

**PLANNING STATEMENT**  
**104-112 Hills Road, Cambridge**  
Revision 0  
August 2020



# **104-112 HILLS ROAD, CAMBRIDGE PLANNING STATEMENT**

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## Foreword & Vision



Cambridge is a city to be proud of. It is an inclusive city with a world class reputation for vibrant and thriving education, research and knowledge-based industries.

Cambridge is a world leader in innovation. It is a city determined to continue to advance whilst providing a high quality of life for its communities to enjoy. Cambridge should be applauded for leading the way in respect of balancing environmental, cultural and economic sustainability, responding to the climate emergency and leading by example to create a more sustainable and successful low carbon economy.

Cambridge deserves something special. I am delighted to be presenting a development which builds upon and responds to these principles, delivering an exceptional and dynamic new destination for work and leisure.

104-112 Hills Road presents the city with an extraordinary opportunity. Sitting at a key nodal point in the city, at the Station Road /Hills Road junction, the development will be “a place” in itself and “a gateway” to the city centre.

The architecture will set a new development standard for Cambridge, delivering an environmentally sustainable green smart building, a building of long life that is fit for and adaptable to the future.

It will be the first BREEAM “Outstanding” rated office building in the Cambridge City Council administrative area, and the first building of its kind to put the wellbeing of its users, the local community and its neighbours at its heart.

To enable this, I have commissioned a world class professional team, to create a design which delivers a forward-thinking development that is sustainable to its core, respecting the city’s outstanding heritage and environmental assets. The development is to be exemplary in both function and approach. It will facilitate collaboration, accommodate start-up, incubation and corporate tenants, and embrace inclusivity.

The preparation of the planning application has only been possible with the comprehensive engagement of the local community, friends, the current occupiers on site, our neighbours and the officers and members of the City Council and local Councillors. Working with the team, we have extensively deliberated on the feedback received from Public Consultation events, which have had significant impact on the resulting proposals. The passion of the debate is testament to the pride that people have in Cambridge.

We look forward to continuing this spirit of collaboration and look forward to delivering on my wish to provide a new special place for Cambridge, that we can all be proud of.

**Johnny Vincent**  
Pace (Hills Road) Limited

## 1.0 Executive Summary

- 1.1 The primary purpose of the planning system is to contribute to the achievement of sustainable development. Throughout this planning application, the theme of sustainability is discussed. Indeed, the principle of sustainable development sits at the heart of the vision and brief for the Proposed Development.
- 1.2 There is no simpler method of demonstrating this than by confirming that the Development will deliver the first new office building in Cambridge to achieve a BREEAM 2018 rating of Outstanding. This will put it in the top 1% of buildings in the UK, but BREEAM is only the starting point, sustainability goes beyond this and this is discussed later.
- 1.3 Reflecting Council policy, the Proposed Development will deliver an office building to provide an **economic contribution** to the City, the wider growth area, and to UK PLC.
- 1.4 The Socio-Economic Analysis prepared to in respect of the EIA, comments that the scheme could generate 4,500 new jobs across Cambridgeshire and 2,500 net additional jobs within the City of Cambridge. The Development will also increase GVA by £100m annually. Supplying new office space in a market which is under supplied will help to reduce the ‘graduate bounce’ from Cambridge, seeking to encourage the transition from education to entrepreneurial activities and the retention of young intellectual talent in the City with the opportunity that brings for new start-up firms, with employment opportunities. The economic benefits will not be restricted to high-flying tech companies, there will be a raft of traditional and support jobs created by the development, as well as opportunities for fledgling companies. It will be an **inclusive economic offer**.
- 1.5 It will also be a development to **provide for the community and its occupiers**, making space for people. It retains the Flying Pig public house and its pub garden which will be made accessible for all. It will provide for a new public realm with independent food and beverage. It will offer space for the community to meet and socialise. It will enable the community to have access to workspace facilities. And, being WELL Platinum ready, it will ensure the vitality of workspace occupiers through quality of space and connectivity to landscape.
- 1.6 The proposal is designed at its heart to **respond to its environment**, created by a world leading, Stirling Prize winning architect AHMM. To this end it will protect and enhance the ‘DNA’ of the City of Cambridge, providing growth in which maintains Cambridge’s exceptional quality of life and place. It will ensure that growth can take place whilst maintaining the City’s compact form. It will provide a gateway to the historic city core and frame the Cambridge University Botanic Garden by contributing to the character of Cambridge. Finally, the new public realm will enrich the landscape setting of Hills Road and deliver biodiversity opportunities.
- 1.7 The development also recognises that **resources are finite**, and we are in the midst of a climate emergency. In addition to being BREEAM 2018 ‘Outstanding’, the building will be low Carbon by design. Operationally it will be free of fossil fuels. It will also be a building which is

resilient to a changing climate, providing opportunity for active travel which will be class leading in the east of England.

- 1.8 Finally, it is the hope of the Applicant to deliver a development that the community can be proud of. The Applicant is a long-standing member of that community and has sought to listen and seek constructive dialogue with the general public, individuals, key organisations and interest groups, to give them the opportunity to engage in the design process from the collecting of ideas, through to the final design. This process has without doubt shaped the application before the Council and it is hoped that this exemplar approach can be considered to set the standard for development in Cambridge in the years to come.

## 2.0 Introduction

- 2.1 Bidwells LLP ['Bidwells'] is instructed by Pace (Hills Road) Limited ['the Applicant'] to provide planning advice in relation to the redevelopment of its landholdings at 104-112 Hills Road ['the Site']. As a result, this Planning Statement is prepared and submitted to support an application for the Site's comprehensive redevelopment.
- 2.2 The Planning Statement is structured as follows:
- Section 3 describes the Site and its context;
  - Section 4 outlines the Site history and details the extant planning permission;
  - Section 5 provides a detailed description of the Proposed Development;
  - Section 6 summarises the EIA process;
  - Section 7 notes key policies with a full policy review appended;
  - Section 8 highlights how the Applicant has approached engagement;
  - Section 9 explains how the Proposed Development complies with policy, including a review against the development plan, and is set out as follows:
    - Vision and principle of development – the Opportunity Area and Area of Major Change
    - The extant planning permission and the balance of the two consents
    - A city responding to the Climate Change emergency
    - The economic benefits and response to COVID-19
    - The Flying Pig public house
    - Quality of design
    - Impact on historic environment and addressing the Botanic Garden
    - Environmental impact
    - Impact on neighbours
    - Planning balance
  - Finally, Section 10 sets out our conclusions in accordance with the requirements of Section 38(6) of the Planning and Compulsory Purchase Act (2004).

2.3 Full planning permission is sought for the proposed development [‘the Development’] described as:

*Application for detailed (full) planning permission to allow for:*

*1) The demolition of Betjeman House, Broadcasting House, Ortona House, Francis House, and the rear multi-storey carpark to Francis House, together with existing refuse and cycle stores; to allow for construction of two new commercial buildings of five and seven storeys respectively, providing flexible B1(a), B1(b), A1, A2, A3 uses on the ground floor and Class B1(a) and B1(b) on the upper floors.*

*2) The construction of basement with mezzanine level to provide for building services, cycle parking and car parking for the proposed commercial buildings and to include cycle and car parking spaces for Botanic House.*

*3) The refurbishment of the Flying Pig Public House at 106 Hills Road, including alterations and partial demolition of rear two storey extension and store, to enable the construction of a new DDA accessible extension and pub garden.*

*4) Creation of new public realm and landscaping, incorporating segregated vehicular and cycle access from Hills Road, a new access to service areas and substations, and taxi drop off for both the development proposed and existing Botanic House.*

2.4 The Development falls within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2017 (as amended) [‘the EIA Regulations’] and is classified as an ‘Urban Development Project’ (10(b)). Whilst the Site does not fall within a Sensitive Area, as defined by the EIA Regulations; due to its location and the scale of the Development it is considered that it has the potential to give rise to ‘likely significant environmental effects’ and an Environmental Statement (ES) has therefore be voluntarily prepared.

2.5 The application is made following extensive consultation with Cambridge City Council [‘the City Council’ or ‘CCC’], the community of Cambridge, the University of Cambridge Botanic Garden [‘the Botanic Garden’ or ‘UCBG’], Historic England and many other stakeholders and interest groups. This consultation has had a direct and significant impact upon the Development, shaping it for the better. More information on the engagement undertaken and impact upon the Development can be found in Section 8.

2.6 This application is formed of the following documentation and should be read alongside the assessment set out at Section 9. We draw distinction between ‘application documents’ and ‘supporting information’ as follows:

PLANNING APPLICATION DOCUMENTS	SUPPORTING INFORMATION
<b>Planning Application Form and Certificates.</b>	Design and Access Statement
<b>Site Location Plan.</b>	Planning Statement
<b>Existing, demolition and proposed drawings as set out at Appendix 1.</b>	Environmental Statement comprising of: - A Non-Technical Summary (NTS)

	<ul style="list-style-type: none"> <li>- Volume 1 – Main body of the Assessment; and</li> <li>- Volume 2 – Complete technical appendices</li> </ul>
<b>Landscape drawings as set out at Appendix 1</b>	Air Quality Assessment
	Archaeological Impact Assessment
	Construction Environment Management Plan
	Drainage Statement
	Economic Benefits Statement
	Flood Risk Assessment
	Framework Construction Traffic Management Plan
	Framework Travel Plan
	Ground Investigation Report
	Heritage Statement
	Noise Impact Assessment
	Statement of Community Involvement
	Sustainability Statement, including a BREEAM Pre-Assessment and Energy Statement
	Transport Assessment

## 3.0 The Site

- 3.1 Located within the City of Cambridge, the Site is positioned at the junction of Hills Road and Station Road. The junction forms a key nodal point and gateway between the historic centre of Cambridge and its mainline national rail station. It is a highly sustainable area which is identified for growth. The City Centre is some 1km north, or within a 10-15 minute walk. The national rail station is 500m to the east within a 5-8 minute walk.
- 3.2 Comprising a total area of 1.07 hectares, the Site is formed of:
- Betjeman House (including Broadcasting House): 104 Hills Road, Cambridge;
  - The Flying Pig Public House: 106 Hills Road, Cambridge;
  - Land at the former Osborne Arms: 108 Hills Road, Cambridge;
  - Ortona House: 110 Hills Road, Cambridge;
  - Francis House: 112 Hills Road, Cambridge; and
  - The Francis House multi-storey carpark.
- 3.3 A Location Plan is provided at Appendix 2.
- 3.4 The Site's eastern boundary is formed by Hills Road (A1307), which is a key arterial route leading from the south of Cambridge into the City Centre. As a key route, Hills Road is home to many of Cambridge's institutions such as the Addenbrooke's Hospital at its southern end (some 2 kms to the south of the Site); The Perse School; Hills Road Sixth Form College and Homerton College, University of Cambridge. It has a varied context of building typologies and mass. A detailed study of Hills Road is set out within the Design and Access Statement prepared by AHMM.
- 3.5 On the opposite side of the Hills Road carriageway from the Site is an existing six storey (including plant) commercial building known as Kett House. Kett House is set on a corner plot surrounded by hardstanding which provides for car parking. There is very limited landscape around the building.
- 3.6 As you move south from Kett House there is a terrace of existing properties, which includes the Centennial Hotel (63-73 Hills Road), directly opposite Ortona House. The Centennial Hotel is formed of a former terrace which has been interconnected (two storeys) and extended to the rear (three storeys). Moving south again, the Centennial Hotel terrace is continued from No 75 to 97, the majority of these properties are in residential use.
- 3.7 The south and western boundaries of the Site are formed by the Botanic Garden which is a Grade II\* registered park and garden. As a working laboratory, the Botanic Garden holds a collection of over 8,000 plant species from all over the world. As well as facilitating teaching and research, the Garden provides resources including plant material, horticultural expertise and facilities for research workers and lecturers. It is also open to the public as a place for everybody to enjoy and benefit.
- 3.8 In addition to those properties within the Site, the Applicant holds the freehold to the award-winning Botanic House, a building of seven storeys plus plant, immediately north of the Site at 98-100 Hills Road. Together the Site and Botanic House form Pace's 'Estate'.

3.9 The redevelopment of Botanic House was completed in 2012 and, whilst it forms an important component within the vision for a comprehensive workplace campus, there are no works proposed to Botanic House itself. It is therefore positioned outside of the ‘red-line’ application boundary. The existing car park to Botanic House does however fall within the application boundary and this is reflected within the Development.

3.10 In respect of planning designations, the following are most relevant to the Development:

- Both the Site and wider Estate are allocated by the Cambridge City Local Plan (2018) as
  - **Proposal Site M44** (Policy 21) and R44 (Policy 25)
  - Within the Station Areas West and Clifton Road **Area of Major Change** – Policy 21
  - Within the Cambridge Railway Station, Hills Road Corridor to the City Centre **Opportunity Area** – Policy 25
- In addition, following its extension in March 2020, both the Site and wider Estate fall within the New Town and Glisson Road **Conservation Area**.



Figure 1 – Cambridge City Local Plan 2018 – Extract of Proposal Map

## 4.0 Site History

- 4.1 The Site benefits from a fully implemented live, or extant, planning permission, **Ref: 06/0552/FUL**.
- 4.2 In 2007 planning permission was granted for the comprehensive redevelopment of part of the Site and Estate; including the former Botanic House, the former Broadcasting House and Betjeman House, under the above reference.
- 4.3 The permission was approved prior to the Site being included within a conservation area<sup>1</sup>. The permission also provided consent for the complete demolition of the former Osborne Arms public house and demolition of all but the façade of the Flying Pig public house.
- 4.4 The 06/0552/FUL description of development reads as follows:  
*Redevelopment to provide mixed use scheme comprising 156 residential units (including 40% affordable housing); B1 office use; retail / food and drink (Classes A1; A3 and A4 uses, including retention of 'Flying Pig' Public House), and new community use, together with associated basement car parking and servicing; amenity space (external and internal) with associated hard and soft landscaping; including re-location of the war memorial and provision of public art respectively.*
- 4.5 Following the approval of the 2007 permission, an application was made (and approved) to vary most of the conditions to the original permission such that their discharge could be carried out on a phased basis. The permission, **Ref: 08/1058/S73**, enabled the office element of the approved scheme to be constructed as the first phase of development, resulting in Building A – Botanic House.
- 4.6 This revised permission was implemented in the Summer 2010 following the discharge of relevant pre-commencement conditions with the commencement of works to demolish the former Botanic House, construct the replacement Botanic House and relocate the war memorial. These works concluded in June 2012.
- 4.7 In addition to this, the Osborne Arms was demolished under the 2008 permission in the Summer of 2012. However, at that time, the Council considered that in order to demolish any buildings within the newly designated conservation area, including those covered by an existing planning permission, an “express consent” for demolition would be required<sup>2</sup>. Accordingly, a retrospective

<sup>1</sup> It should be noted that the Conservation Area was originally designated as part of the Central conservation area in 1969. The Central conservation area was subsequently extended in 1975, 1980, 1991 and 2012. Prior to its most recent extension in 2012, the Applicant's land was excluded entirely, but the 1991 extension saw it totally enclose the Estate. The Central conservation area was divided to form the New Town and Glisson Road conservation area, within which the Estate now sits, in November 2018.

<sup>2</sup> It should be noted that there is now extensive case law that the designation of a site within a conservation area cannot apply retrospectively. Further, conservation area consent regime was abolished by the Enterprise and Regulatory Reform Act 2013, with the process being subsumed in to the planning application process.

application for Conservation Area Consent. **Ref: 12/1454/CAC**, was made and subsequently granted.

4.8 Paragraphs 8.5-8.6 of the Committee Report stated:

*“The demolition of the existing property is sought to enable the redevelopment of the wider site. The building was not listed or a Building of Local Interest. In the New Town and Glisson Road Conservation Area Appraisal 2012, it was identified as a building important to the local character.”*

*“The Urban Design and Conservation Manager is of the view that the loss of the building is acceptable as the extant scheme, including the demolition of the application building, has been approved and was deemed acceptable albeit prior to the designation of the extended Conservation Area. His view is that the whole scheme remains acceptable in the context of the new Botanic House, the relocated War Memorial and the botanic gardens.”*

4.9 Therefore, it is concluded that the remainder of the 2008 planning permission remains extant and is a planning permission that is capable of being implemented at any time.



Figure 2 – Artists’ impression of extant planning permission

4.10 Further detail in relation to the design of the approved development is set out within the Design and Access Statement.

4.11 Key facts as relevant to this Statement are noted as follows:

	USE	GIA (SQ.M)	HEIGHT (STOREYS)	NOTES
<b>Building A</b>	Residential	2,849	5 + plant	Comprehensive basement built to boundary with CUBG. West elevation hard to boundary with CUBG.
<b>Building B</b>	Residential	2,919	5 + plant	
<b>Building C</b>	Mixed use	2,679	6 + plant	

<b>Building D (Botanic House)</b>	Office Food & Drink	4,701	6 + plant	Building completed in 2012. Delivered to BREEAM (1998) Excellent. An award-winning building.
<b>Building E1</b>	Residential Retail	2,190	6 + plant	Substantial demolition of Flying Pig public house, with elevation retained within new building. East elevation abuts the public highway. No public realm.
<b>Building E2</b>	Residential Retail Food & Drink Community	2,282	5 + plant	
<b>Building F1</b>	Residential	1,533	3	Mews of town houses
<b>Building F2</b>			5	-
<b>TOTAL</b>		19,153		

Table 1 – Key Facts relating to extant Planning Permission

	CAR	CYCLE	NOTES
<b>Residential</b>	156 residents 39 visitors	276	Resulting in a trip generation of 1,326
<b>Office</b>	46	146	Resulting in a trip generation of 864. Note: Phase 1 granted interim planning permission for 44 car parking spaces and 146 cycle parking spaces in timber framed stores within the Betjeman House car park.
<b>Retail</b>	0	25	-
<b>Food and drink</b>	1	33	-
<b>TOTAL</b>	242	480	It should be noted that across the Estate, other carparking would remain – principally within the Francis House Multi-storey. In total, there would be space for over 400 vehicles as a result of the proposals.

Table 2 – Approved Parking Provision

4.12 Further details in relation to the Site’s planning history are provided in full at Appendix 3.

## 5.0 The Proposal

- 5.1 The Development comprises a detailed application for the comprehensive redevelopment of previously developed land at 104-112 Hills Road, Cambridge. The Development will supplement the existing Botanic House, which falls within the Applicant’s ownership, but outside of the red-line boundary for the Site.

### A New Campus

- 5.2 Collectively, Botanic House and the Development will form a new campus of four buildings<sup>3</sup>, providing office space, food and beverage and public realm. The campus will mark the key intersection of Hills Road and Station Road as a gateway to Cambridge’s historic city core and a place where people and ideas facilitate “a cauldron of exciting business activity”.
- 5.3 The Development will replace Phase 2 of the extant planning permission in full and creates “a place for people” which inspires and enables the energy, dynamism and spirit of innovation and invention that thrives in Cambridge to flourish.
- 5.4 To facilitate the creation of the campus, the Development will see the complete demolition of Betjeman House (incl. Broadcasting House), Ortona House, Francis House; the Francis House carpark and related bin and bike stores.
- 5.5 In their place, two new energy efficient category A office buildings will be constructed.
- 5.6 These buildings will be the first new build offices in Cambridge to meet BREEAM (2018) Outstanding accreditation, putting them in the top 1% of all buildings in the UK.
- 5.7 The buildings will also be places to promote the wellbeing of occupiers, being capable of WELL Platinum accreditation.
- 5.8 The two buildings will provide for 55,947 sq.m of B1a and B1b floorspace and incorporate publicly accessible food and beverage uses including flexible public facing retail, restaurant and cafe (Use Classes A1, A3 and A4) on their ground floors.
- 5.9 Building B will be a total of seven storeys tall (ground plus six floors). The sixth floor will be set back on the north, west and east elevations.

<sup>3</sup> The vision is for a campus of four distinct, but related buildings. The existing Botanic House forms the first building (Building A). The proposed development provides for Building B and Building C. Building D is the Flying Pig public house which will be given a long-term sustainable future. The Campus refers to all four buildings as a collective.

- 5.10 Building C will be a total of five storeys tall (ground plus four floors). Again, the fourth floor will be set back, but on the south, west and east elevations.
- 5.11 Buildings B and C will be connected by a comprehensive basement with mezzanine level and both buildings will have an element of plant on their roofs with photovoltaic panels above, which are designed to integrate green/ blue roof principles. External terraces will be provided surrounding the plant level. Through landscaping proposals for the public realm at ground floor and roof terraces, the buildings will deliver biodiversity net gain in the order of +570% from the current provision.
- 5.12 The buildings will facilitate a place for people, to work, to meet, to enjoy; building upon an ambition to provide an exciting mix of business occupiers.
- 5.13 For example, at the ground floor, it is proposed to provide incubator space and co-working space, and above, space suitable for SMEs, as well as space for larger companies and organisations. This will facilitate an “Ideas Factory” where start-ups and established businesses co-habit and mix, leading to learning and collaboration.

## The Flying Pig Public House

- 5.14 Responding to community concerns over the future of the Flying Pig Public House, and in stark contrast to the existing permission, the Development will champion the Flying Pig Public House (106 Hills Road) and its existing use.
- 5.15 The Development will preserve in situ the key elements of the Flying Pig Public House, comprising the main bar and event space together with its fixtures and fittings, and the building structure in which these are housed. The rear elements of the Flying Pig will be removed to allow a complementary extension, which will provide modern kitchen facilities and toilets enabling access for those with disabilities. Electrical and other utilities will be updated to modern standards.
- 5.16 The Development will safeguard the long-term future of the Flying Pig, and importantly, the proposals will ensure that the existing planning permission which includes its substantial demolition, is not carried out.
- 5.17 To ensure the viability of the existing business, the Development will create a new pub garden for patrons to enjoy. The pub garden will be enclosed, but visible from the street, acting as a shop window to the Flying Pig.

## Public Realm

- 5.18 An extensive area of public realm and associated landscaping, especially to the Hills Road frontage, sits at the heart of the Development. The landscape strategy is founded on the concept of bringing the Botanic Garden to the street and welcoming the community to the heart of the Campus. It provides space for markets and community events and will integrate public art.

## Transport and Access

- 5.19 A new and improved access to the Estate will be provided at the south eastern corner furthest from the Hill Road junction. The access will separate vehicles from pedestrians and cyclists. This will lead to a basement with a mezzanine level which will provide for building services and space for a maximum of 150 cars, alongside re-provision of the existing 50 car parking spaces for Botanic House – 5% of the parking provided will be wheelchair accessible. Whilst this will significantly reduce the level of parking available today and the level of parking which could be lawfully provided through existing permissions, it seeks to ensure that there is no resulting ‘overflow’ pressure on to surrounding streets and neighbourhoods through robust provision of alternative modes of access. In addition, the car parking that is provided for the Development, will, over time, be exclusively available for electric vehicles. Electric vehicle charging will be provided in accordance with Local Plan requirements and parking is made available for scooters (82 spaces) and motorcycles (9 spaces).
- 5.20 The segregated cycle access is proposed via a shallow gradient ramp to allow either pushing cycles or “cycle in, cycle out” access. A cycle lift is also provided, sized to accommodate cargo bikes and handcycles. A cycle reception space is provided, ensuring that cyclists receive the same sense of arrival as if using the main entrances. A bike mechanic (Bike Doctor) will be available on site as will extensive showers and maintenance facilities. Secure parking will be available for in excess of 1,350 bikes and the Development will provide an electric bike scheme with 50 bikes available for use by the building’s occupants. To support the cycle facilities, the Proposed Development will provide 55 showers and 516 locker spaces.
- 5.21 The principal servicing of the Development, including refuse collection will be undertaken off a shared space provided between Building B and C. Loading bays for each building are proposed at ground floor level either side of the shared space. The design enables access and egress from Hills Road in a forward gear.
- 5.22 Bollards are provided in advance of the servicing area to restrict access to authorised vehicles with landscaping assisting in restricting access width to enable one-way movement through the shared space.
- 5.23 A secondary pick-up/drop-off service area will be provided to the north of the Flying Pig for smaller service vehicles, wheelchair users and those arriving or departing by taxi.
- 5.24 The servicing facilities have been included to cater for the demand of the wider campus and to ensure there is no impact on the highway as a result of stopping activities on Hills Road which may otherwise block pedestrian, cycle or vehicular flow.

## Flexible Basement

- 5.25 The basement as a whole is being designed for future flexibility, with the upper level mezzanine being removable so that as demand for car use changes parts of the basement can be repurposed to both single and double-height spaces. This could include, for example, additional wellness facilities, auditoria or performance spaces, or indeed additional tenant space.

## Approach to Sustainability

- 5.26 The Applicant’s brief is to provide the most sustainable building available in Cambridge. To achieve this, the design team were instructed to develop proposals that will achieve the maximum assessment levels possible under BREEAM, WELL and ‘Wiredscore’.
- 5.27 By knitting the requirements of these assessments into the brief, the development will achieve:
- **BREEAM (2018) Outstanding:** At the pre-assessment stage, it has been calculated that the development will achieve 92% of BREEAM credits. Along with a number of mandatory credits, a minimum of 85% is required to achieve Outstanding. Exceeding the minimum target is an extraordinary achievement.
  - **WELL Platinum:** The building will be capable of being WELL Platinum certified and the occupiers of the building will be encouraged to achieve certification
  - **Wiredscore Platinum:** State of the art building management and communication connectivity ensures that the office will be smart and fit for the future.
- 5.28 The development will be a ‘Low Carbon Building’ and in operation will be Zero Carbon. As a result of low consumption fittings, rainwater harvesting and grey water recycling, water consumption will be 55% less than a typical office building.
- 5.29 The building will use 40% less energy once operational thanks to careful designing for reduced solar gain and increased thermal mass, ventilating naturally overnight, exemplary insulation levels, increased air stratification within the floorplates and state of the art M&E systems to minimise fan power requirements.
- 5.30 Finally, when accounting for the embodied carbon within the building’s structure, over a 30-year lifecycle, the building will result in 75% less carbon. This is achieved by minimising energy demand overall. Further, there will be no use of any fossil fuel on site – it will be an all-electric building which can benefit from the decarbonisation of the electric grid and the provision renewable energy sources on-site such as photovoltaic panels.

## Area Schedule

- 5.31 The existing and proposed areas are as follows:

*Table 3 – Areas of existing development*

EXISTING DEVELOPMENT	GEA	GIA	NIA
<b>Betjeman House (incl. Broadcasting House)</b>	3,969	3,628	2,960
<b>Francis House</b>	4,300	4,053	3,265
<b>Ortona House</b>	413	353	223
<b>Flying Pig</b>	288	239	239
<b>Francis House M/S</b>	2,560	-	-
<b>TOTAL</b>	11,530	8,273	6,687

*Table 4 – Areas of proposed development*

104-112 Hills Road – Planning Statement

PROPOSED DEVELOPMENT	GEA	GIA	NIA
<b>Building B</b>	21,930	21,024	15,342
<b>Building C</b>	17,909	17,250	12,820
<b>Basement</b>	15,786	15,538	78
<b>Flying Pig</b>	368	333	308
<b>TOTAL</b>	55,993	54,145	28,548

## 6.0 Environmental Impact Assessment (EIA)

- 6.1 The Applicant has volunteered to complete an EIA in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2017 (as amended) ["EIA Regulations"].
- 6.2 The EIA was volunteered as the Development exceeds the applicable thresholds set out in the EIA Regulations and it was considered that the likelihood of significant environmental effects could not be ruled out. Additionally, volunteering an EIA was in line with the Applicant's ethos of providing the highest possible quality for sustainability and engagement. Through the systematic examination of effects from a proposal, EIA facilitates refinement of a development proposal to minimise adverse impacts on the environment and to maximise beneficial consequences. EIA seeks to ensure that the likely significant environmental effects of a development are understood by the decision makers and anyone interested in the project.
- 6.3 As EIA was volunteered, there was no need to determine if the Development required an EIA through the 'screening' process in the EIA Regulations. Accordingly, the team progressed to request the Council to adopt a formal Scoping Opinion as to the content of the EIA, with the submission of a Scoping Report on 29<sup>th</sup> November 2019. The Council's response was received on 20<sup>th</sup> February 2020.
- 6.4 The Scoping Opinion identified that the Development would have the potential to give rise to a number of likely and significant environmental effects that would need to be assessed and determined via the EIA process. These effects were :
- Transport
  - Ecology
  - Arboriculture
  - Economy and employment
  - Climate change
  - Wind Microclimate
  - Townscape and visual impact
  - Heritage.
- 6.5 A number of other issues were considered at the Scoping stage and considered unlikely to give rise to likely and significant environmental effects. These issues were therefore 'scoped out' of the EIA, but assessed within the planning application documents, where necessary:
- Social infrastructure
  - Flood risk/ surface water management
  - Archaeology
  - Air quality
  - Noise and vibration
  - Ground conditions and contamination
  - Human health

- Utilities
- Waste
- Tourism and retail.

6.6 The EIA has been reported in an Environmental Statement (ES), which is submitted in support of the application.

## 7.0 Policy Overview

- 7.1 Planning Practice Guidance [‘Practice Guidance’] states that to the extent that development plan policies are material to an application for planning permission the decision must be taken in accordance with the development plan unless there are material considerations that indicate otherwise. This reflects section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 7.2 The development plan for Cambridge is formed of the Cambridge Local Plan (2018).
- 7.3 In relation to the Development, the most pertinent policies of the Cambridge Local Plan include:
- Policy 1: The presumption in favour of sustainable development:
    - *“Planning applications that accord with the policies in this local plan will be approved without delay, unless material considerations indicate otherwise”.*
  - Policy 2: Spatial strategy for the location of employment development:
    - *“The strategy will be to support Cambridge’s economy, offering a wide range of employment opportunities...”*
    - *“Employment development will be focused on the urban area, Areas of Major Change, Opportunity Areas and the city centre...”*
    - *“The Council’s aim is to ensure sufficient land is available to allow the forecast of 22,100 new jobs in Cambridge by 2031, including some 8,800 in B-use class (offices and industry). Therefore, provision has been made for the development of at least 12 hectares of employment land (net) from April 2011 to March 2031.”*
  - Policy 14: Areas of Major Change and Opportunity Areas – general principles
    - A detailed review of this policy is noted within the Section 9 of this statement, the full text is appended.
  - Policy 21: Station Areas West and Clifton Road Area of Major Change:
    - *“Development at the Station Areas West and Clifton Road Area of Major Change, as defined on the Policies Map and shown on Figure 3.7, will support the continued and complete regeneration of vibrant, mixed-use areas of the city, centred around and accessible to a high quality and improved transport interchange”*
  - Policy 25: Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area:
    - *“Development proposals within the Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area, identified in Figure 3.11, will be supported if they help promote and coordinate the use of sustainable transport modes, and deliver and reinforce a sense of place and local shops and services...”*
    - *“Hills Road local centre – reconnection of both sides of the street and improvement of the pedestrian user experience through removing barriers and obstacles. Traffic management and the reallocation of space will help to reduce vehicle speeds and highlight the revitalised ‘hub’ of Hills Road...”*
- 7.4 A full list of all relevant policies is appended but it is germane to note *Cornwall Council v Corbett* [2020] (EWCA Civ 508) which concludes that the development plan must be viewed as a whole, rather than in isolation.

- 7.5 The National Planning Policy Framework [‘the Framework’] represents up-to-date government planning policy and is a material consideration that must be taken into account where it is relevant to a planning application or appeal. This includes the presumption in favour of development found at paragraph 14 of the Framework.
- 7.6 Key sections of the Framework include:
- Chapter 2: Achieving sustainable development
  - Chapter 4: Decision making
  - Chapter 6: Building a strong, competitive economy
  - Chapter 8: Promoting healthy and safe communities
  - Chapter 9: Promoting sustainable transport
  - Chapter 11: Making effective use of land
  - Chapter 12: Achieving well designed places
  - Chapter 14: Meeting the challenge of climate change, flooding and coastal change
  - Chapter 16: Conserving and enhancing the historic environment.
- 7.7 Supporting the Framework is a series of online Practice Guidance which is also considered a material consideration in the determination of planning applications.
- 7.8 In addition to this, other policy documents can form material considerations in the determination of the planning application as follows:
- National policy announcements such as the recent policy and statute change under Parliamentary news on 21 July 2020 regarding the revitalisation of town centres across England<sup>4</sup> (see below for further detail); ‘Budget 2020’ (HM Treasury, March 2020) and the ‘Industrial Strategy: building a Britain fit for the future’ (Department for Business, Energy & Industrial Strategy, November 2017)
  - Supplementary policies and evidence prepared locally including: Greater Cambridge Housing Trajectory and Five-Year Housing Land Supply (April 2020); the Sustainable Design and Construction SPD (January 2020) and the Public Art SPD (January 2010).
- 7.9 In February 2019 the City Council declared a Climate Emergency, the first expression of policy that has been issued since that declaration is the Sustainable Design and Construction SPD which was adopted in January 2020. Taking this forward, the emerging joint Greater Cambridge Local Plan is wrapped around a number of themes which put the Climate Emergency at the very heart of policy making.
- 7.10 Whilst the Councils have jointly published a Regulation 18: Issues and Options draft for a new Local Plan, it is considered that this emerging plan is in its early stages and therefore of very limited weight in the determination of the planning application. This plan is not expected to be adopted until the summer of 2024.

<sup>4</sup> <https://www.gov.uk/government/news/new-laws-to-extend-homes-upwards-and-revitalise-town-centres>

## Revitalising town centres

- 7.11 From the 1<sup>st</sup> September 2020, The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 No. 757 will come into force. These Regulations amend the Town and Country Planning (Use Classes) Order 1987 as it applies to England.
- 7.12 The amending regulations will create three new use classes for England as follows:
- **“Class E” (Commercial, business and service)**, will incorporate the previous A1 (Shops), A2 (Financial and professional services), A3 (Restaurants and cafes) and B1 (Business) use classes. Uses such as gyms, nurseries and health centres (previously in use Class D1 (Non-residential institutions) and Class D2 (Assembly and leisure)), and other uses which are suitable for town centres, are also included in the new Class E. In addition, the new Class E provides for buildings that may be in a number of uses concurrently or that may be used for different uses at different times of the day.
  - **“Class F1” (Learning and non-residential institutions)**, incorporating the previous Class D1 (Non-residential institutions) uses that are more likely to involve buildings which are regularly in wider public use such as schools, libraries, museums, and art galleries.
  - **“Class F2” (Local community)**, incorporating the previous Class D2 (Assembly and leisure) uses that provide for group activities of a more physical nature such as swimming pools, skating rinks and areas for outdoor sports. The new Class F2 also includes halls and meeting places where the use is principally by the local community and shops mostly selling essential goods where the shop area is no more than 280m<sup>2</sup> and there is no other such facility within 100 metres of the shop’s location.
- 7.13 It is particularly relevant to the Development that the former Class A4 (Drinking establishments) have been removed. These uses are included in the list of uses which are specifically identified in article 3(6) of the Use Classes Order as uses which will not fall within any use class. This means that the A4 uses in respect of the Flying Pig will become *sui generis* for planning purposes.
- 7.14 On the 1<sup>st</sup> September it is the Applicant’s intention to notify the City Council that the uses proposed in respect of Building B and C will become Class E in accordance with the requirements of the amending regulations. This has been discussed with the City Council through pre-application discussions.
- 7.15 There is no change of use proposed in respect of the Flying Pig public house which will be preserved in its existing use.

## 8.0 Engagement

- 8.1 At the outset of this project, the Applicant set itself and its project team an absolute requirement of adopting an exemplary consultation approach.
- 8.2 This requirement extended across many, many stakeholders including the community, existing tenants and neighbours, the City Council, Historic England and many other local organisations and businesses. This process has directly and significantly shaped the Development.
- 8.3 A comprehensive Statement of Community Involvement ('SCI') has been compiled by Redwood Consulting on behalf of the Applicant. The broad aims of the consultation were to:
- Conduct a best-in-class consultation, engaging with local politicians, local groups, neighbours, businesses, wider stakeholder groups and residents;
  - Engage with stakeholders as early as possible and throughout the development of the proposals;
  - Explain the aims and rationale behind the proposals and the benefits, providing as much information as possible;
  - Provide a number of channels for the local community to express their views and ask questions, namely through face-to-face meetings, public exhibitions, feedback forms, a dedicated website and project email address;
  - Incorporate feedback, where possible, into the emerging proposals;
  - Work closely with the LPA to ensure key officers and councillors were aware of the Proposed Development, consultation activities and outcomes; and
  - Ensure the scheme fits in with wider, strategic plans for the city.

### Engagement with the Community

- 8.4 A three-phase consultation strategy was adopted in relation to a wide-reaching public engagement. A total of 456 people attended events held during the three phases of public consultation:
- Phase One: An initial two-day public consultation to discuss the principles of development and understand what all stakeholders would like to see on the Site. This was predominately a listening exercise, ahead of any designs being drawn up. The history of the Site and suggested principles of development were displayed, suggesting a commercially led, mixed-use development. The consultation event took place on Thursday 27<sup>th</sup> June (17:00–20:00) with 121 attendees and Saturday 29<sup>th</sup> June 2019 (10:00–13:00) with 61 attendees. The team received 74 feedback forms at and following this phase of engagement.
  - Phase Two: A second two-day public consultation presenting initial design proposals in response to the feedback gathered during phase one. This second phase allowed the Project Team time to reflect and incorporate ideas ahead of the final stage of engagement. It took place on Thursday 5<sup>th</sup> December (17:00–20:00) with 82 attendees and Saturday 7<sup>th</sup> December 2019 (10:00–14:00) with 78 attendees. 72 feedback forms were received.

- Phase Three: A final two-day public consultation to develop the presentation of stage 2. Plans presented were not final as there was still room for stakeholder feedback, but they provided a clear indication as to the direction of proposals and how feedback had been incorporated, where possible. This final stage took place on Thursday 12<sup>th</sup> March (16:00–19:00) with 70 attendees and Saturday 14<sup>th</sup> March (10:00–14:00) with 44 attendees. 58 feedback forms returned

## Engagement with the City Council

- 8.5 The Framework sets out that pre-application engagement by prospective applicants, offers significant potential to improve both the efficiency and effectiveness of the planning application system and improve the quality of planning applications and their likelihood of success.
- 8.6 Reflecting this, the Applicant has engaged with Officers, Members and the City’s Design & Conservation Panel at every step of the way. Indeed, no less than nine formal meetings have been held with the City Council, each one shaping the Development.

## Historic England

- 8.7 Recognising that the redevelopment of the Site will impact on the setting of several statutorily designated assets including the Grade II\* Botanic Garden, the Grade II listed Cory’s Lodge within the Garden and on the character and appearance of the New Town and Glisson Road Conservation Area, close engagement has been undertaken with Historic England, the statutory consultee responsible for securing the preservation and enhancement of all aspects of England’s heritage for the benefit of future generations.
- 8.8 Meetings were held with Historic England on 16<sup>th</sup> March 2020 and 5<sup>th</sup> June 2020, and their advice subsequently received on 22<sup>nd</sup> July 2020, which is provided at **Appendix 5**.

## Engagement with Tenants, Neighbours and Local Businesses

- 8.9 In addition to the community of Cambridge and the City Council itself, speaking with existing occupiers of the Site, and its neighbours has been a critical requirement of the engagement brief. A comprehensive list of the engagement activities is included within the SCI, and in summary includes:
- Cambridge University Botanic Garden and Cambridge University Estates Department
  - The Flying Pig Public House
  - Existing tenants: Mills and Reeve; Siemens; Irwin Mitchell; Repositive; Real VNC
  - Centennial Hotel
  - Brooklands Avenue Residents Association
  - Cambridgeshire Chamber of Commerce
  - Cambridge Past, Present and Future

- 8.10 A Sustainability Workshop also took place between the second and third phases of consultation. This focused session invited local business leaders and sustainability experts to think innovatively about the detail of the Development’s sustainability offer, shaping the Development.

## You Said – We Did

- 8.11 The engagement undertaken has resulted in direct and significant alterations to the Development. These changes clearly demonstrate how the Applicant has listened to feedback across the pre-application process, and has adapted designs, where possible, to incorporate suggestions from the local community.
- 8.12 Five significant changes were made to the Proposed Development as a result of the engagement exercise, including:
- In stark contrast to the existing permission, the **Flying Pig Public House will be retained** on site within its current building, with ancillary residential accommodation and a private beer garden;
  - **Significant height reduction** across all buildings, with a reduction of two storeys and footprints of the building reduced to set back from the Botanic Garden and the provision of extensive public realm to Hills Road;
  - **Increased landscaping and detailed tree planting plan**, to ‘green’ the Site and support the biodiversity of the Botanic Garden;
  - **A clear and fundamental focus on sustainability** and measures as to how this can be achieved clearly detailed; and
  - Creating a development which is **open, welcoming and accessible to all**, with public spaces and cafes for all to enjoy. The use of space for the community is continuing to be explored with various stakeholder groups.

## 9.0 Policy Assessment

9.1 The key policy issues in relation to the Development are:

- Vision and principle of development – Delivering a BREEAM Outstanding development within an Opportunity Area and Area of Major Change
- The extant planning permission and the balance of the two consents
- A city responding to the Climate Change emergency
- The economic benefits
- The Flying Pig public house
- Quality of design
- Impact on historic environment and addressing the Botanic Garden
- Environmental impact
- Impact on neighbours
- Planning balance
- Section 38(6)

9.2 The remainder of the assessment is structured to address these headings.

### **Vision and principle of development – Delivering a BREEAM Outstanding development within an Opportunity Area and Area of Major Change**

9.3 As set out within the Forward to the Local Plan, Cambridge is a city under huge pressure for growth. With a world-class reputation for education, science and innovation, research and knowledge-based industries, the high-value Cambridge Cluster is crucial to the UK's economy and its international competitiveness.

9.4 The Framework outlines 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. This is particularly important where Britain can be a global leader in driving innovation, and in areas with high levels of productivity – there is no better example of both, than in Cambridge. [NPPF, 80]

9.5 However, the approach to growth should not give carte blanche to development, but build on Cambridge's strengths, provide opportunities to address any weaknesses and address the challenges of the future.

9.6 Cambridge is a historic place with a cherished character and environment. Whilst the city's growth and success are of such importance economically, the quality of life which Cambridge's communities enjoy must be protected and preserved too.

9.7 It is implicit within the Council's designation of the Site within an Area of Major Change, that this is a location that is best placed to meet the City's growth agenda.

- 9.8 The City Council recognises the huge pressures which face the city in light of a warming climate and the limited land cover for priority habitats, natural green spaces and designated nature conservation. In response to this, it has declared a Climate Emergency (Cabinet meeting of 21<sup>st</sup> February 2019) and a Biodiversity Emergency (Cabinet meeting of 22<sup>nd</sup> May 2019). All decisions made by the Council must hold these two declarations front of mind and the Development seeks to respond to both directly.
- 9.9 The Cambridge Local Plan (2018) sets out ‘the vision for Cambridge to 2031’. It states:  
*“The vision for Cambridge is of a compact, dynamic city, located within the high-quality landscape setting of the Cambridge Green Belt. The city will draw inspiration from its iconic historic core, heritage assets, river and structural green corridors, achieving a **sense of place in all its parts**, with generous, accessible and biodiverse open spaces and **well-designed architecture**. Building on the city’s reputation for design excellence, Cambridge’s new development will be innovative and will promote the use of **sustainable modes of transport**, helping to support the transition to a more environmentally **sustainable and successful low carbon economy**. The city will continue to develop as a centre of excellence and world leader in the fields of higher education and research, and will foster the **dynamism, prosperity and further expansion of the knowledge-based economy**, while retaining the high quality of life and place that underpins that economic success.*
- 9.10 The Development provides for the objectively assessed commercial needs of Cambridge, with an innovative workplace campus which puts the community first. Where the extant planning permission does not, the Development responds to the Council’s vision as well as its calls to address the climate and biodiversity emergencies. The Development fosters development of new economic opportunity by maximising the potential of a site which is currently inefficiently developed, whilst being sensitive to the historic context of Cambridge and its immediate neighbours.

#### Economic development in a sustainable location

- 9.11 To achieve sustainable development the planning system has economic, social and environmental objectives. [NPPF, 8]
- 9.12 When determining planning applications, decision makers are required to apply the presumption in favour of sustainable development. This means that where development plans are considered to be up to date, proposals which accord with them “must” be approved “without delay” [NPPF,11]. The presumption in favour of sustainable is also set out in Policy 1 of the Local Plan.
- 9.13 Policy 2 of the Local Plan establishes that there is a particular emphasis on delivering growth within Cambridge, by building on the city’s existing strengths in ‘knowledge-based’ activities. It highlights that Cambridge requires the delivery of 70,200 sqm of additional ‘B’ class floorspace or 7.4 ha of land to meet its forecasted growth of 22,100 net additional jobs by 2031. When considering B1a and B1b use, the need is 83,000 sq.m and 32,700 sq.m respectively.

<sup>5</sup> This reflects an anticipated reduction in B1c/B2 (industrial) and B8 (warehousing) as noted at Table 5.1 of the Local Plan 2018.

- 9.14 This employment development will be focused to the urban area, Areas of Major Change, Opportunity Areas and the city centre.
- 9.15 As outlined earlier, the Site falls within the Station Areas West and Clifton Road Area of Major Change [LP 21] and Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area [LP 25]. In allocating the Site for development, the Council has already established that it is a sustainable location for development to come forward.
- 9.16 Reflecting this, and the high level of connectivity that these allocations enjoy, the Local Plan states that their development should be of higher density as Cambridge seeks make the most efficient use of previously developed land to meet the needs of the city as it looks to grow [LP, 27].
- 9.17 This accords with national policy which directs decision making to “promote an effective use of land” where “strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land” [NPPF,117].
- 9.18 However, despite this, the Local Plan has not been able to identify sufficient land to meet the city’s objectively assessed need in full, from sites within the city’s boundary.
- 9.19 In this respect, the Site represents a rare opportunity to provide for Cambridge’s needs, whilst reducing the pressure on its Green Belt. The principle of intensifying the use of the Site to meet the city’s needs should be supported.
- 9.20 The Framework continues that planning policies and decisions should give substantial weight to the value of using suitable brownfield land for identified needs whilst promoting and supporting the development of under-utilised land and buildings where they can be used more effectively. [NPPF, 118].
- 9.21 The principle of developing this highly connected site is therefore entirely compliant with local and national policy.

#### General principles in respect of Areas of Major Change

- 9.22 Policy 14 of the Local Plan (2018) sets out general principles in respect of Areas of Major Change. The Development complies with this policy in full.
- 9.23 It is demonstrated within this Statement, the Design and Access Statement, Landscape Statement and Sustainability Statement that the Development will be of the highest quality design and incorporate the principles of sustainable design and construction. There is no other new build within Cambridge which achieves BREEAM (2018) Outstanding, and there are very few other examples across the UK.
- 9.24 In respect of the specific policy requirements it is confirmed that:
- **the necessary infrastructure required to support the development is secured** – the applicant has engaged closely with both City and County Councils to ensure that all infrastructure work required to support the Development is provided. This is set out within the Application documentation;

- the **site is allocated for development and is within the control of a single landowner** – it is therefore deliverable;
- the very concept of the development is for an office led campus, **there is a clear masterplan for the site** in accordance with the Area of Major Change and Opportunity Area;
- the development is a **place for people designed to encourage social interaction and meeting** fostering a sense of community;
- extensive **thought and care is given to the precious heritage assets** within which the site sits – especially that of the Grade II\* registered Cambridge University Botanic Garden;
- the Flying Pig sits at the heart of the scheme as a valued public asset – its future secured for many years to come; and
- a detailed landscape masterplan is provided to bring the Garden to the street and provide extensive greening of the site.

9.25 Further detail and analysis is given to these specific policy requirements throughout this Statement.

### The extant planning permission and the balance of the two consents

9.26 The Development will replace in full the remaining phase of the existing permission as described in Section 4 of this statement. The Government has adopted an objective of “significantly boosting” the supply of new homes [NPPF,59] and it is therefore necessary to consider the impact that replacing this consent would have on local housing supply.

#### Replacing the residential consent

9.27 The Framework outlines that planning decisions need to reflect changes in the demand for land and be informed by regular reviews of both the land allocated for development in plans, and of land availability. Where the local planning authority considers there to be no reasonable prospect of an application or permission coming forward for the use allocated in a plan, alternative uses of land should be supported – especially where it contributes to meeting an unmet need for development in the area. [NPPF, 120].

9.28 The Site location provides more accessible and sustainable links to the city centre and train station and as a result of the Site’s context is better suited for office space than residential development which is likely to result in greater disturbance to the Botanic Garden.

9.29 In this respect, on the 1<sup>st</sup> April 2020, the City Council published the “**Greater Cambridge Housing Trajectory and Five-Year Housing Land Supply**”. It notes that within the Station Areas West and Clifton Road Area of Major Change, there are five key planning permissions for residential development, including this Site.

Table 5 – Extracts of Greater Cambridge Housing Trajectory and Five-Year Housing Land Supply

SITE	NO. OF DWELLINGS	DATE PLANNING PERMISSION GRANTED	CURRENT STATUS
<b>Betjeman House Hills Road, Cambridge</b>	156 dwellings (06/0552/FUL)	3 August 2007	Landowner pursuing B1 scheme, therefore not within five-year supply calculations.
<b>Station Area Blue Phase (Station Road West)</b>	169 dwellings (11/0633/REM)	29 Sep 2011	Completed.
<b>Station Area Pink Phase (Station Road West)</b>	137 dwellings (13/1034/REM)	9 Jan 2014	Completed.
	89 dwellings (15/1759/FUL)	8 Mar 2018	Under construction. First dwellings to be completed in Oct 2020 and development to be complete by July 2021.
<b>82-88 Hills Road and 57-63 Bateman Street, Cambridge</b>	20 dwellings	-	Expected towards end of Plan period. Therefore, not within five-year supply calculations.
<b>23 and 25 Hills Road</b>	10 dwellings (17/0265/FUL)	17 July 2017	Demolition started and first completions due June 2020 with development completed by March 2021.

Source: Cambridge City Council

- 9.30 In total, these consents allow for 405 new dwellings. Of these, 306 (75%) new homes have been completed and are now available to the market.
- 9.31 The Housing Trajectory states that whilst the Site is allocated in the development plan, and is noted as having a capacity of 156 dwellings, Botanic House (the office component) has since been delivered and *“the landowner is now pursuing a wholly non-residential development on the remainder of the Site”*.
- 9.32 Consequently, in accordance with the requirements of the Framework, as there is uncertainty regarding delivery of residential development on the remainder of the Site, the Council has made no allowance for housing delivery at the Site within the current housing trajectory.
- 9.33 Despite this, the Council’s for Greater Cambridge can continue to collectively demonstrate that it has sufficient land for five years of housing land supply<sup>6</sup>:
- 9.34 Indeed, when looking beyond a five-year period, the Cambridge Local Plan 2018 requires the delivery of 14,000 dwellings within the City during the period of 2011 to 2031. The Greater Cambridge housing trajectory demonstrates that 14,468 dwellings are expected to be delivered within the City’s administrative area between 2011 and 2031. This is regardless of excluding the 156 homes that are approved at the Hills Road site.

<sup>6</sup> The Councils jointly have 5.4 years of housing land supply for the 2020- 2025 five-year period.

- 9.35 Consequently, it is concluded that there is therefore no policy conflict with regard to the “loss” of the units approved within the existing permission and there will be no impact to the City Council in respect of its ongoing housing supply.
- 9.36 This is in stark contrast to the pressing objective need for commercial floorspace. A review of Cambridge’s city centre market concludes that there is currently limited availability in the ‘prime’ area.
- 9.37 Reflecting this, rents have reached £46.50 psf on the final letting of the 50/60 Station Road, CB1. Cambridge has changed immeasurably from a relatively immature market to ‘a’, if not ‘the’ European Capital for R&D.
- 9.38 The independent Economic Benefits Assessment concludes that the prime central sub-market is supply constrained with little opportunity for businesses to expand their occupied space or for new businesses to find appropriate space. It concludes that *“if the pressure and bottle necks identified within the commercial property market are not addressed, then continued rental growth and lack of available stock will impact its ability to grow businesses organically and attract new entrants from outside of Cambridge”*. Further, *“the ongoing delivery and development of new space in Cambridge is essential to maintain and growing its existing R&D specialism”*.
- 9.39 It is predicted that Cambridge will continue to attract global business who will focus on securing highly sustainable city centre sites. We expect that this will result in resilience of the market both short and long term, as demonstrated during the 2008/2009 economic downturn compared to other locations.
- 9.40 The Development will support Cambridge’s continued success.

#### Impacts associated with extant permission

- 9.41 There are many disbenefits to the extant planning permission when compared against the Development. These include the greater impact that residential development would have on the Botanic Garden, with balconies provided on the western elevation of the consented development and increased activity during the night.
- 9.42 The existing permission would result in the loss of the Flying Pig Pub, a valued business within the local community and wider city. In contrast following extensive engagement with the community the Development would retain the Pub as a building and safeguard the future of the Pub as a business. With sensitive alterations to the rear of the existing building, a new accessible entrance will be provided, and the back of house facilities significantly improved to ensure its compliance with regulations. This will ensure the viability and long-term sustainability of the Flying Pig operations.
- 9.43 Where the extant permission entirely removes the Flying Pig’s pub garden, the Development will create a new, large space, set within generous landscape.
- 9.44 The existing permission would not contribute to any quality of public realm, with buildings constructed ‘hard up’ against the eastern boundary and existing footpath, arguably a worse position than exists today. In comparison, the Development will deliver significant improvements to

the existing public realm. This includes variety of different spaces around the Development from pocket gardens, public squares, shared spaces to private areas for wellbeing and mindfulness. Within these spaces, there are extensive opportunities for public art and substantial improvements to the contribution the Site makes to the city's biodiversity. All the proposed landscape spaces are designed to have their own features and character but to feel part of the campus. The public spaces have been thought of as an extension to the inside of the buildings, with the ground floor reception spaces having public access and inviting the public in to dwell and make use of the food and beverage services and co-working facilities.

- 9.45 In addition to the improved public realm, the Development also offers a much-reduced level of car parking (significantly below the Council's maximum standards) than would result with the extant permission.

### A city responding to the Climate Change emergency

- 9.46 Reflecting the 'presumption in favour of sustainable development' [NPPF, 11 and LP, 1] and the requirement to exploit all opportunity to integrate the principles of sustainable design and construction into the design of proposal [LP, 28] delivering a sustainable development has been at the heart of the Applicant's brief to the Design Team.

- 9.47 Indeed, it has been an absolute requirement to exceed the requirements of planning policy and achieve BREEAM Outstanding, WELL Platinum and Wiredscore Platinum from the start.

- 9.48 It is not possible to achieve these certifications without extensive care and thought. This does not only apply to the architecture of the building, but the process by which the building and the design process responds to the context of the Site and the views of those engaging throughout the process. This reflects the requirement of the Local Plan.

- 9.49 To provide structure to the benefits and values that the Development can, five defined factors have informed the approach to sustainability for the project. These are set out in detail within the Sustainability Statement, and in summary can be considered to be:

- Social – Delivering social value to the community;
- Human – Enhancing health and wellbeing;
- Natural – Seamless integration of built and natural environment which promotes resources efficiently;
- Physical – A low carbon development, free of fossil fuels which combines modern workplace with innovative technology; and
- Economic – Enabling growth through investment, harnessing talent and innovation.

- 9.50 Combining these criteria together the Development provides for the following commitments:

- Exceeding policy by achieving BREEAM 2018 "Outstanding" Certification;
- Provide for human health by achieving WELL "Platinum" Certification;
- Delivering fossil-fuel free, all-electric buildings, with zero combustion on-site and an 80% reduction in carbon emissions compared to a typical office with gas fired heating. This will be coupled with a pathway to achieving Net zero carbon;

- Pursuing a design which has a low embodied carbon;
- Providing for landscape which delivers a biodiversity net gain of over 570% compared to existing site;
- As a minimum delivering an air quality neutral development, where possible seeking to improve on local air quality;
- Ensuring that the building is an exemplar when it comes to climate change adaptation and resilience;
- Guaranteeing that the development reduces potable water usage by 55% compared to the BREEAM 2018 baseline and slowing water run-off to greenfield rates by applying a range of sustainable urban drainage systems, including a rain garden and blue roofs;
- Providing a development which seeks to encourage travel to work by public transport, cycle or on foot with exemplar cycling facilities, an electric bike-share scheme and a reduction in overall levels of parking; and
- Where vehicle parking is provided, providing a roadmap to ensure that it is only available to electric vehicles.

### Adaption to Climate Change

- 9.51 In response to the Climate Change emergency and requirements of development plan policy, a wide range of measures have been integrated into the Development, giving priority to architectural approaches in line with the cooling hierarchy. The impact of the development in respect of climate change is also integrated within every technical chapter of the EIA.
- 9.52 The Development will substantially improve upon the standards of Part L 2013 of the Building Regulations and is designed to minimise cooling demand in operation. Mitigation measures such as appropriate glazing ratios and g-values, high levels of insulation and minimisation of internal heat gains have been incorporated within the design approach. In addition, various tools have been applied to the Development, including external solar shading, use of reflective materials, solar control window films, efficient mechanical cooling supported by passive techniques (night-time purge ventilation; natural wind-driven ventilation; openable windows) and enhancement of the building's thermal mass.
- 9.53 Alongside these interventions, education and management will be applied to raise awareness and encourage behavioural best practice.
- 9.54 Landscape and biodiversity enhancements can also play a significant part in ensuring resilience to a changing climate by providing green infrastructure that defines spaces and provides respite from the sun, contributing to the cooling of both building and landscape.
- 9.55 Details of the landscape design have been prepared with care too, for example light paving is specified for the majority of the Site, which will reduce the level of heat absorption on hard ground surfaces. The specification of drought tolerant and climate resilient plant species will ensure that irrigation can be minimised in period of low rainfall. Any irrigation that is provided will utilise the buildings grey-water harvest systems.

9.56 A detailed explanation of the Development's response to climate change can be found within the Sustainability Statement which supports the application. The approach to climate change is embedded in the detailed design of the Development, providing surety of deliverability.

### Carbon Reduction

9.57 In accordance with the energy hierarchy, the Development will take a three-pronged approach to use less energy, apply the energy used more efficiently and to take its energy from renewable sources. This results in a 43.3% reduction in carbon emission when compared to the requirement of Building Regulations.

9.58 As a starting point, the building has been designed to consume significantly less energy than an average office development, reducing energy demand and in turn carbon emissions.

9.59 When considering the design of the façade, the ratios of solid to glazing and the performance of the materials used, has resulted in significant savings of energy consumption.

9.60 The Development will benefit from an efficient thermal envelope and has been designed with architectural elements to provide wider environmental benefit. For example, the application of vertical fins to the building's facades ensures a balance between the benefits of passive solar heating in winter months whilst limiting the likelihood of high solar gain in summer.

9.61 The envelope of the building is also designed to achieve much reduced air transfer through the façade than is typically permitted by building regulations. This helps to reduce heat loss.

9.62 Finally, the building systems apply state of the art technologies. One particular example is the mechanical ventilation systems, which are fitted with heat recovery and smart building systems ensure it is only active when it is necessary to improve the internal air quality. Thus, minimising the consumption of electricity and ventilation heat losses. A detailed explanation of the mixed mode ventilation approach is set out within the Sustainability Statement.

### Use of Renewables

9.63 The Development makes full use of potential sources of renewable energy. As an electricity led development, it is proposed to:

- Install some 1,000 sq.m of photovoltaic panels to convert daylight into electricity. This level of PV installation will generate some 148,800 kWh of power each year; and
- Apply Air Source Heat Pump (ASHP) technology.

9.64 Due to grid decarbonisation, it is expected that ASHP technology will offer substantial carbon emission reductions over the alternative of gas boilers. The ASHPs will be located at roof level and integrated into heating and hot water systems. This not only reduces carbon emissions but will also ensure that there is no impact upon local air quality.

9.65 It should be noted that during the preparation of the planning application, the design team gave consideration to the use of Ground Source Heat Pumps. However, the space requirements for such systems, which require a large horizontal plane, plus embodied carbon and clogging

concerns related to vertical boreholes, means the air source option is more appropriate in this case.

### Water management

- 9.66 In response to the water stress facing Cambridge, a wide range of water conservation measures have been incorporated in the Development in accordance with the requirements of Policy 28. The Development will use water efficient fixtures and fittings throughout, and water meters will be provided to enable the monitoring of water consumption.
- 9.67 To ensure that all planning policy requirements are achieved, the Development will include rainwater harvesting and greywater recycling systems in both buildings to serve the toilet cisterns and provide for landscape irrigation.
- 9.68 The Development will result in the development of a basement across the majority of the Site. As a result, in order to ensure that surface water runoff is restricted to green field rates, sustainable urban drainage systems (SUDS) are incorporated into the architecture and landscape. In summary:
- A rainwater harvesting system is provided on both Building B and Building C to collect the rainwater for later use;
  - Blue and green roofs are proposed where possible;
  - ‘Raingardens’ are designed into the development at ground floor level; and
  - An overall attenuation volume of 590 cu.m is proposed in order to reduce the peak discharge rate from the Site. This is a significant betterment to the extant permission.

### The economic benefits

- 9.69 Cambridge is a globally renowned innovation and tech city that attracts substantial venture capital investment. This drives demand for well-located office space.
- 9.70 The local office market is underpinned by its world class reputation for research and development which was established with the Cambridge Science Park in the 1970s. Since then the development St John’s Innovation Centre, Peterhouse Technology Park, the Cambridge Judge Entrepreneurship Centre (including Accelerate Cambridge) and the ideaSpace Enterprise Accelerator have further expanded Cambridge’s contribution to R&D.
- 9.71 This has fuelled pressures on Cambridge’s local office market. If these pressures are not addressed, it will impact on the city’s ability to grow businesses organically and attract new firms. The ongoing delivery and development of new office space in Cambridge is essential to maintain and grow its contribution to the UK economy.
- 9.72 The Greater Cambridge and Peterborough LEP is noted as having the best performing economy outside of London, with a contribution of over £22bn per annum to the UK. In 2015, the Greater Cambridge and Peterborough LEP set out to deliver 70,000 new jobs and a target of increased GVA across the region by an additional £2.8bn. This would generate further office, training and general employment space. In particular, the LEP notes that there is a need to *“deliver innovation and incubator space across the LEP area”*.

- 9.73 Particularly relevant to the Development are three specific ambitions, which are set out within the Cambridgeshire and Peterborough Local Industrial Strategy (July 2019):
- *“Improve the amount of physical space for business to set up and grow and continue to work to develop at least four new ‘Innovation Launchpads’. These will be the focal point for innovation cluster development...”*
  - *“Bring together established firms with training, research and development (R&D), and incubation facilities. These will be focused on key sectors such as agri-tech, artificial intelligence and advanced manufacturing innovation”*
  - *“Support new start up, incubation, and scale-up space where market failures are identified.”*
- 9.74 The Framework requires development plans to set out a clear economic vision and strategy to positively and proactively encourage sustainable economic growth. Key to this is identifying and meeting anticipated needs over the plan period [NPPF, 81].
- 9.75 Reflecting this, Cambridge City Council sets out within the Local Plan that 70,200 sqm of additional ‘B’ class floorspace or 7.4 ha of land is required to meet its forecasted growth of 22,100 net additional jobs by 2031. When considering B1a and B1b use, the need is 83,000 sq.m and 32,700 sq.m respectively<sup>7</sup>.
- 9.76 Building on the high-level requirements of the development plan, it must be noted that the Cambridge ‘Prime Central’ office market has only 2.9% of its stock available for lease and a vacancy rate of 1.4%.
- 9.77 Overall, when comparing the average annual net absorption in the prime central sub-market of 58,600 sq.ft per annum, to its current availability of 42,000 sq.ft and existing pipeline under construction of 81,500 sq.ft there is an estimated 2.1 years of supply remaining.
- 9.78 This equates to a supply constrained market, with little opportunity for businesses to expand their occupied space or new businesses to find appropriate space.
- 9.79 If the pressure and bottle necks identified within the commercial property market are not addressed, then continued rental growth and lack of available stock will impact its ability to grow businesses organically and attract new entrants from outside of Cambridge. This risks jobs moving elsewhere.
- 9.80 The ongoing delivery and development of new space in Cambridge is essential to maintain and growing its existing R&D specialism. The Greater Cambridge and Greater Peterborough LEP has adopted a Strategic Economic Plan with the target of expanding the LEP’s job base by 70,000 (2015-21), while the Local Plan seeks to create 22,100 new jobs in the Cambridge City Council area by 2031. To accommodate this jobs growth there will be a need to expand the office supply available to the market to take-up.

<sup>7</sup> This reflects an anticipated reduction in B1c/B2 (industrial) and B8 (warehousing) as noted at Table 5.1 of the Local Plan 2018.

- 9.81 The Development responds to this by providing new state of the art office stock in a highly connected and sustainable location which has been identified as suitable for such space through the preparation of a development plan document. Providing additional space in a supply constrained market will help facilitate the attraction of new national and international firms to Cambridge.
- 9.82 It will also deliver incubator space that will provide diversity of space, catering for both ‘start-up’, ‘scale up’ and established occupiers.
- 9.83 In these respects, the Development would not only directly contribute to the needs identified by the City Council within a highly sustainable location, it would also seek to respond to the wider requirements of the LEP and its specific aims to provide space for companies at all stages of development.
- 9.84 The result of this is that the Development will:
- Provide for 4,700 net additional jobs across Cambridgeshire (over 6.0% of the LEP’s strategic jobs target);
  - Deliver a GVA uplift of £110 million;
  - Provide for 300 net additional construction roles annually;
  - Provide 2,500 net additional jobs office jobs, which is 34% the Local Plan (2018) target; and
  - Result in net increase to Business Rates of £3.9m per annum – representing £44m net public sector revenues from business rates by 2040.
- 9.85 The economic benefits are without doubt significant.

### **The Flying Pig public house**

- 9.86 The Flying Pig pub currently lies on the frontage of Hills Road and is positioned within two designations within the Local Plan that promote growth and opportunity and where development is expected to occur.
- 9.87 However, the Flying Pig also falls within the New Town and Glisson Road Conservation Area (which is a designated heritage asset) and is identified as a ‘building important to character’, within the Conservation Area Appraisal (we therefore conclude it is a non-designated heritage asset – its significance is assessed in detail within the accompanying Heritage Statement). The Local Plan sets out policies aimed at securing the protection of Public Houses across the city both in respect of the use as a community facility [LP 73] and the patronage and public house function [LP 76]
- 9.88 In this respect it is relevant that there is strong community affinity to the Flying Pig and its cultural and community background. It is particularly pertinent that it is a free house and serves beers from local breweries. It is also a well-known live music venue which holds an annual charity music festival, known as Pigfest. It also plays a role in the organisation of Strawberry Fair, a music and arts event in Cambridge.

- 9.89 However, without prejudice to these points, in advance of the current Local Plan being adopted and the conservation area being extended, planning permission was granted for the comprehensive redevelopment of the wider site. This included for the substantial demolition of all the existing buildings on site but with the retention of the Flying Pig's existing façade – the remainder of the building, including its bar would be demolished. As we note earlier, this permission is extant, and the remaining phases of the consent can be implemented without further need for planning permission.
- 9.90 Despite this consent, it became immediately apparent through consultation and engagement with the community of Cambridge that alternative options should be considered.
- 9.91 Following an extensive review of alternative approaches in respect of the Flying Pig it is to be retained as one of the most important assets within the Campus of four buildings.
- 9.92 This is a substantial benefit of the Development as it will protect and maintain the fabric, character and ambiance of the public areas within the original building. The bar and event spaces that the community considers as the Pig's most important features will be preserved in situ.
- 9.93 However, to ensure the Flying Pig's long-term future as part of the Campus, the building must be refurbished to ensure it meets current health and safety standards and provides level access for those who need it.
- 9.94 It is therefore proposed that the rear two storey extension, which house the back of house facilities (toilets and kitchens) will be removed to enable a new rear extension to be constructed. In addition, the existing pub garden will be replaced with a much improved, larger and more flexible space than the existing. Whilst it will be re-provided as a visually integral part of the public realm, through careful landscape design it has been given a clearly defined 'defendable' boundary to ensure it is enjoyed as a distinct space contiguous with the public house.
- 9.95 This aspect of the Development will secure, and future proof, the public house facility and the music venue for years to come in full compliance with the requirements of Policy 73 and 76 of the Local Plan.

## Quality of design

- 9.96 Reflecting the requirements of the Local Plan, the design of the Development holds the principles of sustainable development at its heart, providing an appropriate scale and density of development in light of the requirement to balance growth with the protection and enhancement of Cambridge's character. By developing the scheme through an exploratory and consultative process of iteratively testing ideas and discussing each stage with as wide a range of stakeholders, the Proposed Development responds to the Site's immediate and wider context and draws inspiration from the characteristics of its surroundings. [LP, 55].
- 9.97 The Hills Road, Station Road junction forms a key nodal point between the historic centre of Cambridge and its mainline national rail station, both of which are only a short walk away.
- 9.98 As a gateway to an emerging business district and a historic town centre, to make the most efficient use of land possible, it is an area that has been identified for growth for over 15 years.

- 9.99 Indeed, in 2006, it was outlined by officers in their assessment of the extant planning permission that the Site is positioned in a *“part of Cambridge [that] is undergoing rapid change, which is likely to continue, and which has brought with it the advent of taller buildings, higher densities and higher volumes of people movements”*. This is also reflected in the Local Plan which outlines that *“development should be of higher densities... in local centres”*.
- 9.100 The development will remove inefficient buildings which are considered to detract from the context of the conservation area, whilst protecting the Flying Pig which is considered to enhance it. In this respect, and in comparison, to the extant permission, the Development will preserve a building which is considered beneficial to the Site’s setting. It will retain Botanic House as the landmark building, whilst maximising the economic opportunity that can be realised. It will improve boundary treatment with the Botanic Garden and increase visibility along Hills Road by stepping back from the boundary line.
- 9.101 The building will:
- be convenient, safe and accessible for all users;
  - be constructed in a sustainable manner and be easily adaptable;
  - integrate functional needs such as refuse and recycling, bicycles and car parking;
  - integrate measures to reduce the environmental impact of the buildings, such as renewable energy systems and other rooftop plant and services, ensuring that there are no fossil fuels used on site;
  - promote access to the Site on foot, by bike and via public transport, where car use is required encouraging use of electric vehicles; and
  - increase levels of biodiversity in the built environment.
- 9.102 A detailed review of how the design has developed can be found within the Design and Access Statement prepared by AHMM.

### Bulk, Scale and Mass

- 9.103 Recognising the requirements of the Local Plan, and the Site’s unique position at a nodal point on a key arterial route, the proposed scheme seeks the comprehensive redevelopment with new structures that will have a larger footprint and height than the existing buildings on site.
- 9.104 The approach to bulk, scale and mass gives detailed consideration to the very sensitive context within which the Site sits, the assessment undertaken in relation to the extant planning permission and the need to facilitate economic growth (and now recovery) both in a local and national context.
- 9.105 The Site is at major road junction in a part of the City that is vibrant, noisy and urban in character. Indeed, it is a part of Cambridge which has seen extensive and rapid change with buildings of up to nine storeys in height delivered. Furthermore, Botanic House, which is noted as landmark building within the Local Plan is a building of seven storeys plus plant. Taller buildings, higher densities and greater movement of people is expected as a result of the growth agenda and designation of the Site as an Area of Major Change and Opportunity Area.

- 9.106 Regardless of these designations, it is necessary to consider Cambridge's existing skyline when reviewing development proposals that can be considered to be a tall building [LP 60]. In this respect it is noted that Appendix F to the Local Plan defines a tall building as *"any structure that breaks the existing skyline and/or is significantly taller than the surrounding built form."* As demonstrated within the sections which accompany the architectural drawings, the proposed development sits outside of the city's historic core and would not be *significantly* taller than the existing built form of Botanic House and development upon Station Road. Indeed, there is precedent for additional height over the existing development as a result of the extant planning permission. However, despite these points, it is acknowledged that the Site's context is particularly sensitive to bulk and height and therefore a detailed assessment should be undertaken.
- 9.107 Policy 60 of the Local Plan sets out that such an assessment should consider five key points.
- 9.108 First, to the location, setting and context – to appraise through a visual assessment how a proposal will fit within its existing townscape. Second, a review of the possible harm to the significance of heritage assets and sensitive receptors. Third, an accurate representation of the contribution that the proposal will deliver for the Cambridge skyline. Fourth, that there would be no unacceptable impact on its neighbours. Finally, that the proposal will deliver public realm and human scale at street level.
- 9.109 To complete an assessment against these requirements, consideration should be given to the following documents:
- The Design and Access Statement – which sets out a comprehensive review of Hills Road and its 'nodes of height' as one moves north towards Cambridge City Centre;
  - The Townscape and Visual Impact Assessment – which provides a technical analysis of the impact that the development may have upon the Cambridge skyline in the context of the EIA regulations;
  - The Heritage Statement – which assess the impact the development will have on the significance of both designated and non-designated heritage assets; and
  - The Wind Microclimate Assessment – which assesses the development's impact on local microclimate, in respect of the development and its context.
- 9.110 In addition, when considering the conclusions of these four key documents, it is also necessary to give weight to the existing planning permission as a material consideration.
- 9.111 We address these considerations throughout the remainder of this assessment.

### Landscape

- 9.112 It is a requirement of the Opportunity Area designation that *"Development proposals will deliver a series of coordinated streetscape and public realm improvements"* [LP, 25]. These improvements should emphasise 'place making' and create a more comfortable and simplified pedestrian environment.
- 9.113 Responding to this, the Development will deliver a series of coordinated streetscapes and public realm improvements which respond to the requirements of the Local Plan and are attractive, well-

designed and distinctive whilst being accessible and inclusive to a range of users. The Development will deliver:

- A variety of landscaped spaces of different character which will be accessible to the general public and include spaces to sit and dwell;
- The refurbishment of the Flying Pig Pub and provision of a new and enlarged pub garden;
- Private garden space for the occupiers of the proposed workspace;
- Extensive planting throughout the Development to draw the Botanic Garden to Hills Road;
- Enhanced cycle parking facilities at grade, for visitors of the workspace of Food and Beverage (F&B) offerings; and
- A new toucan crossing across Hills Road in front of Building C.

9.114 The frontage to Hills Road will see significant improvements over the existing position and the extant consent. It will be a wider and more pedestrian friendly environment with street trees and the use of a high-quality, durable palette of materials. This creates an environment which be an attractive place to work in, relax in, and travel through. This has been recognised by the Cambridge Design and Conservation Panel who consider that *“the reconfiguration of the west edge of Hills Road will be considerable. In many ways this will be a great improvement to the very blank elevations of the present office buildings”*.

9.115 Embedding nature into the landscape proposals will bring the experience of the Botanic Garden to Hills Road. The proposed buildings’ internal spaces will maximise the views out to tree canopies in both the Botanic Garden and on Hills Road, whilst the proposed roof terraces incorporate a variety of planting appropriate to the local area but resilient to a warming climate. The sustainable features of the building improve the overall environmental quality of the area.

## Impact on historic environment and addressing the Botanic Garden

9.116 Any decisions where listed buildings and their settings and/or conservation areas are a factor must address the statutory considerations of the Planning (Listed Buildings and Conservation Areas) Act 1990 as well as applying the relevant policies in the development plan and the Framework.

9.117 Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 requires that when making a decision on a planning application for development that affects a listed building or its setting, special regard must be given to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

9.118 Section 72(1) relates to conservation areas and sets out that special attention shall be paid to the desirability of preserving or enhancing their character and appearance.

9.119 Through pre-application discussions, it has been agreed which designated and non-designated heritage assets might be affected by the Development. This process also identified and agreed assets where the Site would fall outside of their setting, and therefore require no further assessment. Please refer to Section 7 of the Heritage Statement for further information in this respect.

- 9.120 Whilst not the only assets to be considered, of principal importance to the assessment of the proposed development is the New Town and Glisson Road Conservation Area and the Cambridge University Botanic Garden, which is a Grade II\* Registered Park and Garden.
- 9.121 Where a development may give rise to an impact on a heritage asset, it is necessary to first describe the significance of any heritage assets affected, including any contribution made by their setting [NPPF, 189]. Where the development may impact upon that significance, great weight should be given to the its conservation (and the more important the asset, the greater the weight should be. [NPPF, 193].
- 9.122 The significance of these two key assets is outlined below.

#### New Town and Glisson Road Conservation Area

- 9.123 The New Town and Glisson Road Conservation Area was created in 2018 to cover the area from the Fen Causeway, Lensfield Road and Gonville Place in the north, Glisson Road, Tenison Road and the station in the east. It is relevant that the Estate was previously excluded from the Conservation Area due to its detracting effect.
- 9.124 Within the immediate locality of the Site within the conservation area is characterised by the open space of the Botanic Garden, the heavily trafficked Hills Road and the junction with Station Road.
- 9.125 Since its construction, Botanic House has become a landmark building and stands at seven storeys plus plant in height, with Kett House opposite standing at five storeys plus plant. The recent development along Station Road currently reaches a maximum of nine storeys plus plant in height, whilst the surrounding residential development is two to three storeys, some from a raised ground floor level.
- 9.126 It is concluded that due to the quality of the townscape and the combination of buildings of varying type, scale and quality, the significance of the conservation area as a whole is considered to be good.
- 9.127 However, with the exception of the Flying Pig Public House, the existing buildings on the Site are considered to have an adverse impact upon the character and appearance of the conservation area. They are dated and uninspiring structures with limited design quality. Betjeman House, Francis House and its associated car park are noted to detract from the conservation area in the Conservation Area Appraisal. Previously, the whole of the Site was excluded from the conservation area due to its lack of positive contribution.
- 9.128 The Flying Pig is the exception to this as it provides some evidence of the traditional street frontage and scale of built form that was formerly typical of this part of the city at that date. Whilst its setting has changed considerably over the years and is now the only surviving traditional structure on the Site, overall, it is considered to make a minor beneficial contribution.

### Cambridge University Botanic Garden

- 9.129 The Botanic Garden was established at its current site following its acquisition in 1831. Due to the expense of the project, planting of the western half of the garden commenced to the design of A Murray. The Garden was first opened to the public in 1846.
- 9.130 The development of the eastern half of the garden did not commence until after the Second World War, under the direction of John Gilmour, Director of the Garden from 1951 to 1972. The planting of the eastern half of the Site was financed by a legacy from Reginald Cory, whom Cory Lodge is named after.
- 9.131 The Botanic Garden was added to the statutory Register of Parks and Gardens on 16 January 1985 at Grade II\*.
- 9.132 The significance of the Botanic Garden as a whole is considered to be high, although the original, western side of the garden holds far greater historic significance than the later eastern half.
- 9.133 The Botanic Garden is a large green space within the conservation area and views of the Gardens and the mature trees contained within it, have a significant greening effect on the conservation area in this location. The built form of streets surrounding the Botanic Garden reinforces its character as a greenspace which is set within an urban landscape. The wider city setting of the Botanic Garden helps to enhance an appreciation of the openness and greenery within.
- 9.134 As a ‘city’ garden, the contrast of moving from an urban context to a landscape context is part of the specialness of the place. As a result, its wider setting contributes positively to its significance, although the quality of the built form in some areas (notably in respect of the application site) are not positive contributors to either the setting of the Botanic Garden, nor the conservation area.

### Impact of Proposed Development

- 9.135 Where there is harm identified as a result of development which impacts upon the significance of a designated heritage asset clear and convincing justification is required. [NPPF, 194].
- 9.136 The Framework directs that “substantial harm” to or “loss” of grade II listed buildings, or grade II registered parks or gardens, should be exceptional; whilst assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional. [NPPF, 194].
- 9.137 Where a proposed development results in “substantial harm”, the assessment should consider whether it can be demonstrated that it is outweighed by substantial public benefits. [NPPF, 195].
- 9.138 However, where the harm is noted as being “less than substantial” to the significance of a designated heritage asset, then the level of harm should be weighed against the public benefits of the proposed development. [NPPF, 196].
- 9.139 The tests in respect of non-designated heritage assets are different. Whilst the Framework requires a similar balancing exercise to be applied, in considering applications that directly or

indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the non-designated asset. [NPPF, 197]

### **Cambridge University Botanic Garden**

- 9.140 In respect of the Botanic Garden the existing development currently detracts from its setting due to the poor-quality nature of the built form and untidy nature of boundary treatment. The Development results in a comprehensive approach to the re-development of the Site, which delivers the removal of all the buildings which are considered detrimental to setting. This results in a beneficial impact on the setting of the Gardens.
- 9.141 However, it is accepted that where the Development is visible, its increased height and mass will result in an impact on the views of the treeline from within the Gardens. This would be most noticeable from a number of locations in the eastern half of the Gardens, which, as identified earlier do not hold the same level of significance as the original western element.
- 9.142 Nevertheless, a balance had to be found between Hills Road street views, which improve greatly as a result of setting massing back from the road, and the Botanic Garden views.
- 9.143 The organic shapes of the Development, its height and the treatment of the elevations has sought to minimise the effects of the increased height and to ensure that any views obtained are towards a building of the highest design quality and assist in breaking the massing down and avoiding a monolithic appearance. However, aspects of existing openness will be reduced, and these will have a minor/moderate adverse impact on the setting of the Garden.
- 9.144 This adverse impact is mitigated by the creation of an improved relationship between the Site and the Gardens through the orientation and detailed design of the new structures. Of particular importance to the success of the scheme is ensuring the buildings will no longer present their rear or service elevations to the Gardens but, rather, positive and well-designed elevations which allow a much-enhanced relationship with its setting.
- 9.145 In addition to this, the chosen materials help to further break up its massing, reduce its perceived visual impact and set it into its local context. The deliberate transparency of the ground floor, and the undulating form of the mass is deliberate to enable views of the Garden to be achieved. This is supplemented by the proposed landscape scheme which creates green corridors through the Site which link Hills Road to the Botanic Garden. The inclusion of landscaping on the terraces and roof garden further emphasises the green links with the Gardens and softens the built form into its context. This all services to deliver an enhancement of the biodiversity and landscaping which results in minor beneficial impacts on the setting.
- 9.146 Finally, it is material to consider the level of harm to the significance of the Botanic Garden which results from the Development, against that which would result from the extant planning permission.
- 9.147 In simple terms, any impact upon the significance of the Botanic Garden as a result of this proposal, is less than would occur if the extant planning permission is completed in full. This position is not only an opinion of the Applicant and its design team, but also the position of Historic England.

9.148 This benefit should be considered in addition to the conclusions reached in respect of amenity.

### **New Town and Glisson Road Conservation Area**

9.149 When turning to the conservation area, many of the same impacts apply as discussed above for Botanic Garden. In addition, it is outlined in detail within the Heritage Statement that:

- There is a beneficial impact on views from within the Conservation Area, principally as the design maintains the landmark status of Botanic House and provides space for the Flying Pig to be read within the overall Estate – contrary to both the existing situation and the extant consent.
- The impact from views within the Botanic Garden is as set out above, with an adverse impact in terms of presence above treelines in some cases, but that this is offset against the beneficial impact due to the creation of a better relationship between the built form and the gardens.
- There scheme is neutral to long range strategic views across the City.

### **Harm**

9.150 As outlined earlier, where there is harm to the significance of a designated heritage asset clear and convincing justification is required. In this context it is concluded that the proposed development would result in “**less than substantial**” harm in the context of NPPF 196. This position has been discussed and agreed with Historic England.

9.151 It has been outlined that where “less than substantial harm” arises, the impacts should be considered in the context of public benefit. These benefits can include those relating to heritage and wider planning matters.

9.152 In respect of heritage benefits, it has been concluded that the proposals represent a major opportunity to deliver significant townscape enhancements to Hills Road and the surrounding area. It would also ensure that the benefits of retaining the Flying Pig with a long-term sustainable future is realised. Finally, the proposed Development would secure a reduced impact upon the Botanic Garden in comparison to that of the extant planning permission.

9.153 Whilst the mass and height of built form on the Site will increase, it is broadly in line with the extant consent, but it delivers a much wider range of design, townscape and public realm benefits that far exceed the permitted scheme. Taken together, these improvements will be beneficial to the character and appearance of the Conservation Area.

9.154 The wider planning case is concluded at the ‘Planning balance’.

## **Environmental impact**

### **Air Quality**

9.155 The development is located within the Cambridge Air Quality Management Area (AQMA) which was designated in 2004 as a result of exceedances of annual NO<sub>2</sub> objectives. Baseline assessments have been completed which demonstrate that all of the automatic monitoring stations and diffusion tube monitoring sites within the vicinity of the Site have complied with the annual

mean NO<sub>2</sub> objective in recent years. This assessment also concluded that the 1-hour mean NO<sub>2</sub>, 24-hour mean PM<sub>10</sub> and annual mean PM<sub>10</sub> and PM<sub>2.5</sub> concentrations have also complied with the relevant objectives at the automatic monitoring stations.

- 9.156 A methodology for assessing the Development's impact upon local air quality was agreed with the City Council on 6<sup>th</sup> July 2020. This included agreeing the baseline air quality review, considering the impact of dust arising from construction activity and construction traffic as well as an operational impact assessment.
- 9.157 A site suitability assessment was completed to assess whether future occupant of the Development would be exposed to poor air quality. This assessment concluded that 1-hour mean NO<sub>2</sub> concentrations are not expected to exceed defined objectives based on local monitoring data and local background concentrations. Therefore, the Site is considered suitable for commercial use without mitigation.
- 9.158 In respect of the traffic generated by the Development, it is considered the level of movements is below the criteria set in the Environmental Protection United Kingdom (EPUK) and Institute of Air Quality Management (IAQM) planning guidance and consequently the impact of additional traffic on local air quality is considered insignificant. A detailed assessment is not required in this respect.
- 9.159 As noted earlier, the proposed Development is combustion free with energy provision for the Development will be provided by air source heat pumps (ASHP). As such the impact from the energy provision will be negligible and no mitigation is required.
- 9.160 The impacts of the construction work on dust and ambient PM<sub>10</sub> concentrations have been assessed and the risk of dust causing a loss of local amenity and increased exposure to PM<sub>10</sub> concentrations has been used to identify any necessary mitigation measures.
- 9.161 These mitigations measures focus on communication; dust management; site management and monitoring. Provided these are implemented and included within a dust management plan secured by a planning condition it is concluded that the impacts are not significant. It should be noted that any residual impact is temporary in nature occurring only during the construction phase.
- 9.162 Accordingly, based on the assessments undertaken within the Air Quality Assessment, it is considered that air quality should not be viewed as a constraint to planning permission. Indeed, the Development conforms to the principles of Framework and the Local Plan in this respect.

### Arboriculture

- 9.163 A detailed Tree Survey, Arboricultural Impact Assessment and Preliminary Arboricultural Method Statement is provided in support of the Development. The purpose of this work is to provide consideration of the arboricultural impacts of the Development in accordance with the feasibility and planning sections of BS 5837: 2012 "*Trees in relation to design, demolition and construction*".
- 9.164 The Development will require the removal of three trees within the site. These trees are considered to be Category U by the independent arboriculturist. This means that the trees are of low quality. In addition to this, the arboriculturist has recommended that a further three Category U

trees are removed irrespective of the development. This is due to their condition and is general good practice.

- 9.165 Given the relationship of the Site with the Botanic Garden, great care and thought has been applied to ensure that there are no impacts on trees within the Garden as a result of the Development.
- 9.166 In this respect the alignment of the Development will not require excavation within the root protection areas of any trees that are to be retained. Indeed, this is a key component of the Applicant's brief to the Design Team.
- 9.167 As a result, the Development will where possible retain existing boundary walls in order to minimise impact. However, in certain locations, it is proposed to construct new boundary walls immediately adjacent to the root protection areas of existing trees. There are eight trees where this occurs. The impact on the root protection areas of these trees will be minimal, particularly as existing structures are likely to have had a limiting effect on root growth within the proposed footprints. This is explained in detail within the Arboricultural Impact Assessment.
- 9.168 It is confirmed that the recommendation of the Arboricultural Impact Assessment will be implemented in full. This will ensure that all trees and landscape features that are to remain post development will suffer no structural damage. A detailed Arboricultural Method Statement and Tree Protection Plan will be agreed before works commence.

## Ecology

- 9.169 Extensive survey work has been undertaken to establish the ecological constraints in relation to the existing Site. Following a Preliminary Ecological Appraisal completed in 2015, MKA Ecology Ltd prepared a revised Preliminary Ecological Appraisal in 2020. Whilst this identified that the site makes a very low contribution to local ecology, it was noted that there could be a range of potential impacts on ecological and arboricultural features including:
- bat roosts which may be present within the buildings on the Site;
  - active birds' nests which may be present within the buildings and vegetation on the site; and
  - impacts on designated sites, notably the Cambridge University Botanical Garden which is cited as a County Wildlife Site and is situated directly adjacent to the Proposed Development.
- 9.170 Accordingly, further surveys were carried out including:
- Preliminary Roost Assessment 2015 (for bats, MKA Ecology Ltd);
  - Preliminary Roost Assessment 2020 (for bats, MKA Ecology Ltd);
  - Nocturnal Bat Survey 2020 (MKA Ecology Ltd);
  - Biodiversity Net Gain Assessment 2020 (MKA Ecology Ltd);
  - Biodiversity Net Gain Calculator 2020 (MKA Ecology Ltd); and
  - Arboricultural Assessment 2020 (Hayden's Arboriculture Consultants).
- 9.171 These are all provided in full in the second volume of the ES.

- 9.172 As a result of the Development all on site habitats including amenity grassland (0.001 ha), introduced shrub (0.04ha) and scattered trees (estimated 0.0032ha) will be lost during the construction phase. However, during the construction of the Development new habitats will be provided as part of a detailed landscaping scheme which includes ground level planters with native species (0.08ha), roof terrace planters with native species (0.08ha) and urban street trees (estimated 0.0122ha). These have the potential to form new ecological habitats.
- 9.173 In this respect a biodiversity net gain assessment has been undertaken to provide an objective assessment of the potential value of the proposed landscape proposals. It is concluded that there is a 571% increase in overall biodiversity as a result of the Development.
- 9.174 Once constructed a bird box scheme will be implemented to reflect the requirements of the City Council. This will include no less 16 boxes of which at least six will be integrated boxes suitable for swift *Apus apus*. Swifts are listed as an Amber Bird of Conservation Concern (Eaton et al., 2015) and are species of conservation interest in Cambridge. The habitats associated with the Development are suitable for the integration of such features.
- 9.175 Bat roosts were not identified within the site during the baseline studies although there is some evidence to suggest that bats have used the derelict sections of Betjeman House in the past. A bat box scheme will be provided prior to occupation of the Development in accordance with Appendix J of the City of Cambridge Local Plan. As a minimum this will include five integrated bat boxes. Lighting design will consider any potential adverse impact on bat activity to minimise any displacement of bats present on the Site or within its context.
- 9.176 All ecological impacts will be negligible following mitigation and the Development therefore accords with the Local Plan and relevant sections of the Framework in this respect.

## Energy

- 9.177 The Development is designed to use less energy; receive its energy efficiently and to take its supply from renewable resources. This reflects the energy hierarchy. Adopting this approach, it is anticipated that the office development will achieve a 43.3% reduction in CO<sub>2</sub> emissions will be achieved beyond the requirements of Building Regulations using the current Part L 2013 carbon factors. This corresponds to a 53.5% reduction in CO<sub>2</sub> emissions using SAP 10 carbon factors.
- 9.178 In respect of the Flying Pig, the Development will see the long-term preservation of this valuable community asset. The removal and replacement of the rear extension will provide upgraded and accessible facilities in line with modern standards. The energy strategy approach in respect of the Flying Pig follows the same energy hierarchy approach as above.
- 9.179 In respect of the rear extension works, a fabric first approach is adopted with the new building envelope meeting modern standards for insulation, to reduce heat loss and improve thermal comfort. Further the replacement fixtures and fittings within the kitchen, toilets and bathrooms will all meet modern energy efficiency standards, reducing energy use.
- 9.180 During the design development, consideration was given to connecting the Flying Pig to the main building heating systems. However, given the difference in scale and usage patterns of the pub, compared to the main office buildings, the Flying Pig will have its own independent heating system. In line with the wider Development, the Flying Pig will benefit from an independent all-

electric heating system, providing space heating and domestic hot water. As well as benefiting from grid decarbonisation, this will ensure that the entire site is combustion-free.

- 9.181 Supporting the electric first approach, the Development will provide for installation of photovoltaic panels on both Building B and C. It is proposed that a PV array of approximately 450m<sup>2</sup> will be installed on Building B (~93kWp with an estimated annual output of 74,400kWh), and a PV array of approximately 480m<sup>2</sup> installed on Building C (~98.5kWp with an estimated annual output of 74,400kWh).
- 9.182 The proposed energy approach responds to the declaration of a climate emergency by the City Council and ensures that all Local Plan policies in respect of energy use are complied with.

### Flood Risk

- 9.183 In accordance with the Framework, it is a requirement to assess the Development's vulnerability to flood risk from all potential sources. A detailed Flood Risk Assessment and Drainage Strategy supports the proposed Development.
- 9.184 It is concluded that the site is within Flood Zone 1, and that the Development is a 'less vulnerable use'. The Development is therefore acceptable when considered against the Framework guidance on Flood Risk Vulnerability and Flood Zone 'Compatibly'.
- 9.185 Further it is concluded that there is a very low probability of flooding from fluvial and tidal sources (flooding from rivers and sea); a low probability of flooding from local drainage infrastructure; a low risk of flooding from groundwater sources and a very low risk of flooding from artificial sources (e.g. reservoirs and canals).
- 9.186 In respect of surface water, the Environment Agency's 'Risk of Flooding from Surface Water' map indicates that the site is generally at very low risk of surface water flooding with two small patches of land at medium risk; the first in the centre of the Site and the second in the Botanic House car park.
- 9.187 The condition of the existing drainage channels and gullies within the site is considered poor which is contributing to the surface water risk as noted. As a result of the Development the site will be fully redeveloped comprehensively altering existing levels. As part of the Development, all surface water drainage infrastructure will be replaced to reflect the new layout and ensure that the surface will be adequately drained.
- 9.188 A detailed drainage strategy has been prepared in order to ensure that surface water runoff is restricted to green field rates. This provides significant improvement over the existing situation.
- 9.189 Sustainable urban drainage systems (SUDS) are incorporated into the Development in order to collect and utilise rainwater within grey water systems and for irrigation where required. Blue and green roofs will provide further attenuation such that an overall volume of 590 cu.m of rainwater storage is provided. This will reduce the peak discharge rate from the Site to a greenfield rate of 11.8 litres per second and is a significant betterment to the extant permission.
- 9.190 The Development is acceptable in flood risk terms.

## Geo-Environmental

- 9.191 A detailed Ground Investigation Report accompanies the application. It is based upon intrusive excavations which confirmed Made Ground, overlying River Terrace Deposits, overlying the West Melbury Marly Chalk Formation. In some locations deeper Made Ground deposits were present, and the natural superficial deposits were absent, in which case, the Made Ground directly overlaid the chalk bedrock. The chalk formation was encountered from depths of between 1.6m and 2.6m bgl. The depth of Made Ground across the site is anticipated to be variable, depending on the extent and depths of historical foundations and basement floors.
- 9.192 Overall, the Investigation concludes that there is not considered to be an unacceptable level of risk to human health or controlled water receptors as a result of the site's development. Reflecting this, no specific remedial action is required, and further investigatory works are not considered to be necessary.
- 9.193 The site was also considered not to require any gas protection measures as low levels of ground gases have been recorded.
- 9.194 The Development is suitable for this site and there is no risk to health nor the natural environment in accordance with the requirements of the Framework and the Local Plan.

## Noise

- 9.195 A Noise Control Strategy provides detailed results of a sound survey and subsequent assessment undertaken to inform the evolution of the Development.
- 9.196 A baseline sound survey was undertaken between July and August 2019 to establish the existing sound levels at the site. This consisted of long-term monitoring as well as short-term attended measurements around the site. Additional short-term attended measurements were undertaken in January 2020 to understand any variation in sound levels.
- 9.197 The survey indicated that the primary source of noise at the site is Hills Road. The sound levels from road traffic are moderately high. The west, north and south ends of the site face the Botanic Gardens and are therefore exposed to lower levels of sound.
- 9.198 Once baseline noise was understood, an assessment has been undertaken to determine performance requirements in respect of required sound insulation at the façade, with the intention of achieving internal ambient sound levels in line with BCO and BS 8233 guidance.
- 9.199 It is concluded that façade performance requirements are not onerous and will be achievable with an acoustic double-glazed system for the east of the site, and a standard double-glazed system for the remaining areas.
- 9.200 In addition to this, limits have been set in relation to noise emissions from mechanical and electrical plant. These limits are based on the baseline survey and in line with the requirements of the City Council.

- 9.201 An outline noise assessment has been undertaken with available plant selections to identify the noise mitigation measures that would need to be incorporated to achieve noise emission limits of 49 LAr,Tr (dB) at the site boundary during daytime and 43 LAr,Tr (dB) at the site boundary during the night.
- 9.202 To achieve this requirement, mitigation measures are included in the design and comprise of an acoustic screen around the roof top plant, as well as in-duct attenuators to the inlet and outlets of ventilation plant.
- 9.203 In respect of the Flying Pig public house, following extensive engagement it is proposed to retain the building and public house operations in situ. Therefore, its operation will remain as per the existing scenario. A noise resulting from activity at the Flying Pig was captured as part of the baseline sound survey carried out and has been taken into account in the design of the Development.
- 9.204 In addition to this, as no increase in the capacity is proposed, no changes to the acoustic climate currently experienced by the residences on Hills Road are expected, and as such no further assessment is provided.

### Transport & Servicing

- 9.205 The Development is proposed in a highly accessible location for access by public transport being within 500m walking distance of Cambridge rail station and numerous local bus stops.
- 9.206 Supporting this, the Development will provide less car parking than existing land uses and significantly reduced levels when compared to the extant planning permission.
- 9.207 Assessment and modelling of the Development confirms that access by walking and cycling will dominate modes of travel to the site. Reflecting this, minor alterations are proposed to the highway including the delivery of a new toucan crossing on Hills Road opposite Building C to improve accessibility and enable safe and direct access to the site for pedestrians and cyclists travelling to and from Station Road.
- 9.208 Having been modelled in by the Highway Engineers and Local Highway Authority, it is concluded that the Development will have a negligible impact on the performance of the local highway.
- 9.209 The main servicing functions including refuse collection will be undertaken off the shared space between Buildings B & C. Loading bays for each building will be provided at ground floor level either side of the shared space. Service vehicles would enter the site from Hills Road in a forward gear and either pull forwards into the loading bays or pull forwards of them and reverse in so that the site can also be exited in a forward motion.
- 9.210 It is agreed with the Highway Authority that a secondary pick-up/drop-off service area will be provided to the north of the Flying Pig for smaller service vehicles. This would likely be used for smaller deliveries to Building B and Botanic House given the short carry distances from this location and for wheelchair users arriving or departing by taxi.

- 9.211 Where the Flying Pig is currently serviced from the pavement of Hills Road, there are opportunities to use the secondary pick-up/drop-off service area of deliveries to the Flying Pig.
- 9.212 The majority of servicing will be undertaken by light good vehicles such as vans for office supplies, food/drink outlets located on the ground floor and couriers. Other smaller deliveries/couriers will be undertaken by bike. The largest service vehicle using the site will be a standard refuse vehicle of around 10.5m in length for waste collections. These trips will occur in the morning at separate times to more standard servicing and deliveries associated with the regular operation of the buildings. It is estimated there will be no more than 44 trips associated with servicing the development daily.
- 9.213 As outlined below, there is a reduction in car parking proposed as a result of the Development. As a result of this reduction, the potential level of vehicle trips that could be accommodated by the site compared to the existing situation will also be reduced. This is presented within Table 7.15 of the Transport Statement.
- 9.214 Cycling and walking will be the dominant modes of travel to the Development given the excellent accessibility of the site.
- 9.215 A Travel Plan is proposed to further bolster sustainable access to the site.

### **Car Parking**

- 9.216 The Development proposes onsite car parking of 150 new spaces located within the basement. In addition, a further 50 existing spaces will be re-provided for the occupiers of Botanic House in accordance with existing leases.
- 9.217 Of these 200 spaces in total, 5% will be wheelchair accessible. Electric vehicle charging will be provided in accordance with Local Plan requirements equating to 52 charging points rated at 7kW each and a further six rapid/fast charging points rated at 24kW DC each. It is intended that the 7kW spaces would be utilised for staff parking at the site for a full working day, whilst the rapid charging points, which are provided at one point per office floor, will be principally for those staying for a shorter period.
- 9.218 Appendix L to the Local Plan (2018) sets out maximum requirements in respect of car parking but states that these levels should be reduced where it can be reasonably expected. The requirements also note that when a site is redeveloped which has an existing authorised level of car parking much higher than that specified in the standards, the Council may consider allowing a level of car parking for the redevelopment that is higher than the standards, on the condition that parking is significantly reduced from the previous level.
- 9.219 The level of parking proposed is significantly less than the 304 spaces available across the surface parking and the Francis House multi-storey carpark. The extant planning permission would replace much of the surface carparking but would retain the Francis House multi-storey. In this respect, the Site has the potential to provide well over 400 spaces (with no charging points for electric vehicles) as a result of the extant planning permission. There is an even greater reduction in parking when considering this potential scenario.

9.220 Accordingly, it is considered that the parking proposed provides an appropriate balance between reducing reliance on the private car and ensuring that there is no resulting 'overflow' pressure on to surrounding streets and neighbourhoods.

9.221 This is summarised below:

*Table 6 – Parking Standards Summary*

	MAXIMUM PROVISION	EXISTING	CONSENTED	PROPOSED
<b>No.</b>	N/A	304	400+	200
<b>Ratio</b>	1:100 sq.m	1:42.6 sq.m	c.1:58 sq.m	1:294 sq.m
<b>Notes</b>	Applying B1 standard across site	Assuming GIA of 8,272.3 sq.m as existing but excluding multi-storey carpark	Assuming GIA of 19,153 sq.m as approved and 400 spaces	Assuming GIA of 58,846 sq.m based upon proposed GIA plus Botanic House

9.222 However, the Applicant is mindful that domestic transport within the UK (i.e. that excluding international aviation and shipping originating or arriving in the UK) is responsible for around 27% of the UK's territorial greenhouse gas emissions in 2018<sup>8</sup> and it was the only major sector of the UK energy system to have increasing emissions over the course of the last carbon budget.<sup>9</sup>

9.223 Accordingly, it is proposed that of the 150 car parking spaces which are made available for the Development, each year 10% of all spaces will be restricted to use exclusively available for electric vehicles. This mean that within ten years all 150 spaces will only be usable by electric cars.

9.224 In addition, as the reliance on the private car decreases, the basement can be repurposed for alternative use both single and double-height spaces. This could include for example, additional wellness facilities, auditoria or performance spaces, or indeed additional tenant space.

### **Cycle Parking**

9.225 The Local Plan requires a cycle space for each 30sq.m of gross floor area or two spaces for every five members of staff (whichever is greater). Within the basement 1,300 secure parking spaces will be available for the Development in accordance with this policy. A further 50 spaces are re-provided in respect of Botanic House.

9.226 Reflecting the requirements of the development plan, of the cycle parking provided in the basement, 1,030 are double stackers and 270 (20%) are Sheffield stands. The Proposed Development will also provide 55 showers and 516 locker spaces.

<sup>8</sup> Department for Business, Energy and Industrial Strategy, '[2018 UK Greenhouse Gas Emissions, Provisional Figures](#)' (2019), p6

<sup>9</sup> Committee on Climate Change, '[2018 Progress Report to Parliament](#)', p16

- 9.227 An additional 56 cycle spaces are provided as Sheffield stands at ground floor for visitor use and the existing 38 existing visitor spaces outside Botanic House are retained.
- 9.228 The Development will also provide an electric bike scheme with 50 bikes available for use by the building's occupants.
- 9.229 In summary the Development provides a total of 1,444 cycle spaces across the Estate, or 1,406 when considering the Site in isolation.

## Impact on neighbours

- 9.230 The Applicant takes very seriously the need to reduce the impact of the Development upon its neighbours. Whether this is during construction or an operational impact, close and careful consultation has resulted in a design which responds to any neighbourly concerns such that impacts are minimised or eliminated entirely.
- 9.231 The construction of the Development will last for approximately four years and take place entirely within the boundaries of the Site. Due to proximity it is recognised that there will be some construction impacts, most notably being noise and dust during demolition and construction. However, these impacts are not considered likely to occur at significant levels following the implementation of standard best practice construction methods.
- 9.232 A Construction Phase Dust Assessment has been provided within the EIA in accordance with the Institute of Air Quality Management Guidance (IAQM 2016). Measures to reduce impacts as a result of dust during construction will be followed.
- 9.233 In addition, a Noise Control Strategy has been provided and as is standard practice, noise and vibration levels will be limited to a level agreed with the Council. These levels will then be monitored, throughout the work to ensure that they are not exceeded. Such impacts are likely to be more relevant to demolition phases which will be completed early within the construction programme.
- 9.234 In respect of construction lighting, standard practice will be followed to ensure there is minimal impact on the surrounding context. Construction traffic will be managed in accordance with a Construction Traffic Management Plan (CTMP). A framework for the CTMP is provided alongside the application. Construction traffic will be restricted from travelling along Brooklands Avenue or Bateman Street, to reduce construction impacts.
- 9.235 The Council and the selected contractor will consult with stakeholders over the duration of the project in order to minimise disruption by the provision of traffic management requirements; this will include the Botanic Garden.
- 9.236 In addition to the CTMP a Framework Construction Environment Management Plan (CEMP) is also provided, which outlines the approach to construction. The CEMP will include the dust and noise mitigation and will be agreed through the planning consent. The CEMP is an iterative document which can be updated as needed, and more detailed proposals for construction are finalised.

- 9.237 All of the impacts associated with the construction of the Development are expected to be insignificant individually, with the implementation of standard mitigation measures including the management plans, and adherence to good practice standards and guidance.
- 9.238 During the Development's operation, there is a possibility of ecological, arboricultural, lighting, wind, glare/light, visual, townscape and heritage impacts on the Botanic Garden. The potential for such impacts are considered in detail within the EIA. It concludes that any effects are not likely to be significant.
- 9.239 In particular, it is noted that:
- There will be no direct impacts to the existing trees within the Botanic Garden. Sections of new boundary wall between the Site and the Garden may impact on two Root Protection Areas for trees within the Garden. However, given current development on the Site including existing boundary walls, this is considered a low risk. Despite this, should roots be found in these areas, trimming will be required which is not expected to impact significantly on the trees overall.
  - The impacts of light on ecological receptors in the Botanic Garden during operation are considered to be negligible. If necessary, a Lighting and Ecological Management Plan will be prepared, which will manage light impacts during operation.
  - A Wind Microclimate Assessment has included an assessment of wind conditions at two locations within the Garden. This has determined that wind conditions will improve at the tested locations within the Garden.
  - Considering glare, given that the shared eastern boundary of the Botanic Garden comprises a dense area of early-mature and mature trees of varying species, reflectivity is likely to be quite minimal. To further minimise reflectivity from the glass, low reflectance glass will be specified at later stages of design refinement.
  - During the design development, the effect of overshadowing was considered through shadow modelling at intervals throughout the day, and at different seasons. Since the proposed buildings are taller than the existing, there is an increase in shadowing over the Botanic Garden boundary during morning hours, but since the 'western' boundary is oriented to the south-west, rather than true west, there will be direct sun to the Botanic Garden for the majority of daylight hours.
  - A detailed Townscape and Visual Impact Assessment identifies some baseline enhancement as the Development will improve the visual amenity of the Site. The high-quality design intent arises from the use of materials appropriate to the local townscape, creatively mixed with modern architecture and a generous public realm, provides an interesting streetscape and reinforces the green character of the Garden with proposed urban trees and extensive planting. Providing a significant increase in accessible landscape (1,885 sq.m) and the total 'green' planted area (1,015 sq.m at ground level and 970 sq.m on the terraces/roof) comes with important climate and health/well-being benefits which contribute directly to an improvement in the quality of the townscape. Consequentially, despite the adverse effects which are objectively identified within the TVIA, it is noted that there are beneficial effects in both townscape and wider planning terms which should be considered. Further, due to the nature of the TVIA process it cannot objectively account for the extant planning permission. The Development replaces a currently run-down area, improves the streetscape character, and has the potential to contribute to a distinctive gateway feature alongside Botanic House.
  - The Heritage Assessment concludes that the proposed design, which is considered to provide a number of benefits including the removal of poor-quality structures on site, high quality dual

aspect of design creating a better integration/relationship between the two, and enhancement of the existing landscape of the site, will result in less than substantial harm overall. This position has been agreed with Historic England who also note that the Development is much more preferable to the extant planning permission which would result in lesser quality architecture and townscape.

## Environmental Impact – Conclusions

- 9.240 In respect of detailed analysis of environmental impacts as a result of the Development, please refer to the conclusions of the Environmental Statement. Where effects are expected, a series of mitigating measures to reduce and/or remove effects from the Development have been identified. These include:
- Changes to the design, which have been incorporated into the Development. This includes the landscaping and an exemplary sustainability strategy;
  - A CEMP, CTMP, SWMP and Arboricultural Method Statement and Tree Protection Plan will provide mitigation for construction; and
  - An operational plan for Landscaping and Ecological Management will implement the necessary operational mitigation.
- 9.241 With all mitigation implemented, it is identified that there remains adverse impact in respect of townscape and visual impact. However, this should be considered in the context of:
- The Development replacing existing structures which are less sustainable, which do not realise the maximum opportunity of the site and which are noted as detracting from the conservation area;
  - The Development improving the streetscape character and has the potential to contribute to a distinctive gateway feature alongside the landmark of Botanic House.
  - The Development providing enhancement to the visual amenity of the Site, with a high-quality design intent that arises from the use of materials appropriate to the local townscape, creatively combined with modern architecture and a generous public realm – overall providing an interesting streetscape and reinforcing the green character of the Garden with proposed urban trees and extensive planting.
  - Providing a significant increase in accessible landscape (1,885 sq.m) and the total ‘green’ planted area (1,015 sq.m at ground level and 970 sq.m on the terraces/ roof) which delivers important climate and health/well-being benefits and contributing directly to an improvement in the quality of the townscape.
- 9.242 Further, due to the objective nature of the TVIA process it cannot account for the potential impacts which would arise in townscape and visual impact terms as a result of the extant planning permission. This must be factored in to the decision making exercise.
- 9.243 However, all other adverse environmental impacts are considered by the ES to be insignificant with the implementation of the measures to reduce effects.
- 9.244 This should be considered alongside the significant benefits of the Development which include the increase in employment opportunities from office development, the championing of incubation and

start up activity and wider ancillary ground floor uses. A number of beneficial effects will arise from the Proposed Development, including:

- Biodiversity net gain of +571%;
- An improvement in Pedestrian Delay;
- Increase in employment during construction phase;
- A significant increase in long term employment opportunities;
- A significant increase in Gross Value Added (GVA) of £100 million per annum;
- Improvements in pedestrian wind effects at various nearby locations; and
- The safeguarding of the Flying Pig's long-term future.

## 10.0 Conclusions – Section 38(6)

- 10.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990 requires the determination of planning applications to be made in accordance with the provisions of the development plan unless other material considerations indicate otherwise.
- 10.2 In this case, it is concluded that this application for detailed planning permission would deliver a Development which is in accordance with the development plan when read as a whole. See Appendix 4.
- 10.3 In addition to development plan support, there are two significant material considerations to bear in mind.
- 10.4 First is the need to **deliver quick and effective economic growth**, a driver of development generally but which is even pressing as part of the Covid19 pandemic recovery.
- 10.5 The Development seeks to deliver a campus masterplan which provides for Cambridge's objective need (as set out within the Local Plan) and market need (as set out within the Economic Benefit Statement) for more high-quality CAT-A office space. It does this on previously developed land that is identified for growth and change.
- 10.6 It does this whilst responding to the Climate Emergency by exceeding the requirements of the development plan in respect of sustainability. It will be the first commercial development in Cambridge to do so, achieving a BREEAM (2018) Outstanding rating. It reduces the level of existing and potential car parking across the site significantly and provides extensive cycle infrastructure for occupants and visitors. The Development also provides improvements for pedestrians responding and building upon the opportunities presented by connectivity to Cambridge Station and Cambridge's historic city centre on foot.
- 10.7 The development's exceptional sustainability credentials mean that it can play a key part of a green Covid19 recovery for central Cambridge.
- 10.8 The second material consideration is that of the **extant planning permission**, which is capable of implementation in full.
- 10.9 The Development recognises the value that retaining the Flying Pig Public House as both a building and business will bring to the campus. Where the extant planning permission would see the building and business lost, this Development champions the facilities as part of an F&B offering set in a comprehensive public realm.
- 10.10 Working with Historic England and the University of Cambridge, the development seeks to respond respectfully to the Cambridge University Botanic Garden, reducing the impact of activity on its boundary and bringing the garden to Hills Road with a high quality and considered landscape.

- 10.11 The impact of the Development is also preferable when considering the conservation area. Whilst the scheme would have a striking impact on the street scene along Hills Road, the extant permission runs 'hard-up' to the boundary with Hills Road, resulting in greater impact on the conservation area's character and appearance. It is an inferior scheme in planning and design terms.
- 10.12 An Environmental Impact Assessment has been completed in respect of the Development. This sets out in detail the likely significant effects of the development alongside mitigation and the means of securing mitigation, to keep effects minimised. It is concluded that with mitigation implemented, there remains adverse impacts in respect of TVIA overall, whilst street scape sees a benefit in respect of its visual amenity. All other adverse environmental impacts are considered insignificant.
- 10.13 Conversely, the EIA identifies significant benefit as a result of the increase in employment opportunities from office development, the championing of incubation and start up activity and the creation of wider ancillary ground floor uses as a place for people.
- 10.14 Finally, the ES considers cumulative effects, concluding that there are no significant impacts when assessing the Development alongside other committed development schemes within the city.
- 10.15 For the avoidance of doubt, the Development will:
- Provide for **300 construction jobs** (per annum) and **4,700 additional jobs** in Cambridgeshire once operational.
  - **Increase Cambridge's annual GVA by £110 million per annum**, create cumulative additional income to local government to 2040 of **some £44 million** (increased business rates of £3.9m per annum)
  - It will do this in a thoughtful and sustainable way, recognising that resources are finite and exceeding planning policy requirements by delivering the first new build office in Cambridge to realise **BREEAM (2018) Outstanding**.
  - Deliver a workplace Campus which seeks to provide **a place for people** and responds to the variety of office spaces required for 'start-ups', 'scale-ups' and corporate enterprise.
  - Put **wellbeing at its heart** as a WELL Platinum enabled development.
  - Make the most **efficient use of previously developed land**. Providing the growth directed by the Local Plan but in a highly connected and accessible location. Maintaining the city's compact form and forming a gateway to the historic city core. The only alternative being to explore development of sites outside the city boundaries increasing reliance on the car.
  - Respond to its **environment**. Crafted by a world leading architect it will protect and enhance the 'DNA' of the City of Cambridge, providing growth in which maintains Cambridge's exceptional quality of life and place.
  - Enrich the landscape **setting of the Flying Pig** and demonstrably improve the **relationship to the Botanic Garden's** eastern boundary whilst providing significant biodiversity opportunities.
- 10.16 In light of these points and in respect of the commentary set out within this Statement, it is concluded that in accordance with the presumption in favour of sustainable development, planning permission for the Development should be approved without delay.

# APPENDIX 1

# DRAWINGS SCHEDULE

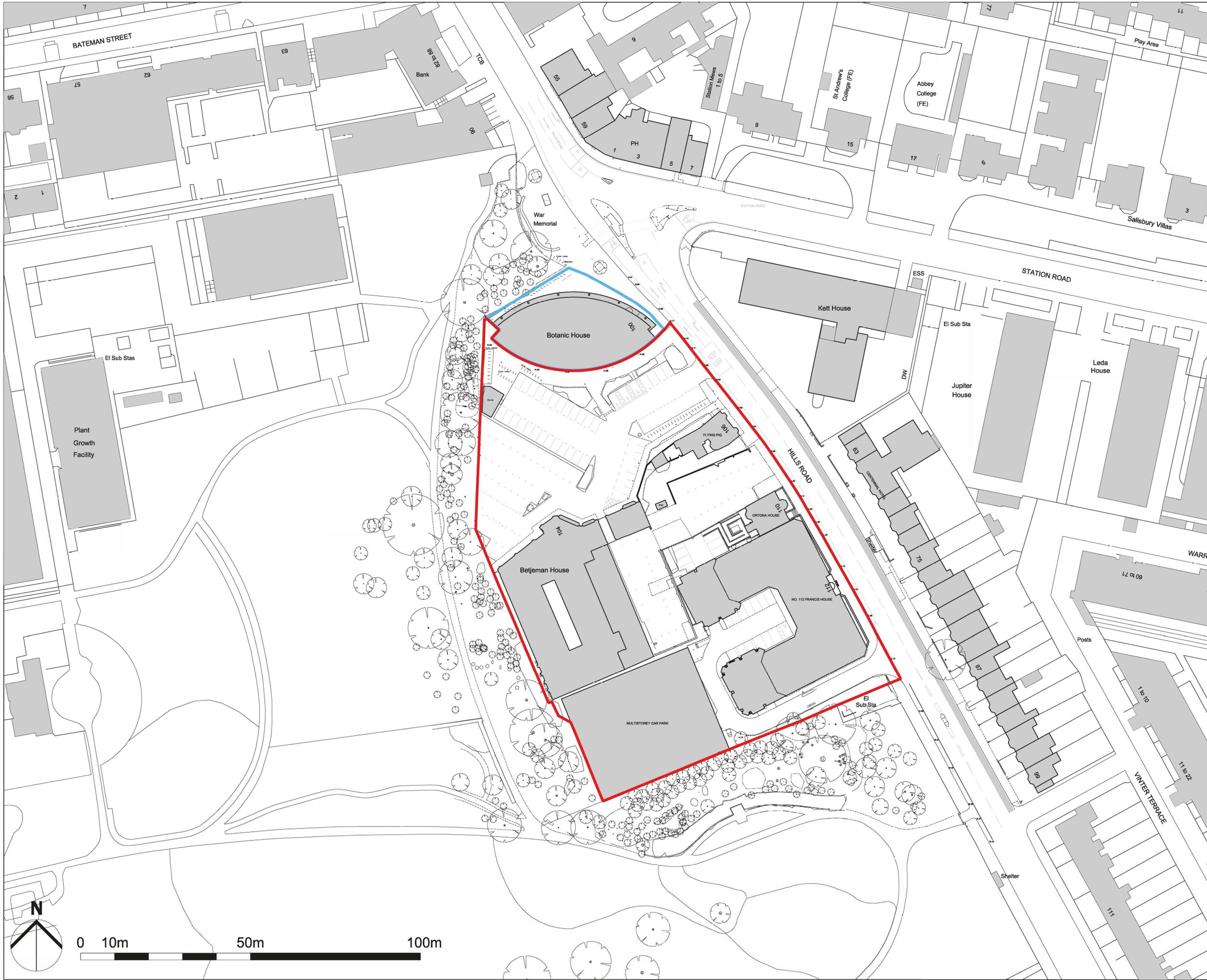
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<b>Job Title</b>	<b>104-112 Hills Road, Cambridge</b>		
<b>Job No.</b>	<b>18059</b>		
<b>Rev.</b>			
<b>Date Issued</b>	<b>13 July 2020</b>		
<b>Source</b>	<b>AHMM</b>		
<b>Planning Drawings Register</b>			
<b>NUMBER</b>	<b>TITLE</b>	<b>SCALE</b>	<b>SIZE</b>
18059_RP060	Design and Access Statement	N/A	A3
<b>Proposed GA drawings:</b>			
18059_00_P010	Location Plan	1:1000/1:2000	A1/A3
18059_00_P020	Site Plan - Existing	1:500/1:1000	A1/A3
18059_00_P021	Site Plan - Proposed	1:500/1:1000	A1/A3
18059_00_P098	Proposed Sub-Basement Layout	1:250/1:500	A1/A3
18059_00_P099	Proposed Basement Layout	1:250/1:500	A1/A3
18059_00_P100	Proposed Ground Floor Plan	1:250/1:500	A1/A3
18059_00_P101	Proposed First Floor Plan	1:250/1:500	A1/A3
18059_00_P102	Proposed Second Floor Plan	1:250/1:500	A1/A3
18059_00_P103	Proposed Third Floor Plan	1:250/1:500	A1/A3
18059_00_P104	Proposed Fourth Floor Plan	1:250/1:500	A1/A3
18059_00_P105	Proposed Fifth Floor Plan	1:250/1:500	A1/A3
18059_00_P106	Proposed Sixth Floor Plan	1:250/1:500	A1/A3
18059_00_P107	Proposed Seventh Floor Plan	1:250/1:500	A1/A3
18059_00_P110	Proposed Roof Plan	1:250/1:500	A1/A3
18059_00_P201	Hills Road (East) Elevation - Proposed	1:250/1:500	A1/A3
18059_00_P202	South Elevation - Proposed	1:250/1:500	A1/A3
18059_00_P203	North Elevation (to Botanic House) - Proposed	1:250/1:500	A1/A3
18059_00_P204	West Elevation (to Botanic Gardens) - Proposed	1:250/1:500	A1/A3
18059_00_P205	South Elevation of Building B - Proposed	1:250/1:500	A1/A3
18059_00_P206	North Elevation of Building C - Proposed	1:250/1:500	A1/A3
18059_00_P210	Hills Road - Proposed Context Elevation (East)	1:500/1:100	A1/A3
18059_00_P211	Hills Road - Proposed Context Elevation (West)	1:500/1:100	A1/A3
18059_00_P302	Longitudinal Section - Proposed	1:250/1:500	A1/A3
18059_00_P304	Cross Section Through Building B - Proposed	1:250/1:500	A1/A3
18059_00_P306	Cross Section Through Building C - Proposed	1:250/1:500	A1/A3
18059_00_P310	Building B - Proposed Façade Bay Study	1:50/1:100	A1/A3
18059_00_P311	Building C - Proposed Façade Bay Study	1:50/1:100	A1/A3
18059_00_P400	Flying Pig Pub - Proposed Plans	1:100/1:200	A1/A3
18059_00_P401	Flying Pig Pub - Proposed Elevations	1:100/1:200	A1/A3
18059_00_P402	Flying Pig Pub - Proposed Sections	1:100/1:200	A1/A3
<b>Existing GA drawings:</b>			
18059_01_P100	Existing Site Plan	1:250/1:500	A1/A3
18059_01_P110	Bejeman House Existing Plans and Elevations	1:250/1:500	A1/A3
18059_01_P120	Ortona House Existing Plans, Elevations and Sections	1:250/1:500	A1/A3
18059_01_P130	Francis House Existing Plans	1:250/1:500	A1/A3
18059_01_P131	Francis House Existing Elevations	1:250/1:500	A1/A3
18059_01_P132	Multistorey Car Park Existing Plans and Sections	1:250/1:500	A1/A3
18059_01_P140	Flying Pig Pub Existing Plans, Elevations and Sections	1:250/1:500	A1/A3
18059_01_P201	Hills Road (East) Elevation - Existing	1:250/1:500	A1/A3
18059_01_P202	South Elevation - Existing	1:250/1:500	A1/A3
18059_01_P203	North Elevation (to Botanic House) - Existing	1:250/1:500	A1/A3
18059_01_P204	West Elevation (to Botanic Gardens) - Existing	1:250/1:500	A1/A3
<b>Demolition GA drawings:</b>			
18059_12_P100	Existing Site Plan - Proposed Demolition and Retention	1:250/1:500	A1/A3
18059_12_P110	Bejeman House - Proposed Demolition	1:250/1:500	A1/A3
18059_12_P120	Ortona House - Proposed Demolition	1:250/1:500	A1/A3
18059_12_P130	Francis House Existing Plans - Proposed Demolition	1:250/1:500	A1/A3
18059_12_P131	Francis House Existing Elevations - Proposed Demolition	1:250/1:500	A1/A3
18059_12_P132	Multistorey Car Park - Proposed Demolition	1:250/1:500	A1/A3
18059_12_P140	Flying Pig Pub Proposed Demolition and Retention	1:250/1:500	A1/A3

# APPENDIX 2

# SITE LOCATION PLAN

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**KEY**

- Extent of Application Site (2.65 acres / 1.07 hectares)
- Extent of site within same ownership (not included in Application)

P01	30/07/20	PLANNING ISSUE
REV	DATE	
CONSULTANTS	NAME	
CLIENT:	PACE (HILLS ROAD) LTD	
STRUCTURAL ENGINEER:	AKT II	
MECHANICAL ENGINEER:	HOARE LEA	
COST CONSULTANT:	AECOM	
PROJECT MANAGER:	BIDWELLS	
CONTRACTOR:	-	

**NOTE**

When this drawing is issued in uncontrolled CAD format it will be accompanied by a PDF version and is issued to enable the recipient to prepare their own documents / models / drawings for which they are solely responsible. The recipient should report all drawing errors, omissions and discrepancies to the architect. All dimensions should be checked on site by the contractor and such dimensions shall be the contractor's responsibility.

Allford Hall Monaghan Morris Limited accepts no responsibility or liability for:-

- any use of this drawing by parties other than the party for whom it was prepared or for purposes other than those for which it was prepared
- any alterations or additions to or discrepancies arising out of changes to the background information on which the drawings are based that was current at the time of issue, and which occur to that information after it has been issued by AHMM
- any loss or degradation of the information held in this drawing resulting from the translation from the original file format to any other file format or from the recipient's reading of it in any other programme or any version of the programme other than that which was used to prepare it
- the accuracy of survey information provided by others or for any costs, claims, proceedings and expenses arising out of reliance on such information
- any scaling from this drawing other than by the local planning authority solely for the purposes of the planning application to which it relates

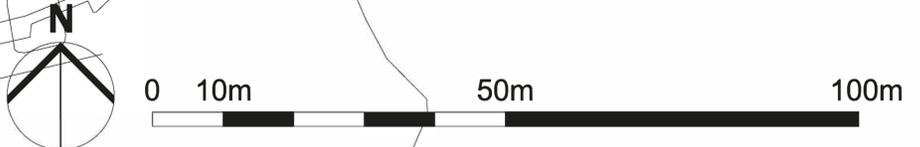
**LOCATION**

**ALLFORD HALL MONAGHAN MORRIS**  
 ARCHITECTS LTD  
 MORELANDS, 5-23 OLD STREET LONDON EC1V 9HL  
 TEL 020 7251 5261 FAX 020 7251 5123 WEB WWW.AHMM.CO.UK

job title: HILLS ROAD, CAMBRIDGE

drawing title / location: SITE LOCATION PLAN

drawn by	checked	scale	status
AH	TG	1:500@A1; 1:1000@A3	PLANNING
project	zone	source	classification
18059	-	(01)_P010	P01



# APPENDIX 3 EXTANT PLANNING PERMISSION

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# APPENDIX 4

## POLICY MATRIX

### Local Plan (2018), Strategic Objectives

STRATEGIC OBJECTIVE	RESPONSE
Contribute to the vision of Cambridge as an environmentally sustainable city, where it is easy for people to make a transition to a low carbon lifestyle. This means making best use of energy (including community energy projects), water and other natural resources, securing radical reductions in carbon emissions, minimising environmental impact and being capable of adapting to the impacts of climate change	The principle of sustainability is enshrined within the project brief. The Proposed Development will achieve BREEAM Outstanding (2018), being the first new build in Cambridge to do so. The Proposed Development will be free of fossil fuels and has been designed to have low embodied carbon within its construction.
Be highly water efficient, contribute to overall flood risk reduction through water sensitive urban design, and help to improve the quality of the River Cam and other water features in the city;	The Proposed Development achieves and exceeds planning policy in respect of water. It incorporates water attenuation and conservation measures.
Be of the highest quality, in terms of design excellence and innovation, addressing the development's impact upon its surroundings and embracing the principles of sustainable design and construction;	The Proposed Development is designed by a Sterling Prize winning architect to best respond to its context and the fabric of Cambridge.
Contribute to the positive management of change in the historic environment, protecting, enhancing and maintaining the unique qualities and character of Cambridge, including the River Cam corridor, the city's wider landscape and setting, and its designated and undesignated heritage assets for the future;	The impact upon designated and non-designated heritage assets has been carefully considered. The Proposed Development will result in less harm than the existing planning permission and will remove two buildings which are considered to detract from the Conservation Area within which the Site sits.
Protect and, where appropriate, enhance the character and quality of the Cambridge skyline;	The planning application is supported by a comprehensive <b>Townscape and Visual Impact Assessment which concludes that XXX.</b>
Protect and enhance the landscape setting of the city, which comprises the Cambridge Green Belt, the green corridors penetrating the urban area, the established network of multi-functional green spaces, and tree canopy cover in the city;	The Proposed Development brings the Botanic Garden to the street at Hills Road. It provides for an objectively assessed need on a previously developed site within walking distance of Cambridge Station – it protects the city's Green Belt and enhances green infrastructure on the key arterial route to the city centre.
Protect and enhance the city's biodiversity, network of habitats and geo- diversity;	The Proposed Development results in an increased Biodiversity Net Gain of over 570%.
Meet the housing needs of the city within its sub-region, delivering an appropriate mix of housing types, sizes and tenures to meet existing and future needs, including affordable housing;	The Proposed Development reflects the Local Plan's strategic objective of providing for Cambridge's needs, building on its significance to the UK economy. Detailed analysis shows that replacing the extant planning permission with an office led scheme will not result in an impact to the city's overall housing land supply.
Assist the creation and maintenance of inclusive, environmentally sustainable communities;	The Proposed Development is designed to be a place which is accessible to the public at ground. The public will have access to extensive public realm and choice of F&B

	offerings. Ground floor reception areas will be open to the public and opportunities for public events and exhibitions are being explored.
Promote and support economic growth in environmentally sustainable and accessible locations, facilitating innovation and supporting Cambridge's role as a world leader in higher education, research, and knowledge-based industries, while maintaining the quality of life and place that contribute to economic success;	The buildings will provide a place for people, to work, to meet, to enjoy; building upon an ambition to provide an exciting mix of business occupiers. The proposals will provide a range of office spaces to cater for all from start-ups to large enterprise and will increase the GVA of Cambridge.
Support Cambridge's vibrant and thriving centres, with a varied range of shopping facilities in accessible locations that meet the needs of people living, working and studying in, or visiting, the city and its wider sub- region;	The Proposed Development will add to the Hills Road 'local centre' in accordance with the requirements of the Local Plan.
Promote social cohesion and sustainability and a high quality of life by maintaining and enhancing provision for open space, sports and recreation, community and leisure facilities, including arts and cultural venues that serve Cambridge and the sub-region;	In addition to putting the wellbeing of the occupiers of the proposed office space at the forefront of the design brief (achieving WELL Platinum accreditation), the Proposed Development takes a markedly different position to the extant planning permission by retaining the Flying Pig public house and providing new back of house facilities to ensure its long-term future. It also provides an extensive pub garden where it would have previously been lost. Complementing the Flying Pig will be a range of other F&B uses spilling on to large areas of high-quality public realm.
Be located to help minimise the distance people need to travel, and be designed to make it easy for everyone to move around the city and access jobs and services by sustainable modes of transport;	There are few sites in Cambridge which enjoy such an opportunity for sustainable travel. The Proposed Development is within a 10-minute walk of the city centre and 5-minute walk of the mainline train station. In addition to access on foot, the Proposed Development is designed to facilitate Cambridge's love of the bike, with extensive cycle parking, onsite bike repair and extensive shower facilities. The scheme will even provide electric bikes free to use for occupiers of the office space.
Ensure appropriate and timely provision of environmentally sustainable forms of infrastructure to support the demands of the city, including digital and cultural infrastructure; and	At the heart of the modern workplace is the need for digital connectivity. The Proposed Development will achieve Wiredscore Platinum accreditation.
Promote a safe and healthy environment, minimising the impacts of development and ensuring quality of life and place.	In our opinion, the Proposed Development will deliver a higher quality of life and place than presently exists or could be provided by the remainder of the extant planning permission. The Proposed Development responds with great care to the needs of the local community, having been shaped by extensive engagement with the public and key stakeholders.

## Local Plan (2018), Relevant development plan policies

THE POLICY	THE RESPONSE
Policy 1: The presumption in favour of sustainable development	Policy reflects NPPF, as set out within this Statement the Proposed Development accords with the development plan and the presumption in favour therefore applies.
Policy 2: Spatial strategy for the location of employment development	The development will provide a significant contribution to the City's employment need of 22,100 new jobs (8,800 in Use Class B1) by 2031.

	<p>The Site is ideally located as a node between the station and city centre, highly sustainable, with close links to train, bus and cycle networks.</p>
<p>Policy 4: The Cambridge Green Belt</p>	<p>The development of the Site will reduce pressure for development on the Green Belt. It is previously developed land in a central urban location.</p>
<p>Policy 6: Hierarchy of centres and retail capacity</p>	<p>The Site falls adjacent to the Hills Road local centre (level three on the 'hierarchy of centres') and provides for F&amp;B uses which complement the exiting retail functions of the local centre in accordance with the Site allocations.</p>
<p>Policy 8: Setting of the city  Development ... within and abutting green infrastructure corridors ..., will only be supported where it:</p> <ul style="list-style-type: none"> <li>a. responds to, conserves and enhances the setting, and special character of the city, in accordance with the Cambridge Landscape Character Assessment 2003, Green Belt assessments, Cambridgeshire Green Infrastructure Strategy and their successor documents;</li> <li>b. promotes access to the surrounding countryside/open space, where appropriate; and</li> <li>c. safeguards the best and most versatile agricultural land unless sustainable development considerations and the need for development are sufficient to override the need to protect the agricultural value of land; and</li> <li>d. includes landscape improvement proposals that strengthen or re-create the well-defined and vegetated urban edge, improve visual amenity and enhance biodiversity.</li> </ul> <p>Proposals where the primary objective is to conserve or enhance biodiversity, particularly proposals for landscape-scale enhancement across local authority boundaries, will also be supported. The Council will support proposals which deliver the strategic green infrastructure network and priorities set out in the Cambridgeshire Green Infrastructure Strategy</p>	<p>The proposal will extend the green corridor along Hills Road in a section of this key arterial route into the city that has to date not contributed to the landscape of Cambridge.</p> <p>The proposals to set the buildings back along Hills Road and introduce trees along the frontage, together with the 'pulling' of the Botanic Garden through the Site will both respond to and enhance the setting and special character of Cambridge's landscape.</p> <p>The introduction of green roofs and terraces will create and contribute to Cambridge's biodiversity and deliver on the green infrastructure requirements of developments.</p>
<p>Policy 14: Areas of Major Change and Opportunity Areas – general principles  Development within the AOMCs and Opportunity Areas should be of the highest quality design and incorporate the principles of sustainable design and construction. With the exception of very minor development, the development of each site within the AOMCs and the Opportunity Areas shall only be permitted in the following circumstances:</p> <ul style="list-style-type: none"> <li>a. when the necessary infrastructure and associated arrangements to support that development have been secured, either by delivery as part of the development or through other stakeholders including relevant local authorities; or</li> <li>b. where acceptable alternative infrastructure provision, including temporary provision where appropriate, has been secured; or</li> <li>c. where an assessment shows that a particular development can take place in advance of such provision without causing unacceptable impacts.</li> </ul> <p>Additionally, development shall only be permitted:</p> <ul style="list-style-type: none"> <li>d. where it is in accordance with a comprehensive implementation plan for the area which has demonstrable support from all key landowners or it is supported by</li> </ul>	<p>The Site falls within an AOMC and OA where sustainable growth is to be provided.</p> <p>The Proposed Development will be BREEAM Outstanding (2018).</p> <p>There is no requirement for additional infrastructure to facilitate the development beyond that provided by it. Therefore b. and c. not applicable.</p> <ul style="list-style-type: none"> <li>d. The Proposed Development is in accordance with the requirements of the local plan allocation, and brings together Botanic House with the wider 'estate' to form a comprehensive workplace campus.</li> <li>e. The Proposed Development delivers a comprehensive masterplan for the wider Estate.</li> <li>f. construction phasing provided.</li> <li>g. The Proposed Development is in a location which is highly accessible by public transport, cycle and on foot.</li> <li>h. The concept of a workplace community is a key principle of the development proposals.</li> <li>i. There is no loss of existing public assets and the design of the Proposed Development seeks to enhance the level and quality of public realm throughout.</li> </ul>

<p>evidence to demonstrate that the comprehensive and successful delivery of the development can still take place without this being secured; and</p> <p>e. where the development is based on clearly articulated and justified objectives and approach through the provision of a site-wide masterplan, strategies and/or other over-arching coordination documents; and,</p> <p>f. in instances where the infrastructure provision is to be phased, an approved phasing strategy is in place.</p> <p>In terms of movement, density and activity, development should:</p> <p>g. be of higher densities in the city centre, and around key transport interchanges (including Cambridge North Station), district centres and local centres; and</p> <p>h. create active and vibrant places that encourage social interaction and meeting, and foster a sense of community.</p> <p>In protecting existing assets, including heritage assets, landscape and water management, development should:</p> <p>i. seek to protect existing public assets, including open space and leisure facilities. Where the loss of such assets is unavoidable, appropriate mitigation should be provided, including where applicable the replacement of assets in an alternative location, in addition to infrastructure generated by the needs of the development;</p> <p>j. ensure public rights of way are protected, and enhanced where possible;</p> <p>k. develop a new, strong landscape framework that is guided by and incorporates existing positive landscape and townscape features and heritage assets; and,</p> <p>l. where practicable, undertake on-site strategic landscaping to the agreed framework early in the development of the Site so that this will become established as development proceeds.</p>	<p>j. and k. Landscaping sits at the heart of the Proposed Development and brings the Botanic Garden to the Hills Road frontage.</p>
<p>Policy 21: Station Areas West and Clifton Road Area of Major Change</p> <p>Development at the Station Areas West and Clifton Road Area of Major Change, as defined on the Policies Map and shown on Figure 3.7, will support the continued and complete regeneration of vibrant, mixed-use areas of the city, centred around and accessible to a high quality and improved transport interchange. The principal land uses will include:</p> <p>Station Area West (2) – Site M44</p> <p>Land comprising 1.17 hectares fronting Hills Road will include:</p> <p>i. B1 (a) and B1 (b) employment;</p> <p>j. residential use; and</p> <p>k. a mix of uses in classes A1, A2, A3, A4 and A5;</p>	<p>Whilst integrating into the extensive development in and around the station, the Proposed Development is designed to offer something different; as a key nodal point on one's journey from the station to the city centre.</p> <p>The Proposed Development includes a range of infrastructure improvements to ensure that sustainable access is provided and maintained.</p> <p>The Proposed Development does not provide for residential floorspace as there is extensive provision elsewhere within the Station Area and there is a more pressing need for high-quality and sustainable workplace in this precise location.</p>
<p>Policy 25: Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area</p> <p>Development proposals within the Cambridge Railway Station, Hills Road Corridor to the City Centre Opportunity Area, identified in Figure 3.11, will be supported if they help promote and coordinate the use of sustainable transport modes, and deliver and reinforce a sense of place and local shops and services.</p> <p>Development proposals will deliver a series of coordinated streetscape and public realm improvements which:</p>	<p>The Proposed Development will improve the environmental quality of the whole area, creating a more inclusive public realm and promoting 'place making'. The improvements will promote the character and distinctiveness of Hills Road.</p> <p>Improvements to Hills Road are planned to ensure that high levels of pedestrian and cycle movement can be facilitated safely, and the Applicant has worked closely with the highway authority to design an acceptable scheme.</p>

<p>a. take an approach to street design consistent with Manual for Streets 1 and 2 and their successor documents that creates a low speed traffic environment to restore the balance between people and vehicles;</p> <p>b. emphasise 'place making' over vehicle movement, in particular at junctions, through the use of tighter geometry and radii, to reduce approach speeds and to reclaim areas for additional public space;</p> <p>c. re-establish historic routes and create clear gateways/entry points into existing residential neighbourhoods;</p> <p>d. create a more comfortable and simplified pedestrian environment through provision of more generous pavements and street trees, removal of pedestrian guardrails and unnecessary signage, and introduction of more direct crossings that respond to key desire lines; and</p> <p>e. use an appropriate and durable palette of materials.</p>	<p>In stark contrast to the existing planning permission the development will be pulled back from the footpath and Hills Road carriage way to drastically improve on the views both to the north and south on Hills Road, including opening up opportunities to glimpse views of the catholic cathedral.</p>
<p>Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use</p> <p>Policy 29: Renewable and low carbon energy generation</p>	<p>The Proposed Development will:</p> <ul style="list-style-type: none"> <li>• Achieve BREEAM 2018 “Outstanding” and WELL “Platinum” certification.</li> <li>• Be free of fossil-fuels as an all-electric building, with zero combustion on-site.</li> <li>• Result in 43% reduction in carbon emissions over Part L 2013 and 80% reduction in carbon emissions compared to a typical office building with gas fired heating</li> <li>• Deliver a mixed-mode hybrid ventilation</li> <li>• Result in no impact to local air quality</li> <li>• Reduce potable water consumption over a BREEAM WAT01 baseline by over 55%</li> <li>• Significantly slow the storm water run-off rates from the Site with a range of SUDS including a rain garden and blue roofs</li> <li>• Deliver over 570% biodiversity net gain compared to existing site</li> <li>• Deliver an exemplar biophilic design and climate change adaptation strategy</li> <li>• Provide world class facilities for cyclist and an electric bike-share scheme free for all occupants</li> <li>• Deliver a roadmap to car parking exclusively for electric vehicles</li> <li>• Create over 2,800 jobs for Cambridge and result in an additional £100m per year Gross Value Added (GVA).</li> </ul>
<p>Policy 31: Integrated water management and the water cycle</p>	<p>Reduce potable water consumption over a BREEAM WAT01 baseline by over 55%.</p>
<p>Policy 32: Flood risk</p>	<p>The Site is in Flood Zone 1 and the proposed development will significantly slow storm water to greenfield run-off rates by applying a range of SUDS including rain gardens and blue roofs.</p>
<p>Policy 33: Contaminated land</p>	<p>A technical report is submitted to demonstrate that there are no impacts in respect of contaminated land.</p>
<p>Policy 34: Light pollution control</p>	<p>The impacts of light on ecological receptors in the Botanic Garden during operation are considered to be negligible. If necessary, a Lighting and Ecological Management Plan will be prepared, which will manage light impacts during operation.</p>

Policy 35: Protection of human health and quality of life from noise and vibration	A technical report is submitted to demonstrate that there are no impacts in respect of noise and vibration. It is noted that the delivery of an office-based development will have a lesser impact than residential in the context of the Botanic Garden.
Policy 36: Air quality, odour and dust	A technical report is submitted to demonstrate that there are no impacts in respect of air quality, odour and dust.
Policy 37: Cambridge Airport Public Safety Zone and Air Safeguarding Zones	There will be no impact on the safety of Cambridge Airport
Policy 40: Development and expansion of business space	This sits at the heart of the Proposed Development which facilitates the continued growth of Cambridge
Policy 41: Protection of business space	The proposed development provides a significant increase in business space in accordance with Cambridge objective needs and market requirements.
Policy 42: Connecting new developments to digital infrastructure	The development will achieve Wiredscore Platinum and have exemplary communication connectivity.
Policy 55: Responding to context	As set out within the Design & Access Statement, the Development has considered carefully its response to context.
Policy 56: Creating successful places	As set out within the Design & Access Statement, the Development will result in extensive placemaking where the extant consent would not.
Policy 57: Designing new buildings	As set out within the Design & Access Statement, the Development proposes world class architecture from a Sterling Prize winning practice.
Policy 58: Altering and extending existing buildings	The Development will make modest alterations to the Flying Pig public house to ensure that it is compliant with today's regulations. These works will secure the pub's long-term sustainability.
Policy 59: Designing landscape and the public realm	A detailed landscape strategy is provided and there is significant uplift in high quality public realm.
Policy 60: Tall buildings and the skyline in Cambridge And Appendix F	Please refer to the body of this Planning Statement. The Development accords with Policy 60. The site is allocated for high density development.
Policy 61: Conservation and enhancement of Cambridge's historic environment	It is concluded that there will less than substantial harm on local heritage assets. In accordance with the NPPF, this less than substantial harm is outweighed by the benefits of the Development
Policy 62: Local heritage assets	
Policy 63: Works to a heritage asset to address climate change	Not applicable.
Policy 64: Shopfronts, signage and shop security measures	Not applicable.
Policy 65: Visual pollution	Not applicable.
Policy 68: Open space and recreation provision through new development	A detailed landscape strategy is provided and there is significant uplift in high quality public realm.
Policy 69: Protection of sites of biodiversity and geodiversity importance	There are no impacts on priority species or habitats, however there is a significant Biodiversity Net Gain proposed.
Policy 70: Protection of priority species and habitats	
Policy 71: Trees	There proposed development is supported by a detailed Arboricultural Impact Assessment which concludes that there will be no impacts as a result of the Development following mitigation.

104-112 Hills Road – Planning Statement

Policy 73: Community, sports and leisure facilities	The Flying Pig is retained, and the sustainability of the business is secured for years to come.
Policy 76: Protection of public houses	The Flying Pig is retained, and the sustainability of the business is secured for years to come.
Policy 80: Supporting sustainable access to development	The Development will provide over 1,350 new cycle spaces for occupants and visitors. The development will provide a new toucan crossing to ensure a safe pedestrian environment and pedestrian delay is reduced.
Policy 81: Mitigating the transport impact of development	it is concluded that there is no transport impact. Please refer to Transport Assessment.
Policy 82: Parking management	it is concluded that there is no transport impact. Please refer to Transport Assessment. Future management requirements may be controlled by condition.
Policy 83: Aviation development	It is not expected that the Development will result in any impact on the operation of Cambridge Airport. The Applicant will continue to engage.
Policy 84: Telecommunications	The development will be Wiredscore Platinum.

# APPENDIX 5

## HISTORIC ENGLAND LETTER, JULY 2020

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Mr Chris Surfleet  
Partner, Head of Heritage & Urban Design  
Bidwells  
Bidwell House  
Trumpington Road  
Cambridge  
CB2 9LD

Direct Dial: 01223 582716

Our ref: Y PA

22 July 2020

Dear Mr Surfleet

### **Pre-application Advice**

#### **104-112 HILLS ROAD, CAMBRIDGE, CB2 1LQ**

Thank you for consulting Historic England at pre-application stage on the proposals for commercial redevelopment at the above site, located on the west side of Hills Road; immediately south of the junction with Station Road and east of Cambridge Botanic Garden. The site is within the New Town and Glisson Road Conservation Area.

#### Summary

The site has an extant planning consent dating from 2008 for redevelopment to provide a mixed use scheme comprising 156 residential units, office use, retail/food and drink, façade retention of the Flying Pig Public House, relocation of the grade II listed war memorial and new community use. The first phase of that scheme, the seven-storey lens shaped building Botanic House, was completed in 2012. We recommended that planning permission should be not granted for the application due to the detrimental impact the scale of development then proposed would have had on the historic environment.

We have been involved in detailed, constructive discussions with your client Pace Investments and his Design Team since December 2019 regarding alternative proposals to provide office accommodation on the site. The scheme has evolved significantly during the past few months. The changes to the scale, massing, materials and detailed design that have been incorporated have resulted in a very high quality sustainable development comprising two curvilinear blocks.

The overall scale – one block at six storeys and one at four storeys in height, plus setback at roof level - remains taller than much of the surrounding streetscape in this important location. However, we are satisfied that the scheme in its current form would be more complementary to the adjacent Botanic Garden and to the character and appearance of the conservation area than the extant consented scheme.





We consider the proposals would cause a moderate level of harm to the significance of both the Cambridge Botanic Garden and the New Town and Glisson Road Conservation Area and the harm would be less than substantial. On balance, in light of the extant consent, we have no objections on heritage grounds to the proposals for commercial development in their current form.

## Significance

The Botanic Garden was created for the University of Cambridge in 1831 by Professor John Stevens Henslow (Charles Darwin's mentor) and was opened to the public in 1846. The Garden is entered from the western side through the Trumpington Gates in Bateman Street and is a 16 ha generally flat site that was laid out on meadow land from 1846 onwards to an 1835 design of Andrew Murray, the first Curator, in a formal and landscape style, which was further extended eastwards from the 1950s onwards.

Between 1924-1925 Cory's Lodge, a white neo-Georgian two-storey house with projecting wings to the north and south was built in the gardens, to a design by the architect M H Baillie Scott, as the residence of the Director of the Garden.

The main axial walk, which is lined with a rare collection of pines and cedars, leads east to a fountain of stone and steel, completed in 1969 to a design by David Mellor of Sheffield. The Garden now holds a plant collection of over 8,000 plant species from all over the world to facilitate teaching and research.

It has doubled in size since becoming a single unit in the 1950s, but can be described by dividing the site into the Victorian gardens to the west and the modern 20<sup>th</sup> century gardens to the east. The Garden is registered at grade II\* in recognition of its special historic interest and Cory's Lodge is listed at grade II due to its special architectural and historic interest.

## Impact

Redevelopment of the application site will impact on the setting of several statutorily designated assets including the grade II\* registered Botanic Garden, the grade II listed Cory's Lodge within the Garden and on the character and appearance of the New Town and Glisson Road Conservation Area. The wider surroundings include many more listed buildings and several registered landscapes. The immediate environs of the site are characterised by 19th century residential buildings, principally gault brick terrace houses and small villas of two or three storeys. They are now interspersed with modern office blocks, but a domestic scale still prevails despite these alterations.

The proposals in their current form were considered at our internal Joint Casework Review meeting on 10 June 2020. Those at the meeting were aware of the scale and detailed design of the consented, primarily residential scheme, which varied in height



from three to eight storeys.

We consider the proposed commercial use more contextually appropriate in this sensitive location than the permitted residential scheme.

The office development proposals were initially presented to me in December 2019, when the two blocks were to be eight storeys in height plus plant at roof level.

The revised version of the scheme now incorporates an overall reduction in footprint, scale, height and massing of both buildings by two storeys to parapet level with a setback top floor above and reduced plant height. Floor to floor heights have also been reduced from 4m to 3.9m and the blocks are therefore no longer dominant in views towards Botanic House from Hills Road, within the conservation area. The revisions were welcomed and it was acknowledged that the impact on the historic environment, both within the vicinity of the site and in relation to wider city skyline views and the setting of important landmarks, such as the Catholic Church of Our Lady and the English Martyrs on Hills Road had reduced appreciably.

The improved setting and transition in scale in relation to the Flying Pig pub and the block to the rear were noted as was the proposed legible, accessible and active public realm along the Hills Road frontage. The proposal for the site boundary with the Botanic Garden to be delineated by a dwarf wall and railings to match those already fronting Hills Road was particularly welcomed.

#### Legislation, Policy and Guidance

As the application affects the setting of listed buildings and a registered garden, the statutory requirement to have special regard to the desirability of preserving the setting of a listed building (s.66 (1), 1990 Act) must be taken into account by the local authority when making its decision.

Our advice reflects guidance in the good practice advice notes produced by Historic England on behalf of the Historic Environment Forum in GPA 2; Managing Significance in Decision-Taking in the Historic Environment and GPA 3; The Setting of Heritage Assets.

The NPPF paragraph 192 encourages local authorities to sustain and enhance the significance of heritage assets consistent with their conservation and asks that they take into account “the desirability of new development making a positive contribution to local character and distinctiveness”.

Paragraph 193 states that “when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be)”. Paragraph 194 builds on this “any harm to, or loss of, the significance of a



designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification”.

Paragraph 196 then 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.

Since the previous planning application was approved, there has been a material change in planning policy with the adoption of the Cambridge Local Plan in 2018. Policy 60 and Appendix F of the Local Plan relate to tall buildings. The policy and Appendix set out key considerations in relation to tall buildings and the historic environment and appropriate assessment/analysis.

Specifically, criterion B of policy 60 states that, “impact on the historic environment – applicants should demonstrate and quantify the potential harm of proposals to the significance of heritage assets or other sensitive receptors (view of, backdrop and setting), assessed on a site-by-site basis but including impact on key landmarks and viewpoints, as well as from the main streets, bridges and open spaces in the city centre and from the main historic approaches, including road and river, to the historic core. Tall building proposals must ensure that the character or appearance of Cambridge, as a city of spires and towers emerging above the established tree line, remains dominant from relevant viewpoints as set out in Appendix F.”

#### Historic England’s Position

Further to your client and his Design Team’s detailed discussions with ourselves and the City Council, we very much welcome the significant revisions in relation to the scale, massing and detailed design that have been incorporated into the scheme. In relation to the Botanic Garden, we consider that visitors are conscious that development surrounds this ‘green oasis within a city.’ Their awareness of its urban location increases in the eastern, 20<sup>th</sup> century third of the Garden towards Hills Road which is less densely vegetated.

Having considered the comprehensive documentation submitted with the proposals, including the verified winter and summer views, other panoramic views and the Townscape Study produced by AHMM Architects, we are aware that the two blocks would be clearly visible all year round in views from within the eastern section of the Botanic Garden.

We have concluded that the scheme would cause a moderate level of harm to the setting and significance of the Botanic Garden. That harm would be at a less than substantial level and would constitute a significantly lesser degree of harm than would be incurred by the consented, partially implemented scheme.



The scheme would undoubtedly have a striking impact on the streetscene along Hills Road, particularly southwards towards the almshouses at the junction of Hills Road and Brooklands Avenue, in comparison to the two-storey terraced buildings opposite.

However, we are of the view that the considerable reduction in scale and massing of the proposals; to a six storey block and a four storey block plus setback at roof level, incorporated as a result of recent pre-application discussions, have reduced the level of harm to the significance of the surrounding New Town and Glisson Road Conservation Area. As stated above, that harm would be at a moderate level of less than substantial harm and would incur a considerably lesser degree of harm to the character and appearance of the conservation area than the consented scheme.

We very much welcome the retention of the Flying Pig Public House and note that the current scheme in its revised form would significantly enhance the setting of the pub in comparison to the proposals set out in their initial form several months ago.

We acknowledge the high quality palette of materials proposed and the detailed articulation of the brick-faced elevations of the two blocks. In addition, we support your aim for the scheme to be BREAM Outstanding.

In light of the extant consent, together with the considerable improvements included in the current scheme in relation to its impact on the historic environment, we now have no objections on heritage grounds to the proposals for commercial development. We consider the proposals meet the requirements of the NPPF, in particular paragraph numbers 194 and 196.

#### Next Steps

Thank you for involving us at the pre-application stage. Given the sensitive location of the application site, we consider that your scheme would benefit from Historic England's continued engagement prior to the formal submission of any proposals as they continue to evolve.

Yours sincerely

**Sheila Stones**

Inspector of Historic Buildings and Areas

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# APPENDIX 6 RESPONSE TO CAMBRIDGE AIRPORT

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**104-112 Hills Road**  
**Response to Cambridge Airport**

Bidwells LLP ['Bidwells'] is instructed by Pace (Hills Road) Limited ['the Applicant'] to provide planning and EIA advice in relation to the redevelopment of its landholdings at 104-112 Hills Road ['the Site'].

Full planning permission is sought for the proposed development ['the Development'] described as:

*Application for detailed (full) planning permission to allow for:*

- 1) The demolition of Betjeman House, Broadcasting House, Ortona House, Francis House, and the rear multi-storey carpark to Francis House, together with existing refuse and cycle stores; to allow for construction of two new commercial buildings of five and seven storeys respectively, providing flexible B1(a), B1(b), A1, A2, A3 uses on the GF and Class B1(a) and B1(b) on the upper floors.*
- 2) The construction of basement with mezzanine level to provide for building services, cycle parking and car parking for the proposed commercial buildings and to include cycle and car parking spaces for Botanic House.*
- 3) The refurbishment of the Flying Pig Public House at 106 Hills Road, including alterations and partial demolition of rear two storey extension and store, to enable the construction of a new DDA accessible extension and pub garden.*
- 4) Creation of new public realm and landscaping, incorporating segregated vehicular and cycle access from Hills Road, a new access to service areas and substations, and taxi drop off for both the development proposed and existing Botanic House.*

The Development falls within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2017 (as amended) ['the EIA Regulations'] and is classified as an 'Urban Development Project' (10(b)). Whilst the Site does not fall within a Sensitive Area, as defined by the EIA Regulations; due to its location and the scale of the Development it is considered that it has the potential to give rise to 'likely significant environmental effects' and, in agreement with Cambridge City Council, an Environmental Statement (ES) has therefore been voluntarily prepared.

Accordingly, the team requested the Council to adopt a formal Scoping Opinion with the submission of a Scoping Report on 29<sup>th</sup> November 2019. Following consultation with consultees, the Council's response was received on 20<sup>th</sup> February 2020.

During the consultation process, Cambridge International Airport ['the Airport'] made representations which are appended in full.

In summary, the Airport set out the following:

1. That any building at or below 30m AGL would not infringe any of Cambridge Airport's protected surfaces. However, anything which exceeds 30m AGL will mean we may have to carry out an assessment of Instrument Flight Procedures to ensure these are not affected.

2. That any development at this location should be supported by a Wildlife Hazard Management Plan as it sits within the airport's 13km safeguarding zone.
3. That the planning application includes a Construction Management Plan setting out the need for the use of cranes or high lift equipment. If such equipment is used, the Airport requested further consultation.

We respond to each point in turn.

### **Assessment of Instrument Flight Procedures**

The Development will see the construction of two new buildings, one of seven storeys plus plant and the second of five storeys plus plant. The taller building, known as Building B will marginally exceed 30m AOD. In this respect we acknowledge that the Airport notes an assessment may be necessary to understand if there will be any impact upon Instrument Flight Procedures as a result.

At this point in time, such an assessment has not been completed for the following reasons:

1. The tallest building proposed is of similar height to its neighbour, Botanic House – no assessment was completed in respect of this development and there are no records of the completed development impacting upon the Airport's safety.
2. There are taller existing buildings in closer proximity to the Airport (buildings within the CB1 development reach nine storeys plus plant in height) and no assessments have been completed in respect of this development and there are no records of the completed development impacting upon the Airport's safety.

However, without prejudice to these two factors, should the Airport consider that an assessment is required in respect of the Development, we will seek through continued engagement with the Airport to assess the work that is required.

### **Wildlife Hazard Management Plan**

In this specific case, it is not considered necessary to provide a detailed Wildlife Hazard Management Plan. We would note the following:

1. As the crow would fly, the Site is some 2.2km from the Airport at its closest point.
2. The Development sits adjacent to the existing Cambridge University Botanic Garden (CUBG), which includes an area of sylvan open space home to many significant mature trees, some exceeding the height of the proposed development. It is considered that given the proximity of CUBG to the Development and therefore the Airport, there would be no increase in risk from wildlife hazards as a result.
3. We are aware of recent development in closer proximity to the Airport (in respect of the CB1 development, where no similar assessments were considered to be necessary. We are not aware of any records of instances where wildlife hazards caused a risk to safety as a result.

## **Draft Construction Management Plan**

The Applicant has sought advice from an established and experienced contractor to provide early detail as to the construction of the proposed development. This is submitted in the form of a draft Construction Management Plan ['CMP'].

It is expected that the detail of the draft CMP will be refined as detailed design of the Development continues. For this reason, it is standard practice for planning authorities to apply a condition requiring the submission and agreement of the final CMP prior to development commencing.

The draft CMP makes clear that there will be early engagement with Cambridge Airport as construction methodologies are refined and agreed. Whilst it is considered that the risk to the Airport is low, it will be necessary to erect Tower Cranes during the construction of the Development to ensure the safety of the airport operations. It is noted that Cambridge Airport has requested specific engagement to ensure that its protected surfaces are not infringed, and the Applicant commits to undertaking this in due course.