see a significant improvement in the fabric and performance of the existing buildings and high standards for new buildings would be obtained if the development were to proceed which include:
- Use of air source heat pumps and photovoltaic panels for energy demands (no fossil fuels) to achieve 25.96% (life sciences) and 15.43% carbon reduction over Part L (2021) baseline;
  - Achieving five Wat01 credits for water efficiency (15 litres/person/day for the office areas);
  - 10% materials from re-used sources and 30% materials able to be re-used at end of life as part of a Circular Economy approach; and
  - Measures to address urban heat island effect such as increasing tree canopy cover on site by 2.17% through planting of 25no. new trees, green and blue roofs, rain gardens and use of lighter colours for hard surfacing.

- 11.222 The re-use of previously developed land should be afforded significant weight as it is a key part of the strategy for the Local Plan and is afforded significant weight by the NPPF. In addition, the delivery of research and development floorspace on brownfield sites such as this reduces the dependency and pressure on greenfield land outside of the city. It is a highly sustainable location.
- 11.223 The reuse of a considerable portion of the original building also helps to lower the embodied carbon associated with the development. The proposal seeks to adopt an ambitious sustainability strategy and is car free, reducing the numbers of cars present on the site from 874no. spaces to 488no. The proposal would deliver a biodiversity net gain of 538.09% which should be factored in as a public benefit too.

### **Overall Consideration**

- 11.224 In accordance with local and national policies, namely Paragraph 208 of the NPPF (2023) and Sections 66 and 72 of the Listed Buildings and Conservation Areas Act, special regard must be given to the heritage assets. The moderate level of less than substantial harm needs to be weighed against any public benefits that are considered to accrue from the proposal.
- 11.225 Overall, the economic, environmental and social benefits above are considered to amount to very substantial public benefits in favour of the proposal. As such, in applying the test of Paragraph 208 of the NPPF, the very substantial public benefits identified are considered to outweigh the moderate level of less than substantial harm to heritage assets.
- 11.226 Technical consultees have raised no objection to the proposal subject to conditions in terms of impacts on the amenity of any nearby occupiers or any environmental effects such as flood risk and drainage, climate impacts and air quality impacts.
- 11.227 In relation to water usage, officers acknowledge that the emerging Integrated Water Management Study for the Greater Cambridge Local Plan indicates that groundwater abstraction is placing significant pressure on water bodies (including chalk streams) that are sensitive to abstraction, and there is a risk of causing deterioration in the ecology if groundwater abstraction increases. In this case and given the scale of development (net increase of 15,871sqm), the applicant has provided supporting information which demonstrates that the increased pressure on water resources would be very low. Impacts can be minimised through the use of planning conditions.
- 11.228 The loss of the two residential flats on Burleigh Street presents a very minor conflict with the development plan and is more than outweighed by the benefits brought about through the opening of the new route into the newly formed retail square.

11.229 The proposal would bring about strong benefits economically, socially and environmentally to the Grafton Centre and more generally to this part of town. In light of the changing retail sector and increasing retail vacancy rates in the Grafton Centre, a scheme which seeks to re-purpose a large proportion of it to an alternative and viable employment use should be strongly supported. Cambridge is fortunate that its economy provides demand for re-purposing such a site and this is thus an opportunity in planning terms which officers recommend strongly for support.

11.230 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017 Regulation 33, and the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval.

## **12.0 Recommendation**

### **12.1 Approve subject to:**

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

-Satisfactory completion of a Section 106 Agreement which includes the Heads of Terms (HoT's) as set out in the report with minor amendments to the Heads of Terms as set out delegated to officers.

## **13.0 Planning 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. Unless an alternative trigger is otherwise agreed in writing by the local planning authority, no demolition/development shall commence until the

applicant, or their agents or successors in title, has implemented a programme of archaeological work that has been secured in accordance with a Written Scheme of Investigation (WSI) that 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 under the provisions of the agreed WSI, which shall include:

- a. the statement of significance and research objectives;
- b. The programme and methodology of investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works;
- c. The timetable for the field investigation as part of the development programme; and
- d. The programme and timetable for the analysis, publication & dissemination, and deposition of resulting material and digital archives.

Reason: To safeguard archaeological assets within the approved development boundary from impacts relating to any demolitions or groundworks associated with the development scheme and to ensure the proper and timely preservation and/or investigation, recording, reporting, archiving and presentation of archaeological assets affected by this development, in accordance with national policies contained in the National Planning Policy Framework (MHCLG 2023).

4. No development (or phase of) shall commence until the following have been submitted to and approved in writing by the Local Planning Authority:
  - (a) A Phase 2 Intrusive Site Investigation Report based upon the findings of the Preliminary Contamination Risk Assessment (by Mosaic, ref: 15638-EW-00-XX-PRA-R-004, issue 5, dated 27th June 2023).
  - (b) A Phase 3 Remediation Strategy based upon the findings of the approved Phase 2 Intrusive Site Investigation Report.

Reason: To ensure that any contamination of the site is effectively remediated in the interests of environmental and public safety (Cambridge Local Plan 2018 policy 33)

5. No material for the development (or phase of) shall be imported or reused until a Materials Management Plan (MMP) has been submitted to and approved in writing by the Local Planning Authority. The MMP shall include:
  - a) details of the volumes and types of material proposed to be imported or reused on site
  - b) details of the proposed source(s) of the imported or reused material
  - c) details of the chemical testing for ALL material to be undertaken before placement onto the site.
  - d) results of the chemical testing which must show the material is suitable for use on the development
  - e) 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 MMP.

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)

6. Prior to the commencement of development, or phase of, a Demolition / Construction Environmental Management Plan (DCEMP) shall be submitted to and approved in writing by the local planning authority. The DCEMP shall include the following aspects of demolition and construction:
  - a) Demolition, construction and phasing programme.
  - b) Contractors' access arrangements for vehicles, plant and personnel including the location of construction traffic routes to, from and within the site, details of their signing, monitoring and enforcement measures.
  - c) Construction/Demolition hours which shall be carried out between 0800 hours to 1800 hours Monday to Friday, and 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless in accordance with agreed emergency procedures for deviation.
  - d) Delivery times for construction/demolition purposes shall be carried out between 0800 to 1800 hours Monday to Friday, 0800 to 1300 hours on Saturdays and at no time on Sundays, Bank or Public Holidays, unless otherwise agreed in writing by the local planning authority in advance.
  - e) Prior notice and agreement procedures for works outside agreed limits and hours. Variations are required to be submitted to the local authority for consideration at least 10 working days before the event.  
Neighbouring properties are required to be notified by the applicant of the variation 5 working days in advance of the works.
  - f) Soil Management Strategy.
  - g) Noise impact assessment methodology, mitigation measures, noise monitoring and recording statements in accordance with the provisions of BS 5228-1:2009+A1:2014 Code of practice for noise and vibration control on construction and open sites – noise.
  - h) Vibration impact assessment methodology, mitigation measures, vibration monitoring and recording statements in accordance with the provisions of BS 5228-2:2009+A1:2014 Code of practice for noise and vibration control on construction and open sites – vibration.
  - i) Dust management and wheel washing measures in accordance with the provisions of:
    - Guidance on the assessment of dust from demolition and construction, version 1.1 (IAQM, 2016).
    - Guidance on Monitoring in the Vicinity of Demolition and Construction Sites, version 1.1 (IAQM, 2018).
  - j) Use of concrete crushers.
  - k) Prohibition of the burning of waste on site during demolition/construction.
  - l) Site artificial lighting during construction and demolition including hours of operation, position and impact on neighbouring properties.
  - m) Screening and hoarding details.
  - n) Consideration of sensitive receptors.
  - o) Complaints procedures, including complaints response procedures.

- p) Membership of the Considerate Contractors Scheme.
- q) Details of water use during construction/ demolition

Development (or phase of) shall be carried out in accordance with the approved DCEMP (for that phase).

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

7. No demolition or construction works shall commence until a traffic management plan has been submitted to and approved in writing by the Local Planning Authority. The principal areas of concern that should be addressed are:
  - i. Movements and control of muck away lorries (all loading and unloading shall be undertaken off the adopted public highway where practical);
  - ii. Contractor parking; provide details and quantum of the proposed car parking and methods of preventing on-street car parking;
  - iii. Movements and control of all deliveries (all loading and unloading shall be undertaken off the adopted public highway where practical);
  - iv. Control of dust, mud and debris, in relationship to the operation of the adopted public highway.

The development shall be carried out in accordance with the approved details.

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

8. No development, including preparatory works, shall commence until details of measures indicating how additional surface water run-off from the site will be avoided during the construction works have been submitted to and approved in writing by the Local Planning Authority. The applicant may be required to provide collection, balancing and/or settlement systems for these flows. The approved measures and systems shall be brought into operation before any works to create buildings or hard surfaces commence.

Reason: To ensure surface water is managed appropriately during the construction phase of the development, so as not to increase the flood risk to adjacent land/properties or occupied properties within the development itself; recognising that initial works to prepare the site could bring about unacceptable impacts in accordance with Cambridge Local Plan (2018) Policies 28, 31 and 32.

9. No above ground development shall commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of: management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The

management plan shall comply with Advice Note 3 'Wildlife Hazards Around Aerodromes' - physical arrangements for the collection (including litter bins) and storage of putrescible waste, arrangements for and frequency of the removal of putrescible waste - signs deterring people from feeding the birds. The Bird Hazard Management Plan shall be implemented as approved, on completion of the development and shall remain in force for the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Local Planning Authority.

Reason: It is necessary to manage the site in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Cambridge Airport in accordance with Cambridge Local Plan (2018) Policy 37.

10. Notwithstanding the details of the DCEMP, no tower cranes shall be erected on site until a study determining the impact of proposed cranes on the instrument flight procedures (IFPs) associated to Cambridge Airport has been submitted to and approved in writing by the Local Planning Authority. The study shall be completed by an Approved Procedure Design Organisation (APDO) and shall determine the level of impact and include any measures necessary to mitigate any identified impacts. The development shall be carried out in accordance with the approved details.

Reason: To avoid the cranes on site endangering the safe movement of aircraft and the operation of Cambridge Airport in accordance with Cambridge Local Plan (2018) Policy 37.

11. Unless an alternative trigger is otherwise agreed in writing by the local planning authority, no development above ground level, other than demolition, shall commence until a navigational aids impact assessment has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out and thereafter operated in accordance with the approved navigational aids impact assessment scheme unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the development does not endanger the safe movement of aircraft or the operation of Cambridge Airport through interference with communication, navigational aids and surveillance equipment in accordance with Cambridge Local Plan (2018) Policy 37.

12. Further to the requirements of Condition 20, prior to the commencement of development, a pre-commencement site meeting shall be held and attended by the site manager and the arboricultural consultant to discuss details of the approved AMS. A written record of this meeting will be submitted to and approved by the LPA.

Reason: To satisfy the Local Planning Authority that trees to be retained will not be damaged during any construction activity, including demolition, in order to preserve arboricultural amenity in accordance with section 197 of



the Town and Country Planning Act 1990 and Cambridge Local Plan 2018 Policy 71: Trees.

13. Prior to any demolition / enabling works, a Demolition and Enabling Works Phasing Plan setting out the details of the phasing of these works shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be carried out in complete accordance with the approved Phasing Plan, unless otherwise agreed in writing with the Local Planning Authority.

Reason To ensure the development is phased to avoid an adverse impact on drainage infrastructure in accordance with Cambridge Local Plan (2018) Policy 85.

14. Prior to the commencement of development (excluding demolition / enabling works), a Construction Phasing Plan setting out the details of the phasing of the development shall be submitted to and approved in writing by the Local Planning Authority. The Construction Phasing Plan shall include but not be limited to the following proposed elements of the scheme:

- Decanting / cessation of existing retail and leisure users on the site;
- New build, extensions and alterations to buildings for the different use types, including employment space, hotel, gym, retail;
- On-site hard surfacing public realm provisions;
- On-site soft landscaping and BNG provisions;
- Plant and associated equipment and screening;
- Cycle parking provision;
- Servicing and public transport provisions; and
- Off site highways improvements

Thereafter, the development shall be carried out in complete accordance with the approved Phasing Plan, unless otherwise agreed in writing with the Local Planning Authority.

Reason To ensure the development is phased to avoid an adverse impact on drainage infrastructure in accordance with Cambridge Local Plan (2018) Policy 85.

15. Unless an alternative trigger is otherwise agreed in writing by the local planning authority, no development above ground level, other than demolition and enabling/ utility diversion works, shall commence until a scheme for the provision and location of fire hydrants to serve the development to a standard recommended by the Cambridgeshire Fire and Rescue Service has been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved scheme has been implemented.

Reason: To ensure an adequate water supply is available for emergency use (Cambridge Local Plan (2018) Policy 85).

16. No development above ground level, other than demolition and enabling/ utility diversion works, shall commence until details of a hard and soft landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. These details shall include:

a) proposed finished levels or contours; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (e.g. Street furniture, artwork, play equipment, refuse or other storage units, signs, lighting, CCTV installations and water features); proposed (these need to be coordinated with the landscape plans prior to being installed) and existing functional services above and below ground (e.g. drainage, power, communications cables, pipelines indicating lines, manholes, supports); retained historic landscape features and proposals for restoration, where relevant;

b) 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.

c) boundary treatments indicating the type, positions, design, and materials of boundary treatments to be erected.

d) a landscape maintenance and management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas.

All hard and soft landscape works shall be carried out and maintained 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 with the Local Planning Authority. If within a period of five years from the date of the planting, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant of the same species and size as that originally planted shall be planted at the same place as soon as is reasonably practicable, unless the Local Planning Authority gives its written consent to any variation.

Reason: To ensure the development is satisfactorily assimilated into the area and enhances biodiversity. (Cambridge Local Plan 2018 policies 55, 58, 59 and 69).

17. Unless an alternative trigger is otherwise agreed in writing by the local planning authority, no development above ground level, other than demolition and enabling/ utility diversion works, shall commence until details of the biodiverse (green, blue or brown) roof(s) shall be submitted to and approved in writing by the Local Planning Authority. Details of the green biodiverse roof(s) shall include means of access for maintenance, plans and sections showing the make-up of the sub-base to be used and include the following:

- a) Roofs can/will be biodiverse based with extensive substrate varying in depth from between 80-150mm;
- b) Planted/seeded with an agreed mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting indigenous to the local area and shall contain no more than a maximum of 25% sedum (green roofs only);
- c) The biodiverse (green) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency;
- d) Where solar panels are proposed, biosolar roofs should be incorporated under and in between the panels. An array layout will be required incorporating a minimum of 0.75m between rows of panels for access and to ensure establishment of vegetation; and
- e) A management/maintenance plan approved in writing by the Local Planning Authority.

All works shall be carried out and maintained thereafter in accordance with the approved details.

Reason: To ensure the development provides the maximum possible provision towards water management and the creation of habitats and valuable areas for biodiversity. (Cambridge Local Plan 2018; Policy 31).

18. Unless an alternative trigger is otherwise agreed in writing by the local planning authority, no development above ground level, other than demolition and enabling/ utility diversion works, shall take place until full details of all tree pits, including those in planters, hard paving and soft landscaped areas have been submitted to and approved in writing by the local planning authority and these works shall be carried out as approved. All proposed underground services will be coordinated with the proposed tree planting and the tree planting shall take location priority.

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, 58 and 59).

19. Unless an alternative trigger is otherwise agreed in writing by the local planning authority, no development above ground level, other than demolition and enabling/ utility diversion works, shall commence until a Public Art Delivery Plan (PADP) has been submitted to and approved in writing by the Local Planning Authority. The PADP shall include the following:

- a) Details of the public art and artist commission;
- b) Details of how the public art will be delivered, including a timetable for delivery;
- c) Details of the location of the proposed public art on the application site;
- d) The proposed consultation to be undertaken;

- e) Details of how the public art will be maintained;
- f) How the public art would be decommissioned if not permanent;
- g) How repairs would be carried out;
- h) How the public art would be replaced in the event that it is destroyed;

The approved PADP shall be fully implemented in accordance with the approved details and timetabling. Once in place, the public art shall not be moved or removed otherwise than in accordance with the approved maintenance arrangements.

Reason: To provide public art as a means of enhancing the development and (Cambridge Local Plan policies 55 and 56 and the Cambridge City Council Public Art SPD (2010).

20. Prior to commencement of development, except for demolition, and in accordance with BS5837 2012, a phased tree protection methodology in the form of an Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) shall be submitted to the local planning authority for its written approval, before any tree works are carried and before equipment, machinery or materials are brought onto the site for the purpose of development (including demolition). In a logical sequence the AMS and TPP will consider all phases of construction in relation to the potential impact on trees and detail tree works, the specification and position of protection barriers and ground protection and all measures to be taken for the protection of any trees from damage during the course of any activity related to the development, including supervision, demolition, foundation design, storage of materials, ground works, installation of services, erection of scaffolding and landscaping.

Reason: To satisfy the Local Planning Authority that trees to be retained will be protected from damage during any construction activity, including demolition, in order to preserve arboricultural amenity in accordance with section 197 of the Town and Country Planning Act 1990 and Cambridge Local Plan 2018 Policy 71: Trees.

21. Prior to the use of any external materials, their full details shall be submitted to and approved in writing by the local planning authority. These shall include samples of proposed brick and stonework, non-masonry walling systems, cladding and decorative panels, balustrades, colours and surface finishes/textures and details of the photovoltaic panels. The details shall demonstrate that the impact of the materials on the Urban Heat Island Effect has been considered. 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 ensure that the appearance of the external surfaces is appropriate and to ensure that the impact on the Urban Heat Island Effect is mitigated. (Cambridge Local Plan 2018 policies 28, 55, 56 and 58)

22. Before starting any paving or hard surfacing work, a sample panel of the product material(s) to be used for that work shall be constructed on site to establish the detail of product including bonding, coursing and colour and type of jointing and shall be agreed in writing with the Local Planning Authority. The quality of finish and materials incorporated in any approved sample panel(s), which shall not be demolished prior to completion of development, shall be maintained throughout the development.

Reason: In the interests of visual amenity and to ensure that suitable hard landscape is provided as part of the development. (Cambridge Local Plan 2018; Policies 55, 56 and 59).

23. With the exception of utility diversion works, no laying of services, creation of hard surfaces or erection of a building shall commence until a detailed design of the surface water drainage of the site has been submitted to and approved in writing by the Local Planning Authority. Those elements of the surface water drainage system not adopted by a statutory undertaker shall thereafter be maintained and managed in accordance with the approved management and maintenance plan. The scheme shall be based upon the principles within the agreed Flood Risk Assessment and Drainage Strategy prepared by Logika Consultants (ref: 13926A-30-R01-02) dated June 2023 and shall also include:
- a) Full results of the proposed drainage system modelling in the QBAR, 3.3% Annual Exceedance Probability (AEP) (1 in 30) and 1% AEP (1 in 100) 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 an assessment of system performance;
  - b) Detailed drawings of the entire proposed surface water drainage system, attenuation and flow control measures, including levels, gradients, dimensions and pipe reference numbers, designed to accord with the CIRIA C753 SuDS Manual (or any equivalent guidance that may supersede or replace it);
  - c) Full detail on SuDS proposals (including location, type, size, depths, side slopes and cross sections);
  - d) 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;
  - e) Demonstration that the surface water drainage of the site is in accordance with DEFRA non-statutory technical standards for sustainable drainage systems;
  - f) Full details of the maintenance/adoption of the surface water drainage system;
  - g) Permissions to connect to a receiving watercourse or sewer;
  - h) Measures taken to prevent pollution of the receiving groundwater and/or surface water

Reason: To ensure that the proposed development can be adequately drained and to ensure that there is no increased flood risk on or off site resulting from the proposed development and to ensure that the principles of sustainable drainage can be incorporated into the development, noting that initial preparatory and/or construction works may compromise the ability to mitigate harmful impacts in accordance with Cambridge Local Plan (2018) Policies 28, 31 and 32.

24. No rooftop plant shall be installed until such time as full details, to a large scale, of any rooftop plant screening systems to be installed, where relevant, has been submitted to and approved in writing by the Local Planning Authority. This may include the submission of samples of mesh/louvre types and translucent screen and the colour(s) of the components. Colour samples should be identified by the RAL or BS systems. The development shall be carried out in accordance with the approved details.

Reason: To ensure that the details of development are acceptable. (Cambridge Local Plan 2018 policies 55 and 58).

25. Prior to the commencement of above ground works for the hotel hereby permitted a noise insulation scheme detailing the acoustic noise insulation performance/specification of the external building envelope to reduce the level of noise experienced in the guest rooms (having regard to the building fabric, glazing, ventilation and internal plant related noise) shall be submitted to and approved in writing by the local planning authority. The scheme as approved shall be fully implemented and a completion report submitted prior to the occupation of the residential or other noise sensitive development. Thereafter, the approved scheme shall be retained as such.

Reason: To protect the amenity of hotel guests in accordance with Cambridge Local Plan 2018 policy 35.

26. No development above base course (other than demolition and enabling/utility diversion works) shall take place until a detailed scheme for the approved grey water harvesting and recycling strategy has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include relevant drawings showing the location of the necessary infrastructure required to facilitate the water reuse. The development shall be carried out and thereafter maintained strictly in accordance with the approved details.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020)

27. No development above base course (other than demolition and enabling/utility diversion works) shall take place until a detailed scheme for the approved rainwater harvesting and recycling strategy has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include relevant drawings showing the location of the necessary infrastructure required to facilitate the water reuse. The development shall be carried out and thereafter maintained strictly in accordance with the approved details.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020)

28. Prior to the occupation of the proposed development, or as soon as reasonably practicable after occupation, evidence in the form of the BREEAM Wat01 water efficiency calculator shall be submitted to and approved in writing by the Local Planning Authority. Such evidence shall demonstrate the achievement of no less than 5 Wat01 credits. The development shall be carried out and thereafter maintained strictly in accordance with the agreed details set out within the BREEAM Wat01 water efficiency calculator.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020)

29. The development hereby approved shall not be occupied until a post construction statement confirming that the provisions as set out in the Grafton Centre Sustainability Statement (Cundall, 4 July 2023, Revision P05) have been fully implemented.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

30. Prior to occupation of the development, details of the design for the food Kiosk and the public realm along Gold Lane and within Central Square shall be 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 ensure that the details of development are acceptable. (Cambridge Local Plan 2018 policies 56, 58 and 59).

31. No occupation shall commence until a plan has been submitted to and approved in writing by the Local Planning Authority detailing the proposed specification, number and locations of internal and / or external bird and bat

boxes on the new buildings. The bird and bat boxes shall be installed prior to the commencement of the proposed uses and subsequently maintained in accordance with the approved plans.

Reason: to provide ecological enhancements for protected species on the site (Cambridge Local Plan (2018) policy 70).

32. Prior to occupation of the development, full details of proposed signage, including any signage relating to cycles adjacent to Christchurch Street, shall be 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 ensure that the appearance and siting of signage is appropriate. (Cambridge Local Plan 2018 policies 56 and 59).

33. Notwithstanding the approved plans, no occupation of a building shall take place until details of the storage provision for all cycles and scooters for that building, including non-standard cycles, such as cargo bikes, and electric bikes, as well as details of the mechanism to raise the double tier cycle parking shall be submitted to and approved in writing by the Local Planning Authority. The approved cycle parking provision shall be installed and made available in accordance with the approved plans prior to the occupation of the relevant building. The cycle facilities shall thereafter be retained and shall not be used for any other purpose.

Reason - To ensure appropriate provision for the secure storage of bicycles in accordance with Policy 82 of the Cambridge Local Plan 2018.

34. Prior to occupation of the development, a Site Wide Management Plan including details of the site's management addressing matters such as: Car Park and Cycle Park Management, Servicing, and Security (including details of CCTV), hours of use and management of the roof terraces and the means of prohibiting and enforcing against the use of bicycles and e-scooters on Gold Lane shall be submitted to and approved in writing by the Local Planning Authority. The site shall be managed in accordance with the approved details thereafter.

Reason: In order to ensure that the use and access of the site does not give rise to significant amenity issues for nearby residents and that the development is safe, inclusive usable and enjoyable for all users in accordance with Cambridge Local Plan (2018) Policies 35 and 56.

35. No occupation of any new retail space, life science use or the hotel hereby permitted shall commence until a Travel Plan for the respective use 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 how the provisions of the Plan will be monitored for compliance and confirmed with the local planning authority. The Travel Plan shall be implemented and monitored as approved prior to the first occupation of the relevant use.

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

36. Prior to the installation of any ventilation / extract systems, and on a phased basis for each use as necessary, a ventilation / extract scheme to include details of equipment and systems for the purpose of extraction / discharge, filtration, abatement and control of odours and smoke / fumes, and a noise insulation / mitigation scheme as required for any associated plant / equipment, shall be submitted to and approved in writing by the local planning authority. The ventilation / extraction scheme details as approved shall be installed before the use hereby permitted is commenced and shall be retained thereafter.

Reason: To protect the amenity of nearby properties from odour and smoke / fumes (Cambridge Local Plan 2018, policy 36).

37. Prior to the installation of any artificial lighting an external and internal artificial lighting scheme with detailed impact assessment 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 (external and internal building lighting) and an artificial lighting impact assessment with predicted lighting levels at existing residential properties shall be undertaken (including horizontal / vertical isolux contour light levels and calculated glare levels). Artificial lighting on and off site shall meet the Obtrusive Light Limitations for Exterior Lighting Installations for the appropriate Environmental Zone in accordance with the Institute of Lighting Professionals - Guidance Notes for the Reduction of Obtrusive Light - GN01:2011 (or as superseded) and any mitigation measures to reduce and contain potential artificial light spill and glare as appropriate shall be detailed. The artificial lighting 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 nearby properties in accordance with Cambridge Local Plan 2018 Policy 34.

38. Prior to the occupation of the hotel hereby permitted, a management plan shall be submitted to and approved in writing by the Local Planning Authority. The management plan shall include provisions relating to travel advice; check-in time slots in order to stage the impact of the check-in/out process; site security; crime reduction and reporting measures; the management of deliveries; and the external display of contact information

for on-site management and emergencies. The scheme shall be managed in accordance with the approved details thereafter.

Reason: In order to ensure the occupation of the hotel is well managed, does not give rise to significant amenity issues for nearby residents and does not impact highway safety (Cambridge Local Plan 2018 policies 35 and 56).

39. Prior to the first occupation of the Life Science units, a Life Science Delivery and Servicing Plan, including the management of refuse, shall be submitted to and approved in writing by the Local Planning Authority. Deliveries and servicing of the Life Science units shall be managed in accordance with the approved details thereafter.

Reason: In order to ensure the use of the Life Science Units is well managed, does not give rise to significant amenity issues for nearby residents and does not impact highway safety (Cambridge Local Plan 2018 policies 35, 56 and 81).

40. Prior to the first occupation of the new retail units hereby approved, a retail Delivery and Servicing Plan, including the management of refuse, shall be submitted to and approved in writing by the Local Planning Authority. Deliveries and servicing of the retail units shall be managed in accordance with the approved details thereafter.

Reason: In order to ensure the use of the retail Units is well managed, does not give rise to significant amenity issues for nearby residents and does not impact highway safety (Cambridge Local Plan 2018 policies 35, 56 and 81).

41. Prior to the occupation of the development, the detailed designs of the bus stop shelters shall be submitted and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details and be fully installed no later than 6 months following first occupation, unless an alternative trigger is otherwise agreed in writing by the local planning authority.

Reason: In the interests of visual amenity and accessibility. (Cambridge Local Plan 2018 policies 35 and 57).

42. Prior to first use of the external terraces hereby permitted, details of the means of privacy screens including levels of obscure glazing or other measures to protect neighbouring properties from being harmfully overlooked from these spaces shall be submitted to and approved in writing by the Local Planning Authority. The privacy measures shall be installed prior to first use of the terraces and remain in perpetuity for the lifetime of the development

Reason: In the interests of neighbour amenity (Cambridge Local Plan (2018) Policies 55 and 58).

43. Before each use hereby permitted is commenced and on a phased basis as necessary, details of all ventilation and exhaust systems associated with the use (including back-up generators and fume cupboards as detailed in the Preliminary Wind Consulting Report (CPP17331 Rev 04) produced by Wind Engineering Consultants and dated 22nd January 2024) shall be submitted to and agreed in writing by the Local Planning Authority. The details shall be provided in accordance with current UK guidance and standards where appropriate and identify the fuel source (where applicable), size and location of flue, height of flue, proximity to and impacts at residential receptors, hours of operation and any mitigation measures required. The systems as approved shall be installed, maintained and retained thereafter.

Reason: To protect local air quality and human health by ensuring that the production of air pollutants are kept to a minimum during the lifetime of the development (Cambridge Local Plan 2018 policy 36 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

44. Before each use hereby permitted is commenced and on a phased basis as necessary, a noise impact assessment of cumulative plant and equipment (including all mechanical and electrical services such as combustion appliances / flues and ventilation systems / louvres, plant rooms) and a noise insulation scheme as appropriate, in order to minimise the level of noise emanating from the said plant and equipment, shall be submitted to and approved in writing by the local planning authority. 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 nearby properties (Cambridge Local Plan 2018 policy 35).

45. The development (or each phase of the development where phased) shall not be occupied until the Phase 3 Remediation Strategy in accordance with details submitted and approved by the Local Planning Authority under condition 4 of this permission has been implemented in full.

Reason: To ensure that any contamination of the site is effectively remediated in the interests of environmental and public safety (Cambridge Local Plan 2018 policy 33).

46. The development (or each phase of the development where phased) shall not be occupied until a Phase 4 Verification/Validation Report demonstrating full compliance with the approved Phase 3 Remediation Strategy has been submitted to and approved in writing by the Local Planning Authority.

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

47. Unless an alternative trigger is otherwise agreed in writing by the local planning authority pursuant to Conditions 13 and 14, the development hereby permitted shall not be occupied until the works within the adopted public highway, as shown on drawing numbers MMD-380933-C-DR-05-XX-5011 Rev P4, MMD\_380933\_C-DR-05-XX\_5015 Rev P1, MMD-380933-C-DR-05-XX-5022 Rev P4, MMD-380933-C-DR-05-XX-5031 Rev P4 and MMD-380933-C-DR-05-XX-5041 Rev P4, have been fully completed in accordance with the drawings.

Reason: for the safe and efficient operation of the highway in accordance with Cambridge Local Plan (2018) Policies 80 and 81.

48. Acoustic / unamplified music and the playing of amplified music / voice within the southern events terraces is prohibited subject to the submission of an acceptable noise impact assessment and noise insulation and management / control scheme for approval by the local planning authority. The scheme as approved shall be fully implemented before any acoustic unamplified music or amplified music / voice takes place.

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

49. Acoustic / unamplified music and the playing of amplified music / voice is prohibited within all roof terraces, except for the southern events terrace.

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

50. The external rooftop terraces shall only be used by patrons and staff between the hours of 07:00 – 22:00hrs Monday to Sunday and shall be clear of patrons and staff outside these hours. Any waste / glass removal required and the cleaning of these areas including the clearance and the movement of any tables and seating / chairs shall be undertaken during these times only.

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

51. The service yard noise mitigation measures as detailed in the 'GRAFTON CENTRE REDEVELOPMENT, CAMBRIDGE Acoustic Planning Report', Revision 4, reference 12194.RP03.003 (RBA Acoustics, 12th December 2023) shall be fully implemented, maintained and retained thereafter unless amendments to this are otherwise agreed in writing by the Local Planning Authority.

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

52. Operational deliveries to or dispatches from the site (including waste collections) shall not be made outside the hours of 07:00 – 19:00hrs on Monday to Friday, 08:00 – 13:00hrs on Saturday or at any time on Sundays or public holidays unless otherwise agreed in writing by the Local Planning Authority as an exceptional circumstance(s) relative to the nature and needs of the occupiers.

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

53. Demolition or construction vehicles with a gross weight in excess of 3.5 tonnes shall service site only between the hours of 09.30hrs -15.30hrs, seven days a week.

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

54. If unexpected contamination is encountered during the development works which has not previously been identified, all works shall cease immediately until the Local Planning Authority has been notified in writing. Thereafter, works shall only restart with the written approval of the Local Planning Authority following the submission and approval of a Phase 2 Intrusive Site Investigation Report and a Phase 3 Remediation Strategy specific to the newly discovered contamination. The development shall thereafter be carried out in accordance with the approved Intrusive Site Investigation Report and Remediation Strategy.

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

55. The development shall be carried out in accordance with the biodiversity net gain measures as outlined in the document titled 'Biodiversity Metric 4.0 Calculations' dated 25 October 2023 by Applied Ecology, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To provide ecological enhancements in accordance with the NPPF 2023 para 180, Cambridge Local Plan 2018 policies 59 and 69 and the Greater Cambridge Shared Planning Biodiversity SPD 2022.

56. The approved tree protection methodology will be implemented throughout the development and the agreed means of protection shall be retained on site until all equipment, and surplus materials have been removed from the site. Nothing shall be stored or placed in any area protected in accordance with approved tree protection plans, and the ground levels within those areas shall not be altered nor shall any excavation be made without the prior written approval of the local planning authority. If any tree shown to be retained is damaged, remedial works as may be specified in writing by the local planning authority will be carried out.

Reason: To satisfy the Local Planning Authority that trees to be retained will not be damaged during any construction activity, including demolition, in order to preserve arboricultural amenity in accordance with section 197 of the Town and Country Planning Act 1990 and Cambridge Local Plan 2018 Policy 71: Trees.

57. Water efficiency standards for the scheme shall be carried out in accordance with the target to achieve 5 BREEAM Wat01 credits and wider water efficiency specification contained within the Grafton Centre Sustainability Statement (Cundall, 4 July 2023, Revision P05) and Grafton Centre Redevelopment Water Cycle Study (Outline Study) Arup, 28 July 2023 Version P02.

Reason: To respond to the serious water stress facing the area and ensure that development makes efficient use of water and promotes the principles of sustainable construction (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020)

58. The development hereby approved shall be carried out in line with the sustainability targets and commitments set out in the Grafton Centre Sustainability Statement (Cundall, 4 July 2023, Revision P05). The measures proposed to achieve these targets shall be fully installed prior to the occupation of the proposed development. Any amendments to the agreed Sustainability Statement shall be submitted to and agreed in writing by the local planning authority prior to their implementation.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

59. Notwithstanding the provisions of the Town and Country Planning Use Classes Order (1987) as amended, the uses defined as “new retail unit” and “retail” on drawing no. 22388-0302 Rev P03 shall only be used within use classes E(a), E(b), E(c), E(d), E(e) and E(f).

Reason: To ensure that there is a broad mix of town centre uses and not an over concentration of employment uses in accordance with the vision of the Grafton Area Masterplan SPD (2018) and Policies 6, 10, 11 and 12 of the Cambridge Local Plan (2018).

60. Lighting schemes required during construction and for the completed development shall be of a flat glass, full cut off design, mounted horizontally, and shall ensure that there is no light spill above the horizontal unless otherwise agreed in writing with the Local Planning Authority.

Reason: To avoid endangering the safe operation of aircraft through confusion with aeronautical ground lights or glare in accordance with Cambridge Local Plan (2018) Policy 37.

## **Informatives:**

1. Notification of intention to connect to the public sewer under S106 of the Water Industry Act Approval and consent will be required by Anglian Water, under the Water Industry Act 1991. Contact Development Services Team 0345 606 6087.
2. Protection of existing assets - A public sewer is shown on record plans within the land identified for the proposed development. It appears that development proposals will affect existing public sewers. It is recommended that the applicant contacts Anglian Water Development Services Team for further advice on this matter. Building over existing public sewers will not be permitted (without agreement) from Anglian Water.
3. Building near to a public sewer - No building will be permitted within the statutory easement width of 3 metres from the pipeline without agreement from Anglian Water. Please contact Development Services Team on 0345 606 6087.
4. The developer should note that the site drainage details submitted have not been approved for the purposes of adoption. If the developer wishes to have the sewers included in a sewer adoption agreement with Anglian Water (under Sections 104 of the Water Industry Act 1991), they should contact our Development Services Team on 0345 606 6087 at the earliest opportunity. Sewers intended for adoption should be designed and constructed in accordance with Sewers for Adoption guide for developers, as supplemented by Anglian Water's requirements.
5. The applicant should review Cadent Gas plans for the area and ensure they follow the key guidance document Specification for Safe Working in the Vicinity of Cadent Assets.
6. For further information regarding the control of lighting condition, please refer to Advice Note 2 'Lighting' (available at <http://www.aoa.org.uk/wp->

content/uploads/2016/09/Advice-Note-2-Lighting-2016.pdf). Your attention is drawn to the Air Navigation Order 2016, Article 225. which states “A person must not in the United Kingdom direct or shine any light at any aircraft in flight so as to dazzle or distract the pilot of the aircraft”, see link: The Air Navigation Order 2016 (legislation.gov.uk). Further information can be found Advice Note 2 ‘Lighting’ (available at <http://www.aoa.org.uk/wp-content/uploads/2016/09/Advice-Note-2-Lighting-2016.pdf>)

7. Given the nature of the proposed development it is possible that a crane may be required during its construction. Cambridge Airport draw the applicant’s attention to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, ‘Cranes and Other Construction Issues’ (available at <http://www.aoa.org.uk/policy-campaigns/operators-safety/> and CAA CAP1096 Guidance to crane users on aviation lighting and notification (caa.co.uk). Please note that cranes with heights above 55m AOD may require further specialist assessments.
8. The details required to discharge the submission of materials condition above should consist of a materials schedule, large-scale drawings and/or samples as appropriate to the scale and nature of the development in question.
9. Partial discharge of the archaeology condition can be applied for once the fieldwork at Part c) has been completed to enable the commencement of development. Part d) of the condition shall not be discharged until all elements have been fulfilled in accordance with the programme set out in the WSI.
10. As part of the provision of temporary pop-up spaces under the Section 106 Agreement, it is encouraged that efforts are made to re-locate the Ping Pong Parlour within this.



11. Green Roofs: All green roofs should be designed, constructed and maintained in line with the CIRIA SuDS Manual (C753) and the Green Roof Code (GRO).
12. Pollution Control: Surface water and groundwater bodies are highly vulnerable to pollution and the impact of construction activities. It is essential that the risk of pollution (particularly during the construction phase) is considered and mitigated appropriately. It is important to remember that flow within the watercourse is likely to vary by season and it could be dry at certain times throughout the year. Dry watercourses should not be overlooked as these watercourses may flow or even flood following heavy rainfall.
13. Details submitted in support of commercial kitchen ventilation and extract systems shall be submitted giving consideration to / in accordance with Appendices I and 2 of EMAQ's "Control of Odour and Noise from Commercial Kitchen Exhaust Systems (update to the 2004 report prepared by NETCEN for DEFRA, September 2018).
14. To satisfy and discharge Environmental Health recommended conditions (including those related to construction / demolition, operational artificial lighting, contaminated land, noise / sound, air quality (including Electric Vehicle Charging) and odours / fumes / smoke, any impact assessment and mitigation as required, should be in accordance with the scope, methodologies and requirements of relevant sections of the Greater Cambridge Sustainable Design and Construction Supplementary Planning Document, (2020). Due regard should also be given to relevant and current up to date Government / national and industry British Standards, Codes of Practice and best practice technical guidance.
15. Any future food outlets from the proposed retail units are advised to visit the Cambridge City Council food safety website:  
<https://www.cambridge.gov.uk/food-safety/>

16. Any future outlets serving alcohol are advised to visit the Cambridge City Council licensing website: <https://www.cambridge.gov.uk/alcohol-and-entertainment-licensing>

17. TMP Informative: When writing a Traffic Management Plan (TMP) the applicant should consider the following elements and provide the information as requested. This will make discharging the condition much simpler, faster and more efficient. As will be seen from the details below a TMP need not be a lengthy document however, clarity is key.

1. Site Plan

i. The applicant should provide a site plan at a true scale of 1:200 for smaller sites and 1:500 for larger sites showing the following areas with written dimensions:

- a. Proposed material storage area;
- b. Proposed site offices;
- c. Proposed car parking area;
- d. Proposed manoeuvring space;
- e. Proposed access location;
- f. Proposed location of any gates;
- g. Proposed location of any wheel washing facility or similar;
- h. If the site is to be multi-phased then a plan for each phase should be provided.

2. Movement and control of muck away and delivery vehicles

- i. The proposed manoeuvring area for delivery/muck away vehicles, this should include a swept path analysis for the largest vehicle to deliver to the site to demonstrate that this can enter and leave in a forward gear;
- ii. If it is not possible to deliver on site or turn within the same, then details of how such deliveries will be controlled will need to be included, for example if delivering to the site while parked on the adopted public highway how will pedestrian, cycle and motor vehicle traffic be controlled?;
- iii. Delivery times. If the site is served off a main route though the county (and this does not necessarily need to be a A or B class road), or other areas of particular traffic sensitivity (a list of traffic sensitive streets can be requested from the Street Works Team at [Streetworks@Cambridgeshire.gov.uk](mailto:Streetworks@Cambridgeshire.gov.uk) ) then delivery and muck away times will need to be restricted to 09.30-16.00hrs Monday to Friday.
- iv. If the site is in the vicinity of a school then the applicant should ascertain from the school when their opening/closing times are and tailor the delivery/muck away movements to avoid these. The Highway Authority would suggest that allowing at least 30 minutes either side of the open/closing times will generally ensure that the conflicts between school traffic and site traffic are kept to the minimum;

- v. The Highway Authority would seek that any access used by vehicles associated with the site be paved with a bound material (for at least 15m for larger sites) into the site from the boundary of the adopted public highway (please note this is not generally the edge of carriageway), to reduce the likelihood of debris entering the public highway;
- vi. Any temporary gates used for site security must be set back at least 15m from the boundary of the adopted public highway to enable a delivery/muck away vehicle to wait wholly off the adopted public highway while the gates are opened and closed, or they must remain open throughout the entire working day;
- vii. Normally access to the site should be 5m in width for smaller sites and 6.5m for larger sites, though it is recognised that this may not be practical for small scale developments of one or two units.

### 3. Contractor parking:

- i. If possible all parking associated with the proposed development should be off the adopted public highway.
- ii. Within the area designated for contractor/staff parking each individual bay must be at least 2.5m x 5m, with a 6m reversing space. However, given the nature of the construction industry i.e. that staff tend to arrive and leave site at approximately the same time spaces may be doubled up, i.e. 10m in length, 2.5 wide with a reversing space. A list of number of operatives, staff and trades that will be on site at any one time should be provided to ascertain if the number of spaces being proposed will be acceptable.
- iii. If the site has no potential to provide off street car parking and or only limited numbers the applicant must provide details of how on street parking will be controlled.
- iv. If contractor parking is to be on street the applicant must maintain a daily register of contractor (and sub-contractor vehicles) that are parked on street, so if any such vehicle does create a problem, it can quickly be removed by the owner/controller. At a minimum the register should contain the following:
  - a. The name of the driver
  - b. The registration number of the vehicle
  - c. Make of vehicle
  - d. Arrival time
  - e. Departure time

### 4. Control of dust, mud and debris, in relationship to the operation of the adopted public highway

- i. If it is likely that debris may be dragged on to the adopted public highway the applicant should provide details of how this will be prevented. If a wheel wash or similar is proposed, the details of how the slurry generated by this will be dealt with must be provided, please note it will not be acceptable to drain such slurry onto or over the adopted public highway.
- ii. The Highway Authority would seek that the developer include the following words in any submitted document: The adopted public highway within the vicinity of the site will be swept within an agreed time frame as and when reasonably requested by any officer of the Highway Authority.

iii. It is recognised that construction traffic occasionally damage the adopted public highway and the developer should include a note stating that such damage will be repaired in a timely manner at no expense to the Highway Authority.

iv. Grass verges and other areas of soft landscaping within the adopted public highway are particularly susceptible to significant levels of damage, by construction traffic, and if such areas exist within the street where the development is taking place the developer should include a note stating that such damage will be repaired in a timely manner to the satisfaction of, and at no expense to, the Highway Authority.

The Traffic Management Plan must relate solely to how the operation of the site will affect the adopted public highway, other information for example noise levels is not a highway matter and should not be included within the plan.

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#### Background Papers:

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- Cambridge Local Plan 2018
- Cambridge Local Plan SPDs