

Change of use of the Cambridge Professional Development Centre from education training use (D1 Use Class) to office use with ancillary meeting rooms, installation of a modular office building (B1 Use Class) for a temporary period of up to 5 years and provision of cycle stores.

At: Cambridge Professional Development Centre, Foster Road,
Cambridge, CB2 9NL

Applicant: Cambridgeshire County Council

Application Number: FMW/085/19

To: Planning Committee

Date: 28 January 2021

From: Joint Interim Assistant Director, Environment and Commercial

Electoral division: Trumpington

Purpose: To consider the above planning application

Recommendation: That permission is granted subject to the conditions set out in paragraph 11.1

Officer contact:

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1. Introduction / Background

- 1.1 This application is being reported to the Planning Committee at the request of the Divisional Member with the agreement of the Chairman of Planning Committee. There are no remaining objections for any technical statutory consultee.

2. The Site and Surroundings

- 2.1 The application site is located within Cambridge City Council's area. The Cambridge Professional Development Centre is located in the south western part of the city and near to Trumpington. The application site is in flood zone 1. The nearest conservation area is located to the north west of the application site and includes the properties of Alpha Terrace. The Cambridge Professional Developed Centre was originally part of Fawcett Primary School site. Fawcett Primary School buildings remain to the north of the application site and the school's playing fields are to the east of the application site. To the south and west of the application site are residential properties.
- 2.2 The application site is 0.97 hectares (2.4 acres) and includes the buildings and part of the existing grounds and formalised parking area of the Cambridge Professional Development Centre, which has more recently been used for training purposes for Cambridgeshire County Council's staff. The existing gross internal floor space of the building within the application area is 1,534 square metres (1,834.65 square yards). The existing accommodation is on two floors. A grassed area to the south of the application site, is also owned by the County Council. This land previously formed part of the grounds of the training centre. The public footpath passes through this land. An existing cycle shelter is to the south of the existing building which provides 22 cycle spaces. As a training centre the Transport Statement states that there were 46 desk spaces available at the site for staff. In addition, on average, 100 delegates have attended the site per day, with the number of delegates having reached a maximum of 250 on occasion.
- 2.3 The application site is accessed by vehicle from Paget Road and Foster Road. Vehicular access from Paget Road is obtained through a residential area, also using Foster Road and then via Anstey Way to join the A1309 at Trumpington High Street. The access routes are traffic calmed by the use of speed humps. A public footpath runs adjacent to the western edge of the application site, which links Paget and Foster Roads with Alpha Terrace. The application site is within Flood Zone 1 the least at risk from fluvial flooding.

3. The Proposed Development

- 3.1 This planning application is, in part, for a material change of use of the Cambridge Professional Development Centre use for education and training (falling within Class D1 Non-residential institutions of The Town and Country Planning (Use Classes) Order 1987 as amended) to use as an office with ancillary meeting rooms (falling within Class B1 Business) for a temporary period. Planning permission is sought for the temporary change of use for a period of up to 5 years. No alterations to the external appearance of the existing building form part of this application.

- 3.2 Planning permission is also sought for a temporary period of up to 5 years for the installation of a modular office building, to provide 20 bookable desks to accommodate agile working office staff together with two 4 person breakout areas. The mobile building would be approximately 21 metres x 8.6 metres (68.9 x 28.22 feet) and is shown on the proposed floor plan drawing number 191115-05 Rev 01. It would be located to the west of the current car park and south of the main building.
- 3.3 It is proposed that the building would provide accommodation for a maximum of 164 desks in total, with 144 proposed in the main building and 20 in the proposed temporary modular office building. The full-time equivalent of a maximum of 260 staffing posts are proposed to be based at the application site who would be expected to work in accordance with the Council's Agile Working Policy (it is stated on the application form that 118 staff previously occupied the building). All of the staff would not be expected to be present on the application site at the same time. The maximum staff expected to be on site at any one time is stated on the applicant's behalf to be 164 - which equates with the number of proposed work spaces. Also proposed are meeting rooms which it is stated in the Planning Statement would be predominantly used for internal meetings and could accommodate up to 16 visitors. Meeting rooms are shown which would accommodate a maximum total of 73 people. There would comprise one 14, one 10, two 8, one 6, six 4 person and one 3 person meeting rooms together with an additional break out area capable of accommodating a maximum of 16 people together with 6 refreshment/kitchen areas, toilets and a manager's office and reception. It is proposed that the temporary accommodation would be occupied by Cambridgeshire County Council staff who need to relocate from their current offices including Shire Hall Cambridge until a more permanent solution is achieved. The proposed opening hours given on the application form are 0730 to 1830. Cambridgeshire County Council is the applicant.
- 3.4 It is proposed to use the fifty-one existing parking spaces including three accessible parking spaces. Forty eight additional cycle parking spaces are proposed in additional shelters. The planning application was received and found valid in February 2020 prior to social distancing being introduced and prior to the 1 September 2020 changes to the Town and Country Planning (Use Classes) Order 1987.

4. Planning History

- 4.1 The following planning applications are relevant to the planning history of the Cambridge Professional Development Centre relating to the application site:

Application Reference	Description	Decision
C/00504/89/CC	Refurbishment and Extensions to provide new Primary School and Education Development Centre with Associated Office Use- Permitted.	Approved 12.04.1990
C/00466/91/CC	Erection Of A 2-Bay, A 3-Bay, A 5-Bay And A 6-Bay Mobile Units For Educational Development Centre Use expired 31 August 1994.	Approved 16.09.1991

C/00389/98/CC	Retention of 1 X 5-Bay & 1 X 6-Bay Mobile Buildings For Educational Purposes	Approved 24.06.1998
C/00121/03/CC	Retention of 1 x 6 bay mobile building for use by Education Welfare Service and 1 x 5 bay mobile classroom for educational purposes for a period of five years expired 30 July 2005.	Approved 11.06.2003
C/00594/05/CC	Retention of 1 x 5 bay mobile classroom expired 30 July 2006.	Approved 12.09.2005
C/00517/06/CC	Retention of 1 x 5 bay mobile classroom	Withdrawn

- 4.2 The following planning permission was granted most recently to extend the Fawsett Primary School on land to the north of the application area.

Application Reference	Description	Decision
C/05005/13/CC	Erection of four classroom single storey extension to include: children's centre; pre-school; nursery and foyer; car and cycle parking; new access from the Clay Farm development and associated hard & soft landscaping.	Approved 27.09.2013

5. Publicity

- 5.1 This planning application was advertised in accordance with Article 15 of the Town and Country Planning (Development Management Procedure) (England) Order 2015. Owing to the floor space of the existing continuing Professional Development Centre, this application is major development and has been advertised in the Cambridge News published 9 March 2020 as such, and as affecting a public right of way. Site notices were posted on or near the site and discretionary notification letters were sent to properties immediately adjacent to the application site.

6. Consultation responses

- 6.1 Cambridge City Council Planning:- No objections. The site is allocated for housing (site R16) and the extract below is taken from the April 2020 update to the Greater Cambridge Housing Trajectory. This acknowledges that the County Council occupies the site and that it's unclear when the existing use would no longer be required and, as such, makes no allowance for housing coming forward on the site in the current plan period. Whilst the use of land allocated for housing for other purposes would normally be considered contrary to Policy 3 (spatial strategy for location of residential development), given the temporary nature of the proposed use (which should be secured by condition) and that no allowance has been made for the housing allocation to come forward within that period.
- 6.2 Cambridge City Council Environmental Health Officer:- No objections or specific comments other than it was noted that the proposal did not involve the addition of any

new plant, lighting or noisy activities. And that Electric Vehicle charging would normally be requested but for a temp use this would be unreasonable.

6.3 CCC Transport Assessment Team:- No remaining objections. Following an initial objection further information was requested, which has been submitted by the agent and considered. Comments as follows in summary:-

- Public Transport - the surrounding public transport network and infrastructure is acceptable for use. The site is accessible via public transport. The Census data provided is acceptable. The nearest train station to the Cambridge Professional Development Centre (CPDC) is Cambridge Station situated circa 2.9 kilometres (circa 1.8 miles) from the site. The Guided Busway Routes: A, D and R, and the Universal bus service travel from Cambridge Station to within walking distance of the CPDC. The nearest bus stops to the site are situated on the A1309. The nearest bus stops are situated a minimum 750 metres (820.21 yards) from the site which is almost double the recommended walking distance to bus stops.
- The site is situated within a 20mph zone. It is noted all footpaths in the area are a minimum 1.5 metres (4.92 feet) wide.
- 144 desks are proposed for CCC staff as part of the development. A further 20 desks would be provided in the modular building, totalling to 164 desks available on-site post-development. This is an increase of 118 available desk spaces compared to the existing use. For this assessment, it has been assumed 70-80% of all the desk space on site would be occupied at any one time. This calculates a maximum 131 staff members to be on site at any one time post-development i.e. 80% of 164.
- Trip Generation - The proposed development is anticipated to generate 98 vehicle movements in the AM peak and 70 vehicle movements in the PM peak. The development is expected to produce a net trip generation of +38 vehicle movements in the AM peak and 8 vehicle movements in the PM peak.
- A Road Safety Audit of the proposed access route, including the Paget Road / Foster Road junction and A1309 / Anstey junction, should be undertaken prior to approval of the application, not post-approval.
- Parking Provision - the parking standards outlined within the Cambridge Local Plan (2018) (CLP) require maximum provision for 43 car parking spaces. The existing provision of 51 car parking spaces in addition to the overflow parking available, exceeds the maximum car parking standards. The site also has informal parking spaces available for use as overflow parking for visitors attending training sessions. A site visit undertaken on Wednesday 5 February 2020 identified a total of 30 vehicles parking on the informal spaces on site or outside the gates of the centre. No additional car parking spaces would be provided as part of the proposals. A worst-case demand for 56 spaces is anticipated post-development. This exceeds the existing 51 car parking spaces provided on site which in turn exceed the maximum parking standards listed within the CLP. A Car Parking Management Plan is proposed to operate in parallel with the site Travel Plan to manage the demand for on-site car parking. It is proposed to increase cycle parking provision to 66 cycle spaces on-site post-development to accord to the cycle parking standards outlined within the CLP.
- Traffic Impact Mitigation Measures - the accident analysis previously undertaken identified accidents involving cyclists at the two main junctions on the A1309; the A1309 / Anstey Way junction and the A1309 / Maris Lane junction. An Accessibility

Report was undertaken by the applicant to provide further detail of these accidents, including a route appraisal audit of the primary pedestrian and cycle route to the CPDC site. The audit study area was considered acceptable for use. Further analysis of the accident data in the report concluded for the applicant that there are no safety issues with the latest accident occurring in 2017. The Transport Assessment Team agrees with this.

- With regard to the A1309 / Maris Lane junction, 5 accidents involving vehicles and cyclists crossing the junction occurred at the junction over the 5 year period were noted. Five accidents occurring at this junction over the 5 year period is not considered an accident cluster site. All of the accidents that occurred at this junction involved cyclists. The Highway Authority request 'LOOK LEFT' and 'LOOK RIGHT' white line markings at this junction to increase safety by encouraging both pedestrians and cyclists to check for oncoming vehicles before crossing.
- It is noted that a fatal accident involving a cyclist occurred at the pelican crossing in this vicinity. The driver involved in this accident was convicted of dangerous driving.
- No accidents were recorded on Anstey Way or Paget Road on the route between the High Street and the CPDC site for the latest 5 year period.
- It is noted 2 pool cars will be available on site for staff use.

Having taken into account the pedestrian/cycle route audit to the CPDC site, the Highway Authority recommend conditions to ensure in summary: prior to first occupation of the development, the submission of a Travel Plan; and a Car Parking Management Plan. Annual, monitoring of both plans is recommended; a requirement for the upgrade of the existing drop kerb crossing on the western side of Paget Road at the existing crossing point to the path across King George V playing fields to include the provision of tactile paving; and, an upgrade of the existing A1309 / Maris Lane junction to include the provision of white 'LOOK LEFT' and 'LOOK RIGHT' white line markings at the pedestrian/cycle crossing points of this junction.

- 6.4 CCC Highways Development Management:- Given the nature of the application and the existing layout of the access to the site from Foster Road, no significant adverse effect upon the Public Highway should result from this proposal, should it be granted planning permission. There may be an impact on the network as a whole in relationship to trip generation distribution and type, which will be commented on by the Transport Assessment Team.
- 6.5 CCC Ecology Team:- No comments to make.
- 6.6 CCC Rights of Way:- No comments to make.
- 6.7 CCC Fire and Rescue:- No comments received.
- 6.8 CCC Public Health:- No comments to make.
- 6.9 CCC Lead Local Flood Authority (LLFA):- They are satisfied with the proposal, as long as the surface water drainage scheme submitted is followed and the risk of pollution to surface water and groundwater bodies is considered and mitigated appropriately.

- 6.10 Designing Out Crime Officer:- No objection. Fully supports this application. Community safety and vulnerability should be addressed. The position of new cycle stores in view of buildings and the car park allows for informal surveillance. Offered to give further for site specific security advice.

7. Representations

- 7.1 Representations have been received on behalf of Trumpington Residents' Association objecting to the application for the following reasons:-

- The necessity to change the use of the Cambridge Professional Development Centre from a training centre to Council offices is accepted.
- Concern is expressed about the inadequate steps taken to minimise vehicle use and encourage other ways for staff to access the site.
- The Residents' Association is alarmed at the potential growth in vehicle numbers travelling to and from the Centre, particularly at peak times.
- Trumpington High Street/Anstey Way junction is already very congested and an accident black spot.
- The access roads within the 'estate', including Anstey Way, Foster Road and Paget Road are narrow roads in a residential area, already very busy and with pinch points.
- The turn from Foster Road/Paget Road past Paget Close into and out of the CPDC site is dangerous and often has parked cars which reduce visibility for drivers. This access point into the site is heavily used by children going to and from Fawcett School and by pedestrians and cyclists going to and from the Clay Farm Centre and Trumpington Community College.
- The Council is urged to give much more thought to the Transport Statement and Travel Plan, to minimising car use and encourage staff to use public transport or walk or cycle to the site. Attention is drawn to the critical comments in the Transport Assessment Team response dated 6 March 2020. It is hoped that the recommendations in that response will be fully taken into account.

- 7.2 No additional representations have been received separately from individual households.

- 7.3 A copy of the full representations will be shared with members of Planning Committee one week before the meeting.

8. Planning Policy

- 8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 require that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The relevant development plan policies are set out in paragraph 8.3 below.

National Planning Policy Framework (NPPF), February 2019

- 8.2 The NPPF sets out the Government's economic, environmental and social planning

policies for England and expresses how local planning authorities and bodies are expected to comply and apply them. The NPPF introduced the presumption in favour of sustainable development and provides that development which is sustainable should be approved without delay. The following paragraphs within the NPPF are of particular relevance to this application:

- Paragraph 8 - Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
 - a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 - b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
 - c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
- Paragraph 11 Plans and decisions should apply a presumption in favour of sustainable development.

For decision-taking this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date⁷, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
- Paragraph 102 - Transport issues should be considered from the earliest stages of

plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
- e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

8.3 Cambridge Local Plan (October 2018) (CLP)

The following policies of the above adopted local plan are relevant to this planning application:

Policy 1: The presumption in favour of sustainable development
Policy 2: Employment development;
Policy 3: Spatial strategy for location of residential development
Policy 27: Site specific development opportunities;
Policy 28: Carbon reduction, community energy networks, sustainable design and construction and water use;
Policy 31: Integrated water management and water cycle;
Policy 32: Flood risk;
Policy 33: Contamination;
Policy 35: Protection of human health;
Policy 36: Air quality, odour and dust;
Policy 40: Development and expansion of business space;
Policy 57: Designing new buildings;
Policy 58: Altering and extending existing buildings;
Policy 70: Ecology;
Policy 71: Trees;
Policy 80: Supporting sustainable access to development;
Policy 81: Mitigating the transport impact of development; and
Policy 82: Parking management.

8.4 Cambridge City Council and South Cambridgeshire District Council are in the process of working together to prepare an updated joint Local Plan for the Greater Cambridge area. Consultation ended in February 2020 on the Greater Cambridge Local Plan – The First Conversation. This document sought to ask about the kind of place residents and businesses want Greater Cambridge to be in the future. It explored the ‘big themes’ – climate change, biodiversity, social inclusion and great places – that will influence how homes, jobs and infrastructure are planned, and where growth might

go. They have processed the large volume of feedback and comments they have received and prepared a report on the consultation results and key findings, that was taken to their Members in June 2020.

8.5 At present this emerging plan is at a very early stage and the timetable for plan making was agreed in line with the above report, and published in the Council's Local Development Scheme (LDS) which took effect on 13 July 2020. The LDS states that the next stage of development for the emerging Local Plan is the Preferred Option Consultation that is planned for Summer / Autumn 2021. As such, at this very early stage of plan making there are currently no emerging policies that need to be considered in relation to this planning application.

8.6 The Planning Practice Guidance is also a material consideration.

9. Planning Considerations

9.1 The main planning considerations relate to the principle and justification of need; traffic and transport; car and cycle parking; temporary building and climate change implications alongside wider environmental and amenity matters.

The Principle of Development and Justification of Need

9.2 Both the National Planning Policy Framework (NPPF) and the Cambridge City Local Plan 2018 (CLP 2018) provide a presumption in favour of sustainable development. The application site is within Trumpington, which is within the urban area of Cambridge. The application site is located adjacent to a primary school and nursery within a predominantly residential location. The application site, of 0.97 hectares (2.4 acres), forms part of a larger 1.49 hectare (3.68 acres) existing site. Planning permission was first given for Refurbishment and Extensions to provide new Primary School and Education Development Centre with Associated Office Use on land including the application site on 12 April 1990. A succession of temporary planning permissions followed for the use of temporary buildings for use by the Educational Development and Welfare Services.

9.3 The remaining grassed area, which is crossed by a public footpath, is proposed to be managed as grassed landscaping during the period of a temporary planning permission, if granted. Technically the lawful use of the remaining land outside of the application area would remain capable of use in association with a non-residential institution falling within class D1. This planning application was submitted in advance of the 2020 amendment to the Town and Country Planning (Use Classes) Order 1987, which came into effect on 1 September 2020. Therefore the application has to be considered in relation to the use classes that were in effect on 31 August 2020. Prior to the amendments, which came into effect on 1 September 2020, within Class D1. Within Class D1 the premises would have been able to be used for a range of uses for example as a public hall or exhibition hall, museum, use for the provision of medical or health services, or for any educational purpose without the need for further planning permission being required. In introducing changes to the use classes from 1 September 2020, the government's intention was to reduce the need to seek planning permission and to increase greater flexibility for businesses in particular to move between different uses to reduce the need to submit planning applications for some

development. In doing so, the Government introduced, for new applications amongst other changes, Class F.1 Learning and non-residential institutions, which will provide similar flexibility to that already contained within Class D1 with the additional flexibility for example to be able to use such buildings as for example a law court without the need for planning permission.

- 9.4 The proposal would mean that the housing allocation with a capacity stated within the Cambridge City Local Plan Appendix B as a maximum of 67 houses would not be likely to be available for housing development during the next 5 years. Temporary rather than permanent permission is sought, which seeks to provide a temporary solution for a period of 5 years to meet a need for office and meeting room accommodation for some staff relocated from other Cambridgeshire County Council accommodation, which is being closed as part of a programme to establish a 'hub and spokes model'. The proposed closure of the County Council's current headquarters on the Shire Hall Cambridge site and other offices. And relocation, in part, to the headquarters or 'hub' to a new building at Alconbury with a need to establish 'spokes' or community hubs in each of its districts, including one in Cambridge City Council's area. The application site is owned by the County Council. If planning permission is not granted the building could continue to be used for its existing purpose of training staff or be used for other educational or other non-residential uses falling within the new Class F1 of the Town and Country planning (Use Classes) order 1987 as amended.
- 9.5 Policy 40 Development and expansion of business space includes that proposals for the development of these uses elsewhere in the city will be considered on their merits and alongside other policies of the CLP 2018. Cambridge's housing need was for 14,000 additional homes, as confirmed in May 2013 between 2011 and 2031. There was no guarantee that the application site would otherwise be brought forward for housing in the short to medium term. Cambridge City Council has been consulted and has not objected to this proposal. The site is allocated for housing (site R16) of the CLP 2018. Greater Cambridge Planning Officers have advised that the April 2020 update to the Greater Cambridge Housing Trajectory acknowledged that the County Council occupies the site and that it was unclear when the existing use would no longer be required. Therefore no allowance for housing coming forward on the site is made in the current plan period, which covers the period up to 2031. The longer term use of land allocated for housing for other purposes would otherwise normally be considered contrary to Policy 3 (spatial strategy for location of residential development) of the CLP 2018. However, subject to the temporary nature of the proposed use, being secured by condition, given that no allowance has been made for the housing allocation to come forward within the temporary 5 year period requested, both Greater Cambridge and County Council planning officers consider that the proposal would not conflict with Policy 3 (spatial strategy for location of residential development) or housing allocation R16 of the CLP 2018.
- 9.6 Policy 2 Employment Development of the CLP 2018 includes that Employment development will be focused on the urban area, Areas of Major Change, Opportunity Areas and the city centre. The proposal would satisfy this locational criteria. It is therefore considered that the proposals would be generally compliant with the overarching policies of the development plan and national policy, the government's enablement towards greater flexibility and enablement of appropriate development, as referred to above, including in relation to policies 1 The presumption in favour of

sustainable development; 2 Employment development; 3 Spatial strategy for location of residential development; 27 Site specific development opportunities; and 40 Development and expansion of business space of the CLP 2018.

Traffic and Transport

- 9.7 Policy 80 Supporting Sustainable Access to Development of the CLP 2018 provides that development will be supported where it demonstrates that prioritisation of access is by walking, cycling and public transport, and is accessible for all. This is to be achieved broadly by ensuring major developments on the edge of the city and in the urban extensions are supported by high quality public transport, which can be reached by cycling and walking, and by supporting public transport, walking and cycling to, from and within developments and by giving priority to these modes where there is conflict with cars. The application site is accessible by public transport. The nearest train stations to CPDC are Cambridge Station (2.9 kilometres / 1.8 miles) and Shelford Train Station (4.18 kilometres / 2.6 miles). There are bus routes that run from Cambridge Station close to the application site (Guided Busway Routes: A, D and R). The Universal bus service also travels from Cambridge Station to within walking distance of the application site. In addition to the nearby Guided Busway stop, there are bus stops on Trumpington High Street (18, 132, Citi 7 and the Park and Ride bus) as well as the bus service 25 which serves Hobson Avenue.
- 9.8 The site is situated within a 20mph zone. All footpaths in the area are stated to be a minimum 1.5 metres (4.92 feet) wide. A total of 164 desks are proposed to be available on-site post-development. Of these 144 desks are proposed within the existing building with a further 20 desks proposed to be provided in the modular building. This would amount to an increase of 118 available desk spaces compared to the existing use. The submitted Transport Statement assumed that 70-80% of all the desk space on site would be occupied at any one time. This would mean that approximately 131 staff members to be on site at once, with the maximum being on site at any one time expected to be 164 based upon the proposed number of desk spaces.
- 9.9 In relation to likely trip generation, the proposed development is anticipated to generate 98 vehicle movements in the AM peak and 70 vehicle movements in the PM peak. The development is predicted to produce a net trip generation increase of 38 vehicle movements in the AM peak, and decrease of 8 vehicle movements in the PM peak. An accident analysis of the proposed access route, including the Paget Road / Foster Road junction and A1309 / Anstey junction, has been carried out during the consideration of the application. The Transport Assessment Team has advised that there were no safety issues identified with the A1309 / Anstey Way junction, the most recent slight accident having occurring in 2017. However, the A1309 / Maris Lane junction was the scene of 5 accidents involving vehicles and cyclists crossing the junction occurred at the junction over the relevant 5 year period. Whilst not being considered by the Transport Assessment Team to be 'an accident cluster site', all of the accidents that occurred at this junction involved cyclists both pedestrians and cyclists to check for oncoming vehicles before crossing. A fatal accident involving a cyclist occurred at the pelican crossing in this vicinity. The involved driver was convicted of dangerous driving. No accidents had been recorded on Anstey Way or Paget Road on the route between High Street and the CPDC site for the latest 5 year period. Having considered the detailed information, neither the Transport Assessment

Team nor the Highways Development Management Team had any remaining objections to the proposals, subject to recommended conditions to secure the provision and implementation of an updated Travel Plan (with the implementation of the initial Travel Plan initially); a Parking Management Plan; 'LOOK LEFT' and 'LOOK RIGHT' white line markings at the A1309 / Maris Lane junction; and improvement to the existing drop kerb crossing on the western side of Paget Road including the provision of tactile paving.

- 9.10 Representations were received on behalf of the Trumpington Resident's Association accepting in principle the need for the change whilst expressing concerns over the change of use from a training centre to offices alongside concerns about the proposed increase in vehicular movements and what were considered inadequate steps taken to minimise vehicle use and encourage other ways for staff to access the site, in response to the initial information that was submitted. Subsequently, a further Travel Plan was received on 29 May 2020, which was posted on the Council's website together with other Transport related information that has been submitted in the meantime and the full consultation responses of the Transport Assessment Team. The application site has been used for a period of more than 30 years for training and development purposes together with ancillary office use. No specific planning conditions were imposed in 1990 upon the level of vehicle movements nor was the use granted restricted by planning condition. Historically, when training has taken place overspill parking on the grass within the site has taken place. It is acknowledged that vehicular access is gained through a resident 20 mph traffic calmed residential area through a relatively narrow road network, which allows for 2 way traffic. The proposed use of the site would be managed through both a Traffic Management Plan encouraging the use of sustainable modes of transport and a Travel Plan, and is proposed for a temporary period of up to 5 years. It is accepted in the Cambridge Local Plan 2018 that the site is allocated for housing development and could accommodate 67 new dwellings, which would also generate traffic movements in the locality. It is also considered less likely, as a result of staff arriving at an office following an agile working policy, that vehicle movements would be concentrated to the peak periods in the same way that the training centre use would have attracted; particularly as when used as a training centre for some staff less familiar with the premises who would have been likely to arrive to attend the beginning of training sessions being run concurrently.
- 9.11 The proposed new temporary modular building would add 180 square metres (215.28 square yards) of new floorspace. Owing to the existing building having a gross internal floorspace of 1,534 square metres (1,834.65 square yards) and a proposed total of 1,714 square metres (2,049.93 square yards) gross internal floorspace, it is considered that this would not represent a significant increase in the overall context of the site sufficient to justify a refusal of planning permission. The main building is proposed to accommodate a total of 12 meeting rooms (expected to seat 73 people). The specialist meeting rooms proposed to be used by the Social Care and Youth Offending Team with a proposed total of 16 seats would be expected to attract external clients mainly accessing them by foot, cycle or public transport. Meetings would be likely to be scheduled towards the end of the peak am period after 09.00am and would be likely to end by 4.30pm ahead of the main pm peak period. Of the remaining general meeting rooms (expected to provide 57 seats), it is anticipated by the applicant that the majority of the meeting rooms will be predominately used on a daily basis by the teams based in the CPDC building. Although meeting rooms are also expected to be

bookable by other staff not based at the premises. The total meeting room maximum off-peak daily trip rate is estimated 35 vehicle trips base upon a worse-case scenario. The Travel Plan targets staff single occupancy vehicle mode split to and from the site and is targeted to reduce to 25% once the site is fully operational. Upon achieving this target, the above trip generation, when all meeting rooms were fully booked (all attending premises at the same time and with external attendees) approximately 13 trips could be envisaged to or from the site for meetings.

- 9.12 It is acknowledged that existing vehicle access to the site is through a residential area, which affords little appropriate opportunity for on street parking through a relatively narrow road network. The existing formal car parking provision is not proposed to increase as a result of the proposed material change of use. The application would afford the opportunity to secure improved management of vehicle parking and encourage sustainable modes of transport through planning conditions requiring both an updated Travel Plan and a Parking Management Plan, both of which are not a current requirement of the existing planning controls owing to the age of the relevant planning permission. Additionally, it is expected that the proposed use would meet a short to medium term need in advance of the site being likely to be developed for housing as allocated in the CLP 2018. Accordingly, subject to conditions to secure the Transport Team's recommendations being achieved as recommended in section 11 below, it is considered that the proposals would satisfy policy 80 of the CLP 2018.

Car and Cycle Parking

- 9.13 Policy 81 Mitigating Transport Impact and Policy 82 Parking Management of the CLP 2018 provide that developments will only be permitted where they do not have an unacceptable transport impact; and that planning permission will not be granted for developments that would be contrary to the parking standards set out in Appendix L. Cambridge City Council, Car and Cycle Parking Requirements 2018 provides maximum car parking standards. The standards for B1 office use are to provide a maximum of 1 car parking space per 40 square metre (47.84 square yards) ground floor area including accessible car parking spaces. The existing building measures 1,534 square metres (1,834.65 square yards) in floor area and the proposed modular building measures 180 square metres (215.28 square yards). Therefore, the standard would require a maximum of 43 parking spaces to be provided, if the building is converted to office use and the modular accommodation installed. The existing site has 51 marked out parking spaces including 3 accessible parking bays. Therefore there would be an overprovision of 8 car parking spaces within the formal parking area. It is noted that there is a history of the grassed area being used to provide overspill and informal parking on a regular basis. No increase to the existing car parking provision is proposed. The application is accompanied by a Travel Plan which proposes that sustainable modes of transport will be encouraged and the parking on site will be managed by a Parking Management Plan, both of which are recommended to be controlled by planning conditions recommended in Section 11 below. This would afford a means of controlling parking within the application site and limiting overspill parking, whilst targeting sustainable travel and agile ways of working to seek to further reduce the need for any unnecessary visits to the building. Given that no additional parking provision is being recommended to address the additional floorspace proposed, it is considered reasonable that the existing formalised parking provision should be retained and that it would not be appropriate to seek to redress this

retrospectively in relation to the existing building. Motor cycle and cycle parking provision are both being proposed with cycle parking proposed as a result of an amendment during the application process to a total of 66 proposed cycle parking spaces in covered stands (which includes the relocation of an existing cycle shelter). This would be sufficient to meet the cycle parking standards for office use of 2 spaces for every 5 members of staff or 1 per 30 square metres (35.88 square yards) Gross Floor Area (whichever is greater), with visitor parking on merit. The applicant has considered installing electric vehicle charging points, however having taken into account that the application seeks a temporary period of up to 5 years only and that the site is allocated for future housing development, is of the opinion that it would be uneconomic to install them for the duration of the proposed timescale. This approach is considered reasonable and has been accepted also in Cambridge City Council's Environmental Health Officer's response. It is noted that there are no remaining objections from the Highway Authority. For the above reasons, it is considered that the proposals can be considered to address and not be contrary to the principles of policies 80, 81, and 82 of the CLP 2018.

Temporary Building

- 9.14 Policy 35 Protection of Human Health of the CLP 2018 seeks to protect residential amenity. Additionally, Policy 57 Designing New Buildings of the CLP 2018 provides that high quality new buildings will be supported subject to listed criteria including design measures to reduce the environmental impact of the buildings, such as renewable energy systems. It is proposed to erect a temporary modular building on the south western side of the existing car park in front of the south western most part of the front of the existing building. The proposed temporary building is of a standard construction similar to the buildings used to provide temporary classrooms and would have a flat grey roof. It is proposed to be accompanied by an access ramp and steps. The elevations of the modular building would be constructed of moorland green plastisol panels. There is an existing grassed area and public footpath, which would provide some separation between the neighbouring two storey residential properties, the garden areas of which border the wider site. There is an existing close boarded fence at the end of these rear garden area of approximately 1.8 metres (5.91 feet) in height and some vegetation within the rear garden areas on specimen trees on the wider site. The boundary with the nearest residential properties, which are properties of Monkswell would be approximately 16 metres (17.5 yards) from the south western side elevation of the proposed modular building at its narrowest point. The height above ground level of the proposed modular building would be 3.6 metres. The lower sill of the four main windows in the south western elevation to the proposed break out areas would be approximately 1.8 metres (5.91 feet) above existing ground level with the lowest sill of the windows above the proposed two sinks being approximately 2 metres (6.56 feet) above existing ground levels. The proposed floor level of the modular building appears to be shown at approximately 0.6 metres (1.97 feet) above existing ground level. To avoid an unacceptable loss of residential amenity it is recommended that the two smaller windows above the sinks be obscured (this could be done by using appropriate adhesive film) prior to the first occupation of the modular building to minimise any direct overlooking that may be possible into ground floor habitable rooms and garden areas from the sink areas. A condition to require obscuring of these two windows is recommended in Section 11 below. No individual responses have been received from nearby residents. The Trumpington Resident's

Associations comments raised matters relating to Transport and Traffic only. Occupiers of properties at both Salisbury Place and Ely Place Monkswell were sent individual notification letters. Given the distance involved and that those using the break out areas can be expected to be seated predominantly or moving along a corridor, it is not anticipated that those windows would be likely to result in an unacceptable loss of residential amenity for occupiers of nearby properties.

- 9.15 The application site is within Flood Zone 1 the least likely to experience fluvial flooding. foul drainage is proposed to go to the main sewer with sustainable drainage to be used for surface water. It is proposed that the surface water from the roof will infiltrate into the ground. The down pipes from the roof will be connected to a length of irrigation pipe which will disperse the water evenly under the building to mimic existing surface water drainage. The Lead Local Flood Authority has raised no objections. A condition is recommended to ensure that the foul and surface water drainage systems are implemented and an informative has been recommended in relation to the prevention of pollution control. The building is not proposed to have a green roof as promoted by Policy 31 Integrated Water Management and Water Cycle of the CLP 2018. This is considered acceptable give the temporary nature of the proposed modular building. It is considered for the above reasons that the requirements of policies 31, 32, 35 and 57 of the CLP 2018 have been satisfactorily addressed by the proposal in relation to the temporary building.

Climate Change

- 9.16 In addition to flood risk and drainage issues already considered within the Temporary Modular Building paragraphs above the modular building has been orientated on an east / west principal axis to benefit from solar gain. A north / south orientation is considered by the applicant to be less efficient as it would result in over heating / cooling of the building. The application for the change of use of the existing building would amount to a temporary sustainable re-use of the building with minimal alteration being likely to be necessary. Heating to the new modular building is stated to be electric using heating that is eco-design compliant incorporating intelligent room temperature controls. Ventilation is proposed to be generally natural via openable windows thus eliminating the use of mechanical ventilation and / or air conditioning. Toilet areas however are to have localised low energy mechanical extract ventilation. The existing building is stated to have a high efficiency gas condensing boiler with automated controls offering compensation and optimisation control. Radiators are stated to have thermostatic control valves. All internal lighting stated is proposed to be low energy, compact fluorescents or LEDs. The proposal is for a temporary period of up to 5 years only and seeks to minimise vehicle movements through Agile working and a Travel Plan and Parking Management Strategy seeking to encourage sustainable modes of transport. In the context of the scheme it is considered that appropriate regard has been given to climate change issues and that the application has satisfactorily addressed Policy 28 Carbon reduction, community energy networks, sustainable design and construction and water use of the CLP 2018.

Other considerations

- 9.17 The existing site is landscaped and the majority of the proposal relates to the reuse of an existing building. The Ecology Officer has no comments in relation to this proposal.

There are proposals to provide for bat and bird boxes on two trees and one on the existing building. Owing to the land being allocated for housing development and likely to undergo redevelopment there is uncertainty in relation to which trees may be retained in the longer term with the building itself being likely to face demolition. Given the short to medium term of this proposal and the likelihood of redevelopment it is not considered appropriate to require the establishment of new habitats and in particular on the building itself. Therefore it is accepted that it is not appropriate to seek further biodiversity gain for these reasons in these circumstances and therefore no condition has been recommended in Section 11 below that would require the bat and bird boxes to be implemented and managed. It is considered that biodiversity gain could more appropriately be considered as part of a wider consideration should the site come forward for more permanent redevelopment.

- 9.18 The proposed change of use of the existing part single and two storey building is unlikely to result in any significantly different amenity impacts in relation to the amenity of sensitive receptors than its existing use. Overall traffic and transport considerations have been the most significant issue raised.

10. Conclusion

- 10.1 On balance, it is considered that the application is broadly in accordance with National and Local Planning Policies for the above reasons.

11. Recommendation

- 11.1 It is recommended that planning permission is granted for a temporary period of 5 years subject to the following conditions:

Expiry Date

1. This permission is for a temporary period only and shall expire 5 years from the date of this decision and the use hereby permitted shall cease. The hereby permitted temporary building shall be removed from the site and the land reinstated to its former condition on or before the date 5 years from the date of this decision. The applicant/developer shall notify the County Planning Authority in writing of the date of the commencement of development within 14 days of the commencement of any part of the development.

Reason: To restrict the use to the temporary period applied to avoid prejudice to the housing land allocation of the Cambridge Local Plan 2018 in accordance with policies 1, 2, 3, 27 and 40 and proposal R16 of the Cambridge Local Plan 2018.

Approved Plans and Documents

2. The development hereby permitted shall be carried out in accordance with the application dated 19 February 2020 and the following plans received 19 February 2020 unless otherwise stated; and as amended by the information approved as required by the following conditions:-

- Location Plan drawing number 191115 – 01 dated 18-10 2019;
- Proposed Site Plan drawing number 191115 - 04 Rev 02 undated received 24 July 2020;
- Ground & First Floor Proposed Floor Plan drawing number 191115 - 03 - GF/FF Rev 01 dated 24-06-2020 received 24 July 2020;
- Foul Drainage Plan drawing number 191107 - 03 – Mobile undated;
- 7 Bay Modular Building number 638 Elevations drawing number 191115 – 03-01 dated Nov 19;
- Modular Building Proposed Floor Plan drawing number 191115–05 Rev 01 dated 24-06-2020 received 24 July 2020;
- Specification sheet: Wardale Cycle shelter by broxap undated received 24 July 2020;
- Planning/Supporting Statement (inc Design and Access Statement) v 2 dated July 2020 received 24 July 2020;
- Travel Plan May 2020 Hegsons HDC_1057/002_02 CPDC_TP Parts 1 and 2 received 29 May 2020;
- File Note - HDC1057_ 03_Cambridge Spokes CPDC Site Response to TAT Feedback – 10th June 2020 [Additional Transport Information] dated 16th July 2020 received 24 July 2020;
- File Note - HDC1057_ 04_Cambridge Spokes CPDC Site [Meeting Room Trip Generation] dated 22nd July 2020 received 24 July 2020;
- File Note - HDC1057_ 05_Cambridge Spokes CPDC Site A1309 / Anstey Way Junction Assessment [Junction Assessment Response] dated 19th August 2020 received 2 September 2020; and
- File Note - HDC1057_ 05_Cambridge Spokes CPDC Site – Addendum A1309 / Anstey Way Junction - Available Traffic Data [Addendum CPDC Junction Assessment Response] dated 31st August 2020 received 2 September.

Reason: To define the permission and protect the character and appearance of the locality in accordance with policies 1, 2, 3, 27, 28, 31, 32, 35, 36, 40, 58, 80, 81 and 82 of the Cambridge Local Plan 2018.

Implementation of Initial Travel Plan

3. This planning permission shall be implemented in accordance with the Travel Plan received 29 May 2020, until such time as an updated Travel Plan is approved by the County Planning Authority and implemented under condition 4 below.

Reason: To ensure the safe and efficient operation of the highway and to promote sustainable travel in line with the proposals submitted in accordance with policies 80 and 81 of the Cambridge Local Plan 2018.

Updated Travel Plan

4. No later than 9 months from the commencement of development identified under condition 1, an updated Travel Plan shall be submitted to and approved in writing by the County Planning Authority. The Travel Plan shall include but not be limited to suitable measures to promote sustainable forms of travel, the provision of a Travel Plan Co-ordinator, a monitoring review at least annually, and an implementation

timetable. The Travel Plan shall be implemented in its entirety in accordance with the agreed timetable for the remainder of the duration of this temporary planning permission.

Reason: To ensure the safe and efficient operation of the highway and to promote sustainable travel in accordance with policies 80 and 81 of the Cambridge Local Plan 2018.

Car Parking Management Plan

5. No part of the development hereby permitted shall be first occupied until a Car Parking Management Plan has been submitted to and approved in writing by the County Planning Authority. The Car Parking Management Plan shall relate to the Travel Plan and include but not be limited to proposals to control and manage the use of and demand for on-site car parking facilities, including an implementation timetable. The approved Car Parking Management Plan shall be implemented in its entirety in accordance with the agreed timetable for the duration of this temporary planning permission.

Reason: In the interests of the safe and efficient operation of the highway in accordance with policies 81 and 82 of the Cambridge Local Plan 2018.

Motor Vehicle and Cycle Parking Provision

6. No part of the development hereby permitted shall be first occupied until the motor vehicle and cycle parking provision has been provided in its entirety. The motor vehicle parking provision shall be marked out in accordance with the details shown on Drawing number 191115 - 04 Rev 02. The motor vehicle and cycle parking shall thereafter be retained for the duration of this temporary planning permission.

Reason: In the interests of the safe and efficient operation of the highway in accordance with policies 81 and 82 of the Cambridge Local Plan 2018.

Paget Road Pedestrian Crossing

7. No part of the development hereby permitted shall be first occupied until the applicant has upgraded the existing drop kerb crossing on the western side of Paget Road at the existing crossing point to the path leading to King George V playing fields entirely in accordance with details, that shall include the provision of tactile paving, that have been previously submitted to and approved in writing by the County Planning Authority.

Reason: In the interests of the safe and efficient operation of the highway in accordance with policy 81 of the Cambridge Local Plan 2018.

A1309 / Maris Lane Junction

8. No part of the development hereby permitted shall be first occupied until the existing A1309/Maris Lane junction is upgraded by the applicant to include the provision of 'LOOK LEFT' and 'LOOK RIGHT' white line markings at the pedestrian/cycle crossing

points of this junction, in accordance with details that have been previously submitted to and approved in writing by the County Planning Authority.

Reason: In the interests of the safe and efficient operation of the highway at the A1309 / Maris Lane junction in accordance with policy 81 of the Cambridge Local Plan 2018.

Foul and Surface Water Drainage

9. No part of the development hereby permitted shall be first occupied until the foul drainage scheme shown on drawing number 191107-03 and the surface water scheme as described in paragraph 5.6.2. of the Planning/Supporting Statement (inc Design and Access Statement) July 2020 v2 have been implemented in their entirety. Both systems shall thereafter be retained for the duration of this temporary planning permission.

Reason: To prevent an increased risk of flooding and protect water quality in accordance with policies 31 and 32 of the Cambridge Local Plan 2018.

Temporary Modular Building - Obscuring of two windows

10. No part of the development hereby permitted shall be first occupied until the two smallest windows within the south western elevation of the temporary modular building have been obscured and shall be thereafter retained as such for the duration of this temporary planning permission.

Reason: To protect the amenity of occupiers of adjoining properties, in accordance with policy 35 of the Cambridge Local Plan 2018.

Hours of use

11. The buildings shall not be open outside of the hours of 0700 and 1900 daily Mondays to Fridays and shall not be open on Saturdays, Sundays, Bank or Public Holidays other than in an emergency or for cleaning and/or maintenance purposes.

Reason: To limit the use to that applied for in the interest of residential amenity in accordance with policy 35 of the Cambridge Local Plan 2018.

Construction Hours

12. All construction work and demolition work, including the operation of plant and construction related deliveries and collections, shall only be carried out between the following permitted hours: -

07:30 to 18:00 daily on Mondays to Fridays;
07:30 to 13:00 on Saturdays; and
at no time on Sundays, Bank or Public Holidays.

Reason: To protect the amenity of occupiers of adjoining properties and to control the construction hours, without impacting on the delivery of the project, in accordance with policy 35 of the Cambridge Local Plan 2018.

Construction Traffic Management Plan Considerations Statement

13. The development hereby permitted shall only be constructed in accordance with the Construction Traffic Management Plan / Considerations Statement, dated 07/02/2020, received 19 February 2020.

Reason: In the interests of highway safety, and to protect the amenity of nearby properties, in accordance with policies 36 and 81 of the Cambridge Local Plan 2018.

Informatives

Pollution Control

1. Surface water and groundwater bodies are highly vulnerable to pollution and the impact of construction activities. It is essential that the risk of pollution (particularly during the construction phase) is considered and mitigated appropriately. It is important to remember that flow within the watercourse is likely to vary by season and it could be dry at certain times throughout the year. Dry watercourses should not be overlooked as these watercourses may flow or even flood following heavy rainfall.

Compliance with paragraph 38 of the National Planning Policy Framework

The County Planning Authority has worked proactively with the applicant to ensure that the proposed development is acceptable in planning terms. The applicant has responded positively to the requests for additional traffic and transportation information and amendments have been made to satisfy the statutory consultees concerns. This has resulted in overall support for the development proposal from statutory consultees.

Source Documents

[Link to City Council Local Plan \(2018\)](#)