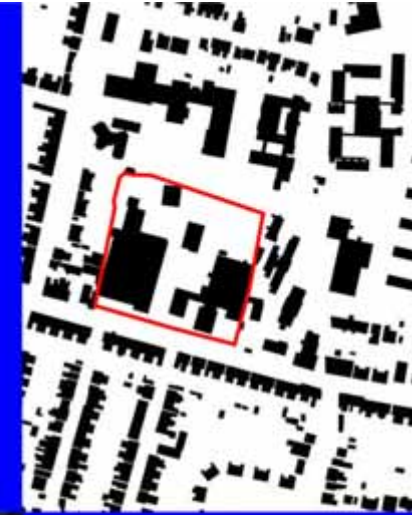




# Robert Sayle Warehouse and Co-Op Site, Mill Road, Cambridge

Development Brief for Proposals Site 7.12 in the Cambridge Local Plan (2006)  
Prepared by the Cambridge City Council Urban Design Team



For the  
approval of  
Cambridge City  
Council  
Environment  
Scrutiny  
Committee  
10<sup>th</sup> July 2007





# Contents

- 1. Introduction and Background 5
- 2. Site Analysis 9
- 3. Planning and Design Guidance 19

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# 1. Introduction and Background



## Introduction and background

The site is identified in the Cambridge Local Plan (2006) Proposals Schedule as 7.12. The site forms a significantly sized brownfield redevelopment opportunity in the Romsey Area of the City. A Development Brief is needed for this site to ensure that a co-ordinated approach is taken to the redevelopment of Proposal Site 7.12 (Former Magnet Warehouse and Priory Motors Group Site) located on Mill Road.

It is intended that this guidance will provide clear and concise guidance on the City Council's redevelopment aspirations for the site as a whole. A co-ordinated approach to site development is supported by Local Plan Policy 3/6 and will help to ensure that the best and most efficient use of the land is made. The guidance will help applicants through providing clear information on the likely form of development acceptable and assist officers and members in the determination of any planning applications that come forward.

Whilst this development brief concentrates

on Proposal Site 7.12, the City Council acknowledges that there may be other redevelopment opportunities in the area most notably land on part of the Brookfields Hospital Site. However it is beyond the scope of this document to include other sites where certainty over their future is not yet known.

## Site Location

The site is located to the north of Mill Road and identified on the site location plan in Figure 1.

## Site Area

1.10 Ha

## Land ownership

The Site is currently in two ownerships (2007). The Stewart Milne Group Ltd owns the former Magnet Warehouse (also known as the Robert Sayle Warehouse). The Co-Op owns the Priory Motor Group Site.



Figure 1: Location plan showing site in the wider city context

Figure 2: Proposal Site 7.12 looking north-west



### Policy designation

This Brief aims to provide an interpretation of the Design Policies contained within the Cambridge Local Plan (2006) to help guide an appropriate form of development on the site. In addition any applicant wishing to advance proposals on this site should pay full regard to the policies contained with the Cambridge Local Plan (2006) as well as other regional and national guidance and policy.

The site is identified in the Cambridge Local Plan under 7.12 of the Proposals Schedule. The proposed use for the site is *‘mixed use housing development and community facilities. Could include a student hostel for Anglia Ruskin University on part of the site in lieu of affordable housing.’* In addition other Policies contained within the Cambridge Local Plan (2006) apply.

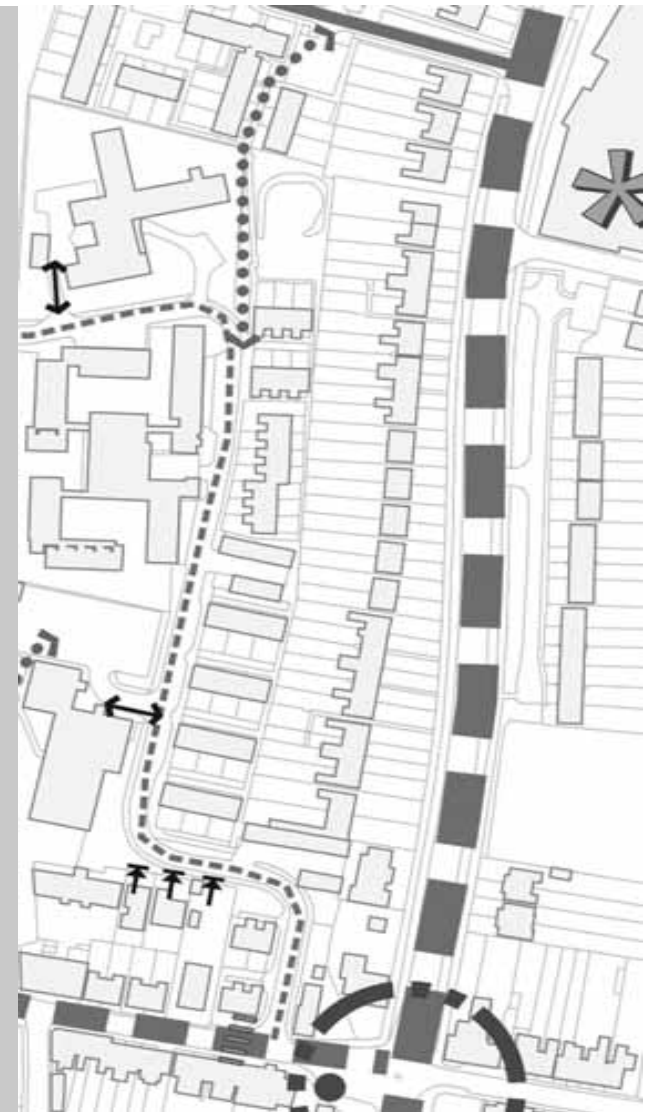
### Document Status

This Development Brief has been the subject of extensive public consultation in March-April 2007 and again in June 2007 prior to consideration by the City Council’s Environment Scrutiny Committee and approval by the Executive Councillor (Environment). This guidance will form a material consideration in the consideration of subsequent planning applications on Proposal Site 7.12 identified in the Cambridge Local Plan (2006).

Figure 3: Figure ground plan showing the site development in 2006



# 2. Site Analysis



### Existing land use

The allocation currently consists of two sites. The former Magnet Warehouse occupies the western part of the site and the former Priory Motors Group Garage occupies the eastern part of the site. Both sites are now disused and awaiting redevelopment. Surrounding land uses are predominantly residential although the Brookfields Hospital Site wraps around the eastern and northern boundaries of the site. Some smaller areas of localised shopping and other services are located to the west of the site at the junction of Mill Road and Vinery Road and also to the east of the site on Brookfields between Montreal Road and Brooks Road.

-  1. Residential
-  2. Health related uses
-  3. Supermarket
-  4. Vacant garage/warehouse
-  5. Allotments
-  6. Mixed use



Figure 4: Land uses in the Mill Road study area

**Site History (1886-2006)**

A study of historic map information for the area has helped to reveal some of the development history of the site. The earliest map reviewed for the site is the 1886 Ordnance Survey. It reveals that there was no development on the site although much of the present road structure is in place and the first stage of the 'sanatorium' has been constructed on the Brookfields Hospital site.

By the time the 1903 Ordnance Survey Second Edition was published the hospital site had been expanded and a Cement & Lime Works were in operation on the land which comprises Proposal Site 7.12. This use occupies the majority of the eastern part of the proposal site with the western part largely clear of development.

The Ordnance Survey Edition of 1927 reveals further development of the Brookfields Hospital site. Proposal Site 7.12 has been further developed as well. The Cement & Lime Works have ceased operation with 'Old Limekilns' marked on

the map. The site is clearly divided into two uses with the property line following the alignment of the boundary which divides the two sites today. The eastern part of the site is occupied by the 'Cam Foundry & Iron Works' and 'Saw Mills' are located on the western part.

By the 1950s the Ordnance Survey Map reveals little change for the 1927 Map with the most notable changes being beyond the site boundary with the development of housing along Brooks Road and Coldham's Lane.

The Magnet Bowl bowling alley on the western part of the site was constructed between 1964-5 and designed by G.M. Vickers Architects. The bowling alley was later converted to a warehouse. The building is referenced in the Cambridge New Architecture of 1970. The garage occupying the Co-Op site was constructed in the late 1960s.

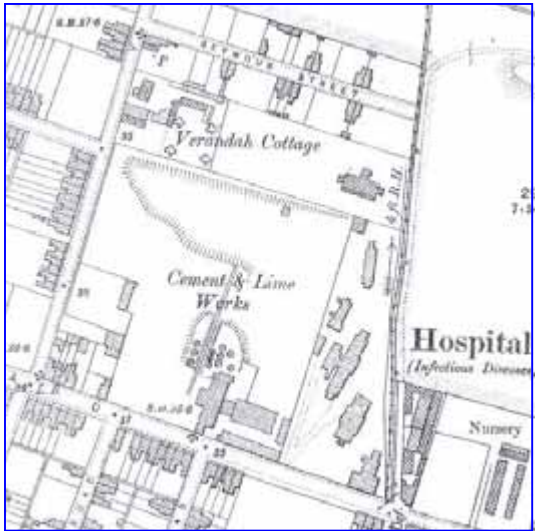


Figure 5: 1903 Ordnance Survey Second Edition (top)  
Figure 6: Ordnance Survey Edition of 1927 (bottom)

## Character Appraisal

In August 2006 the Urban Design Team undertook a comprehensive character appraisal of the area around Proposal Site 7.12. The assessment provides an understanding of the surrounding area through the identification of different character types which aim to extract key elements present in the built fabric and group the ages and types of development through the identification of common elements. The site itself is somewhat unique when compared to the prevailing residential character of the area, the majority of which is 19<sup>th</sup>-20<sup>th</sup> Century terraced housing.

-  Cross section locations
-  1. 19<sup>th</sup>/20<sup>th</sup> Century terraced housing
-  2. 19<sup>th</sup>/20<sup>th</sup> Century mixed use
-  3. Warehouse and showroom buildings
-  4. 1960s/1970s development
-  5. Interwar residential development
-  6. 20<sup>th</sup> Century mixed residential development
-  7. 1920s residential development
-  8. Historic hospital buildings
-  9. Late 20<sup>th</sup> Century hospital buildings



Figure 7: Character Appraisal Map for the Mill Road study area



#### Character Area 1: 19th/20th Century terraced housing

- Predominantly residential with 2 storey Victorian Terraces.
- Continuous building lines with entrances fronting directly onto the street
- Finer grain of development and a higher degree of street enclosure (refer to section C-C)
- Sense of rhythm created by continuous building lines, narrow building plots, frequency of doors and windows and repeated architectural detailing.
- Narrow building plots – typically 4.5m in width.
- Typical street width – 8m
- No vegetation in terms of street trees and landscaped areas
- On street parking.

#### Character Area 2: 19th/20th Century mixed use

- Predominantly turn of the century buildings some later redevelopment such as Ashted Court.
- Typically 2 storeys – Commercial uses situated predominately on street corners.
- Greater variety of building types ranging from smaller units to larger ‘stand alone’ buildings such the Community Centre.
- Breaks in the building lines allows for rear access and servicing.
- Some street trees and other vegetation
- Typical Street width – 13.5m
- Infrequent on street parking

#### Character Area 3: Warehouse/Showroom buildings (Local Plan allocation 7.12)

- Land use consists of vacant warehouse and showroom uses.
- Variations in building line and set back
- Blank inactive facades
- Views into the area are limited and restricted by the scale and massing of the buildings.
- Mill House is a prominent building within the streetscape and is somewhat of a local landmark

Figure 8: Suez Road looking north towards Mill Road

Figure 9: Mill Road looking west

Figure 10: Proposals Site 7.12



#### Character Area 4: 1960s/1970s development

- Buildings typically dating from 1960s and 70s.
- Predominantly 2 storey buildings although some bungalows are present
- Mix of residential, sheltered housing and care homes.
- Fragmented grain of development and poorly defined streets
- Building typologies creates front and back issues
- Street network creates limited levels of permeability
- Pockets of vegetation create a 'greener' feel to the streetscape with some significant trees
- Some on street but predominantly parking courts and garages.



#### Character Area 5: Interwar residential development

- Typically 2 storey inter war housing
- Buildings set back from the street
- Continuous building line
- Modest architecture devoid of ornament
- Vegetation limited to front gardens, no street trees.
- Typical street width 12m
- Mixture of on-street and on-plot parking



#### Character Area 6: 20th Century mixed residential properties

- High variety in styles and ages of properties
- Variations in plot widths have allowed for extensions to many dwellings.
- Fragmented building line and ranging set backs
- Limited vegetation
- Mixture of on-street and on-plot parking

Figure 11: Seymour Street

Figure 12: Suez Road looking south

Figure 13: Seymour Street looking towards Vinery Road



**Character Area 7: 1920s residential development**

- Typically 1920s bay window terrace houses.
- Buildings set back from street behind gardens
- Continuous building line and bay windows creates a sense of rhythm
- Generous set backs create less enclosure (refer to Section A-A)
- Significant street trees frame views. In particular the northern area of Vinery Road contains an avenue of pollarded limes. Typical street width – 13m
- Mixture of both on –street and on-plot parking

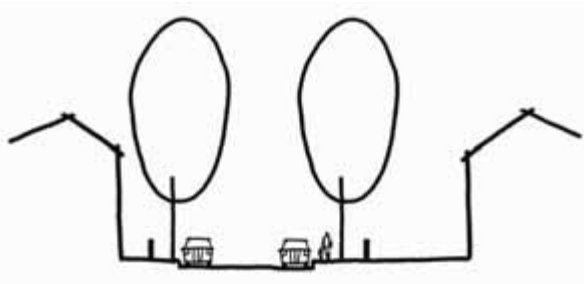
**Character Area 8: Historic hospital buildings**

- Historic hospital buildings dating from the 1880s.
- Sporadic grain of development with fragmented building lines along Mill Road.
- Mill House is a prominent building within the streetscape and is somewhat of a local landmark

**Character Area 9: Late 20th Century hospital buildings**

- Buildings typically date from the 1990s.
- Various health uses with associated car parking.
- Large building footprints.
- Significant mature trees.

**Section A-A (Vinery Road)**



**Section B-B (Mill Road)**



**Section C-C (Suez Road)**

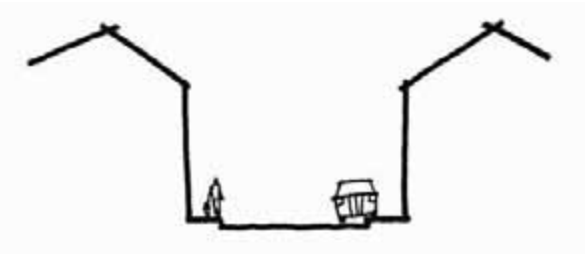


Figure 14: Vinery Road

Figure 15: Brookfields Hospital Site early 20th century

Figure 16: Brookfields Hospital late 20th century

### Existing movement, circulation and access

At present the sites are served directly from Mill Road with frontage access. At present the former Magnet Warehouse has one point of access which serves a car parking area to the rear of the site. The Priory Motors Group Site has three points of access to Mill Road reflecting the former forecourt access requirements. At present the most westerly of the access points provides access to the rear of the site. There are no pedestrian or cycle links through either of the sites. A more generous setback than that which is prevalent to either side of the sites along the Mill Road frontage provides a location for a bus shelter in front of the former Magnet Warehouse.

- |   |                        |   |                            |
|---|------------------------|---|----------------------------|
|  | 1. Primary route       |  | 6. Bus stop                |
|  | 2. Secondary route     |  | 7. Existing site entrances |
|  | 3. Tertiary route      |  | 8. Dropped kerbs           |
|  | 4. Pedestrian routes   |  | 9. Busy junction           |
|  | 5. Pedestrian crossing |  | 10. Key movement generator |

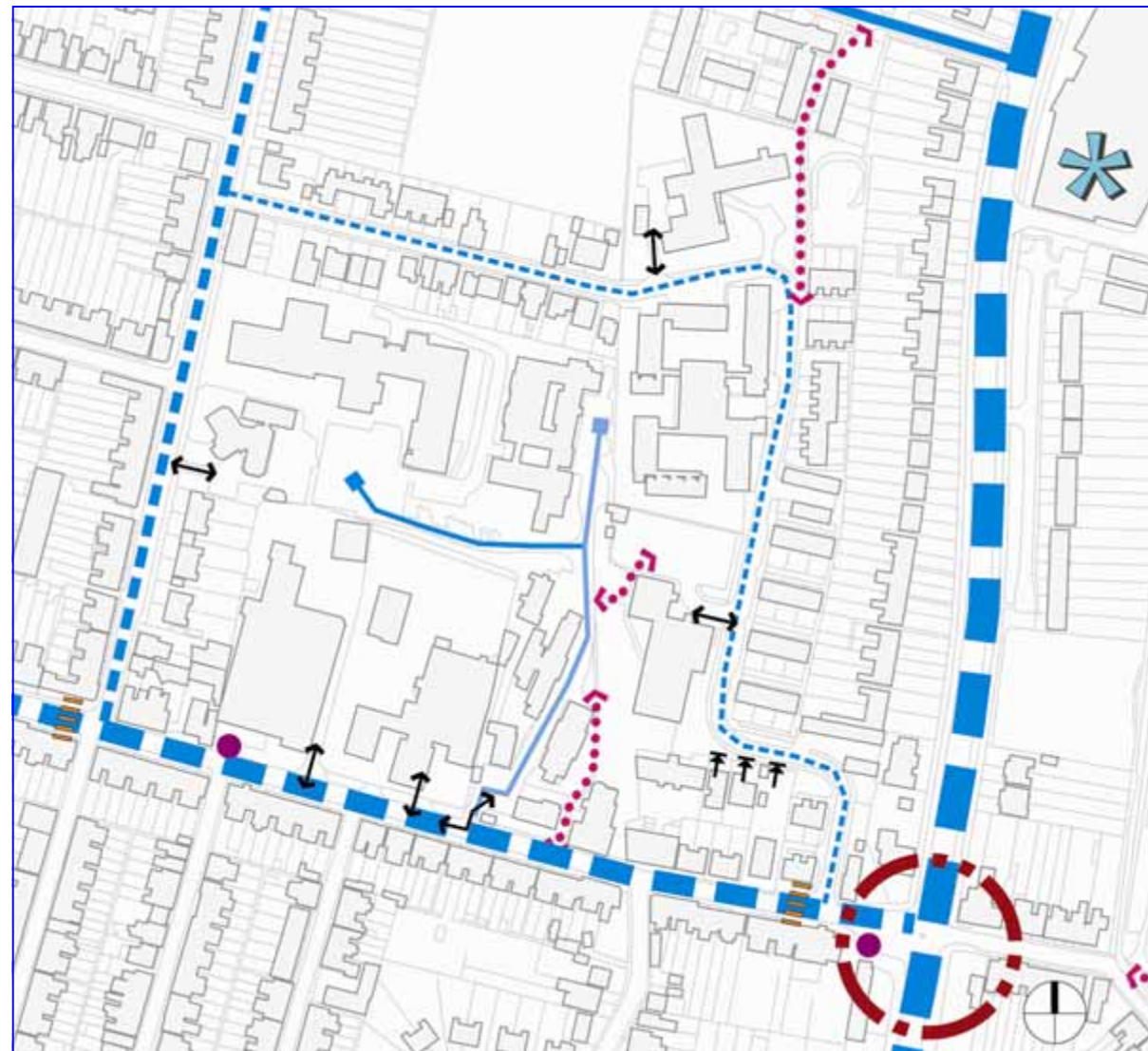


Figure 17: Existing movement, circulation and access in the Mill Road study area

### Existing scale and massing

The area is predominantly residential in character and as a result there is a predominantly domestic scale to the area around Proposal Site 7.12 of around 2 – 2.5 residential storeys. To the north and east of the site is Brookfields Hospital there are a variety of buildings ages and heights. To the north buildings are mainly 2.5 storeys scaling down to 2 storeys and finally down to 1.5 storeys along the eastern site boundary. The exception being the 3 storey building ‘Mill House’ to the Mill Road frontage.

#### NOTE: Building heights

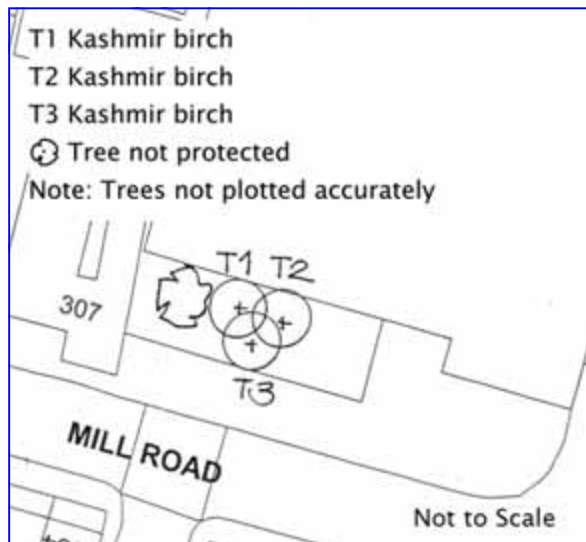
For the purposes of this document assumed storey heights are based on a typical residential storey of 2.70 metres.



Figure 18: Existing building heights in the Mill Road study area

### Tree Preservation Orders (TPOS)

In October 2006 the Cambridge City Council Tree Team undertook an assessment of trees on Proposal Site 7.12 as well as the adjacent Brookfields Hospital Site. As a result of this survey, a number of the trees along the frontage of the former Magnet Warehouse have been given Tree Preservation Orders (TPOS) identified as ‘City of Cambridge (Robert Sayle Magnet Warehouse, Mill Road) Tree Preservation Order No. 25/2006’ and illustrated in Figure 19 below as T1, T2 and T3.



### Listed Buildings and Buildings of Local Interest

The Proposal Site 7.12 does not lie within a Conservation Area. None of the buildings on the Proposal Site 7.12 are Listed nor have any been identified as Buildings of Local Interest (BLI). A reference is made to the former Magnet Warehouse in ‘Cambridge New Architecture’ (1970) as the Magnet Bowl bowling alley built 1964-5.

### Archaeology

No site investigations have been carried out to establish the presence of archaeological remains on Proposal Site 7.12. Any prospective developer should contact Cambridgeshire Archaeology at Cambridgeshire County Council to find out the likelihood of archaeological remains being present on the site and if necessary establish the best course of action for further work and investigation.

### Contaminated Land

No site investigations have been carried out, but given the previous garage use on part of the site, as well as other historic uses there may be a level of contamination present. Any prospective developer should refer to the pamphlet ‘Contaminated Land in Cambridge – A Developer’s Guide’ which provides advice to all persons who are proposing to develop or who are involved in the development of land which may be affected by contamination.

Figure 19: Tree Preservation Orders on the Robert Sayle Magnet Warehouse

# 3. Planning and Design Guidance



## Introduction

The City Council would encourage anyone considering the redevelopment of all or part of Proposal Site 7.12 to have regard to the following planning and design advice in the progression of proposals for the site.

## Land Use

The appropriate uses on the site have been established through the Cambridge Local Plan (2006) which identifies the site in the Proposals Schedule. The Proposals Schedule indicates that part of the site could be safeguarded to include a student hostel for Anglia Ruskin University on part of the site in lieu of affordable housing. Reference should be made to Policy 7/9 of the Cambridge Local Plan (2006) in this regard.

The City Council's preferred development of the site would be for a residential scheme and this is illustrated in the indicative layout contained in this guidance. However, other uses identified in the Proposals Schedule could be

accommodated including, for example a care home (C2 residential use) on part of the site.

## Housing Mix

It is expected that development proposals will accord with Policy 5/5 'Meeting Housing Needs' identified in the Cambridge Local Plan (2006). As such the City Council will seek as affordable housing 40% or more of the dwellings. Further information is contained within the Cambridge Local (2006) and applicants should refer to this in the first instance. Public consultation has revealed a preference for family housing on the site and the City Council would encourage applicants to consider providing a greater proportion of family accommodation as a result.

## Student Hostel

Policy 7/9 along with the Proposals Schedule identifies a number of sites safeguarded for student hostels within the

plan period to 2016. In addition there are a number of sites that could come forward and Proposal Site 7.12 forms one such site. Should a proposal for a student hostel come forward on the site, in lieu of the affordable housing provision, it is expected that the hostel site area will be deducted from the area of the site required as affordable housing with balance of this area then used to meet affordable housing needs.

## Site access

Cambridgeshire County Council, as County Highway Authority has expressed an 'in principle' preference in terms of the location and form of access felt best to serve development on Proposal Site 7.12. Any proposed access should aim to create a 'staggered T-junction' arrangement with the existing junction opposite the site. The preference is for a single point of access to serve both sites but it will be up to the applicants to demonstrate that such a provision is satisfactory in highways terms. It is likely that the most acceptable location

for an access to serve both sites would be to the west of the existing ownership boundary although any application will need to demonstrate that this can work in highway terms and to the satisfaction of Cambridgeshire County Council as Highway Authority.

If the two sites which comprise Proposal Site 7.12 come forward independently of each other then a legal mechanism will be needed to ensure that access to both sites can be achieved without ransoming either party.

With regards to the site itself, the City Council would encourage applicants to develop a clear hierarchy of streets on the site and through this create clear definition of the public realm through the good fronts to backs relationships.

Whilst it is beyond the scope of this brief to require the provision of pedestrian and cycle links beyond the site boundary, public consultation has revealed a desire for the provision of such a route to connect the site through to Seymour Street via

Brookfields Hospital and on to Wycliffe Road. As such the City Council would advocate a layout of buildings and open spaces on the site which should help to safeguard the long term provision of such a link should the opportunity arise.

**Scale, massing and rhythm**

The scale and massing of any proposed development on Proposal Site 7.12 should be informed by the scale and massing of development surrounding the site. To the east, west and south of the site the scale of development is domestic and typically 2-2.5 storeys. For the purposes of this document assumed residential storey heights are based on a typical residential floor to floor heights of 2.70 metres.

With regards to this site, it would seem appropriate that the frontage should be of a similar scale to that on the west side of Mill Road opposite the site. A maximum of 2 residential storeys should limit the height of development along the frontage, although there may be some scope for

some accommodation within the roof-space. The ultimate height of buildings on the Mill Road frontage and to the boundaries of the site should not exceed the established ridge height established by properties opposite the site. Recessed upper floors may reduce the bulk of buildings when viewed from Mill Road.

The rhythm of the terraces opposite the site, in terms of the continuity of the frontage and, at a more detailed level, the ratio of solid (wall) to void (windows and doors) and the way in which they are organised on the elevations, should be used to inform the way in which elevations on this frontage are handled.

Public consultation raised concerns over the ultimate height of buildings on the site and as a result this guidance recommends that 3 residential storeys should be the maximum height allowed. The acceptability of the final height of buildings will be dependent on the treatment of roofs and the scale and massing of development proposals. In any event buildings should be located to prevent privacy concerns



through overlooking of neighbouring properties, or shadowing of existing amenity spaces and private gardens particularly along Vinery Road.

### Building typologies

The City Council would encourage applicants to think about how different building types can be best used to maximise the potential of the site. The prevailing built form in the vicinity of the site are Victorian terrace housing and these should be used to inform an appropriate scale and massing for proposals on the site.

Recent developments in the City, for example at Accordia on Brooklands Avenue, have demonstrated how different building typologies can be used to best exploit the potential of the site. Therefore flats, townhouses and mews/flats over garages may create the best design response to this site and fit in best with the prevailing characteristics of the locale.



### Development Principles

The Development Principles are shown in Figure 23 on the opposite page and illustrate an approach to the development of Proposal Site 7.12.

Public consultation revealed a preference for a larger open space with a frontage on to Mill Road and of a similar size to that at Ditchburn Place located to the eastern end of Mill Road.

Any proposals for development should not result in the overshadowing of existing properties, particularly those along Vinery Road and should not compromise their amenity.

The arrangement illustrated opposite is just one permeation of how the site could be developed. However the guidance contained elsewhere in this Brief should be used to inform an appropriate form of development on the site and in particular the access arrangements, scale and massing and location of open space on the site.

Figure 20: Rustat Avenue 'flats over garages' (top)  
Figure 21: Accordia flats with balconies (middle)  
Figure 22: St Andrew's Park townhouses with garages (bottom)

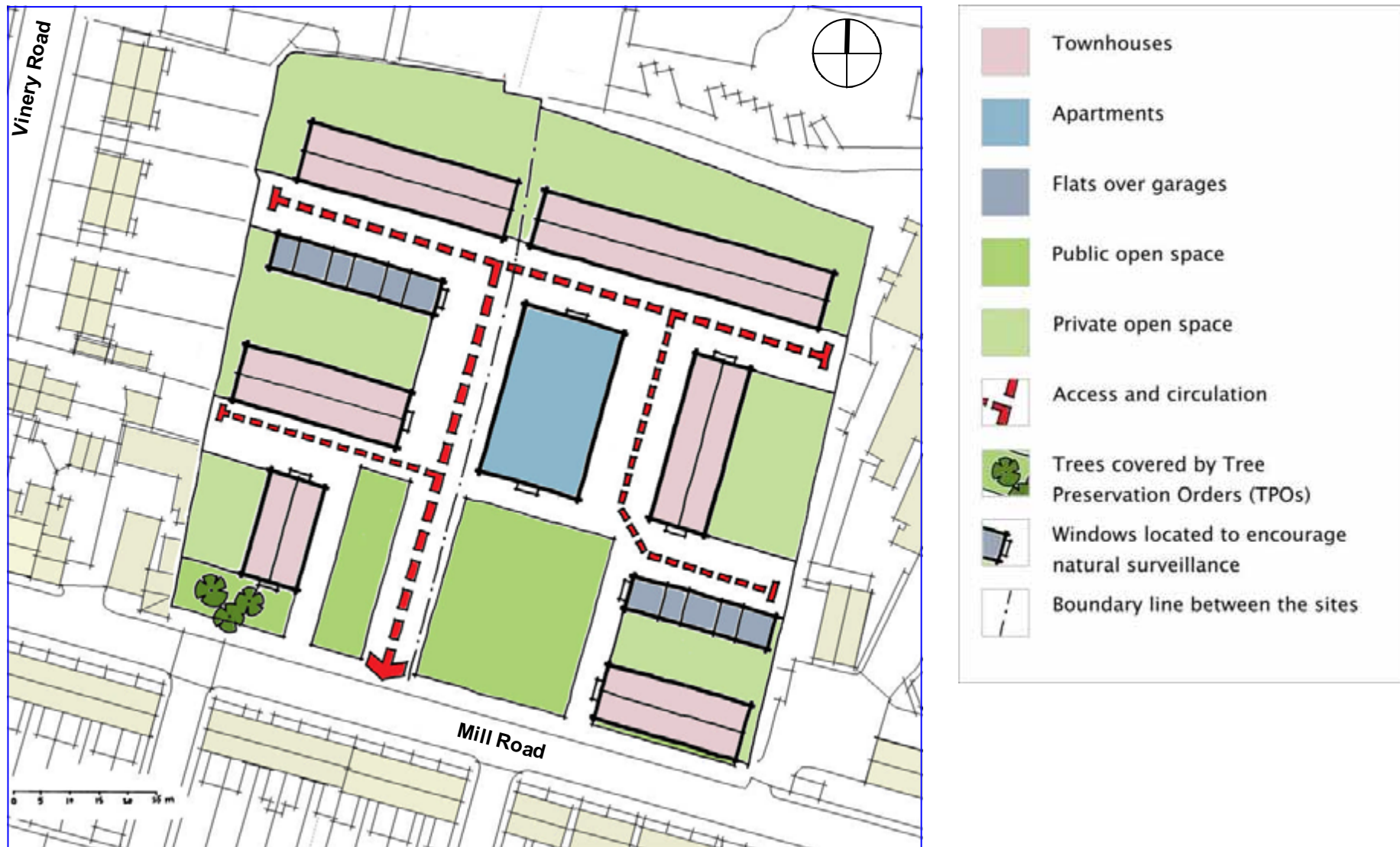


Figure 23: Key Development Principles for Proposal Site  
7.12, Mill Road, Cambridge



Centrally located open space with good natural surveillance similar in scale to nearby Ditchburn Place

3 storey apartments help to define open space



Garden space and trees retained on Mill Road frontage

Recessed upper floor to reduce massing from Mill Road and provide possible balcony locations

Figure 24: Mill Road frontage opposite Proposal Site 7.12 (top)

Figure 25: Retained garden and TPO trees on Mill Road (middle)

Figure 26: Preferred building line along Mill Road (bottom)

Figure 27: Preferred massing approach (right)

### Landscape and Open Space

The provision of Open Space on Proposal Site 7.12 should meet Cambridge City Councils Adopted Open Space standards. It may be appropriate to commute some payments off-site to improve nearby existing facilities. The illustrative layout indicates the City Council’s preferred location for open space on the site which creates a well defined space to serve the new development.

The design of the open space as part of development proposals must achieve a high quality landscape scheme. This can be achieved through a landscape strategy which addresses tree planting, structural and incidental planting, street furniture and materials. The landscape design should identify and help define key approaches into the development and help achieve well defined boundaries between public and private space. Landscape proposals for should seek to retain and incorporate existing significant vegetation.

The trees covered by Tree Preservation



Orders (TPOs) located along the existing frontage on Mill Road should be retained along with the ‘garden area’ around them. If it is not possible to retain the trees, then they will need to be replaced with trees of semi mature trees of the same or similar species and importantly be given the space required to reach maturity. Any application should be in accordance with BS5837 2005 'Trees in relation to construction - Recommendations' and paying close regard to the following clauses 13 & 14 with particular reference to sub-clause 13.1.3 & 13.2.2.

The building line along the Mill Road frontage should be set back to preserve the trees and allow for a more significant linear open space to be created. Such a space will help to green this end of Mill Road, as Ditchburn Place does at the northern end of Mill Road, and act as a buffer between the busy road and the new development area.

Where tree planting is proposed, adequate space and planting conditions should be provided to allow them to achieve maturity. Proposals should consider the inclusion of

Figure 28: High quality open space Västra Hamnen, Malmö, Sweden (top)  
Figure 29: Effective landscape boundary treatments at Vauban, Freiburg (middle)  
Figure 30: Open space at Greenwich Millennium Village, London (bottom)

'forest scale' trees as well as smaller scale species. Planting areas should also be adequate in size to accommodate shrubs.

Where trees are located within hard surfaced areas, the surrounds should be either dry laid granite setts or arbour resin product as appropriate and *not* iron grille surrounds. All trees in hard paving are to have underground guying to avoid unsightly staking. The routing of utilities must be considered in relation to location of street trees and design of open space.

The location of trees and open space should be identified and set out as priority and should not be altered or compromised due to utilities. The materials palette should be of a high quality and durable nature, responding to the character of the particular area.

Street furniture including lighting, boundaries, enclosures and signage should all be considered holistically to ensure a coordinated design.

### **Parking Standards**

Any prospective developer should refer to the Cambridge Local Plan (2006) Appendix C: Car Parking Standards which sets out the maximum levels of car parking permitted for various types of development in different areas of the City. Whilst these standards set out the maximum level of car parking on the site, the location of the development close to a public transport route and the end mix of accommodation on the site should be used to influence the final level of parking appropriate to this location.

A car club could be used to meet some of the car use needs of residents whilst minimising the amount of car parking required on the development through lower car ownership.

When considering the design and layout of car parking on the site, applicants should ensure that parking does not dominate the streetscape or undermine the quality of open space provided within the scheme.

Consideration should also be made of how car parking is related to the different types of dwellings on the site for example through the provision of undercroft or semi-basement parking for flats, integral garaging for townhouses or 'flats over garages' to create mews streets.

### **Cycle Parking**

Any prospective developer should refer to the Cambridge Local Plan (2006) Appendix D: Cycle Parking Standards that set out the minimum requirements for cycling parking for development in the City. The location of cycle parking on development should be both secure and well integrated into proposals.

### **Sustainable Development Guidelines**

Any developer wishing to bring forward proposals for the site will need to meet the sustainability criteria set out in the Sustainable Design and Construction Supplementary Planning Document.



This includes the requirement for 10% of the proposed development's CO2 emissions being met through onsite renewable energy.

It also covers other issues such as reducing water use, sustainable drainage, air quality and other pollution issues, construction waste management and providing adequate internal and external recycling facilities for building occupants.

Details will also need to be submitted for the design of external lighting, to show how it minimises energy use and light pollution.

**Public Art**

The provision of Public Art is required as part of new development schemes. The value of Public Art within the development should be equal to 1% of the capital project costs.

Details of proposed Public Art will be required at the Outline Planning Permission

stage. Further advice is contained within the Cambridge City Council Public Art Strategy.

**Planning Obligations**

Developers will need to comply with the Planning Obligations Strategy at the time the planning application is made.

Applicants are advised to read the 'Advice Note on Planning Obligations' prepared by Cambridge City Council and available to download from the City Council website.

Document prepared by:  
The Urban Design Team  
Department of Environment & Planning  
Cambridge City Council  
June 2007