

**TRAVIS PERKINS,  
CAMBRIDGE  
GREATER CAMBRIDGE  
LOCAL PLAN – FIRST  
PROPOSALS  
CONSULTATION 2021**

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# Quality Assurance

**Site name:** Former Travis Perkins Depot, Devonshire Gardens, CB1 2 BJ

**Client name:** Socius Development Limited on behalf Railpen

**Type of report:** Regulation 18: First Proposals Consultation 2021

**Prepared by:** Alison Wright (MA) Hons MRTPI

**Signed**



**Date** 6 December 2021

**Reviewed by:** Mike Derbyshire BA (Hons) MRTPI

**Signed**



**Date** 8 December 2021

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# 1.0 Introduction

- 1.1 These representations have been prepared by Bidwells LLP on behalf of Socius Development Limited (formerly First Base) acting on behalf of Railpen who own the freehold of the former Travis Perkins Depot land in response to the Greater Cambridge Local Plan Regulation 18: First Proposals 2021 consultation (“the consultation document”). Please refer to Appendix 1 for site location plan.
- 1.2 These representations follow those submitted in 2020 as part of the ‘Issues and Options’ consultation and provide greater detail on the significant opportunity that the Site presents, informed by further site assessment work.
- 1.3 The First Proposals consultation document sets out the Councils preferred approach to the level of growth that should be planned for, and where it should be planned over the plan period to 2041. It also describes the planning policies proposed to shape development and guide planning decisions. The First Proposals consultation is particularly seeking views on the emerging development strategy, the direction of travel for policies and issues the Councils should be considering as policies are prepared.
- 1.4 The Greater Cambridge Housing and Economic Land Availability Assessment (HELAA) lists and maps sites within Greater Cambridge that may have potential for residential and economic development. A ‘Red, Amber, Green’ (RAG) scoring system was used to carry out the assessment. Sites were deemed to be unsuitable if they were assessed as ‘red’ against any of the criteria used.
- 1.5 Land at Devonshire Gardens is identified in the HELAA under site reference **51615**. It is confirmed as suitable, available and achievable. Development proposals are well advance with the consideration of planning application 21/02519/FUL by planning committee on the 1 December 2021.
- 1.6 These representations respond to the Sites’ assessment within the HELAA and also the draft policies of the First Proposals consultation document.
- 1.7 These representations should be read alongside the following documents;
- Site Location Plan (**Appendix 1**).
  - Initial Built Heritage Review of significance prepared by Bidwells LLP (**Appendix 2**).
  - Landscape and Visual Analysis baseline prepared by Bidwells LLP (**Appendix 3**).

## 2.0 Background

### The Site

- 2.1 The Site comprises a Travis Perkins builders merchants situated on the east side of Devonshire Road. A single storey warehouse building is situated within the centre of the Site, with most of the remaining area of the Site comprising hard standing for storage, vehicle parking and manoeuvring. Railway lines adjoin the Site to the east and building materials are stored along the Site's eastern boundary adjacent to the railway line. A line of trees and understorey shrubs are situated within the Site along its western boundary with Devonshire Road. The trees within this group are subject to a Tree Preservation Order (TPO Number 30/1990). Two storey terraced houses are situated on the opposite side of Devonshire Road to the west. A close of two storey houses adjoins to the south (Angus Close), and a terrace of three storey dwellings adjoins to the north.
- 2.2 The Site is within the Mill Road Opportunity Area within the Cambridge Local Plan (2018) and is identified as proposal site R9. The Site falls within a controlled parking zone. The Site is outside of but adjoining the Mill Road Conservation Area.

## 3.0 Economic Context

### National Planning Policy

3.1 National Planning Policy (NPPF, Paragraph 8a) identifies the economic objective of the planning system:

3.2 *“...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...”*

3.3 NPPF Paragraph 81 builds upon this:

3.4 ***“Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation, and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.”*** (emphasis added).

3.5 NPPF Paragraph 82 states that planning policies should:

3.6 a) *set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;*

3.7 b) *set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;*

3.8 c) *seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and*

3.9 d) *be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances. “*

3.10 NPPF Paragraph 83 then states that:

3.11 *“planning policies and decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries.”*

### Sub-Regional Context

3.12 The Cambridgeshire and Peterborough Combined Authority (CPCA) set a target of doubling the regional economic growth (GVA) over a 25-year period as part of the Devolution Deal in 2017. This requires the area going beyond what it has achieved in the past (to double an economy over twenty-five years requires an average annual growth rate of 2.81%; historically, since 1998, the

local economy has only grown at around 2.5%). Achieving this requires employment growth and more importantly productivity growth, as we are already at comparatively high levels of employment.

3.13 Cambridgeshire and Peterborough Independent Economic Review (CPIER) (2018)

3.14 The Cambridgeshire and Peterborough Independent Economic Review (CPIER) (2018) has outlined ambitious plans for growth over the next 20 years. Growth relies on increases in employment and productivity and the CPIER emphasises the need for productivity growth in this region as employment rates are so high. Economic growth is therefore essential for the next Local Plan.

3.15 The CPIER notes a missed opportunity to supply AI, science and technology and bio-medical clusters from within the region: 10.8% of supplies come from within the company's local area (30mile radius) while 27.8% came from overseas. Growing these local supply chains, particularly the high value ones would help disperse the economic benefits and provide a wide range of different jobs. Availability of suitable sites and premises in excellent locations outside of Cambridge is a key factor in spreading the economic growth.

3.16 The CPIER also states that locations with high levels of public transport access should be identified for businesses with high employment densities:

3.17 *"by ensuring good quality public transport is in place before development, the number of those new residents who will use the transport is maximised. This is also likely to be the best way to stretch some of the high-value businesses based within and around Cambridge out into wider Cambridgeshire and Peterborough. These companies will not want to be distant from the city, but these clusters could 'grow' out along the transportation links, providing connection to other market towns."*

3.18 CPIER acknowledges that knowledge-based clusters are key to Greater Cambridge's role as the engine for economic growth. An opportunity exists therefore for Greater Cambridge to encourage the forces of agglomeration through promotion of sites around existing groups of same-sector companies.

3.19 Cambridgeshire and Peterborough Local Industrial Strategy (2019)

3.20 The Cambridgeshire and Peterborough Local Industrial Strategy sets out an industrial blueprint to deliver Cambridgeshire and Peterborough's vision of being a leading place in the world to live, learn, work, and do business. The actions in the strategy will help deliver the aims of the national Industrial Strategy and the recommendations of CPIER.

3.21 In terms of Life Sciences, the Strategy sets out a priority of expanding and building upon the clusters and networks that have enabled Cambridge to become a global leader in innovative growth and improving the long-term capacity for growth in Greater Cambridge by supporting the foundations of productivity.

3.22 The Strategy states, at page 9, that:

3.23 *"Greater Cambridge is a global centre of life sciences that will increasingly grow across Huntingdonshire and be connected to a wider cluster operating across the Arc. As part of the Life*

*Sciences Sector Deal, local partners in Cambridgeshire and Peterborough will continue to deepen the connectivity between research and industry, with a specific focus on addressing the Ageing Society Grand Challenge.”*

3.24 Life Science Strategy for the Cambridgeshire and Peterborough Combined Authority (2021)

3.25 This Life Science Strategy for the Cambridgeshire and Peterborough Combined Authority highlights just how fundamental the sector is to the local economy. On page 41 it states that:

3.26 *“Between these nine science parks, the Combined Authority is home to the most mature property infrastructure for life sciences firms in Europe. However, vacancy rates are running at just a few percent and we heard repeatedly during our interviews that there is an acute shortage of space for start-up and scale-up firms.”*

3.27 Greater Cambridge Employment Land and Economic Development Evidence Study (November 2020)

3.28 The Greater Cambridge Employment Land and Economic Development Evidence Study explores the characteristics of each key economic cluster including the challenges and opportunities that they face. The Study confirms that there is a need for additional floorspace in Life Science, ICT and Professional Services and Advanced Manufacturing sectors.

3.29 The Study confirms demand is particularly high for wet labs, as space is highly specific, and companies seek flexible high quality floorspace. There is currently a reported lack of flexibility in floorspace arrangements as most existing buildings are purpose-built fitouts. South Cambridgeshire is reported as having a notional supply of R&D floorspace of just 1 year, with Prime Central and the Rest of Cambridge City areas having very little or no advertised R&D floorspace.

3.30 In terms of future employment needs, the Study considered that the most likely future level of jobs growth, is for 58,500 jobs between 2020 and 2041 (referred to as the ‘central’ scenario). However, the Study also identified a ‘higher’ scenario, placing greater weight on fast growth in the recent past, particularly in key sectors. The Study subsequently recommends that the ‘higher’ scenario is planned for particularly in relation to office and lab needs. This ensures a flexible supply, encouraging business growth and inwards investment, and aligns with market feedback and past completions trends.



## 4.0 The Opportunity

- 4.1 The R&D and Business Services sectors are growing, and such knowledge intensive industries tend to cluster together, pulled by the forces of agglomeration (easy access to knowledge, workforce, supply chains, markets).
- 4.2 This clustering has significant benefits to Cambridge and the wider UK economy but to grow this cluster requires office and lab development in close proximity to the existing occupants. However, future business development in the area is constrained by the lack of high-quality office and lab space.
- 4.3 For the R&D and Business Services sectors, the location decisional drivers are access and ability to recruit the right skill sets. Cambridge provides this, but the lack of available space and lack of development pipeline puts that resilience at risk and could undermine the growth of the R&D sector.

### The Prime Central Submarket

- 4.4 The Local Plan Policy 2 states the strategy will be to support Cambridge's economy, offering a wide range of employment opportunities, with particular emphasis on growth of the Cambridge Cluster of knowledge-based industries and institutions and other existing clusters in the city, building on existing strengths in 'knowledge-based' activities. Proposals that help reinforce the existing high technology and research cluster of Cambridge will be supported. The Glossary to the local plan refers to both the "Cambridge Cluster" and the "Cambridge Phenomenon", highlighting the large cluster of hi-tech companies in and around Cambridge. Devonshire Gardens is a 5-minute walk to the CB1 cluster around Cambridge Station.
- 4.5 Cambridge is a very special place as an epicentre of the UK market for R and D which is a key strand to the success of the UK economy. The issue is that if growth is constrained in Cambridge companies will look at other Research and Development centres around the world to the detriment of the UK. This will weaken the UK but also Cambridge's ongoing ability to attract the best companies and the investment capital required to grow companies. That will in turn lessen the importance of the cluster.
- 4.6 Cambridge needs more quality office buildings. This is further demonstrated by the fact that every office building that has been built speculatively in the wider recognised Cambridge Market has let or been under offer prior to practical completion. This includes:
- Botanic House – 50,000 sq.ft to Mills and Reeve.
  - 1 Station Square – 120,000 sq.ft to a multitude of occupiers including Amazon.
  - 50/60 Station Square -130,000 sq.ft to multi tenants including Samsung, WeWork and Amazon.
  - Bridge House – 40,000 sq.ft to Astra Zeneca.
  - 1 Cambridge Science Park – 90,000 sq.ft to MathWorks.
  - 2 CSP – 110,000 sq.ft to Roku.
  - Old Swiss – 30,000 sq.ft to Hewlett Packard and CEG.

- 4.7 In 2020 the City Council (in partnership with South Cambridgeshire District Council) commissioned a consortium of consultants to assess the employment land supply and demand. The resulting Employment Land and Economic Development Study 2020 (ELEDs) was published in November 2020. It identified four key office submarkets. The Site is within the submarket area identified as Cambridge Prime Central at Figure 8.
- 4.8 It is noted within the ELEDs that the Prime Central submarket faces the most severe supply pressures in Greater Cambridge with an available 0.31 years of office supply. The supply/demand imbalance is acute and getting worse. All of the speculative development that has taken place in the core locations has let in advance or at Practical Completion of the building.
- 4.9 There is compelling need for more office space in the Prime Central market.
- 4.10 Whilst there is also a need for housing the council currently has a 6.1-year supply of housing.
- 4.11 In the appropriate locations in the Prime Central submarket, Grade A commercial floor area should be encouraged and incentivised.
- 4.12 Development should be encouraged to make the best use of this brownfield site.

## 5.0 Impacts and Potential Mitigation

### Historic Environment

- 5.1 The Site is not within a Conservation Area but is adjacent to the Mill Road Conservation Area. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states: "...with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area." As the Site is not within the CA the statutory test does not apply but any new development will have to have regard to the significance of the conservation area and the level of impact/harm if any caused by the new development. The harm would need to be balanced against the benefits including the removing the existing builders' merchants which currently detracts from the setting of the CA.
- 5.2 A full significance assessment was carried out as part of the work with application 21/03629/FUL. This is enclosed as part of evidential submission.

### Townscape

- 5.3 SA full LVIA was carried out as part of the work with application 21/03629/FUL/ This is enclosed as part of the evidential submission. If any harm is adduced from any future development, then either paragraphs 201 or 202 of the Framework would apply and the harm would need to be weighed in the planning balance against the benefits redevelopment would bring.

### Green Space

- 5.4 The Site currently has no green space at and with the exception of the tree belt on the frontage, no biodiversity value.
- 5.5 Any redevelopment provides an opportunity to provide public access to green space and increase biodiversity.

### Summary

- 5.6 In summary, there are no overriding technical constraints to development of the Site. The key question is what quantum can be accommodated, the emerging allocation should not be prescriptive on this as site specific matters will determine what impact arise, what harm, if any is adduced, and what benefits apply in the planning balance.

## 6.0 **Response to Policy S/DS: Development Strategy**

- 6.1 Policy S/DS sets out the proposed strategy for the pattern, scale and design quality of places created in Greater Cambridge, not only for the plan period but beyond to 2050.
- 6.2 The proposed development strategy for Greater Cambridge is to direct development to where it has the least climate impact, where active and public transport is the natural choice, where green infrastructure can be delivered alongside new development, and where jobs, services and facilities can be located near to where people live, whilst ensuring all necessary utilities can be provided in a sustainable way.
- 6.3 The development strategy is supported.

## 7.0 Response to Policy S/OA: Opportunity Areas in Cambridge

- 7.1 Policy S/OA identifies specific locations as Opportunity Areas that would benefit from a holistic approach to any future development that comes forward, to provide policy guidance for development that also improves public transport access and infrastructure delivery, and seeks improvements to the public realm.
- 7.2 It is proposed to continue to identify the Mill Road Opportunity Area and The Travis Perkins site on Devonshire Road continues to fall within this opportunity area.
- 7.3 The proposed policy direction for the Opportunity Areas is stated in the First Proposals consultation document as;

*“Opportunity Areas provide opportunities to enable development that can reinforce and create character and identity in key corridors and centres of the city, often through associated public realm improvements. Opportunity Areas embrace mixed uses and multiple functions, which provides opportunities and challenges, and requires a policy framework to promote and guide overall change during the life of the plan.*

*Given the opportunity nature of these sites they do not include any particular levels of development and are not counted towards meeting our needs.”*

- 7.4 Socius Development Limited **supports** draft Policy S/OA and the proposal to carry forward the Mill Road Opportunity Area to the emerging Greater Cambridge Local Plan.
- 7.5 Socius Development Limited is also supportive of the proposed policy direction, in particular the drive to deliver public realm improvements. The opportunity that The Travis Perkins site on Devonshire Road can provide in terms of an improved public realm along Devonshire Road should be particularly recognised in future policy wording. The Policy should explicitly attach positive weight to a development that helps to meet the aims of the Opportunity Area policy.

## 8.0 Policy S/LAC: Other site allocations in Cambridge

- 8.1 Policy S/LAC identifies specific site allocations for development in the Cambridge urban area, mainly rolling forward sites from the 2018 Cambridge Local Plan.
- 8.2 The Travis Perkins site on Devonshire Road is proposed to be carried forward as a Housing allocation under Policy S/LAC (site reference S/C/R9) with a revised capacity of 60 dwellings.
- 8.3 Socius Development Limited **supports** the continued allocation of The Travis Perkins site on Devonshire Road but the site is capable of accommodating a higher capacity than 60 dwellings and is also ideally suited for commercial uses. The site is therefore more suited to be identified as a Mixed Use allocation in the Plan.
- 8.4 The Science and Technology sector is the engine of the Cambridge Phenomenon that has driven the economy and it will remain an important part of the local economy and job market. Alongside, it is important to have all types of commercial space to provide for a wide range of job opportunities and to serve Greater Cambridge at close quarters to not overly rely on long-distance travel to service the area with goods and services. Further prime office floorspace in high quality developments is also needed to consolidate and expand the world class facilities which have recently put CB1 on the international property investment map.
- 8.5 Opportunities for densification of existing urban areas in locations well served by public transport should be maximised wherever possible. Furthermore, the redevelopment of areas around Cambridge central station for high quality offices within mixed use development which offers a healthy working environment is supported, together with the delivery of a high quality public realm.
- 8.6 Densification of existing urban areas in locations well served by public transport will also help to keep Cambridge as a compact city whilst still supporting the significant unmet needs arising from knowledge intensive (KI) companies, especially artificial intelligence firms around Cambridge Central station. This supports CPIERs third key recommendation: *“Ensuring that Cambridge continues to deliver for KI businesses should be considered a nationally strategic priority”*.
- 8.7 The Travis Perkins site on Devonshire Road is within single ownership and capable of delivering a well-designed, high quality development that could make efficient use of a brownfield site, in a highly sustainable location, whilst also being able to respond to local character and protect the historic environment.
- 8.8 The Site has been assessed as suitable, available and achievable in the HELAA (reference 51615). Any matters scored as Amber in the HELAA are fully capable of being satisfactorily mitigated or compensated.

## 9.0 Policy H/BR: Build to Rent Homes

- 9.1 Policy H/BR is broadly **supported**.
- 9.2 Build to Rent (BtR) homes can help widen the rental offer currently available in Cambridge. This is within the context of a city which suffers from low levels of supply and high house prices. The professional management services that are often provided at a BtR scheme can help maintain a high quality of housing, as well as maintain the scheme as a desirable destination for non-residents. Furthermore, BtR tenants tend to want longer tenancies, which can help foster a stronger sense of community, with residents remaining more invested in the area for longer.
- 9.3 The site at Devonshire Gardens is ideally located to accommodate a Build to Rent scheme given its location close to local amenities and public transport. The Council similarly has recognised that the site is an ideal location for BTR through discussions on the recent planning application (21/03629/FUL).

**APPENDIX 1**  
**SITE LOCATION PLAN**

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**APPENDIX 2**

**INITIAL BUILT HERITAGE – SIGNIFICANCE  
ASSESSMENT**

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**First Base**  
February 2021



# **SIGNIFICANCE ASSESSMENT DEVONSHIRE ROAD, CAMBRIDGE**

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## Quality Assurance

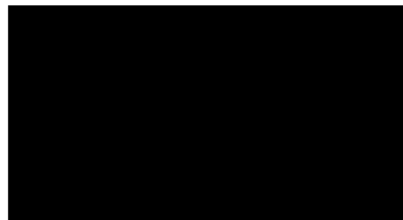
Site name: **Travis Perkins Site,  
Devonshire Road  
Cambridge  
CB1 2BJ**

Client name: **First Base**

Type of report: **Significance Assessment**

Prepared by: **Daniele Haynes**

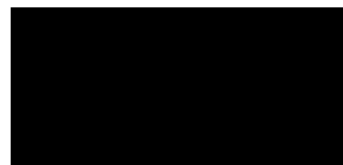
Signed:



Date: **29 January 2021**

Reviewed by: **Chris Surfleet MA MSc PGDipUD IHBC**

Signed



Date **3 February 2021**



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## **Appendix 1**

STATUTORY LIST DESCRIPTIONS

## 1.0 Introduction

- 1.1 This Significance Assessment has been prepared on behalf of First Base, in relation to the proposed development of the Travis Perkins site on Devonshire Road, Cambridge.
- 1.2 The existing site is currently occupied by modern warehousing, none of which is listed. The site is located outside the Mill Road Conservation Area but adjacent to its boundary. There are a number of heritage assets in the vicinity, including the Cambridge City Branch Library, which is Grade II Listed, and a series of non-designated heritage assets.

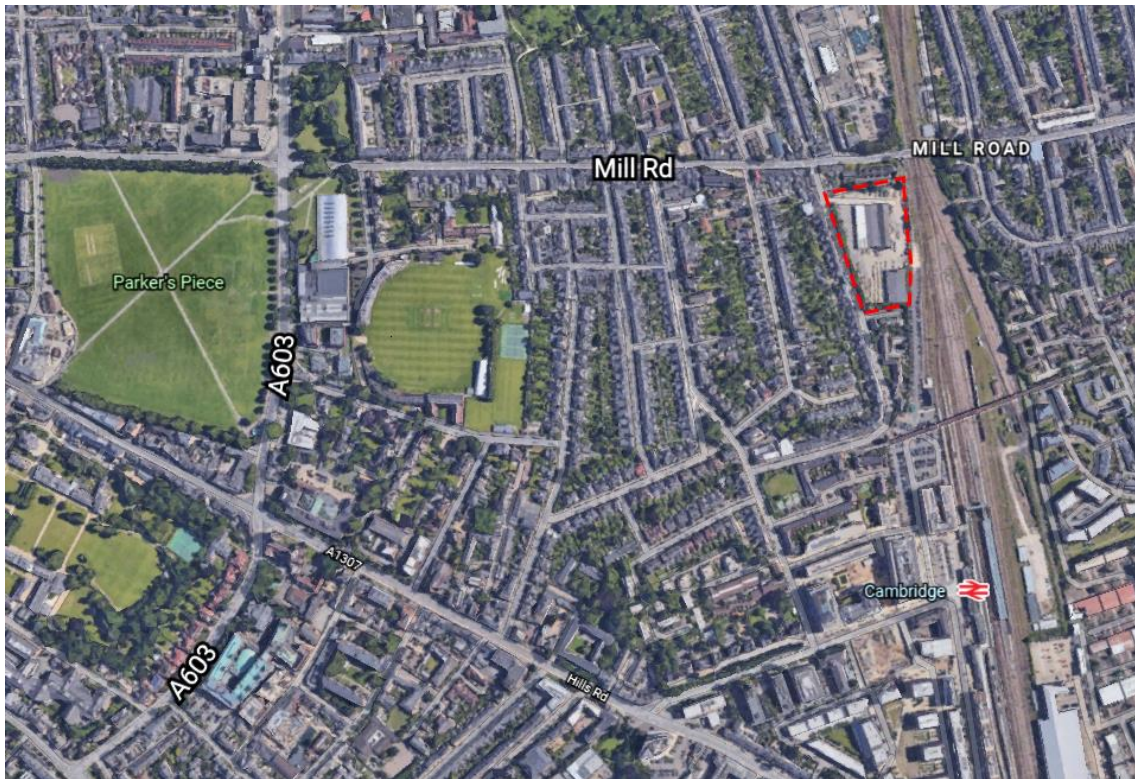


Figure 1 Aerial showing the location of the application site, marked in red

- 1.3 This Assessment identifies the relative heritage value of the existing site and identified heritage assets including the contribution made by their settings with reference to Sections 66(1) and 72(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 and the National Planning Policy Framework (NPPF) where the impact of development on heritage assets or their settings is being considered (Paragraphs 190-197).
- 1.4 This document has been prepared by Daniele Haynes BA(Hons) MSc (Senior Heritage Consultant) and reviewed by Chris Surfleet MA MSc PGDipUD IHBC (Head of Heritage and Urban Design).

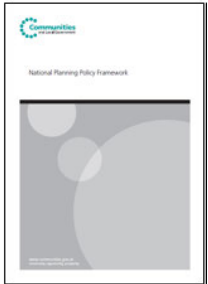
## 2.0 Heritage Legislation, Policy and Guidance Summary

### National Policy

#### Planning (Listed Buildings & Conservation Areas) Act 1990

- 2.1 The primary legislation relating to Listed Buildings and Conservation Areas, which is relevant in this case, is set out in the Planning (Listed Buildings & Conservation Areas) Act 1990.
- Section 66(1) reads: “*In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*”
  - In relation to development within Conservation Areas, Section 72(1) reads: “*with respect to any buildings or other land in a conservation area...special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area*”.
- 2.2 As the site is located outside the boundary of Conservation Area, Section 72(1) is not relevant; however, the setting of the asset will be carefully considered in accordance with relevant policy.

### National Planning Policy Framework

- 2.3 The National Planning Policy Framework (NPPF) was published on 19<sup>th</sup> February 2019, replacing the previously-published 2012 and 2018 Frameworks. With regard to the historic environment, the over-arching aim of the policy remains in line with philosophy of the 2012 framework, namely that “*our historic environments... can better be cherished if their spirit of place thrives, rather than withers.*” The relevant policy is outlined within chapter 16, ‘Conserving and Enhancing the Historic Environment’.
- 
- 2.4 This chapter reasserts that heritage assets can range from sites and buildings of local interest to World Heritage Sites considered to have an Outstanding Universal Value. The NPPF subsequently requires these assets to be conserved in a “*manner appropriate to their significance*” (Paragraph 184).
- 2.5 NPPF directs local planning authorities to require an applicant to “*describe the significance of any heritage assets affected, including any contribution made by their setting*” and the level of detailed assessment should be “*proportionate to the assets’ importance*” (Paragraph 189).
- 2.6 Paragraph 190 states that the significance any heritage asset that may be affected by a proposal should be identified and assessed. This includes any assets affected by development within their settings. This Significance Assessment should be taken into account when considering the impact of a proposal, “*to avoid conflict between the heritage asset’s conservation and any aspect of the proposal*”. This paragraph therefore results in the need for an analysis of the impact of a proposed development on the asset’s relative significance, in the form of a Heritage Impact Assessment.
- 2.7 Paragraph 193 requires 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). This is*

*irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”*

2.8 It is then clarified that any harm to the significance of a designated heritage asset, either through alteration, destruction or development within its setting, should require, “*clear and convincing justification*” (Paragraph 194). This paragraph outlines that substantial harm to grade II listed heritage assets should be exceptional, rising to ‘wholly exceptional’ for those assets of the highest significance such as scheduled monuments, Grade I and grade II\* listed buildings or registered parks and gardens as well as World Heritage Sites.

2.9 In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 195 states the following:

*“Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*

*a) the nature of the heritage asset prevents all reasonable uses of the site; and*

*b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*

*c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*

*d) the harm or loss is outweighed by the benefit of bringing the site back into use.”*

2.10 The NPPF therefore requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development. In the case of proposals which would result in “less than substantial harm”, paragraph 196 provides the following:

*“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including, where appropriate, securing its optimum viable use.”*

2.11 It is also possible for proposals, where suitably designed, to result in no harm to the significance of heritage assets.

2.12 In the case of non-designated heritage assets, Paragraph 197 requires a Local Planning Authority to make a “balanced judgement” having regard to the scale of any harm or loss and the significance of the heritage asset.

2.13 The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to judge the impact of development proposals in that context.

### **Planning Practice Guidance (PPG) (2019)**

2.14 The Planning Practice Guidance (PPG) was originally published in March 2014 although it has been subsequently updated over time. The ‘*Conserving and Enhancing the Historic Environment*’ section of this guidance was last updated on 23 July 2019.



- 2.15 In respect of heritage decision-making, the PPG stresses the importance of determining applications on the basis of significance and explains how the tests of harm and impact within the NPPF are to be interpreted.
- 2.16 In particular, the PPG notes the following in relation to the evaluation of harm: “*In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest.*” (Ref ID: 18a-018-20190723).
- 2.17 This guidance therefore provides assistance in defining where levels of harm should be set, tending to emphasise substantial harm as a “high test”.

### Historic England Conservation Principles: Policies and Guidance 2008



- 2.18 Historic England sets out in this document a logical approach to making decisions and offering guidance about all aspects of the historic environment, including changes affecting significant places. It states that:

*“New work or alteration to a significant place should normally be acceptable if: a. there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place; b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed; c. the proposals aspire to a quality of design and execution which may be valued now and in the future; d. the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future”* (page 59).

### Historic England Making Changes to Heritage Assets Advice Note 2 (February 2016)

- 2.19 This advice note provides information on repair, restoration, addition and alteration works to heritage assets. It advises that “*The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, aside from NPPF requirements such as social and economic activity and sustainability, are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting.*” (page 10)

### Historic England Analysing Significance in Heritage Assets Advice Note 12 (October 2019)

- 2.20 This document provides guidance on the NPPF requirement for applicants to describe heritage significance in order to aid local planning authorities’ decision making. It reiterates the importance of understanding the significance of heritage assets, in advance of developing proposals. This advice note outlines a staged approach to decision-making in which assessing

significance precedes the design and also describes the relationship with archaeological desk-based assessments and field evaluations, as well as with Design and Access Statements.

- 2.21 The advice in this document, in accordance with the NPPF, emphasises that the level of detail in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve the asset(s) need to be proportionate to the significance of the heritage asset(s) affected and the impact on that significance. This advice also addresses how an analysis of heritage significance could be set out before discussing suggested structures for a statement of heritage significance.

**Historic England *Managing Significance in Decision Taking in the Historic Environment* Historic Environment Good Practice Advice (GPA) in Planning Note 2 (March 2015)**

- 2.22 This advice note sets out clear information to assist all relevant stake holders in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guidance (PPG). These include: “*assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.*” (page 1)

**Historic England *The Setting of Heritage Assets* Historic Environment Good Practice Advice (GPA) in Planning Note 3 (Second Edition) (December 2017)**

- 2.23 This document presents guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas and landscapes. Page 6, entitled: ‘*A staged approach to proportionate decision taking*’ provides detailed advice on assessing the implications of development proposals and recommends the following broad approach to assessment, undertaken as a series of steps that apply equally to complex or more straightforward cases:
- Step 1: Identify which heritage assets and their settings are affected
  - Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated
  - Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it
  - Step 4: Explore ways to maximise enhancement and avoid or minimise harm
  - Step 5: Make and document the decision and monitor outcomes

**Local Policy**

**Emerging Greater Cambridge Local Plan**

- 2.24 Cambridge City and South Cambridgeshire District Councils have committed to preparing a joint local plan for their combined district (known as Greater Cambridge). As part of this, both Councils’ existing local plans will be reviewed. Once created, the document will include the Vision, Objectives and Spatial Development Strategy and policies for development within the Greater Cambridge district. A consultation and call for sites took place between 11<sup>th</sup> February and 26<sup>th</sup> March 2019, the results of which are currently being considered.

## Cambridge City Council Local Plan

2.25 The Cambridge Local Plan sets out the City Council's policies to guide development and land use within the city up to 2031. The document was formally adopted on 18th October 2018. The policies which are relevant to this project are:

2.26 Policy 57: Designing New Buildings

*"High quality new buildings will be supported where it can be demonstrated that they:*

- a. have a positive impact on their setting in terms of location on the site, height, scale and form, materials and detailing, ground floor activity, wider townscape and landscape impacts and available views;..."*

2.27 Policy 61: Conservation and Enhancement of Cambridge's Historic Environment

*"To ensure the conservation and enhancement of Cambridge's historic environment, proposals should:*

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

2.28 Policy 62: Local Heritage Assets

*"The Council will actively seek the retention of local heritage assets, including buildings, structures, features and gardens of local interest as detailed in the Council's local list and as assessed against the criteria set out in Appendix G of the plan.*

*Where permission is required, proposals will be permitted where they retain the significance, appearance, character or setting of a local heritage asset.*

*Where an application for any works would lead to harm or substantial harm to a non-designated heritage asset, a balanced judgement will be made having regard to the scale of any harm or loss and the significance of the heritage asset."*

## Mill Road Conservation Area Appraisal 2011

2.29 The Mill Road Conservation Area originally formed part of the 'Cambridge Central Conservation Area, which was designated in 1969. The area was allocated as a separate Conservation Area on 21<sup>st</sup> November 2018 although the appraisal dates to June 2011.

**New Town and Glisson Road Conservation Area Appraisal 2012**

- 2.30 The New Town and Glisson Road Conservation Area was originally designated in 1969 as part of the *Cambridge Central Conservation Area*. The area was allocated as a separate Conservation Area in November 2018 although the appraisal dates to June 2012.

## 3.0 Methodology

- 3.1 A heritage asset is defined within the NPPF as “a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).” (NPPF Annex 2: Glossary).
- 3.2 The significance of the heritage assets within the proposed site require assessment in order to provide a context for, and to determine the impact of, current development proposals. Significance is defined as “the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.” (NPPF Annex 2: Glossary).
- 3.3 The aim of this Initial Heritage Assessment is to identify and assess at an early stage any impacts that the proposed residential development may cause to the value or significance of the identified heritage assets and/or their settings. Impact on that value or significance is determined by considering the sensitivity of the receptors identified and the magnitude of change/impact. Table 1 sets out thresholds of significance which reflect the hierarchy for national and local designations, based on established criteria for those designations. The Table provides a starting point based on existing designation standards for assessing levels of significance, but it does not seek to measure all aspects for which an asset may be valued – which may be judged by other aspects of merit, discussed in paragraphs 3.5 onwards. All of these considerations are taken into account when assigning significance and significance of setting.

**Table 1 – Assessing heritage significance**

SIGNIFICANCE	EXAMPLES
<b>Very High</b>	World Heritage Sites, Listed Buildings and Scheduled Monuments of exceptional quality, or assets of acknowledged international importance or can contribute to international research objectives.  Grade I, Grade II* and Grade II Registered Parks and Gardens and historic landscapes and townscapes of international sensitivity.
<b>High</b>	Grade I, Grade II* and Grade II Listed Buildings and built heritage of exceptional quality.  Grade I, Grade II* and Grade II Registered Parks and Gardens and historic landscapes and townscapes which are extremely well preserved with exceptional coherence, integrity, time-depth, or other critical factor(s).
<b>Good</b>	Scheduled Monuments, or assets of national quality and importance, or that can contribute to national research objectives.  Grade II* and Grade II Listed Buildings, Conservation Areas with very strong character and integrity, other built heritage that can be shown to have good qualities in their fabric or historical association.  Grade II* and II Registered Parks and Gardens, Registered Battlefields and historic landscapes and townscapes of good level of interest, quality and importance, or well preserved and exhibiting considerable coherence, integrity time-depth or other critical factor(s).
<b>Medium/ Moderate</b>	Grade II Listed Buildings, Conservation Areas, locally listed buildings and non-designated assets that can be shown to have moderate qualities in their fabric or historical association.

	Grade II Registered Parks and Gardens, Registered Battlefields, non-designated special historic landscapes and townscapes with reasonable coherence, integrity, time-depth or other critical factor(s).
<b>Low</b>	Assets compromised by poor preservation integrity and/or low original level of quality of low survival of contextual associations but with potential to contribute to local research objectives.  Historic buildings or structures of low quality in their fabric or historical association. Locally-listed buildings and non-designated assets of low quality.  Historic landscapes and townscapes with modest sensitivity or whose sensitivity is limited by poor preservation, historic integrity and/or poor survival of contextual associations.
<b>Negligible</b>	Historic buildings or structures which are of limited quality in their fabric or historical association. Historic landscapes and townscapes of limited sensitivity, historic integrity and/or limited survival of contextual associations.
<b>Neutral/ None</b>	Assets with no surviving cultural heritage interest. Buildings of no architectural or historical note.  Landscapes and townscapes with no surviving legibility and/or contextual associations, or with no historic interest.

3.4 Beyond the criteria applied for national designation, the concept of value can extend more broadly to include an understanding of the heritage values a building or place may hold for its owners, the local community or other interest groups. These aspects of value do not readily fall into the criteria typically applied for designation and require a broader assessment of how a place may hold significance. In seeking to prompt broader assessments of value, Historic England's Conservation Principles categorises the potential areas of significance (including and beyond designated assets) under the following headings:

**Evidential value** – *'derives from the potential of a place to yield evidence about past human activity...Physical remains of past human activity are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them...The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement.'* (Conservation Principles page 28)

3.5 Evidential value therefore relates to the physical remains of a building/structure and its setting, including the potential for below ground remains, and what this primary source of evidence can tell us about the past.

**Aesthetic Value** – *'Aesthetic values can be the result of the conscious design of a place, including artistic endeavour. Equally, they can be the seemingly fortuitous outcome of the way in which a place has evolved and been used over time. Many places combine these two aspects... Aesthetic values tend to be specific to a time cultural context and appreciation of them is not culturally exclusive'* (pages 30-31).

3.6 Aesthetic value therefore relates to the visual qualities and characteristics of an asset (settlement site or building), long views, legibility of building form, character of elevations, roofscape, materials and fabric, and setting (including public and private views).

**Historic Value** – *'derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative... Association with a notable family, person, event, or movement gives historical value a particular resonance...The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past, but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies*

*in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value’ (pages 28-30).*

- 3.7 Historic value therefore relates to the age and history of the asset, its development over time and the strength of its tie to a particular architectural period, person, place or event. It can also include the layout of a site, the plan form of a building and any features of special interest.

**Communal Value** – *“Commemorative and symbolic values reflect the meanings of a place for those who draw part of their identity from it, or have emotional links to it... Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence. Some may be comparatively modest, acquiring communal significance through the passage of time as a result of a collective memory of stories linked to them... They may relate to an activity that is associated with the place, rather than with its physical fabric... Spiritual value is often associated with places sanctified by longstanding veneration or worship, or wild places with few obvious signs of modern life. Their value is generally dependent on the perceived survival of the historic fabric or character of the place, and can be extremely sensitive to modest changes to that character, particularly to the activities that happen there” (pages 31-32).*

- 3.8 Communal value therefore relates to the role an asset plays in a historic setting, village, town or landscape context, and what it means to that place or that community. It is also linked to the use of a building, which is perhaps tied to a local industry or its social and/or spiritual connections.

- 3.9 Historic England’s Conservation Principles also considers the contribution made by setting and context to the significance of a heritage asset.

- *“Setting’ is an established concept that relates to the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape.”*
- *“Context’ embraces any relationship between a place and other places. It can be, for example, cultural, intellectual, spatial or functional, so any one place can have a multi-layered context. The range of contextual relationships of a place will normally emerge from an understanding of its origins and evolution. Understanding context is particularly relevant to assessing whether a place has greater value for being part of a larger entity, or sharing characteristics with other places” (page 39).*

- 3.10 In order to understand the role of setting and context to decision-making, it is important to have an understanding of the origins and evolution of an asset, to the extent that this understanding gives rise to significance in the present. Assessment of these values is not based solely on visual considerations, but may lie in a deeper understanding of historic use, ownership, change or other cultural influence – all or any of which may have given rise to current circumstances and may hold a greater or lesser extent of significance.

## 4.0 Heritage Assets

- 4.1 This section identifies heritage assets which relate to the site. In the case of this application submission, the following heritage assets are local to the proposed development and have been identified as they may be affected by the current proposals. The identification of these assets is consistent with 'Step 1' of the GPA3 The Setting of Heritage Assets.
- 4.2 Although there are other built heritage assets within the local surrounding area, the location and significance of many of them results in them having no perceptible relationship with the proposed allocation site. For this reason, only the built heritage assets which may be considered to be affected by the potential allocation have been identified.
- 4.3 In the case of this application, the following assets may be affected by the current proposals:
1. Mill Road Conservation Area
  2. Cambridge City Branch Library - Grade II Listed
  3. Nos 126-134 (even) Mill Road – Buildings of Local Interest
  4. Nos 118-122 (even) Mill Road – Positive Unlisted Buildings
  5. Nos 114-116 (even) Mill Road – Positive Unlisted Buildings
  6. Nos 111-113 (odd) Mill Road – Positive Unlisted Buildings
  7. The White Swan – Positive Unlisted Buildings
  8. No. 112 Mill Road – Positive Unlisted Building
  9. No. 1a Devonshire Road – Positive Unlisted Building
  10. The Devonshire Arms – Positive Unlisted Building
  11. Devonshire Road Terrace (excluding no 4) – Positive Unlisted Buildings
  12. Nos 9-15 (odd) Argyle Street – Positive Unlisted Buildings
  13. New Town and Glisson Road Conservation Area
  14. Cambridge Railway Station – Grade II Listed



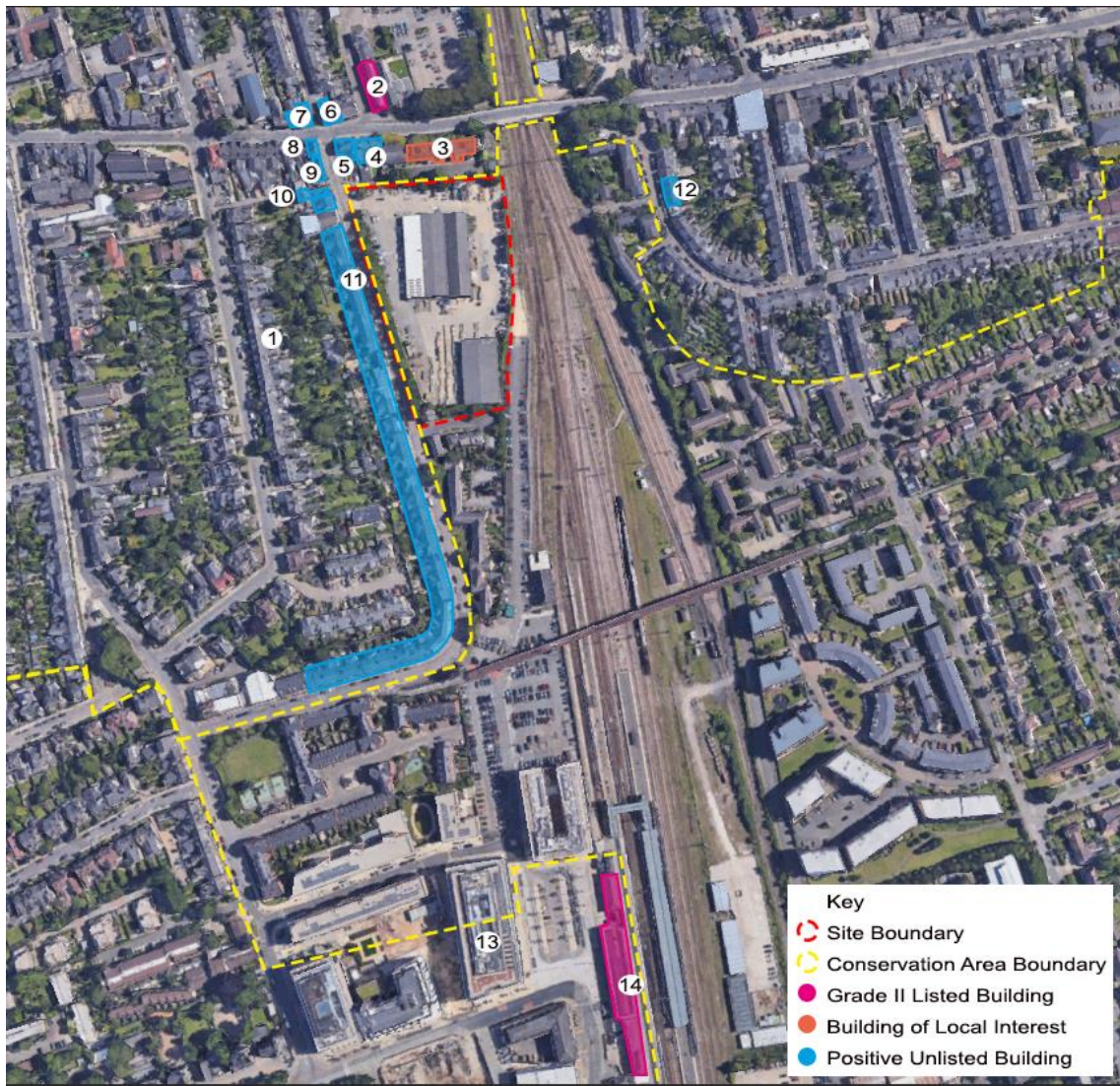


Figure 2 Aerial demonstrating the location of the assets listed above

4.4 All relevant List Descriptions can be found in Appendix 1.

## 5.0 Historic Context

- 5.1 An initial review of available historic maps has been undertaken to assist in the understanding of the building's history. Although such information cannot be considered to be definitive, experience shows that the mapping is often relatively accurate and reliable particularly the later Ordnance Survey (OS) maps and taken together with written archival date and physical evidence can help to refine the history of a site.
- 5.2 The area in which the proposed site is found is defined by two important routes to Cambridge. The first is Mill Road; an important historic route which leads to the City Centre. This route once also lead to a historic windmill, hence the name Mill Road, which has since been lost. The second major route is the Eastern Counties (later Great Eastern) railway line which was built in 1845.
- 5.3 The area of land surround Mill Road, including the proposed development site, was still in use as fields up until 1807, when the Inclosure Act occurred. After this time a grid of streets running from Mill Road were incrementally laid out, with the majority of which were created between the 1860-1900. This can be clearly seen in the Tithe Map of 1847.



Figure 3 Extract from the Tithe Map of 1847. The approximate location of the site is marked in red.

- 5.4 By the 1888 Ordnance Survey (OS) Map, Cambridge Station can be seen. The area was still relatively open although the streets around the site had begun to be formed, this includes Devonshire Road. The site itself appears to have been railway sidings.



Figure 4 Extract from the 1888 OS Map. The approximate location of the site is marked in red.

- 5.5 The 1903 OS Map shows that the area was still being developed. However Devonshire Road was completed by this time. On the site a few structures had been built along the western boundary with Devonshire Road and within the site, yet it is clearly still in use as part of the railway.



Figure 5 Extract from the 1903 OS Map. The approximate location of the site is marked in red.

- 5.6 By 1927, the area was completely developed. At the centre of the site there are two large structures and additional railway lines. These structures have greatly increased in size by 1960.

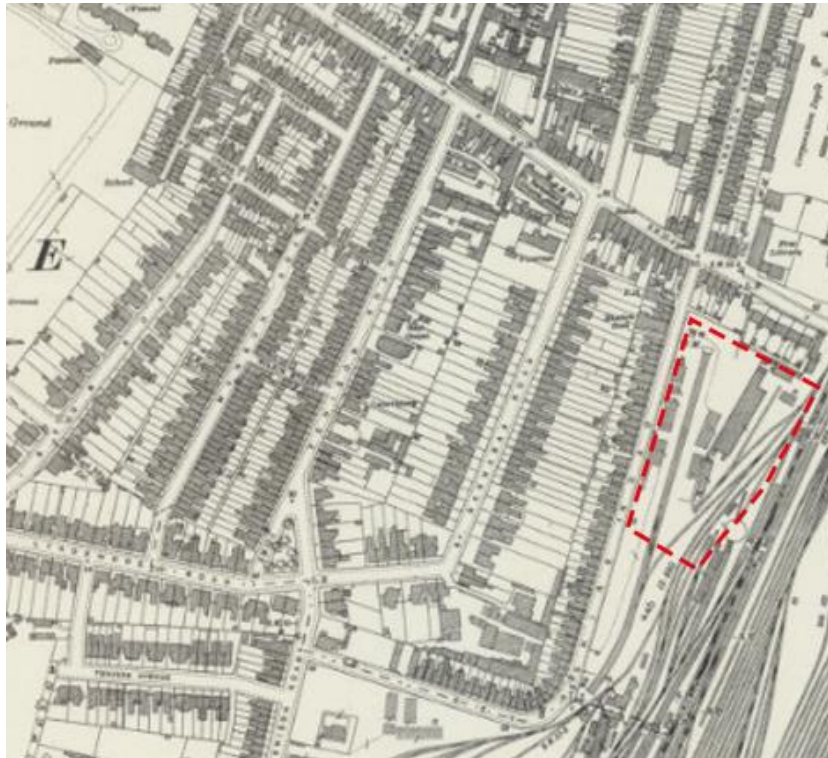


Figure 6 Extract from the 1927 OS Map. The approximate location of the site is marked in red.

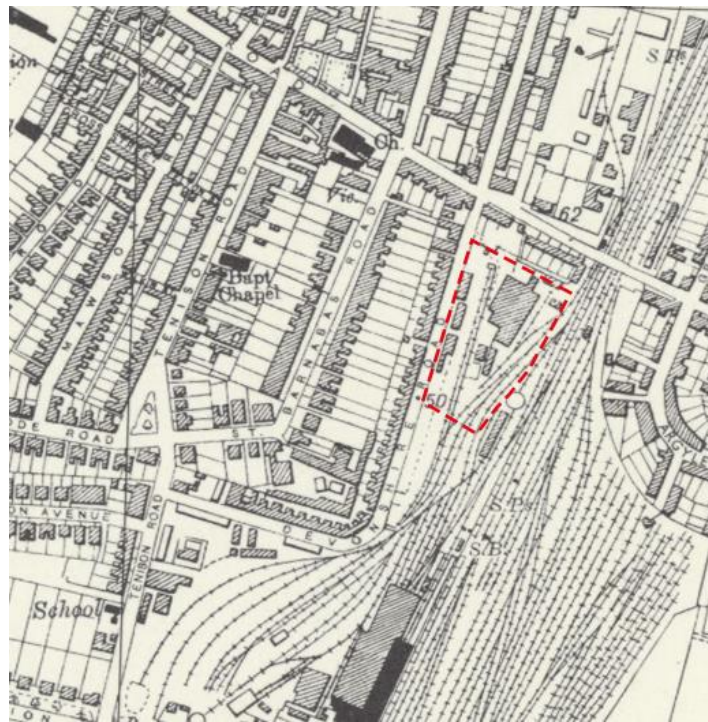


Figure 7 Extract from the 1960 OS Map. The approximate location of the site is marked in red.

- 5.7 The site ceased to be used as part of the railway in the latter part of the 20<sup>th</sup> century and by 1983 it was in use as a timber yard. In the 1983 OS Map the railway lines and structures along the western boundary had been cleared and the present buildings on site were constructed in their place.

## 6.0 Significance Assessment

- 6.1 A number of the identified assets are located close to one another and are of a similar scale and importance. As a result, some of these assets have been grouped for assessment purposes.

### Mill Road Conservation Area

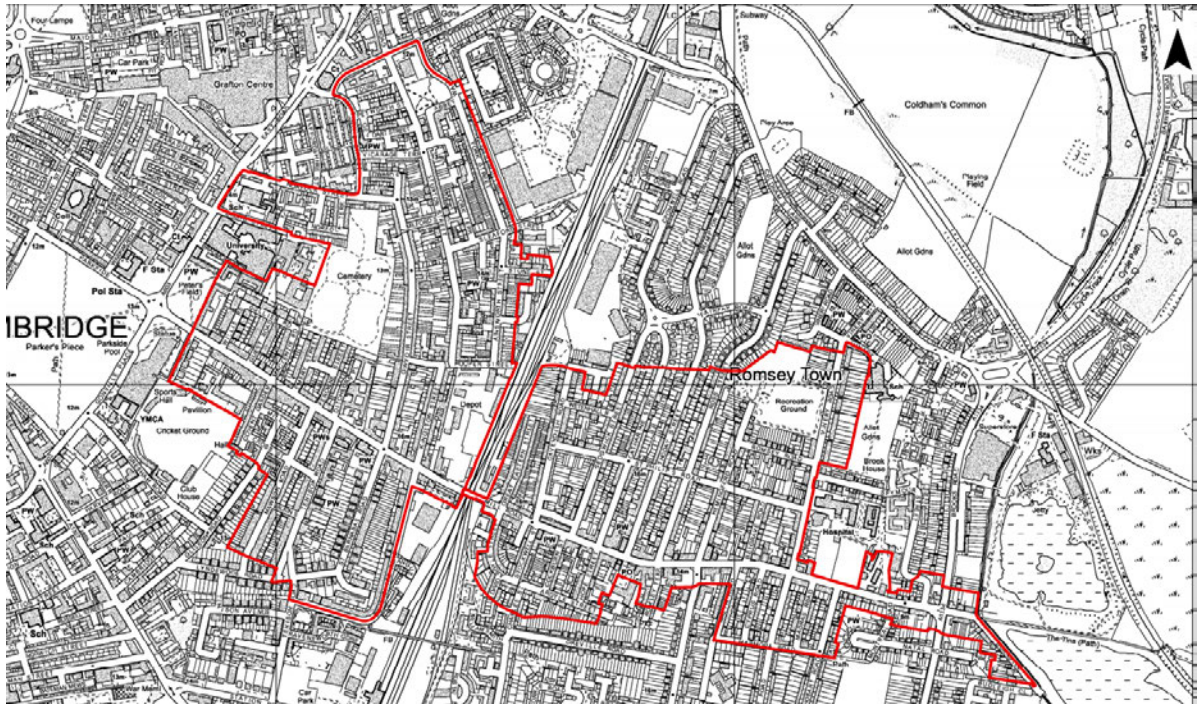


Figure 8 Map showing the Mill Road Conservation Area (Cambridge City Council)

- 6.2 The Mill Road Conservation Area forms part of the 'Cambridge Conservation Area No. 1 Central', which was originally designated in 1969. The Mill Road and St Matthew's area was added in 1993. A Conservation Area Appraisal was produced by the City Council in 1999 and subsequently updated in 2011. In 2018, the Central Conservation Area was divided into several smaller designations, of which the Mill Road Conservation Area is one.
- 6.3 The built form of the area is predominantly laid out on an almost grid like-street pattern. Many of the buildings in the Conservation Area are terraced, two storey houses built between the late 19<sup>th</sup> century and the early 20<sup>th</sup> century. They tend to be positioned directly on or very near to the back of the pavement, resulting in an enclosed, urban character.
- 6.4 The residential properties are mostly constructed in yellow or white gault brick with red brick being used, on some examples, to pick out details such as lintels, string courses and quoins. Rooflines generally run parallel to the highways and tend to be slated. Whilst none of the residential houses stand out in any noticeable way, there are a number of buildings, all in other uses, which give the streetscape some punctuation and provide views/ focal points along streets. There are also examples of modern infill development within the area.
- 6.5 Within the Mill Road Conservation Area Appraisal's Townscape Analysis Maps, there are only four buildings which have been statutorily designated, although a large number of unlisted buildings have been identified as being buildings of local interest or positive buildings of townscape merit. These include a number of buildings with proximity to the proposed development site. Buildings identified as being positive are commonly good examples of their style, detailing and building materials providing the streetscape with interest and variety. These

buildings have been considered by Cambridge City Council to make a positive contribution to the character and appearance of the Conservation Area.

- 6.6 There are three areas of open space within the Conservation Area which are considered to be of interest. The areas of open space and numerous trees in the area create a positive, green, urban-village character.
- 6.7 The Conservation Area is set within a very urban context with Victorian and 20<sup>th</sup> century buildings lining the surrounding roads. Despite not being included within the designation, the north-south railway line is located at the centre of the Conservation Area. The line forms a boundary between the city side of Mill Road and the Romsey Town area of the designation.
- 6.8 Overall, the Conservation Area is a neatly-detailed, consistent and well-preserved example of a late-Victorian suburb and, as such, is considered to hold a **good** level of significance.

#### Contribution of the site to the Conservation Area

- 6.9 The proposal site is located on the western side of the railway line near to the southern boundary of the Conservation Area. It is not included within the designated area. The site itself has an industrial back-land character which relates more strongly with the railway line than with the suburban residential character of the Conservation Area. In most instances, views directly into the site from the west are restricted by mature vegetation along the site's boundary with Devonshire Road whilst built form and vegetation along the railway line limit views into the site from the east. Nonetheless, where the site can be appreciated, its industrial character strongly differs from that of the Conservation Area. As such, the site is considered to be a **minor/moderate adverse** feature of the Mill Road Conservation Area's setting.



Figure 9 View of Devonshire Road looking south, the western boundary of the site can be seen on the left



Figure 10 View of Devonshire Road looking north, the site boundary can be seen on the right of the image



Figure 11 View of the site as seen from the east of the railway bridge

### Cambridge City Branch Library - Grade II Listed



Figure 12 View of the Cambridge Branch Library from Mill Road

- 6.10 The Cambridge City Branch Library is located at the junction of Mill Road and Headly Street. It was first added to the Statutory List of Buildings of Special Architectural or Historic Interest on the 2<sup>nd</sup> November 1972 at Grade II.
- 6.11 The building is single storey and rectangular in plan. The external elevations are of a neo-baroque style. These are formed of red brick with terracotta detailing around the windows, atop the pilasters and within the parapet. The round-headed entrance door is positioned centrally on the Headly Street elevation below a gable end with a date stone. The gable is flanked by consoles and lions bearing coats of arms. The western elevation of the building is designed to appear as a baroque church. The slate roof is double pitched with a skylight between the pitches, the glazing of this is currently boarded up. Atop the roof is a timber and lead cupola. The building has undergone numerous changes since its original construction. These include the introduction of a Hindu shrine internally.
- 6.12 It was constructed in 1897 by Cambridge builder Coulson and Lofts. It was built as a free public library for the expanding population of the Barnwell Area of Cambridge. The building was in continuous use as a library until 1996, when it was used as a homeless shelter before becoming leased by the Indian Community and Cultural Association in 1998.
- 6.13 Overall, the Cambridge City Branch Library is considered to hold a **moderate/good** level of significance in heritage terms, due primarily to its historic and evidential value as part of the provision of public libraries in Cambridge as well as its aesthetic value.



Setting

- 6.14 The former library is experienced within an urban context which relates to its construction as part of the eastward expansion of Cambridge. It is located at the junction of Mill Road and Headly Street .To the west and south are residential dwellings whilst to the north is an industrial estate whilst the railway line is positioned just to the east of the site. As such the setting of the Cambridge Branch City Library is considered to make a **good** contribution to the building's significance.

Contribution of the site to setting

- 6.15 The application site is located approximately 60m to the south of the Cambridge City Branch Library. Intervening built form results in there being no inter-awareness between the site and the Listed Building. However, the site does form part of the urban context of the library. As such the site is considered to make a **neutral** contribution to the setting of the Cambridge City Branch Library.

**Nos 126-134 (even) Mill Road – Buildings of Local Interest**

- 6.16 The buildings are a group of terraced properties constructed in the mid-19<sup>th</sup> century. They were originally built as railway worker's accommodation. The properties are two stores and of the Gothik architectural style. The external elevations are formed of yellow brick and the pitched roofs are slate covered, featuring a mix of small and large gables across the group. The group has undergone a number of changes including changes to the windows. Overall, as fine examples of railway workers accommodation, nos. 126-134 Mill Road are considered to be of a **moderate/low** level of significance.



*Figure 13 View of the southern elevation of nos. 126-134 Mill Road*

Setting

- 6.17 The buildings are located in close proximity to two major routes into and out of Cambridge. To the north is Mill Road, although the buildings are at a lower level than the road, resulting in some separation. Directly to the east is the railway which provides the building with their context former railway worker's cottages. However, the cottages feel distinct from this due to intervening built form. The cottages appear to have a stronger relationship with their setting to the west and south where there is a urban context. To the west are a number of residential properties whilst the site to the south provides a more industrial and open aspect of the building's setting. Overall, the setting of nos. 126-134 Mill Road is very urban in its character and is considered to make a **good** contribution to their significance, particularly in terms of the building's links with the railway.



Figure 14 Nos. 126-134 Mill Road as seen from Mill Road. The buildings are at a lower level than the road

Contribution of the site to setting

- 6.18 The site is located directly to the south of nos. 126-134 Mill Road. Whilst direct views into the site are somewhat restricted by a high intervening wall and mature trees, there is still at least an awareness of the site which can be had from the properties.
- 6.19 The open and industrial nature of the site results in the buildings having a back-land context when looking southwards, contrasting to the more urban context experienced by the properties when facing east, north or west. The nature of the buildings on the site and the large areas of hardstanding do not contribute positively to the buildings' setting.
- 6.20 As such, the site in its current form is considered to make a **minor/moderate adverse** contribution to the setting of nos. 126-134 Mill Road.

6.21



Figure 15 View toward the site from the Mill Road railway bridge



Figure 16 View of nos. 120-112 Mill Road

### Nos 118-122 (even) Mill Road – Positive Unlisted Buildings

- 6.22 Nos. 118-122 Mill Road were originally built as a group of three identical 19<sup>th</sup> century dwellings, located in the southern side of Mill Road, historically known as Inverness Terrace. The buildings are highlighted within the Mill Road Conservation Area Appraisal as being positive buildings of townscape merit.
- 6.23 The buildings date to the late 19<sup>th</sup> century. They were originally constructed as two storey properties with gault brick elevations and stone and moulded brick detailing. The roofs are slate with brick chimneys positioned on the western side of the properties. The principal elevations of the buildings faces onto Mill Road. The entrances into the buildings is positioned to the east and feature a panelled door within a pointed archway, the door of no.122 has been replaced with a window. To the west of the doorways are canted bay windows. The buildings have since undergone numerous alterations including the amalgamation of nos. 120 and 122 into a single dwelling, the addition of rear extensions and the addition of a roof extension to no.118.
- 6.24 Overall, the buildings are considered to be of a **low/negligible** level of significance as despite being heavily altered they are clearly understandable as late Victorian dwellings which form part of the development of the Mill Road Area.

#### Setting

- 6.25 The setting of nos. 118-122 is predominantly urban in its character with rows of residencies and retail units around them. The buildings are located on the south side of Mill Road. They are set back from the road behind a narrow front garden but they still have a clear visual relationship with the bust road. To the rear the properties have narrow gardens which lead onto Devonshire Road. Nos. 120 and 122 have direct access onto the road with a high brick wall forming the property boundary whilst no.118 has a later dwelling which limits its connection with the road behind. Overall the setting of nos. 118-122 Mill Road is considered to make a **good** contribution to their significance.

#### Contribution of the site to setting

- 6.26 The site is located directly to the south of nos. 118-122 Mill Road. The intervisual relationship is somewhat limited by the presence of mature vegetation along the site's northern boundary. However the site's industrial appearance can still be appreciated from the buildings and makes the buildings have a back-land feel when looking southwards. As such the site is considered to form a **negligible adverse** aspect of their setting.

### Nos 114-116 (even) Mill Road – Positive Unlisted Buildings

- 6.27 Nos 114-116 Mill Road are a pair of two storey properties, previously known as Cluny Villas which date to the late 19<sup>th</sup> century. The buildings are gault brick with stone dressings around the upper windows. At ground floor level the buildings have had later shop fronts installed. The roofs are of a low pitch and are covered with slate with a centrally placed brick chimney stack. There is a brick dentil course below the roofline.
- 6.28 Overall, nos.114-116 are considered to be of a **negligible** level of significance through their contribution to our understanding of the development of the Mill Road Area.

Setting

- 6.29 As with nos.118-122, the setting of nos. 114-116 Mill Road is very urban in character. The buildings are located on the southern side of Mill Road and although they are set back behind narrow front gardens, the lack of boundary treatment ensures a strong connection with the busy thoroughfare, relating to the commercial use of their ground floors. To the rear the properties' back gardens have been converted into private parking and further properties. Beyond this immediate setting the buildings are surrounded by further dwellings. The setting of nos. 114-116 Mill road is considered to make a **moderate/good** contribution to their significance.

Contribution of the site to setting

- 6.30 The site is located directly to the south of nos.114-116. Whilst later structures within the former garden of no.114 and trees along the boundary of the site, limits the inter-visual relationship between the two, there is still an awareness of the site gained from the properties. Again the industrial character of the site results in the buildings having a bit of a back-land feel when looking southwards. As such the site is considered to form a **negligible adverse** aspect of the building's setting.

**Nos 111-113 (odd) Mill Road – Positive Unlisted Buildings**

- 6.31 Nos 111-113 Mill Road form part of a short terrace of two storey buildings each with a shop at ground floor level, these were previously known as Kingston Terrace. The shops of nos.111 and 113 have been combined to form one unit with a traditional style shopfront. The upper floors of the buildings have been altered with no. 111 having been rendered and no 113 having a mix of timber and pebbledash render. The windows of the upper floor have been changed on both buildings. On no. 113 is a rendered panel identifying the building as being “Kingston House” and that it was established in 1903. The roofs of the buildings are set back from the building line and hidden from view on Mill Road by a parapet. Overall, the buildings are considered to have a **negligible** level of significance gained through their contribution to the development of the Mill Road area.

Setting

- 6.32 The buildings are located on the corner of Mill Road and Kingston Street. The buildings are set directly on the back of the pavement ensuring that their retail units have a direct relationship with the busy road. Around the buildings the area is very urban in character with terraces of residential properties lining the streets to the north and south whilst along Mill Road the buildings are a mix of residential and retail units. Overall the setting of nos.111-113 Mill Road is considered to make a **good** contribution to its significance.

Contribution of the site to setting

- 6.33 The site is located approximately 50m to the south of nos.111-113 Mill Road. Direct views of the site are limited by intervening built form. Nonetheless, the site forms part of the urban context in which the buildings are experienced and the vegetation along the site's boundary ensures there is some awareness of the site to be had. As such the site is considered to form a **neutral** aspect of the buildings setting.

**The White Swan – Positive Unlisted Building**

- 6.34 The White Swan Public House dates to the mid-19<sup>th</sup> century when it was known as the Three Swans, likely having been built as a public house serving the expanding population of the Mill

Road area. The pub has since expanded into the neighbouring building resulting in alterations to the interior planform. The building is two storeys high with painted brick elevations. The building appears to have retained its traditional pub frontage with the entrance to the building is positioned on the corner of the building beneath a painted timber fascia. The roof is hipped and slate. Overall the building is considered to hold a **low/negligible** level of significance through its contribution to our understanding of the development of the Mill Road Area

#### Setting

- 6.35 The building is located on the corner of Mill Road and Kingston Street with the building set directly on the back of the pavement ensuring a strong relationship with the busy road and relating to its commercial purpose. The properties along Mill Road are a mix of residential and retail whilst the terraces to the north and south are mostly residential. As such the building's setting has an urban character and is considered to make a **good** contribution to the White Swan's significance.

#### Contribution of the site to setting

- 6.36 The site is located approximately 50m to the south-east of the White Swan forming part of the context of the building. The site's industrial character differs from the surroundings of the White Horse however, views between the two are restricted by intervening build form as well as the mature vegetation along the site's boundary. As such the site is considered to form a **neutral** aspect of the White Swan's setting.

#### **No. 112 Mill Road – Positive Unlisted Building**

- 6.37 No.112 Mill Road is a three storey building which dates to the late 19<sup>th</sup> century. It was originally constructed as the Mill Road Coffee Tavern before becoming the Great Eastern Temperance Hotel in the early years of the 20<sup>th</sup> century. It was then converted into several other commercial properties over the course of the 20<sup>th</sup> century. The building has a modern shopfront at ground floor level. The upper floors are gault brick with stone detailing around the windows and forming sill bands between each floor and forming a dentil course beneath the roof. The roof is a shallow pitch and covered with slate. A brick end stack is located on the southern elevation. Overall no.112 Mill Road is considered to hold a **low/negligible** level of significance as a result of its relationship with the development of the Mill Road area.

#### Setting

- 6.38 The building is located on the junction of Mill Road and Devonshire Road placing it both on the busy Mill Road. Its height in comparison to the surrounding buildings ensures it has a level of notability in the streetscape, relating to its commercial use. The surrounding area is urban in its character with residential properties to the north and south and other mixed commercial and residential properties. The setting of no. 112 Mill Road is considered to make a **good** contribution to its significance.

#### Contribution of the site to setting

- 6.39 The site is located approximately 40m to the south-east of no.112 Mill Road. Intervening built form and the vegetation lining the site's boundary results in there being only limited views of the site. However at the entrance into the site the warehouses can be seen. The scale and materiality of these buildings result in the site having a very industrial appearance which differs from the more urban residential context of the building. As a result the site is considered to form a **negligible adverse** aspect of the setting of no.112 Mill Road.

### No. 1a Devonshire Road – Positive Unlisted Building

- 6.40 No.1a Devonshire Road is a single storey structure with a rectangular plan form. The building dates to the mid-late 20<sup>th</sup> century and is an example of an infill structure within the Mill Road area. The external elevations are formed of gault brick whilst the pitched roof is slate. The building appears to be labelled on OS maps as a bank and it is currently a wine shop. Overall no.1a Devonshire Road is considered to hold a **negligible** level of significance in heritage terms.

#### Setting

- 6.41 The building is located to the rear of no.112 Mill Road being constructed within its rear garden space. The building is located directly on the back of the pavement relating to its retail use however the building's scale and location result in it not being a prominent structure within the area. As such the setting of no.1a Devonshire Road is considered to make a **moderate beneficial** contribution to its significance.

#### Contribution of the site to setting

- 6.42 The site is located approximately 20m to the south-east of no.1a Devonshire Road. Whilst there is no inter-visual relationship between the building and much of the site due to intervening built form and mature vegetation, clear views into the site can be had via the entrance from Devonshire Road. The warehouse structures and open hardstanding of the site create a strong industrial aesthetic which differs greatly from the residential context of no.1a. As such the site is considered to form a **negligible adverse** aspect of the setting of no. 1a Devonshire Road.

### The Devonshire Arms – Positive Unlisted Building

- 6.43 The Devonshire Arms dates to the late 19<sup>th</sup> century. It was originally constructed as a public house known as the Midland Tavern and continues to be in that use today. The building is L shaped in plan with the street facing aspect being one and a half storeys whilst the later rear range is two storeys. The external elevations are painted brick with a timber decorative course just beneath the roof and the roof is slate. The Devonshire Arms is considered to hold a **low/negligible** level of significance in heritage terms as a part of the historic Mill Road area.

#### Setting

- 6.44 The Devonshire Arms is located near to the northern end of Devonshire Road and the building is experienced within a very urban context. Despite its public use, the scale of the front range results in it not being a particularly notable feature of the streetscape. However, the building is almost surrounded by domestic properties alluding to the local nature of the pub. As such the setting of the Devonshire Arms is considered to make a **good** contribution to the building's significance.

#### Contribution of the site to setting

- 6.45 The site is located directly south-east of the Devonshire Arms and the entrance into the site allows for clear views between the two. The industrial character of the site relates more to the railway than to the residential surroundings of the public house. As such the site is considered to form a **negligible adverse** aspect of the setting of the Devonshire Arms.

### Devonshire Road Terrace (excluding no.4) – Positive Unlisted Buildings

- 6.46 The Devonshire Road terrace are a set of terraced houses which date to the late 19<sup>th</sup> and early 20<sup>th</sup> century. The buildings are all gault brick with red brick detailing. At ground floor level the properties have a canted bay window beside the front doors. The roofs are pitched and slate, with brick chimneys. There have been some alterations to the group including the painting of some of the elevations and the replacement of windows. Overall however, the buildings are considered to be of a **low/negligible** level of significance in heritage terms as they form part of the 19<sup>th</sup> century development of the Mill Road Area.

#### Setting

- 6.47 The terraces are located on the west side of Devonshire Road forming the edge of the historic Mill Road area on the west of the railway. To the west there are further residential properties with the busy Mill Road to the north. Views eastwards for the majority of the properties are restricted by mature vegetation resulting in the buildings having an edge of settlement feel. Overall, the setting of the Devonshire Road terrace is considered to make a **moderate beneficial** contribution to their significance.

#### Contribution of the site to setting

- 6.48 In most instances views between the terrace and the site are limited by mature vegetation along the site's western boundary. Where glimpses can be had, the site's industrial character relates more closely to the railway and differs from residential character of the terrace and the area to the west of Devonshire Road. That said, there is an awareness of a commercial activity and built form in glimpses through the landscaping and at the access point which are not beneficial to the setting of the terrace. As such, the site is considered to be a **negligible/minor adverse** aspect of the Devonshire Road terrace's setting.



Figure 17 View of the Devonshire Road Terrace with the site boundary seen on the left of the photograph



### Nos 9-15 (odd) Argyle Street – Positive Unlisted Buildings

6.49 Nos.9-15 Argyle Street are a terrace of two storey properties dating to the late 19<sup>th</sup> century. The properties have painted brick elevations. Above the doorways are fanlights beneath a painted and rendered rounded arch. The windows across the group have been altered resulting in much of the groups coherence now being lost. As such the group are considered to hold a **negligible** level of significance in heritage terms.

#### Setting

6.50 The terrace is located on the eastern side of Argyle Street. The surrounding area is very residential in its character with the terrace being surrounded by other domestic properties. To the north there is some sense of business along Mill Road whilst west of the terrace glimpses of the railway can be had along Fletcher Terrace. Overall the setting of nos. 9-15 Argyle Street is considered to make a **moderate beneficial** contribution to their significance.

#### Contribution of the site to setting

6.51 The site is located approximately 100m to the west of the terrace. Views are restricted to those had along Fletchers Terrace with further views being limited by intervening built form and vegetation. Where the site can be seen a high boundary wall results in there only being glimpses of the roofs of the existing warehouses. In addition the railway between the terrace and the site acts as a physical boundary between the two further limiting the relationship. As such the site is considered to form a **neutral** aspect of the setting of nos. 9-15 Argyle Street.

### New Town and Glisson Road Conservation Area

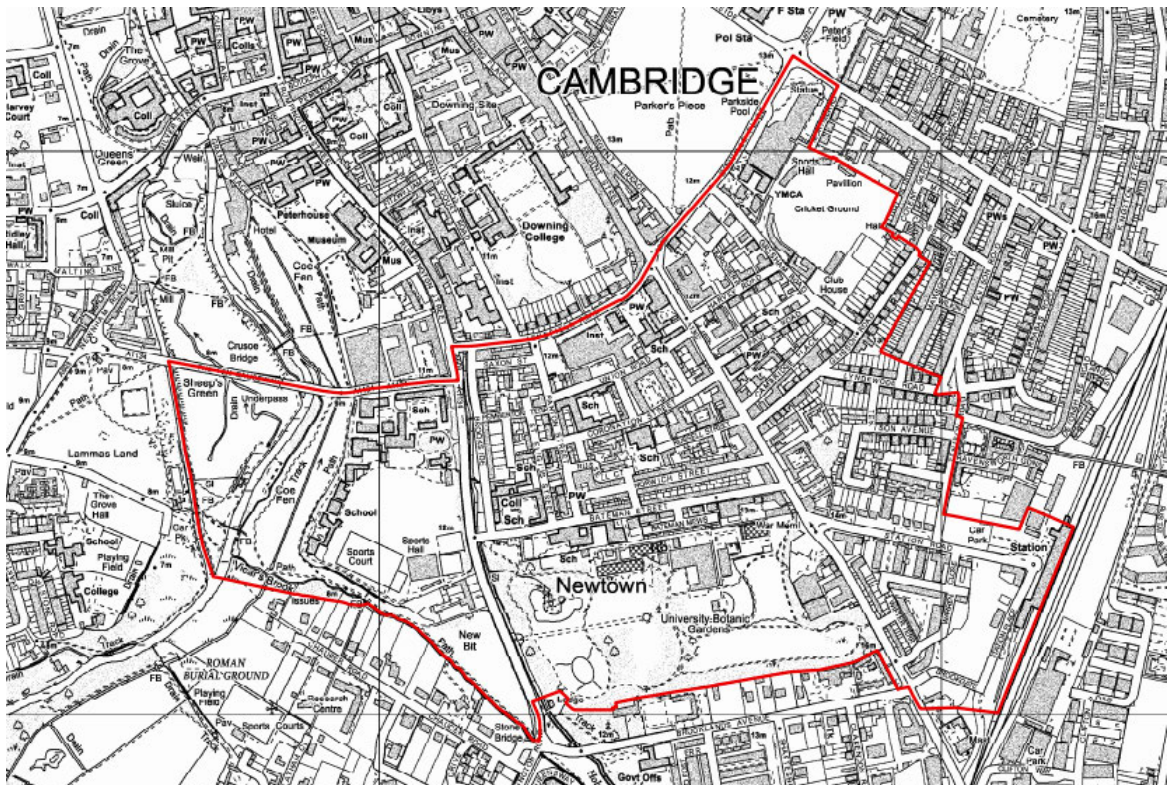


Figure 18 Map showing the New Town and Glisson Road Conservation Area (Cambridge City Council)

- 6.52 The New Town and Glisson Road Conservation Area was first designated in 1969 as part of the Central Conservation Area, the boundaries of which were extended in 1975, 1980 and 2012. The area became a separate designation in November 2018.
- 6.53 The boundaries of the New Town and Glisson Road Conservation Area extend from Brooklands Avenue to Hyde Park Corner in the north. The eastern boundary is formed by the Mill Road Conservation Area and the railway and Newnham Road forms the west boundary.
- 6.54 The Conservation Area is predominantly of a 19<sup>th</sup> century residential character. The built form ranges from fine houses in spacious grounds, villas in more modest plots and smaller terraced properties. Almost all of the buildings within the Conservation Area have been identified as heritage assets both in terms of national recognition (Listed Buildings) and on lists compiled by the council of (Buildings of Local Interest or Buildings Important to the Character (non-designated assets)).
- 6.55 The properties within the New Town area mostly date to the early-mid 19<sup>th</sup> century whilst those in the east of the Conservation Area are more often of a late 19<sup>th</sup> century date. The earlier buildings within the Conservation Area usually have a material palette of gault brick with slate roofs. There are also 20<sup>th</sup> and 21<sup>st</sup> century buildings located in the area around the railway station and these are usually of a larger scale and formed of steel frames, often with stone cladding instead of brick elevations.
- 6.56 Within the Conservation Area, there are a few large green spaces including the University Botanic Gardens in the south-west and the University Cricket and Lawn Clubs in the north-east. In addition to these larger spaces, many of the private properties have green garden spaces and trees line a number of the streets in the area. All of these features give the Conservation Area a suburban, green character.
- 6.57 The setting of the Conservation Area is very urban in character with Victorian and 20<sup>th</sup> century buildings lining the surrounding roads to the north and south. Areas of open space in the north and west give a sense of openness, with the area around the river to the south-west of the designation creating a more suburban and edge-of settlement feel. This contrasts with the setting to the east where the railway line and further built development form a more enclosed context.
- 6.58 Overall, the New Town and Glisson Road Conservation Area is considered to hold a **good** level of significance in heritage terms as it demonstrates the expansion of the city during the 19<sup>th</sup> century.

#### Contribution of the site to the Conservation Area

- 6.59 The application site is located at least 240m to the north-west of the New Town and Glisson Road Conservation Area. Due to the presence of intervening built form as well as the low level of the buildings on site, there is currently no evident awareness between the two. Nonetheless, the site forms part of the urban context of the Conservation Area and is therefore considered to make a **neutral** contribution to its setting.

#### **Cambridge Railway Station – Grade II Listed**

- 6.60 Cambridge Railway Station is located at the eastern end of Station Road. It was first added to the Statutory List of Buildings of Special Architectural or Historic Interest on the 10<sup>th</sup> May 1962 at Grade II.

- 6.61 The building is between one and two storeys in height. The external elevations are formed of white gault brick with stone detailing. The building was constructed in the Italianate architectural style with a rounded arch colonnade which was once all open but many of the arches have since been enclosed. A stone roundel with the coats of arms of the colleges, the city and various officials are located in the spandrels of the arches. Above the arches is a projecting, bracketed cornice. The roof is slate, although cannot be seen from the ground.
- 6.62 The station was first constructed in 1845 by the Eastern Counties Railway, to the designs of Sancton Woods. The building was originally symmetrical but was substantially remodelled in 1863 when the eastern arcade was demolished to allow for the widening of the platform and offices were added to the north and south. The building has been further altered several times since in response to modern requirements. These later alterations include the extension of the ticketing hall in 1908 and the replacement of the platform canopy. The building is still in use as a railway station and can be appreciated both internally and externally.
- 6.63 Overall Cambridge Railway Station is considered to be of a **moderate/good** level of significance in heritage terms as a good example of the railway infrastructure of the early Victorian period.

Setting

- 6.64 The principal element of Cambridge Railway Station’s setting lies in its strong links with the adjacent railway line and the wider railway network which provide the building with its easily appreciable context. Beyond this infrastructure the area is very urban in its character, with numerous residential dwellings of various ages and scales surrounding the station. Directly to the west of the station building, the newly developed CB1 area results in the station having a strong sense of enclosure due to the height of the surrounding buildings, although Station Road allows for a visual link with the wider area. As such the setting of the station is considered to make a **high beneficial** contribution to the building’s significance.

Contribution of the site to setting

- 6.65 The application site is located approximately 300m to the north of Cambridge Railway Station. Intervening build form results in there being no inter-awareness between the two. However the site does form part of the urban context of the station. As such, the site is considered to form a **neutral** aspect of Cambridge Railway Station’s setting.

**Summary of Significance**

ASSET	SIGNIFICANCE	CONTRIBUTION OF SETTING TO SIGNIFICANCE	CONTRIBUTION OF SITE TO SETTING
Mill Road Conservation Area	Good	-	Minor/Moderate Adverse
Cambridge City Branch Library – Grade II Listed Building	Moderate/Good	Good	Neutral
Nos. 126-134 (even) Mill Road – Buildings of Local Interest	Moderate/Low	Good	Minor /Moderate Adverse

Nos. 118-122 (even) Mill Road – Positive Unlisted Buildings	Low/Negligible	Good	Negligible Adverse
Nos. 114-116 (even) Mill Road – Positive Unlisted Buildings	Negligible	Moderate/Good	Negligible Adverse
Nos. 111-113 (odd) Mill Road – Positive Unlisted Buildings	Negligible	Good	Neutral
The White Swan – Positive Unlisted Building	Low/Negligible	Good	Neutral
No. 112 Mill Road – Positive Unlisted Building	Low/Negligible	Good	Negligible Adverse
No. 1a Devonshire Road – Positive Unlisted Building	Negligible	Moderate Beneficial	Negligible Adverse
The Devonshire Arms – Positive Unlisted Building	Low/Negligible	Good	Negligible Adverse
Devonshire Road Terrace (excluding no.4) – Positive Unlisted Buildings	Low/Negligible	Moderate Beneficial	Negligible/Minor Adverse
Nos. 9-15 (odd) Argyle Street – Positive Unlisted Buildings	Negligible	Moderate Beneficial	Neutral
New Town and Glisson Road Conservation Area	Good	-	Neutral
Cambridge Railway Station – Grade II Listed Building	Moderate/Good	High Beneficial	Neutral

## 7.0 Conclusions

- 7.1 This Significance Assessment has been prepared on behalf of First Base, in relation to the proposed development of the Travis Perkins site on Devonshire Road, Cambridge.
- 7.2 Following our on site and desk-based assessment of the site a number of assets have been identified which may be impacted by the proposed redevelopment of the site. We have provided a “*proportionate*” level of assessment of the buildings’ significance, at this stage, in accordance with Paragraph 189 of the NPPF. This was carried out in order to gain an understanding of the potential capacity for the site’s development.
- 7.3 The site is located in proximity to a number of designated and non-designated heritage assets which hold a level significance ranging from **good** to **negligible**.
- 7.4 The current site is considered to form a **neutral** to **negligible adverse** to **minor/moderate adverse** aspect of these assets’ setting. Most notably, the site is adjacent to the boundary of the Mill Road Conservation Area which is considered to hold a **good** level of significance. The site is considered to make a **minor/moderate adverse** contribution to the setting of the Conservation Area.
- 7.5 The findings of the above Assessment have been used to inform the evolution of the design proposals, with the intention to avoid harmful impacts wherever possible, and/or to minimise and mitigate such impacts.
- 7.6 The extent to which impacts on the identified heritage assets would arise from the proposed development will require further details of the proposals themselves to emerge. This level of analysis forms the next stage of the process and, once the overall scheme has been advanced in the context of the findings of this SA, the conclusions regarding impact will be set out in a Heritage Impact Assessment to accompany further pre-application discussions.

# APPENDIX 1

# STATUTORY LIST DESCRIPTIONS

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# CAMBRIDGE CITY BRANCH LIBRARY

## Overview

Heritage Category:  
Listed Building

Grade:  
II

List Entry Number:  
1126141

Date first listed:  
02-Nov-1972

Statutory Address:  
CAMBRIDGE CITY BRANCH LIBRARY, MILL ROAD

## Map



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The above map is for quick reference purposes only and may not be to scale. For a copy of the full scale map, please see the attached PDF - [1126141.pdf](http://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/120918/HLE_A4L_Grade|HLE_A3L_Grade.pdf) ([http://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/120918/HLE\\_A4L\\_Grade|HLE\\_A3L\\_Grade.pdf](http://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/120918/HLE_A4L_Grade|HLE_A3L_Grade.pdf))

The PDF will be generated from our live systems and may take a few minutes to download depending on how busy our servers are. We apologise for this delay.

This copy shows the entry on 06-Jan-2021 at 11:34:30.

# Location

**Statutory Address:**

CAMBRIDGE CITY BRANCH LIBRARY, MILL ROAD

The building or site itself may lie within the boundary of more than one authority.

**County:**

Cambridgeshire

**District:**

Cambridge (District Authority)

**National Grid Reference:**

TL 46351 57827

# Details

MILL ROAD 1. 942 Cambridge City Branch Library TL 45 NE 21/579 II 2. Dated 1897. Red brick. Single storey. Divided into 8 bays by paired and single Corinthian pilasters. 8 4-light windows with brick mullions and transoms; drip-moulds over, with swag panels above them. Central panelled round-headed door with date in gable above. Consoles and lions bearing arms on either side. Double pitch slate roof with skylight between. The west end facing Mill Road has a Baroque church type facade. 2 windows with pilasters, pediment above supported by consoles. In the pediment the words 'Free Library'.

Listing NGR: TL4635157827

# Legacy

The contents of this record have been generated from a legacy data system.

**Legacy System number:**

47622

**Legacy System:**

LBS

# Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

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**APPENDIX 3**  
**LANDSCAPE AND VISUAL ANALYSIS –**  
**BASELINE**

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**DEVONSHIRE ROAD,  
CAMBRIDGE  
TOWNSCAPE AND  
VISUAL IMPACT  
ASSESSMENT  
BASELINE**

---

## Quality Assurance

Site name: Devonshire Road, Cambridge

Client name: First Base

Type of report: Townscape & Visual Impact Assessment - Baseline

Prepared by: Martina Sechi BSc BE MALA CMLI

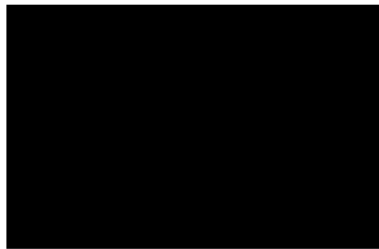
Signed:



Date: 15<sup>th</sup> December 2020

Reviewed by: Chris Surfleet MA MSc PGDipUD IHBC

Signed:



Date: 16<sup>th</sup> December 2020



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# 1.0 Introduction

## 1.1 Purpose of Baseline Report

- 1.1.1 Bidwells has been commissioned by First Base to provide comprehensive townscape advice in respect of the proposed re-development of Devonshire Road, Cambridge, hereafter known as 'the Site'. This townscape advice will culminate in the preparation of a detailed Townscape and Visual Impact Assessment (TVIA) to accompany the submission of an application for Planning Permission in due course. The TVIA will follow established guidance for the preparation of Townscape Assessments, of which the baseline is the first stage.
- 1.1.2 The report sets out the characteristics of the townscape context of which the emerging development proposals should take account. The baseline includes a review of existing published material relevant to the assessment of townscape and visual impact and provides a detailed list of the townscape and visual receptors that will ultimately be the subject of the TVIA.
- 1.1.3 The aim of this exercise will be to confirm the approach to the methodology, the study area, the receptors and viewpoints with officers of Cambridge City Council during the pre-application stage.

## 1.2 The Site

- 1.2.1 The Site, 1.23 ha, is located within the city of Cambridge, adjacent to Mill Road Conservation Area. Its extent is defined to the north by a line of terraced houses, to the east by the railway line, to the south by Angus Close and to the east by Devonshire Road.
- 1.2.2 The Devonshire Road boundary is characterised by a line of mature trees and overgrown hedgerow behind the low timber fence.
- 1.2.3 The Site is currently home of the Trevis Perkins Depot, which includes two large warehouses, car park and external storage facilities.

## 2.0 Appraisal Methodology

- 2.1.1 As indicated in the introduction, a full TVIA will be provided to support a future application for Planning Permission for the site's redevelopment.
- 2.1.2 This section sets out the proposed methodology for undertaking the TVIA in accordance with best practice and guidance, namely:
- 'Guidelines for Landscape and Visual Impact Assessment', (GLVIA3) produced by the Landscape Institute with the Institute of Environmental Management and Assessment (Third Edition, 2013);
  - 'Townscape Character Assessment', Technical Information Note 05/2017, by the Landscape Institute (5 December 2017); and
  - 'Design Manual for Roads and Bridges: Volume 11', Section 3 Environmental Assessment Techniques (August 2009).
- 2.1.3 In response to the particular urban nature of the site and its context, this assessment refers principally to townscape impacts.
- 2.1.4 GLVIA3 defines the term 'townscape' as:
- "the landscape within the built-up area, including the buildings and the relationship between them, the different type of urban spaces, including green spaces, and the relationship between buildings and open spaces".*
- 2.1.5 It also stresses the importance of considering the historic evolution of landscape and townscape to reveal how villages, towns and cities change over time to reach their current character.
- 2.1.6 It should therefore be noted that, for the purposes of this assessment, the term 'townscape' is used to encompass all the urban and landscape characteristics of the site and its context. It incorporates the meaning and role of the more general concept of 'landscape' used within the GLVIA3.
- 2.1.7 In accordance with the GLVIA3 approach to assessment, there are two key effects to be considered in the eventual preparation of the full TVIA report:
- Townscape Effects relate to changes in the fabric, character and quality of the urban landscape. These include direct impacts such as loss of vegetation and additional built form, or indirect impacts such as changes to tranquillity. Townscape effects do not need to be solely visible.
- Visual Effects relate to specific changes in views and the effects on visual receptors (e.g. users of public rights of way or recreational facilities). Changes to the visual setting of protected cultural heritage features are also considered (e.g. Scheduled Monuments, Listed Buildings and Conservation Areas).
- 2.1.8 A detailed methodology of how the appraisal of the above elements are applied can be found in Appendix 1. Generally, townscape or visual effects are considered significant if:
- They result in a major loss of or irreversible negative effect over an extensive area, and/or a valuable feature, and/or a sensitive receptor; and
  - The quality of change is of such scale and nature to cause a major and unacceptable mutation of the distinctive characteristics and value of the receptor (i.e. a non-characteristic, discordant or intrusive element).

## 2.2 Definition of Study Area

- 2.2.1 Initial baseline investigations note that the highly-urbanised context of the Site creates a strong visual enclosure limiting views of the Site mostly to those at relatively close range. However, its open boundary to the east allows for extensive visibility along the railway corridor.
- 2.2.2 This, and the relationship with designated landscape and townscape features, suggests that a study area of 2km radius from the Site boundary is appropriate for the assessment of townscape effects. However, the visual impact will be considered for a broader context to include long-distance views and impacts on Cambridge skyline.

## 2.3 Desk-Based Study

- 2.3.1 A desk-based study has been undertaken to identify planning policy designations that are relevant to the assessment of the townscape and visual effects of the site's potential redevelopment. This has included review of:
- Ordnance Survey 1:10,000 scale Application Site-centred digital raster map;
  - National Planning Policy Framework (February 2019);
  - Cambridge Local Plan (October 2018);
  - Cambridge Local Plan Policies Map (October 2018);
  - Mill Road Road Conservation Area Appraisal (June 2011);
  - Natural England, National Landscape Character Profiles;
  - Cambridge Landscape Character Assessment (April 2003);
  - Multi-Agency Geographic Information for the Countryside (MAGIC): Web-based interactive GIS mapping site ([www.magic.gov.uk](http://www.magic.gov.uk)); and
  - Aerial photography: Google Maps (<http://maps.google.co.uk>).

## 2.4 Field Study

- 2.4.1 A field survey was undertaken on the 19<sup>th</sup>, 24<sup>th</sup> and 25<sup>th</sup> of November 2020 to:
- Review and understand the townscape characteristics of the Site, its surroundings and its context; and to
  - Define the location of key visual receptors and representative viewpoints.
- 2.4.2 The survey was generally undertaken from roads, bridleways, tracks, footpaths and publicly-accessible viewpoints within 2km of the Site and from critical long-distance views identified in Cambridge Local Plan 2018.
- 2.4.3 In due course, and once the viewpoints are agreed through the pre-application stage, further site visits will be undertaken as necessary to complete the photographic survey and to consider any further observations made by officers or other stakeholders.



## 3.0 Policy Context

### 3.1 National Planning Policy Framework (NPPF)

- 3.1.1 The National Planning Policy Framework 2019 (NPPF) sets out the overall economic, social and environmental objectives that the planning system should follow to achieve sustainable development. At the heart of the NPPF is a *'presumption in favour of sustainable development'* (Para. 11).
- 3.1.2 The NPPF stresses the concept of good design as a key aspect of sustainable development, it *'creates better places in which to live and work and helps make development acceptable to communities'* (Para. 124). Furthermore, the policy states that development has to (Par. 127):
- be *'sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities)'*; and
  - *'establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit'*.
- 3.1.3 Therefore, design quality and appropriateness to surroundings are important parts of the evaluation of the planning proposals. *'In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings'* (Para. 131).
- 3.1.4 Conservation and enhancement of the natural environment are also at the heart of the NPPF's objectives. Planning decisions should contribute by *'protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan)'* (Para. 170).
- 3.1.5 Valued landscapes might also be found within an urban context; however, it is noted that the NPPF does not clearly define what constitutes a 'valued landscape'. Useful in the NPPF 2019 revision is the update to Para. 11 which provides some additional guidance through footnote 6. This defines, more thoroughly than before, *'areas or assets of particular importance'* as: *'habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change.'* However, for the purposes of this TVIA, it is believed that the 'Stroud DC v Gladman High Court judgement (reference CO/4082/2014) is still relevant to identify what is a 'valued landscape'; therefore, to be valued in terms of the NPPF the landscape is required to show *'some demonstrable physical attribute rather than just popularity,'* ie. it has to be 'out of the ordinary.'

### 3.2 Local Planning Policy

- 3.2.1 The **Cambridge Local Plan** (2018) forms part of the development plan for Cambridge, setting out vision and guidance for developments and land use within the City. The following policies are relevant to the TVIA.
- Policy 14: Areas of Major Change and Opportunity Areas – general principles
- 3.2.2 The Site is located within Mill Road Opportunity Area (see Adopted Policy Map in Appendix 5). According to the policy, development within the Opportunity Areas should be of *'highest design qualities'* including a sustainable approach to design and construction.
- 3.2.3 The policy also requires the development to be of *'higher densities... around key transport interchanges'* and *'create active and vibrant places that encourage social interaction and meeting, and foster a sense of community'*.

3.2.4 Nevertheless, the policy requires development to protect heritage and landscape assets:

- *‘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;*
- *ensure public rights of way are protected, and enhanced where possible;*
- *develop a new, strong landscape framework that is guided by and incorporates existing positive landscape and townscape features and heritage assets; and,*
- *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.’*

- Policy 24: Mill Road Opportunity Area

3.2.5 The Site is allocated as area R9 within the Opportunity Area, see Figure 3.10 in Appendix 5. The policy encourages development to *‘add to the vitality and viability of the street and protect and enhance its unique character, including the development of arts and cultural facilities.’*

3.2.6 The policy highlights the distinctive historic character of Mill Road and its strong sense of community requesting developments to comply to the following requirements:

- *‘take an approach to street design consistent with Manual for Streets 1 and 2 and their successor documents, creating a low-speed traffic environment to restore the balance between people and vehicles;*
- *emphasise ‘place making’ over vehicle movement, in particular at junctions, through the use of tighter geometry and radii, to reduce speeds and to reclaim public realm;*
- *create a series of public realm improvements based around junctions and crossings in the road network, which respond to key spaces and buildings;*
- *create clear gateways/entry points into existing and new residential neighbourhoods;*
- *create a more comfortable and simplified pedestrian environment by providing improved pavements and more direct crossings that respond to key desire lines; and*
- *use an appropriate and durable palette of materials’.*

3.2.7 The Opportunity Area plan identifies a number of Local Heritage Assets, including the residential dwellings to the north of the Site.

- Policy 55: Responding to Context

3.2.8 The policy states that *‘development will be supported where it is demonstrated that it responds positively to its context and has drawn inspiration from the key characteristics of its surroundings to help create distinctive and high quality places.’*

3.2.9 More specifically, the proposal is required to fulfil the following parameters:

- *‘identify and respond positively to existing features of natural, historic or local importance on and close to the proposed development site’; and*
- *‘use appropriate local characteristics to help inform the use, siting, massing, scale, form, materials and landscape design of new development.’*

3.2.10 The policy aims to enhance and protect the unique character of Cambridge. For this purpose, it is essential to understand the proposal context, including *‘land uses, open spaces, the built and natural environment and social and physical characteristics.’* The proposal is required to be appropriate to its context, particularly in terms of scale and form, and *‘complement the local identity of an area.’*

- Policy 57: Designing New Buildings
- 3.2.11 This policy identifies desirable qualities for new developments, namely:
- *‘a positive impact on their setting in terms of location on the site, height, scale and form, materials and detailing, ground floor activity, wider townscape and landscape impacts and available views;’* and
  - *‘include an appropriate scale of features and facilities to maintain and increase levels of biodiversity in the built environment.’*
- 3.2.12 Once more, the importance of the proposed building appropriateness to its context is highlighted, putting further emphasis on qualities such as scale, heights, form, proportion and materiality.
- Policy 59: Designing Landscape and Public Realm
- 3.2.13 This policy promotes a coordinated approach to the design of the open space associated with new development to ensure *‘the design relates to the character and intended function of the spaces and surrounding buildings’*. Furthermore, the policy *‘requires existing features including trees, natural habitat, boundary treatments and historic street furniture and/or surfaces to be retained and protected’*; proposed materials are to be *‘of a high quality and respond to the context to help create local distinctiveness’*.
- Policy 60: Tall Buildings and the Skyline of Cambridge
- 3.2.14 The policy sets out criteria that should be considered to protect or enhance the character and qualities of Cambridge’s skyline; these include:
- *‘location, setting and context – applicants should demonstrate through visual assessment or appraisal with supporting accurate visual representations, how the proposals fit within the existing landscape and townscape;’*
  - *‘impact on the historic environment - ... 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;’* and
  - *‘scale, massing and architectural quality – applicants should demonstrate through the use of scaled drawings, sections, accurate visual representations and models how the proposals will deliver a high quality addition to the Cambridge skyline and clearly demonstrate that there is no adverse impact.’*
- 3.2.15 The policy describes Cambridge as free from clusters of modern towers and bulky buildings, except for the hospital and airport areas, which contrast with the surrounding low-lying suburbs. Also noted is the difference between the *‘background buildings’* in the historic core and the suburban built form. The former rises between three to five storeys with occasionally, modern, six storeys buildings, while two storeys buildings primarily characterise the latter with only a few areas with three storeys.
- 3.2.16 Policy 60 goes on to say: *‘Trees form an important element of the Cambridge skyline, within both the historic core and surrounding suburbs. Elevated views from the rural hinterland and from Castle Mound reveal a city of spires and towers emerging above an established tree line. Buildings therefore work with subtle changes in topography and the tree canopy to create a skyline of ‘incidents’, where important buildings rise above those of a prevailing lower scale.’*
- 3.2.17 Appendix F (Tall Buildings and the Skyline) provides further guidance with regard to Policy 60.
- 3.2.18 Relevant to this assessment are the following criteria listed in Appendix F:
- *‘maintain the character and quality of the Cambridge skyline;’*

- *‘ensure that tall buildings, as defined in this guidance, which break the established skyline are well considered and appropriate to their context;’* and
  - *‘support only new buildings which are appropriate to their context and contribute positively to both near and distant views.’*
- 3.2.19 Appendix F acknowledges that is the nature of the contextual townscape that defines a tall building, based on this in Cambridge a tall building is defined as *‘any structure that breaks the existing skyline and/or is significantly taller than the surrounding built form.’*
- 3.2.20 It goes on to say that within the ‘suburbs’, as defined in the Policy (where the Site is located), *‘buildings of four storeys and above (assuming a flat roof with no rooftop plant and a height of 13m above ground level) will automatically trigger the need to address the criteria set out within the guidance.’*
- 3.2.21 The key characteristics of Cambridge’s skyline identified in Appendix F include:
- *‘Trees form an important element in the modern Cambridge skyline, within both the historic core and the suburbs. Many of the elevated views of the city from the rural hinterland and from Castle Mound show a city of trees with scattered spires and towers emerging above an established tree line.’;* and
  - In the suburb, the height of the building is generally lower with some three-storey Victorian and Edwardian buildings on the main approach roads.
- 3.2.22 Figure F.3 (see Appendix 5) provides a list of ‘Strategic Viewpoints’, which include Castle Mound, Castle Hill, (32m AOD), the only vantage point affording significant panoramic views across the city (apart from the tops of tall buildings).
- 3.2.23 According to Appendix F, *‘views of the historic core and the key buildings within the core are therefore particularly important to protect. In this case, distant views of the historic core from Red Meadow Hill, Lime Kiln Hill, and the Gogs are especially important, as are more localised views of the historic core from Castle Mound, The Backs, and open spaces within and around the historic core.’* The Strategic Viewpoints have been considered in this TVIA (see Visual Assessment section of this TVIA) where relevant.
- Policy 61: Conservation and Enhancement of Cambridge’s Historic Environment
- 3.2.24 This policy primarily concerns the preservation of significant historic assets, and the following parameters inform the assessment of townscape qualities. Proposals should:
- *‘retain buildings and spaces, the loss of which would cause harm to the character or appearance of the conservation area;’* and
  - *‘be of an appropriate scale, form, height, massing, alignment and detailed design which will contribute to local distinctiveness, complement the built form and scale of heritage assets and respect the character, appearance and setting of the locality’.*
- 3.2.25 As the policy states, it is essential to understand the qualities of Cambridge’s historic environment as it *‘defines the character and setting of the city, and contributes significantly to Cambridge residents’ quality of life.’* Cambridge benefits of *‘a number of registered parks and gardens of special historic interest, including college grounds, cemeteries and the Cambridge University Botanic Garden.’*

## 4.0 Townscape Baseline

4.1.1 This section considers the relevant designations, constraints and existing documentation that provides the context for assessing townscape character.

### 4.2 Designations

4.2.1 The planning designations and constraints that are within 2km of the site and relevant to the TVIA assessment are set out in Table 1. They are also shown on Map 4a and 4b in Appendix 2.

Table 1. Landscape Designations

DESIGNATION/PROTECTION	STUDY AREA STATUS
National Park	None within the study area.
Area of Outstanding Natural Beauty	None within the study area.
Area of High Landscape Value (or similar local designation)	None within the study area.
Green Belt	Yes, the Cambridge Green Belt extends into the city up to Coldham's Common to the north of the study area. It also includes Sheep's Green, Lammas Land and New Bit (west of the Cambridge University Botanic Garden) to the south-west of the Site.
World Heritage Sites	None within the study area.
Scheduled Monuments (SAM)	Yes, the Hobson's Conduit located at the junction of Lensfield with Trumpington Street.  (Cambridge Castle SAM is located to the north more than 2km away from the Site)
Conservation Area	Yes, Cambridge Conservation Areas cover part of the study area, with the Site located adjacent to Mill Road Conservation Area.
Listed Buildings	Yes, there are a number of Listed Buildings within the Study Area. Those closest to the Site are: - Cambridge City Branch Library (Grade II); and - The David Parr House (Grade I*).
Registered Parks and Garden	Yes, the Grade II* Cambridge University Botanic Garden, Mill Road Cemetery, Emmanuel College and Christ College grounds, and the cluster of St John's, Trinity, Clare, King's and Queen's colleges' grounds.  Heritage considerations are set out in the Significance Assessment prepared by Bidwells.
Local Nature Reserves (LNR)	Yes, Sheep's Green and Paradise LNRs.
Recreations Routes and Public Rights of Way (PRoW)	Yes, the majority of the PRoWs are located along the River Cam, including several Recreational Routes.

Tree Preservation Orders (TPO)	Within the Conservation Areas trees are provided with automatic protection.
Flood Risk	Yes, refer to Map 7 in Appendix 2.

### 4.3 Landscape/Townscape Character

- 4.3.1 The assessment of existing landscape and townscape character is an integral part of the prescribed methodology for determining townscape effects arising from development. This requires a full appreciation of the features that make up the quality and value of an area. The identification of these features will also inform future mitigation measures, if required.
- 4.3.2 In this case, the Site is located within the urban area of Cambridge. It is not, therefore, included in the Landscape East or The Cambridgeshire Landscape Guidelines (1991) landscape character assessments. Rather, the assessment will focus on the townscape of the Site and its context.
- 4.3.3 The landscape and townscape character of the Site can be considered in terms of the following levels, moving from a 'macro' to a 'micro' consideration:
- a) **National setting, in relation to the National Character Area Profiles, produced by Natural England;**
  - b) **Local townscape and landscape character taking into account the objectives of the Cambridge Landscape Character Assessment (April 2003);**
  - c) **Mill Road Conservation Area Appraisal (June 2011); and**
  - d) **Local setting as observed on Site.**
- 4.3.4 This hierarchy of townscape consideration is described in the following sections, with reference to published guidance and appraisal, where existing.

### 4.4 National Landscape Character Areas (NCA)

- 4.4.1 The National Landscape Character Area profiles were published by Natural England in 2014. The site is located within the National Character Area (NCA) profile 88: Bedfordshire and Cambridgeshire Claylands.
- This Character Area is described as a *'broad, gently undulating, lowland plateau dissected by shallow river valleys that gradually widen as they approach The Fens NCA.'*
- 4.4.2 Generally, the NCA is sparsely populated with settlements, such as Cambridge, located within the river valleys. The presence of the settlements is described as:
- 'A feeling of urbanisation is brought by numerous large towns, including Milton Keynes, Bedford, Cambridge, Huntington and Peterborough, and major transport routes...'*
- 4.4.3 Generally, settlement expansion has caused a decline of tranquillity within the NCA which is also affected by visual intrusion, noise and light pollution from agriculture. Page 10 describes as follows:
- 'Strong contrasts exist between greater tranquillity in more rural, inaccessible areas (including sections of the river valleys) and lower tranquillity in areas with a settled, urban and developed feel.'*
- 4.4.4 However, the NCA is also focused on new growth and development:
- 'Transport infrastructure, business and commercial development are now major components of the NCA's character, with good transport links north and south and particular nodes along the corridors of the A1, M1 and A14.'*

- 4.4.5 Notably, the NCA largely describes landscape rather than townscape qualities. However, it is noted that some areas of the landscape area are characterised by extensive clay extraction for brick making. This is one of the diverse materials used for buildings within the NCA, which also includes render, thatch and stone.
- 4.4.6 Locally quarried limestone is the cause of distinctive landscapes along the river valleys and is also featured in the local architecture:  
*'The locally quarried limestone is used in the buildings in villages north of the River Great Ouse whereas clay tile and brick is commonly found to the south and east. Surviving examples of timber-frame buildings and thatch and the occasional use of colour-washed render add to the eclectic nature of the area's building stock.'*
- 4.4.7 The NCA notes the importance of recreational facilities linked to the enjoyment of the outdoors and landscape. Large towns within this character area provide substantial green spaces within the urban fabric, including improved green infrastructure links to the wider countryside.

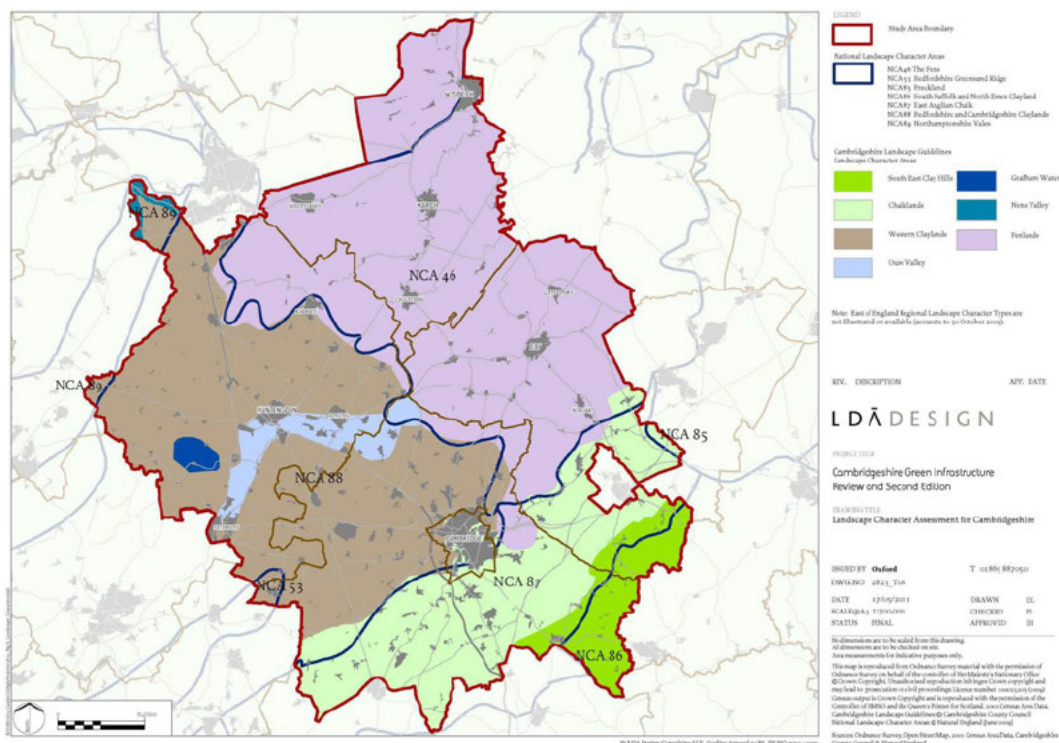


Figure 1 - NCA map from the Cambridgeshire Green Infrastructure Strategy by Cambridge Horizons 2011

- 4.5 **Cambridge Landscape Character Assessment (April 2003)**
  - 4.5.1 The Cambridge Landscape Character Assessment (April 2003) defines Cambridge as a collegiate City in a rural setting, with good accessibility to the countryside and green corridors. The Assessment considers that compactness and sense of arrival are important features of the City. However, it recognises that although intrinsic to the quality of Cambridge, the notion of compactness and sense of arrival is difficult to delineate. Therefore, *'the 'Defining Character' of Cambridge is ... restricted to physical features'*, the one relevant to the Site and study area is:
    - *'Views of the City Skyline'*: The Assessment refers to the cones of view identified in the Local Plan validating these as Defining Character.

4.5.2 The Assessment further describes important townscape aspects of Cambridge by identifying Supporting Character. This is explained as follows:

*'The adopted meaning of 'Defining Character' precludes features and areas which are also very important to Cambridge and its character, but not so important that their removal or development would completely change the distinctive character of Cambridge. The importance of these areas is defined as 'Supporting Character'. Where features are identified as Supporting Character they are regarded as very important to the character of Cambridge. This importance should be a material consideration and new development should take account of these characters, and where possible conserve or improve upon existing character.'*

The areas of Supporting Character relevant to this assessment include:

- *'Local Open Space'*: This includes open spaces that have a *'considerable merit and make substantial contribution to the character of the [Site] locality'*, such as Mill Road Cemetery and allotments.
- *'Local Views'*: This highlights the importance of views that are into and within the urban fabric, rather than long extensive views of the City skyline. In particular, it is stated that *'important landmarks may be visible at a local scale such as fine panoramic views to church spires and towers, college and other buildings'*, therefore a distinction between positive and negative or detracting landmarks is provided. Notably, the tall chimney at the Museum of Technology is considered a positive strategic landmark.
- *'Ancient Woodland, Tree Cover, Hedgerows and Veteran Trees'*: Cambridge is considered overall a well-treed city. The significant vegetation, such as tree belts, avenues or clusters, is a Supporting Character that contributes to the City's character. However, if it coincides with major green spaces, setting or views, these elements also become Defining Character by association.

4.5.3 The Assessment continues with the definition of Cambridge Character Types and Areas. According to this, the Site is located in the 'Residential Character Type' and, more specifically, in the 'Pre-1900 Residential Terrace and Large Terraces Cambridge Character Type' (see Map 7 in Appendix 2). No particular character area is defined for this type.

4.5.4 The Assessment states that part of the Pre-1900 Residential Terrace and Large Terraces Cambridge Character Type are considered to be Supporting Character, with *'parts such as important open spaces or exceptional buildings'* being Defining Character. Overall, this type provides a *'substantial contribution to the character of Cambridge.'*

4.5.5 The descriptions of the Pre-1900 Residential Type are divided into two categories: terraces and large terraces. The characteristics relevant to the assessment of the Site are described over the following paragraphs.

4.5.6 The **Pre-1900 Residential – Terraces** Character Type is a result of the rapid expansion of Cambridge between the 1814 and 1850.

*'The overall development followed the pattern of enclosed fields and parcels of land under different ownership so that the terraced houses form discrete blocks. Generally, the smaller houses preceded the grander homes....'*

*The character of these areas very much depends upon the similarities of the street pattern, the tight grain with small street frontages, prominent chimneys that develop a strong rhythm, and the building materials. The presence or absence of front garden, boundary and path details, the width of road and the presence or absence of street trees provides local distinctiveness.'*

4.5.7 Within the Character Type, a house width is typically between 12 and 15 feet (roughly 3.6m to 4.5m). The Assessment explains, *'where the terraces have been built in a piecemeal fashion there is a diversity of house heights, window and door styles, typically changing between every*



- two to eight houses along the street, as different developers have taken control of the building works.'*
- 4.5.8 The housing layout is described as being generally in a rectilinear pattern with back-to-back formation. Streets are two way but very narrow, typically lacking trees on the highway. Front gardens are usually very small, bounded by low walls, or inexistent. The text explains that *'The roofs are mostly of slate with Cambridge stock bricks being the predominant building material. The doors tend to be panelled and the windows wooden sashes.'*
- 4.5.9 While the majority of this Character Type is considered in terms of its residential areas, with pubs often being significant buildings along the streets or on streetcorners, some areas have a mix of residential and minor industry, adding diversity to the streetscape.
- 4.5.10 *'Vistas along the street either tend to be long, out to areas of open space, including the commons, and often to significant trees, or stopped by other terraces or feature buildings at right angles to that street.'*
- 4.5.11 The Assessment confirms that the Pre-1900 Residential – Terraces Type is not a Defining Character. However, they are *'important to the character of Cambridge and are protected by Conservation Area status, and Listed Building status etc. The open spaces integral to these areas are also important to the local character.'* Characteristic features are:
- *'Tight grain to narrow, treeless streets;*
  - *Superficial uniformity in style with Cambridge stock bricks and slate roof predominating;*
  - *Rectilinear building pattern; and*
  - *Long views out to open space or to significant trees.'*
- 4.5.12 The Assessment considers that pressures on the Character Type include:
- *'Diminution of detail reduces architectural character;*
  - *Conversions and extensions;*
  - *Traffic movement in narrow streets; and*
  - *On street parking.'*
- 4.5.13 The Assessment then presents the following as some of the opportunities for enhancement of the Character Type:
- *'Encourage innovative design solutions to meet the changing needs of families and society to retain the vitality of these areas;*
  - *Identify opportunities for environmental improvements;*
  - *New development should respect the character of the area and the constraints and opportunities provided by the site; and*
  - *In association with new development, encourage the use of trees and shrubs which are appropriate to the Character Type.'*
- 4.5.14 During the same residential expansion that saw the development of the Terraces Character Type, *'larger, higher quality terraces and individual houses were being built for the middle classes. The large terraces were often built in groups - several streets at a time.'* This is the **Pre-1900 Residential – Large Terraces** Character Type.
- 4.5.15 These larger terrace houses *'are often three storied, have small front gardens and medium to large back gardens. The architectural detail is generally of a much better quality than found in the smaller terraced houses. Larger individual or semi-detached houses sprang up around the edges of the built-up area.'*
- 4.5.16 The streets of the Large Terraces Character Type, compared to the previous type, are generally wider and with highway trees. Garden trees are also important features.

- 4.5.17 Similar to the previous Character Type, the Large Terraces Type is not a Defining Character, but bears the same importance in defining Cambridge character, with the additional contribution of 'public' trees.
- 4.5.18 Characteristic features relevant to the assessment of the Site's context are:
- *'Often 3 storeys, predominantly gault brick with slate roof; and*
  - *Tend to be set on rectilinear pattern and on the 'public edge' of terraced areas.'*
- 4.5.19 The descriptions of the effects of change and the opportunities for improvement for this Character Type are substantially the same as the previous Character Type (Pre-1900 Residential Terraces).
- 4.5.20 It is noted that the Site is adjacent to the Character Type **Industrial – Railway Corridor**, which appears more relevant to the Site's characteristics.
- 4.5.21 With the arrival of the railway in the nineteenth century, Cambridge urban area expanded rapidly: *'The position of the railway line within the City's structure brought not only industry directly associated with rail, but also created a hinterland - mostly unsuited to housing - where industrial buildings and sheds, storage warehouses and large retail concerns have taken advantage of this land. The Town Map of 1964 shows warehouses and other industrial units along the railway. These are gradually being replaced by new, usually smaller scale development. There is a miscellany of buildings and wasteland following the railway track that makes up this character type.'*
- 4.5.22 Key characteristics of this Character Type include:
- *'Large warehouses and derelict sites;*
  - *Derelict and underused large urban spaces – gradually passing out of this phase; and*
  - *Rail corridor gives poor impression to those entering the City''*
- 4.5.23 The vision for appropriate development within the Character Type includes:
- *'Through development opportunities in the station area especially to improve and create a new district with its own character;*
  - *Make further provisions for access to railway station;*
  - *Development to put derelict areas to good use;*
  - *In association with new development, encourage the use of trees and shrubs which are appropriate to the Character Type.'*

## 4.6 Conservation Area Appraisal

Cambridge City Council published the Mill Road Area Conservation Area Appraisal in June 2011. The Site is located adjacent to the western area of the Conservation Area (Refer to Map 4b in Appendix 2). The appraisal describes the area as *'an example of a well-detailed and well-preserved Victorian suburb, with only a few examples of modern infill.'*

Key characteristics of the Conservation area include:

- *'Most of the houses are narrow (one or two bays wide) two storey terraced houses built from brick with slate roofs. They mainly date to between 1880 and 1910, and are interspersed with public houses, industrial buildings, stable blocks, and workshops, many now in residential uses.'* There is a dominant use of traditional materials, typical to Cambridge, such as bricks, timber joinery, slate roofs and large chimney stacks with clay pots. Despite the variety of little details, the overall form, height and relationship with the street are cohesive and attractive along the streets.

- *'Most of the new residential development appears to have started from the 1870s onwards when the former Barnwell Open Fields were purchased by Joseph Sturton from the Geldart family, both of whom are commemorated in the street names.'* The site where Anglia Ruskin University is, was once used as a large nursery garden.
- The Conservation Area is mainly residential, with a commercial focus along Mill Road and, to a lesser degree, along Norfolk Street. Although there are the occasional public house or small shops in the residential back street.
- The setting of the Conservation Area is largely urban. East Road, along the northern edge of the area, is a busy route into the centre. The Conservation Area itself retains an essentially urban character, therefore wildlife opportunities are limited to the private gardens and Mill Road Cemetery (Grade II Historic Park and Garden and City Wildlife Site). *'The cemetery and Romsey Recreation Ground are the major green spaces within the area.'* The cemetery is characterised by *'large mature trees, varied tombstones (some of them listed) and winding pathways, which is well used by the local community as a pleasant place to walk and relax in.'*
- The appraisal states that there are no special topographical features within the conservation area, which lies on a flat, low lying land. *'The flat topography and long residential streets which are lined with similar terraced or semi-detached houses do not allow any views out of the Conservation Area apart from minor vistas to the north-east, to the countryside, south to Inter-war development and vistas from the west end of Mill Road towards the City Centre.'*
- Views are generally constrained by the row of terrace houses, perhaps terminating on a focal building (see Townscape Analysis Map in Appendix 5). Particularly important are views or glimpses of trees in the cemetery, as highlighted on the Townscape Analysis Map, although this is not an exhaustive list of all significant views within the conservation area.
- The Townscape Analysis Map ( see Appendix 5) identifies the tree belt along the western Site's boundary as Important Trees/ Tree Groups. The terrace houses on Devonshire Road are 'Positive' Unlisted Buildings and to the north of the Site are also some Buildings of Local Interest (BLI's).

The appraisal identifies two sub-character areas within the Mill Road Area, the Site is adjacent to area 1: Mill Road and St Matthews Area (see map in Appendix 5). The key characteristics of which are described as:

- On the southern side of the road, there are mostly commercial uses with a variety of shops, cafes and other facilities.
- *'Varied groups of terraced properties mainly two storeys high, usually set on the back of the pavement.'*
- *'Some historic shopfronts remain.'*
- *'St Barnabas Church, Lloyds Bank and the Bath House form a group with the adjoining paved area being provided with modern stainless steel street furniture and planting.'*
- *'Cohesive residential terraces along the north-west side only.'*
- *Two areas of important public open space – the cemetery and St Matthew's Piece, which adjoins an interesting modern building used as the Chinese Community Centre.'*...*'These two open spaces both contain a variety of mature trees which are important in long and short views'*.
- *'Mill Road contains continuous frontages of mainly historic buildings, two or three storeys high. St Barnabas Church is the greatest (positive) interruption to this rhythm. Gables are particularly important as viewed from the railway bridge.'*

- *'Mature trees next to the Bath House and outside St Barnabas Church are important in views along the street.'*

## 4.7 Local Settings

4.7.1 The Site is located in proximity of a popular area of Cambridge that provides a diverse leisure experience with a prominence of independent shops and restaurant/cafes. The local area is largely urban with few green spaces. The Site is also strongly influenced by the proximity of the railway corridor.

4.7.2 Key characteristics of the local settings as set out in the following headlines.

### Existing Site and Buildings

4.7.3 The Site consists of the commercial facilities for Travis Perkins. This includes two large warehouses, parking facilities and outdoor storage space. Due to its nature, the Site is largely characterised by hard landscape, little greenery is limited to the boundaries, with occasional trees and a mature green belt along the western edge.

4.7.4 The warehouses are circa 0.23ha and 0.1ha. The roofs are gently pitched, with the ridge at roughly 18m AOD.

### Site Boundaries

4.7.5 Along the western edge of the Site is Devonshire Road, where the Site access is located. Devonshire Road is predominantly residential with terrace houses along the western side. The mature green belt along the Site's boundary provides substantial screening of the warehouses.

4.7.6 To the east of the Site is the railway corridor. This boundary affords substantial visual permeability as defined by a steel-mesh fence and few trees.

4.7.7 To the north and south of the Site there is a residential development that faces the Site across the access mews.

### Neighbouring Land Use

4.7.8 The Site context is largely residential, characterised by low-lying terrace houses. Contrasting the high density, built pattern is the open land of the railway corridor, which is cluttered by the railway infrastructure but visually open.

4.7.9 Along Mill Road, the commercial uses are typical of the lower street level, with residential on the top storeys over the shops and restaurants/cafes. Despite the variety of commercial offers, the shop frontages are fairly repetitive in size, providing some visual consistency.

4.7.10 To the north of the Site, across Mill Road, is a new residential development, currently under construction, known as the Ironworks. This development results in the regeneration of previously derelict land that included storage facilities and warehouses. The Ironworks will reinforce the residential character of this area, including public open space, and introduce a new style of large scale buildings.

### Buildings Scale and Design

4.7.11 Mill Road community is undoubtedly vibrant, and this is reflected in its townscape character. The assortment of shop frontages materiality and style contrast the historic character of the Victorian suburb. The visual clutter caused by the range of colours and materials that characterises the shop frontages, advertising boards and commercial signage, is partially mitigated by the consistent architectural qualities of the terrace houses, which is particularly strong along the side roads such as Devonshire Road.

4.7.12 The terraced houses are mostly two to three storeys, made of brick, with pitched slate roofs and timber joinery. Occasionally they are painted, with an interesting variety of colours, often pastels, along the side roads.

4.7.13 While the residential area is largely low-lying Victorian terraces, there are some example of mid to late 19<sup>th</sup> century houses within the Site proximity (on Barnabas Road). These include larger,

semi-detached housing, set back from the road and with consistent façade details. Greater contrast in volume, height and architectural style is provided by the emerging development at the Ironworks, which introduces a new scale of residential development within Mill Road context. Until this is completed, St Barnabas Church and the listed former library provides the largest and most distinctive buildings within the Site's context.

#### Streetscape

- 4.7.14 Devonshire Road portrays a consistent townscape character with residential terraces on the western side, while the eastern side is split between a dense tree belt along the Site's boundary and residential properties. Much more complex is the streetscape along Mill Road, where the diversity of commercial uses provides a great visual variety. Nevertheless the characteristic, historical architecture provides some continuity reinforcing the sense of place.
- 4.7.15 Street greenery is less characteristic on Mill Road, west of the railway bridge, with few front garden trees and Ditchbourne Place open space.
- 4.7.16 Devonshire Road has pedestrian pavements on both sides, with parking along the west. Street furniture is limited to lamp posts and a few signs. Mill Road also has double pavements, albeit that northern one is often narrow to the west of the railway bridge. There is no parking permitted along Mill Road, but street signage and furniture clutters the vista along the street.
- 4.7.17 Distinctive is the vista along the railway bridge, where the parapet wall is decorated to welcome people to the vibrant community of Mill Road.

#### Vegetation Cover

- 4.7.18 The vegetation cover within the Site's context is largely associated to private gardens. Besides the Site's treed boundary there is limited street greenery along Mill Road and the side roads. Front gardens are also rare, with the exception of properties on St Barnabas Road.
- 4.7.19 Ditchbourne Place is the only green open space in close proximity to the Site.

#### Topography

- 4.7.20 The Site is located on a rather flat topography (see Map 3 in Appendix 2) typical of Cambridge, which is gently sloping towards the River Cam. Mill Road bridge is the only evident change in level.

#### Tranquillity

- 4.7.21 The Site and its context are located in a densely built, urban area. Furthermore, the commercial activities on Mill Road and the proximity to the railway line result in a very low sense of tranquillity.

## 5.0 Visual Baseline

### 5.1 Potential Visual Receptors

5.1.1 The findings of the baseline data gathering combined with site visits undertaken in November 2020 suggests that due to dense urban context views of the proposed development would be evident within the Site's proximity, therefore potential visual receptors are mostly confined to the local area. However, the proposal is likely to become a feature within the Cambridge skyline, therefore some of the critical views identified in Appendix F of the Local Plan 2018 are also likely to be affected.

5.1.2 The following groups of visual receptors are most likely to be affected by the proposals:

- Road users, including pedestrians, within the immediate Site's context, and visitors of Mill Road;
- Road users, including pedestrian, from vantage points, such as The Beehive, Mill Road and Hills Road bridges;
- Residents within the surrounding residential area;
- Visitors of the Mill Road Cemetery; and
- Rambles at the publicly accessible long distance views at Redmeadow Hill, Worts' Causeway/Shelford Road and Castle Hill Mound.

### 5.2 Representative Viewpoints

5.2.1 Twelve viewpoints were selected to represent typical views from potential receptors, at varying distances and orientations from the Site. The viewpoints are mostly located within 1.2 km of the Site, excluding the long-distance views (refer to drawings UDS61470-A3-0101 in Appendix 3).

#### ***Viewpoint 1 - Mill Road and Devonshire Road junction***

The viewpoint represents views of road users, including pedestrians on a dedicated pavement, looking south towards the Site. This is visible in the background of the view, with the tree belt framing the vista along Devonshire Road. Despite the street greenery the view is largely urban, with the commercial shops to Mill Road in the foreground and CB1 development visible in the far distance. The built form in the foreground is small scale, mostly two or three storeys, with a mix materiality due to the shop signage and frontages mixing with the typical brick.

#### ***Viewpoint 2 – Mill Road bridge over the railway line***

The viewpoint represents views of road users on the Mill Road bridge, currently restricted to pedestrians, cyclists and buses users. The viewer is looking south-west at the Site, visible in the middle ground.

The view is dominated by the railway infrastructure. The storage area of the Site contributes to the visual chaos with stacks of materials visible through the steel-mesh fence.

In the background to the left the large-scale buildings of the CB1 development are visible. Although these are prominent features of the skyline, glimpses of the chimneys of the residential suburbs of Mill Road are visible to the centre and right of the view.

#### ***Viewpoint 3 – Argyle Street***

The viewpoint represents view of road users within the residential area to the east of the Site. The viewer is looking west towards the Site, which is largely screened by the intervening built form.

The view is dominated by the Victorian terraces, with the central trees softening the strong urban character. The architecture is typical of the conversation area, with two storeys buildings, and consistent use of brick, occasionally panted, and slate roofs. The view is framed by the built form which results in a clear sense of enclosure and limited views of the open sky.

#### ***Viewpoint 4 – Pedestrian bridge over the railway line***

The viewpoint represents views of pedestrians and cyclists on a dedicated bridge connecting the eastern and western residential areas over the railway line. The viewer is looking north towards the Site, which is largely screened by the intervening built form.

The residential houses at the centre of the view are not representative of the typical historical character of Mill Road, but are of more recent construction. While the houses to the left are of typical terraced architecture, albeit recently renovated. To the right of the view, glimpses of the railway infrastructure are visible through the tree canopies. Despite the urban character, there are enough mature trees within the private gardens to soften the view.

The residential dwellings are a maximum of two storeys therefore, an extensive view of the sky is available. The skyline is softened by the tree canopies but largely defined by the roof lines, with characteristic chimneys to the left.

#### ***Viewpoint 5 – Saint Barnabas Road***

The viewpoint represents views of road users including pedestrian on a dedicated pavement. The viewer is looking north-east towards the Site, which is screened by intervening built form.

The residential houses are large mid 19<sup>th</sup> century properties with consistent architectural style. The presence of front gardens provides good street greenery with hedges and trees. This helps the softening of the built form. However, the houses height is largely more than the trees and the skyline is defines by the typical chimneys. The built form provides a strong sense of enclosure and relatively limited view of the sky.

#### ***Viewpoint 6 – St Barnabas Church***

The viewpoint represents views of road users, including pedestrians on Mill Road, looking south-east towards the Site, which is screened by the intervening built form.

Central to the view are the mid 19<sup>th</sup> century houses along St Barnabas Road. In the foreground is the previous Lloyd Bank building, which is taller than the residential street. In the background the large scale buildings of CB1 development are visible.

Front gardens along St Barnabas Road provide interesting street greenery, including trees softening the dense built form.

The distinctive chimneys patters define the skyline, which is interrupted by the CB1 buildings. Although enclosed by the large residential dwellings, the vista along St Barnabas Road is fairly open with a discreet view of the sky.

#### ***Viewpoint 7 – Mill Road Cemetery***

The viewpoint represents views of visitors of the Register Garden. The viewer is looking south-east towards the Site, which is largely screened by the intervening built form and vegetation.

The view is largely characterised by the historical burial ground, with headstones scattered in the grassed area. Ground of planting with the cemetery and along the boundary provide a natural

backdrop which shortens the view. Consequentially the skyline is also defined by the tree canopies allowing for an extensive view of the open sky.

***Viewpoint 8 – Mill Road bridge over the railway line***

The viewpoint represents views of road users on a busy gateway into Cambridge. The viewer is looking north towards the Site, over the parapet wall. Glimpses of the Site are visible in the background through the dense railway infrastructure.

The railway line is prominent in the view, framed to the left by the new residential development known as CB1 and to the right by the leisure centre carpark. The view is highly urbanised, however, extensive view of the sky provides an interesting sense of openness.

***Viewpoint 9 – Coldhams’s Lane bridge over the railway line***

The viewpoint represents views of road users on a busy road, particular pedestrians and cyclists on a dedicated path. The viewer is looking south towards the Site. Few glimpse views of the Site are available through the railway infrastructure.

The railway line is prominent in the view, framed to the right by the Beehive Centre warehouses and to the left by more storage buildings. CB1 development, Cambridge Assessment and the Belvedere’s tower are visible in the far background. The view is highly urban, however an extensive view of the open sky is available.

***Viewpoint 10 – Castle Hill Mound, Shire Hall***

The viewpoint represents views of the visitors at the Scheduled Monument and public open space. The viewer is looking south-west towards the Site, which is not evident in the view.

The typical Cambridge skyline is well represented by this view, which includes historic spires and towers raising over the tree canopies. In the foreground modern built form is prominent as the cubic form and materiality contrast within the historical buildings. Glimpses of modern, square shaped, developments are visible through the trees, including the fire station and CB1.

This long view reaches the raising hill to the south of Cambridge with Gog Magog visible in the far background.

***Viewpoint 11 – Reameadow Hill, Barton***

The viewpoint represents views experienced by ramblers at a defined viewpoint in the OS 1:25,000 map. The viewer is looking east towards the Site, which is not evident in the view due to intervening planting, built form and distance.

The view portrays the typical Cambridge skyline with spires and towers emerging from the treed layer. The cluster of new buildings at CB1 is prominent in the view.

***Viewpoint 12 – Worts’ Causeway/Shelford Road***

The viewpoint represents views of road users, including ramblers and cyclists on a recreational route. The viewer is looking north-west towards the Site, which is not evident in the view due to intervening planting, built form and distance.

From this angle, the treed nature of the Cambridge skyline is less evident with a prominent built form of light, buff colour, including the cluster of Addenbrookes buildings, Botanic House, CB1 and the fire station. Amongst these the occasional historic spires and towers, such as the Cambridge Library and Church of Our Lady and the English Martyrs, are visible.



## 6.0 Conclusion

6.1.1 Having provided a context from published sources and the initial field survey of the defined study area, the receptors that will be effected by re-development and will be required to be taken into account have been identified below.

### 6.2 Receptors

6.2.1 This initial baseline study and the information gathered during the site visit suggest that the following receptors should be subject to further analysis within the TVIA.

6.2.2 Visual receptors:

- Road users, including pedestrians, within the immediate Site's context, and visitors of Mill Road;
- Road users, including pedestrians, from vantage points, such as The Beehive, Mill Road and Hills Road bridges;
- Residents within the surrounding residential area;
- Visitors or the Mill Road Cemetery; and
- Rambles at the publicly accessible long distance views at Redmeadow Hill, Worts' Causeway/Shelford Road and Castle Hill Mound.

6.2.3 During the first site visit in June 2019, 12 viewpoints to represent typical views from the potential visual receptors were identified, see Appendix 3.

6.2.4 Townscape receptors are divided into character areas/types and townscape components.

Townscape areas/types:

- **Industrial - Railway Corridor Cambridge** Character Type; and
- **Pre-1900 Residential Terrace and Large Terraces Cambridge** Character Type.

Townscape components:

- The **city skyline** and the setting of important landmarks;
- The **local streetscape** with prominent residential character, a distinctive greenery, and its relation to the wider streetscape of Mill Road;
- The **setting of Mill Road Road Conservation Area** where the Site is located and contributes to its character;
- The **tree cover** along the Site's boundary which soften the townscape and contribute to the character of the local context.

### 6.3 Potential Effects

6.3.1 The definitive development impact on the identified receptors cannot be assessed until a scheme has been prepared and once the TVIA has been completed.

6.3.2 It is our intention to discuss the potential effects of the emerging proposals on visual and townscape considerations with officers of the City Council as the development proposals progress.

# APPENDIX 1

## METHODOLOGY

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This assessment is prepared in accordance with the guidelines as set out in “Guidelines for Landscape and Visual Impact Assessment: Third Edition”, (GLVIA3) published by the Landscape Institute and the Institute of Environmental Management and Assessment. However, given the urban nature of the context of the Site, the GLVIA3 approach is applied with reference to townscape impact rather than landscape impact. The term townscape is in fact use to encompass all the urban and landscape characteristic of the Site and its context.

The ‘Design Manual for Roads and Bridges: Volume 11’ (DMRB), Section 3 Environmental Assessment Techniques (August 2009) is also considered where appropriate. Particularly, reference is made to Chapter 8 ‘Variation for Urban Scheme’ which emphasises the assessment of impact on townscape features.

Similarly, the ‘Residential Visual Amenity Assessment’ (RVAA), Technical Guidance Note 2/19, and the ‘Townscape Character Assessment’, Technical Information Note 05/2017, by the Landscape Institute have been considered in the definition of the assessment criteria presented in Table 1 and 2.

Preparation of this assessment involves the following key stages:

- Baseline survey;
- Identification of sensitive townscape and visual receptors;
- Description and quantification of the changes to the baseline;
- Identification of potential effects;
- Evaluation of the predicted effects; and
- Identification of mitigation measures.

Effects are assessed on townscape receptors, (townscape impact assessment) and visual receptors (visual impact assessment). The significance of effect on a receptor is a function of the sensitivity of the receptor and the magnitude of change caused by the proposed development.

Given the urban context, the density of development may restrict the geographical scope for the townscape effects; the definition of the study area is based on the Townscape Character Assessment and field study. However, the area within which significant effects on view and visual amenity are predicted to occur may be larger, the study area for visual effects is informed by the Zone of Theoretical Visibility mapping.

### Viewpoints photography

Consultation with the Local Authority is undertaken to decide the appropriate technical visualisation Types. Unless otherwise stated in the relevant Appendix, appropriate Visualisation Type and AVR have been prepared as per the Landscape Institute guidance (Visual Representation of Development Proposals, Landscape Institute Technical Guidance Note, 06/19 (TGN 06/19)).

It should be noted that the images taken from the viewpoints illustrate the views from these locations, but there is no substitute for visiting the Site personally to ascertain the views and potential impacts.

### Baseline Survey

The baseline survey is carried out to record and analyse the existing townscape characteristics and relevant townscape or landscape policies. The baseline survey will inform the value of the townscape and visual resources within the study area.

The baseline survey includes:

- Desk study to identify the landscape character and likely Zone of Theoretical Visibility (ZTV);
- Research to establish the townscape context including nature conservation interest;
- Site visit/s; and
- An analysis of townscape characteristics in order to understand how they are made up and experienced as well as ascertaining their relative sensitivity.

### Assessment of potential effects

The development effects are considered for both townscape and visual receptors. The term 'receptor' is used in landscape and visual impact assessments to mean an element or assemblage of elements that will be directly or indirectly affected by the proposed development. In this instance, townscape receptors are considered due to the urban nature of the Site's context. The baseline survey informs the identification of sensitive receptors.

In both townscape or visual terms, the sensitivity of the receptor is a function of the value and susceptibility to change.

Identification of the value attached to the views is dependent upon the location and context of the viewpoint and viewing opportunities, as illustrated by the viewpoints. Key consideration is the presence of designations or recognition of the particular value of the view in relation to heritage assets, guided books or touristic maps, etc. Visual susceptibility is defined by the occupation or activity of the people experiencing the views at particular locations and by the extent to which their attention or interest may be focused on the views.

Assessing townscape receptor value is a complex task often subjective to the individual due to perception and experience. This includes understanding the value of the townscape receptors for which box 5.1 of the GLVIA3 provides useful factors to aid the identification of the value of landscape; some of these factors are also applicable to townscape value. The DMRB guidance also lists a series of parameters that should be taken into consideration to assess the character and quality of the townscape. It is noted that, while the presence of designations and their hierarchy is an important factor to define the townscape value, this is also dependent on the perceived scenic quality of the area, its distinctiveness, historical and cultural association. Therefore, the absence of designations does not equate to a low value.

It should be noted that tranquillity is also considered, as per GLVIA guidance, to define the townscape receptors value. According to the 'Tranquillity – an Overview' Technical Information Note 01/2017 by the Landscape Institute *'The interpretation of tranquillity is often linked to an association or engagement with the natural environment and it is this interpretation that places the term within the realms of landscape related study and research. Tranquillity is commonly associated with 'wildness' and 'remoteness' but it is widely recognised that none of these terms is synonymous.'* Although the definition seems to contradict the typical characteristics of a

townscape (i.e. not remote or wild, but crowded and urbanised) the ‘*relative tranquillity in an urban greenspace may be very high, despite intrusion from background traffic noise or the presence of many other people.*’ Therefore, tranquillity should be considered and valued where appropriate, considering also that planning policies typically encourage development to maintain or improve the existing level of tranquillity. For the purpose of this TVIA the following criteria are to be considered to establish whether tranquillity is a factor that raises value of the townscape receptors or not:

- Proximity to urban greenspace or countryside;
- Traffic disturbance;
- Noise disturbance;
- Existing uses (i.e. residential, commercial, educational, recreational, etc);
- Tranquillity maps, if available (i.e. CPRE and The Countryside Agency mapping); and
- Hard and softworks balance.

Finally, with regard to the value of townscape receptors, it is considered that recent positions adopted nationally and locally by several public and government bodies declaring the climate change emergency urges assessment works to cautiously include this as a criterion to define receptor values. With the rise of literary evidence supporting the role of green spaces in relation to public health and wellbeing, it appears sensible to consider this parameter as an indicator of the value and distinctiveness of landscape elements within an urban context.

Landscape susceptibility is defined as “*the ability of the landscape (whether it be the overall character or quality/condition of a particular landscape type or area, or an individual element and/or feature, or a particular aesthetic and perceptual aspect) to accommodate the proposed development without undue consequences for the maintenance of the baseline situation and/or the achievement of landscape planning policies and strategies*” (Paragraph 5.40 of GLVIA3). Such definition applies to townscape susceptibility within the TVIA.

The principles to identify visual and townscape receptors sensitivities are set out in Table A.

Table A - Receptors sensitivity

SENSITIVITY	RECEPTOR	CHARACTERISTICS
HIGH	Townscape receptor	<p><b>Value:</b></p> <p>Resources of national importance or protected by an Act of Parliament, such as Grade I and Grade II* Listed Buildings. There are strong historic and cultural associations and the receptor makes a positive contribution to the character of the Conservation Area, if any.</p> <p>Distinctive urban landscape features, nationally designated areas as well as Site of Scientific Interest, National Parks, and Scheduled Ancient Monuments with no or limited potential for substitution.</p> <p>The value of such townscape is usually well recognised due to high aesthetic appeal and intact townscape features, with particular consideration for award-winning architecture or landscapes. There is a distinctive and strong sense of place. The buildings’</p>

SENSITIVITY	RECEPTOR	CHARACTERISTICS
		<p>materiality and streetscape are coherent and make an important contribution to the local character.</p> <p>This townscape makes a large contribution to the public's recreational experience and health/wellbeing of the relevant community.</p> <p>Tranquillity is an important feature of the receptor's context and qualities.</p> <p>This receptor or elements of it greatly contribute to mitigating climate change.</p> <p><b>Susceptibility:</b></p> <p>The receptor cannot accommodate the Proposed Development without notable consequences for the maintenance of the baseline and/or relevant planning policy</p>
	Visual receptors	<p><b>Value:</b></p> <p>The view is valued at a national or regional level.</p> <p>The view is of high scenic quality, often protected by planning designations.</p> <p>It is a visitor destination, or heritage asset, where views of the surroundings are an important contributor to the experience.</p> <p>The townscape aesthetic is visually intact and coherent, there are no detracting/deteriorated features.</p> <p>There are references to the view in literature or art, or the view appears in guidebooks or on tourist maps.</p> <p>It is a strategic location or viewpoint which may attract a large number of viewers.</p> <p><b>Susceptibility:</b></p> <p>Communities or residents at home, where views contribute to the setting or visual amenity (primary/main view) of the house or settlement.</p> <p>Travellers on recreational or scenic routes, (including public rights of way) where awareness of views is likely to be high.</p> <p>People who are engaged in outdoor recreation, whose attention or interest is likely to be focussed on the landscape, or on particular views.</p>
MEDIUM	Townscape receptor	<p><b>Value:</b></p> <p>Components of the landscape which are of regional or local importance such as Regional and County Parks or Wildlife Sites; townscape with elements which are protected or valued through local or neighbourhood planning policies, such as conservation areas, protected open space or group of listed buildings.</p> <p>Limited potential for substitution.</p>

SENSITIVITY	RECEPTOR	CHARACTERISTICS
		<p>Limited historic and/or cultural associations.</p> <p>The condition of this townscape is of moderate aesthetic appeal and distinctive features are replicated elsewhere in the local or regional context (i.e. they are not unique). There are detractive elements such as main transport infrastructure or industrial areas.</p> <p>It makes a moderate contribution to the public's recreational experience and health/wellbeing of the relevant community.</p> <p>Tranquillity is not a prevailing feature of the receptor's character and value.</p> <p>This receptor or elements of it contribute moderately to mitigating climate change.</p> <p><b>Susceptibility:</b></p> <p>The receptor has some ability to accommodate the Proposed Development. There would be some consequences for the maintenance of the baseline and/or landscape planning policy.</p>
	Visual receptors	<p><b>Value:</b></p> <p>The view is valued at a local level. It is mostly frequented by local people. The view is not publicised or signposted. It is reasonably attractive but otherwise unremarkable. There are some detracting features in the views.</p> <p><b>Susceptibility:</b></p> <p>Travellers on road, rail, or local paths for which views are not the primary focus, although they do contribute to the setting of the route.</p> <p>In residential visual amenity terms, it is a secondary/periphery view.</p>
LOW	Landscape receptor	<p><b>Value:</b></p> <p>Components of the townscape with limited interest, weak or discordant elements and elements of distraction that interfere with the quality of the area.</p> <p>The townscape/features are rarely intact and/or in poor condition, with little or no aesthetic appeal.</p> <p>Lack of designations or distinctive elements. Without historic/cultural association.</p> <p>Resources of local importance with potential for substitution. Makes little or no contribution to the public's recreational experience and health/wellbeing of the relevant community.</p> <p>Tranquillity does not contribute to the quality of the receptor and its context.</p>

SENSITIVITY	RECEPTOR	CHARACTERISTICS
		<p>This receptor or elements of it make little contribution to mitigating climate change.</p> <p><b>Susceptibility:</b></p> <p>The receptor has the ability to readily accommodate the Proposed Development without undue consequences for the maintenance of the baseline and/or landscape planning policy.</p>
	Visual receptors	<p><b>Value:</b></p> <p>The view is not valued, or is of limited local value. The view is of low aesthetic quality and may detract from the surroundings. It is not a publicly accessible location.</p> <p><b>Susceptibility:</b></p> <p>People engaged in activities which do not involve or depend upon the appreciation of views of the surrounding landscape.</p> <p>People at their place of work, whose attention may be focussed on their work or activity, not on their surroundings, and where the setting is not important to the quality of life.</p>

The effects of the proposal are quantified by identifying the magnitude of the change on the townscape and the visual receptors described in the baseline.

The magnitude of change on townscape features and characters includes consideration of the scale and nature of features either removed or introduced, the extent of loss of vegetation and other urban features and the degree to which the townscape character may be altered. The magnitude of townscape effects resulting from the construction and/or the operation of a particular development is categorised as high, medium, low or negligible. In accordance with the approach advocated in Paragraphs 5.48 – 5.52 of GLVIA3, the magnitude of townscape effect considers the size and scale of the change, the geographical extent over which each townscape effects would be felt and their duration and reversibility.

The magnitude of visual effect is gauged by the degree to which specific views would change with the development and the type of viewer. The magnitude of visual effect is categorised as high, medium, low, or negligible which is in accordance with the guidance on the use of word scales that is provided in Paragraph 3.27 of GLVIA3. The magnitude of visual change takes into account possible changes in a receptor’s view caused by the construction and/or operation of the development. This would also depend upon distance, for example, on views of increasing distance the effect becomes less.

The magnitude of visual and townscape effects is generally assessed in relation to size or scale, geographical extent of the area influenced, and duration and reversibility.

Table B defines the magnitude of effects on the townscape and visual receptors.

Table B - Magnitude of effects

MAGNITUDE OF EFFECTS	RECEPTOR	CHARACTERISTICS
HIGH	Townscape receptor	<p><b>Size and/or scale:</b> The extent and relative proportion of the urban element(s) to be lost/added would be large and/or the lost/added element(s) make a key contribution to townscape character and/or value. Introduction of new built elements that would be likely to be perceived to be a dominant urban feature. Large scale alteration to the aesthetic and perceptual characteristics of the townscape. The proposal is in great contrast with the receptor key qualities.</p> <p><b>Geographical extent:</b> Effects would be discernible across a large majority or the entirety of the townscape designation or character area associated to the receptor.</p> <p><b>Duration and reversibility of effects:</b> Effects of the introduction of new features would be long-term i.e. will last for over 15 years or will be permanent. Loss of townscape features that are irreplaceable or can only be replaced in the long-term.</p>
	Visual receptors	<p><b>Size and/or scale:</b> A major change or obstruction of a view appearing as a dominant or prominent feature. If effects on the residential visual amenity are considered, the proposal is blocking the only available view from the property or a main/primary view and/or it is overwhelming in all the directions. The proposal causes a substantial change in the skyline introducing a contrasting feature in the otherwise open and/or uninterrupted horizon. The additional feature contrasts with a strong/characteristic urban skyline and detracts from existing landmark buildings.</p> <p><b>Geographical extent:</b> The receptor is located in close proximity of the development (i.e. the development is visible in the foreground) and therefore this is directly/centrally visible and takes a large portion of the view. The view is experience at slow speed (i.e. by pedestrians or cyclists).</p> <p><b>Duration and reversibility of effects:</b> Effects of the introduction of new features would be long-term i.e. will last for over 15 years or will be permanent.</p>
MEDIUM	Townscape receptor	<p><b>Size and/or scale:</b> The extent and relative proportion of the urban element(s) to be lost/added would be</p>



MAGNITUDE OF EFFECTS	RECEPTOR	CHARACTERISTICS
		<p>moderate and/or any lost/added elements make a moderate contribution to townscape character and/or value. Introduction of new built elements that would be likely to be perceived to be a feature.</p> <p>Moderate scale alteration to the aesthetic and perceptual characteristics of the townscape.</p> <p>The proposal is in contrast with some of the receptor key qualities.</p> <p><b>Geographical extent:</b> Effects would be discernible across a moderate proportion of the townscape designation or character area associated with the receptor.</p> <p><b>Duration and reversibility of effects:</b> Effects of the introduction of new features would be medium-term i.e. will last for between five and fifteen years. Loss of townscape elements that can be fully replaced within the same period.</p>
	Visual receptors	<p><b>Size and/or scale:</b> A moderate change or partial view of a new element within the view that may be readily noticed. The change is partly screened, or glimpsed views are available.</p> <p>If effects on the residential visual amenity are considered, the proposal is blocking a secondary view.</p> <p>The proposal causes a noticeable change in the skyline introducing a contrasting feature in the largely uniform horizon.</p> <p>The additional feature contrasts with the urban skyline and detracts from some of the existing landmark buildings.</p> <p><b>Geographical extent:</b> The receptor is located at some distance from the development which will be visible within a portion of the view.</p> <p>The change is obliquely visible and/or appearing as a noticeable feature in the middle ground.</p> <p>The view is intermittent or experienced from a vehicle moving at moderate speed (i.e. speed controlled areas).</p> <p><b>Duration and reversibility of effects:</b> Effects of the introduction of new features would be medium-term i.e. will last for between five and fifteen years.</p>
LOW	Townscape receptor	<p><b>Size and/or scale:</b> The extent and relative proportion of the urban element(s) to be lost/added would be minor and/or any lost/added elements make only a minor contribution to townscape character and/or</p>

MAGNITUDE OF EFFECTS	RECEPTOR	CHARACTERISTICS
		<p>value. Introduction of new elements that would be likely to be perceived to be a small-scale townscape characteristic.</p> <p>Small scale alteration to the aesthetic and perceptual characteristics of the townscape.</p> <p>The proposal is only partially in contrast with the receptor key qualities.</p> <p><b>Geographical extent:</b> Effects would be discernible across a small proportion of the townscape designation or character area associated to the receptor.</p> <p>Effects are restricted to the close vicinity of the development site.</p> <p><b>Duration and reversibility of effects:</b> Effects of the introduction of newly built features would be short-term i.e. will last for between one and five years. Loss of townscape elements that can be fully replaced within the same period.</p>
	Visual receptors	<p><b>Size and/or scale:</b> A low level of change, affecting a small part of the view. The change is largely screened, or few glimpsed views are available.</p> <p>If effects on the residential visual amenity are considered, the proposal is blocking a peripheral view.</p> <p>The proposal causes a small change in the skyline and it is largely integrated with the horizon.</p> <p><b>Geographical extent:</b> The receptor is located at a considerable distance from the development which will be visible within a limited portion of the view.</p> <p>The changes are obliquely visible and/or appearing in the background.</p> <p>The view changes rapidly, i.e. from fast-moving road vehicles or trains.</p> <p><b>Duration and reversibility of effects:</b> Effects of the introduction of newly built features would be short-term i.e. will last for between one and five years.</p>
NEGLIGIBLE	Townscape receptor	<p><b>Size and/or scale:</b> The extent and relative proportion of the urban element(s) to be lost/added would be barely perceptible and/or any lost/added elements make a minimal or no contribution to townscape character and/or value. Introduction of new built elements that will be likely to be imperceptible.</p> <p>Minimal alteration to the aesthetic and perceptual characteristics of the townscape.</p>

MAGNITUDE OF EFFECTS	RECEPTOR	CHARACTERISTICS
		<p>The proposal largely fits within or is in keeping of the receptor key qualities.</p> <p><b>Geographical extent:</b> Effects would only be discernible within the development site or immediately alongside it.</p> <p><b>Duration and reversibility of effects:</b> Effects of the introduction of new built elements would last for less than a year. Any loss of townscape elements can be fully replaced immediately.</p>
	Visual receptors	<p><b>Size and/or scale:</b> A small change to the view. The proposal is substantially screened by intervening features.</p> <p>The proposal has minimal effects on residential visual amenity.</p> <p>The proposal fits within the skyline and/or doesn't introduce prominent features.</p> <p><b>Geographical extent:</b> The receptor is located at a far distance from the development which will be barely visible within the view.</p> <p>A change to the view that may be obliquely viewed and/or viewed at high speed over short periods and capable of being missed by the casual observer.</p> <p><b>Duration and reversibility of effects:</b> Effects of the introduction of new built elements would last for less than a year.</p>

The significance of effects on a townscape or visual receptor is a function of the magnitude of the effect and the sensitivity of the receptor. The relationship between the two factors is portrayed in Table C, resulting in the significance level. The potential impacts identified in the TVIA help inform the mitigation measures to be incorporated into the design.

Impacts, as the effects, can be beneficial or adverse. Table C sets out the significance of effects, which are described as beneficial, neutral, or adverse. These are largely professional judgments drawn from the assessment process.

In townscape terms, **adverse** effects are the result of direct loss of essential/distinctive elements that contribute to the characterisation of the Site context. Such loss affects negatively the integrity of the townscape character and designations. An adverse effect could also be caused by means of great contrast between the qualities of the proposal and a valued townscape, such that high-quality architecture is not sufficient to justify the baseline change.

Instead, **beneficial** effects enhance the townscape character and contribute to the value of the Site's context at various scales. In this instance, the contrast with a valued townscape is considered positively as the result of a high-quality design.

In visual terms, the effect is considered **adverse** if there is a loss of visual amenity; on the other hand, should the proposal produce an enhancement or improvement of the visual amenity then the impact is considered **beneficial**.

A **neutral** effect would be the result of a development that does not alter in any way the baseline situation or in such way that there is no loss of visual amenity or valued townscape features. This would certainly be the case of developments that are not visible or has no townscape effects, therefore when the magnitude of change is considered none.

In line with GLVIA3, the assessment considers possible townscape and visual effects at three stages, which will be included as appropriate based on the case-by-case approach and consultation with the Local Authority:

- During demolition and construction;
- Opening Year (Year 1); and
- Following 15 years of occupation (Year 15).

In terms of the Environmental Impact Assessment Regulations, a ‘Major’ or ‘Major/Moderate’ level of significance (Table C) is considered to be a ‘Significant Effect’. In the case of significant adverse effects, efforts will be made to appropriately design the proposal so that the significance of such effects will be prevented or avoided. If the significant adverse effects cannot be completely extinguished at Year 1, then all reasonable efforts should be made to mitigate the remaining townscape or visual effects at Year 15 or pursue off-setting measures.

Table C - Significance of landscape/townscape and visual effects

