

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Development and Conservation Control Committee

7th June 2006

AUTHOR/S: Director of Development Services

**S/0542/06/RM – Papworth Everard
Erection of 48 Dwellings, Land South of North Lodge Drive
for David Wilson Homes (South Midlands)**

**Recommendation: Approval
Date for Determination: 16th June 2006 (major application)**

Site and Proposal

1. This 1.36 hectare site is located centrally in Papworth Everard to the east of Ermine Street and lies between the Papworth Hospital complex and the recently completed residential development constructed by David Wilson Homes on the north side of North Lodge Drive.
2. The site is relatively level and has been cleared of previous uses except a remaining workshop on the eastern side of the site to its rear. There are significant tree groups principally on the eastern and southern parts of the site and the parking area used by the Hospital in its south west corner. The southern boundary of the site abuts the Hospital complex and the village hall. To the east is a residential estate on higher ground (Muriel Close/Harnden Way). To the north is the new residential development fronting North Lodge Drive, the first phase of David Wilson Homes overall scheme. To the west are the rear gardens of properties on Ermine Street South.
3. The current reserved matters application, received on 16th March 2006 proposes the erection of 48 dwellings and associated infrastructure works. The density now proposed equates to 35 dwellings per hectare.
4. Reserved matters are siting, design, means of access and landscaping.
5. The proposed housing mix is now as follows:
 - (a) 20 two bedroomed apartments (42%)
 - (b) 12 three bedroomed semi-detached houses (25%)
 - (c) 12 four bedroomed detached houses (25%)
 - (d) 2 four bedroomed linked detached houses (4%)
 - (e) 2 five bedroomed detached houses (4%)

History

6. Outline planning consent was granted for a B1 use of the site in December 1998 for use by the Hospital Trust. However, the Trust was not in a position to take up this business use (initially thought that this site would be suited as a “medi park” research establishment). The land is now surplus to the foreseeable requirements for both the Papworth Trust and the Varrier Jones Foundation and agreement has been reached that a residential redevelopment of the site would be the most appropriate in the circumstances.

7. An outline application for residential use was submitted in February 2004 (under reference **S/0203/04/0**), and granted consent subject to a Section 106 Agreement on 1st October 2004. The obligations included financial contributions towards primary and secondary education facilities, open space provision and maintenance and works to improve the Village Hall.
8. A detailed planning application was submitted by David Wilson Homes for 69 dwellings in July 2004, (under reference **S/1543/04/F**), based largely on the parameters set out by the previous outline application and taking into account the constraints of the site. This application was subsequently formally withdrawn following detailed discussions with the Authority because of the need to address a range of issues including house numbers, design and housing mix and tree retention.
9. A second detailed application was submitted for 58 dwellings (under reference **S/1220/05/F**). This application was refused at Committee in September 2005 for four reasons dealing with the issues of density, alleged shortfall in open space, the inflexibility of proposed parking arrangements and loss of trees covered by the Tree Preservation Order.
10. The density proposed by that application was 42 dwellings per hectare.

Planning Policy Considerations

11. *Cambridgeshire and Peterborough Structure Plan 2003*

- (a) **Policy P1/3** "Sustainable design and built development".
- (b) **Policy P3/1** "Vitality and attractiveness of centres"
- (c) **Policy P5/2** "Re-using previously developed land and buildings"
- (d) **Policy P5/5** "Homes in Rural Areas"

12. *South Cambridgeshire Local Plan 2004*

Papworth Everard is classed as a "limited rural growth" settlement in the adopted 2004 Local Plan. The application site itself is within the defined Village Framework. The following policies apply:

- (a) **Policy SE3** "Limited rural growth settlements". Maximum development of 30 dwellings on unallocated land at a minimum density of 30 dwellings per hectare.
- (b) **Policy SE8** "Village Framework"
- (c) **Policy HG7** "Affordable housing on sites within the Village Frameworks". Up to 50% of the total number of dwellings for which permission may be given.
- (d) **Policy HG10** "Housing mix and design". This requires a mix of units, making the best use of the site and achieving high quality design.
- (e) **Policy RT2** "Provision of public open space in new development"
- (f) **Policy EN5** "The landscaping of new development"
- (g) **Policy EN13** "Protected species"

- (h) **Papworth Everard Policy 5** allocation for mixed uses, including residential on 6.8 hectares in the village centre
- (i) **Papworth Everard Policy 2.** Average density of 25 dwellings per hectare within allocated areas although densities above and below will be sought.

13. *Local Development Framework Submission Draft January 2006*

Policies contained within the submission draft carry limited weight at the moment.

Papworth Everard is identified in **Core Strategy Policy ST/6** as a Group village. Residential development and redevelopment up to a maximum scheme size of 8 dwellings will be permitted within the village framework and exceptionally up to 15 dwellings where this would make best use of a single brownfield site.

Consultations

- 14. **Papworth Everard Parish Council** first response – Objection regarding lack of detail of equipment for the LAP and concern re access roundabout design and appearance. Detailed comments on all aspects of application.

Second response: Change of recommendation to one of approval in light of further information detailing the equipment to be provided in the LAP and assurances from the Developers that they intend to landscape the roundabout in North Lodge Drive. Further information is awaited from the Developers on boundary conveyance and boundary treatment on the perimeter of the site.
- 15. **The Chief Environmental Health Officer** has raised concern re noise during construction and suggested appropriate conditions regarding working hours and an informative on bonfires and the burning of waste.
- 16. **Ecology Officer** - Holding objection regarding the lack of progress on the protection of species within the site. He now suggests a S106 Agreement be completed to translocate a population of cave spiders and that an ecological enhancement scheme is achieved by condition.
- 17. **The Wildlife Trust** - Holding objection until a suitable range of mitigation measures are proposed and agreed. In addition detailed comments/advice regarding mitigation measures.
- 18. **Cambridgeshire Fire and Rescue Services** - Adequate fire hydrants sought via a Section 106 Agreement.
- 19. **Landscape Design Officer** - First response – detailed comments on planting proposals, requests for further information and clarification etc.

Second Response confirms all points addressed where possible.
- 20. **Waste Minimisation Officer** - Site specific comments and suggestions for improved refuse provision re flat block in particular.
- 21. **Hilton Parish Council** - Concerns regarding impact on water run off, increase in traffic movements and need for improved cycle/footpath linkages.

22. **The Trees and Landscape Officer** - First response – No objection provided a “method statement” and detailed arboricultural notes are provided/adhered to. Details of “no dig” foundations etc required.
- Second response – submitted details are acceptable.
23. **English Nature** - No objection. Need to be kept informed of methodology proposed for relocation of cave spiders.
24. **Cambridgeshire Archaeology Officer** - No further archaeological works necessary.
25. **Development Manager – Social Housing** - No information received on the proportion of affordable units.
26. **Local Highways Authority** - Detailed comments on layout and suggested amendments.
- Informal comments re need to reduce impact of roundabout, increase landscaping etc, (discussions ongoing).
27. **Environment Agency** - Objection as the application does not provide full details of proposed surface water methodology.

Representations

28. One letter of objection has been received from number 9 North Lodge Drive. The points raised relate to parking difficulties for residents and visitors and difficulties caused by overspill parking from the adjacent Hospital.

Planning Comments – Key Issues

29. The principle determining issues are identical to those the subject of the last application determined under reference S/1220/05/F and are:
- (a) The principal of a residential redevelopment of the site
 - (b) The acceptability of the proposed number of new dwellings and the density
 - (c) The level of public open space and child's play area provision
 - (d) Boundary treatment to the site and relationships to neighbouring development
 - (e) The retention of significant trees and proposed landscaping of the site
 - (f) The adequacy of proposed bin storage and refuse vehicular access to and from residential units.
 - (g) Ecological considerations with regards important flora and fauna on the site and the need to protect/relocate as necessary and provide mitigation measures.
 - (h) Adequacy of proposed parking
 - (i) Permeability of the site and measures to ensure crime prevention

- (j) Potential contamination on the site, the presence of asbestos and appropriate remedial measures
 - (k) Site drainage
 - (l) Various detailed siting and design issues raised by consultees
 - (m) The need to amend the Section 106 Agreement dated 26th September 2004 in relation to the outline consent granted under reference **S/0203/04/0**.
30. The principle of a residential redevelopment of this site is now established and considered appropriate by the Authority when granting outline planning consent in October 2004 under reference S/0203/04/0. Detailed consideration was given at that time to the Hospitals intention to develop a “medi park” but subsequently the Papworth Trust and the Varrier Jones Foundation confirmed that the land was surplus to their requirements.
31. Given its “brownfield” status, its central location and Local Plan allocation for mixed uses including residential, the site was considered appropriate for residential redevelopment.
32. The density of the site now equates within the current proposals to 35 dwellings per hectare which is substantially less than the first phase of development along North Lodge Drive which was at nearly 60 dwellings per hectare.
33. This further reduction in density is now considered appropriate in a central village location on such a brownfield site which effectively links the higher density flatted units north of North Lodge Drive to the relatively open aspect of the Hospital grounds to the south. It accords with Local Plan Policies SE3 and Papworth Everard 2, which recognises that densities above 25 dwellings per hectare may be acceptable.
34. The specific number of proposed dwellings units has also been reduced from 75 illustratively proposed at the time of the outline application submission to 69 dwellings within the context of application reference S/1543/04, to 58 as part of application reference S/1220/05/F and now to 48 with the current application.
35. These numbers have been reduced significantly in detailed discussions with relevant officers. 42% of the dwellings are 2 bedroomed units, 25% are 3 bedroomed and 29% 4 bedroomed, generally achieving the objectives of adopted Local Plan Policy HG10.
36. The application site now forms a transition between the earlier phase to the north and the more landscaped setting of the Hospital to the south. The layout now opens out towards the Hospital and the Village Hall, making best use of the retained tree cover and proposed open space, residential units varying between 2 and 3 storeys.
37. The overall layout acknowledges the requirements to provide a range of dwellings in terms of type and size as set out above.
38. Public open space is marginally below requirements. However, this figure decreased between the earliest layouts as a part of negotiations as previously many of the protected trees to the east of the site were originally located within an area of open space which was not considered to be particularly functional and are now contained within private gardens. This can be considered as a mitigating factor in considering on-site requirements.

39. The formal child's play area has been enlarged and will be fully equipped.
40. The Section 106 Agreement which accompanied the original outline planning consent incorporated a contribution for community facilities which included playing field, play areas, open space and other areas of like nature.
41. Detailed discussions have taken place with the applicants on the various methods of treating boundaries to the site which now achieves a balance between visual considerations and the need to provide safety and security varying across the site with regards residential to residential boundaries and boundaries to the Hospital and the village hall.
42. The applicants have provided a method statement for the retention and felling of significant trees on the site and to ensure the protection of retained trees during construction.
43. Similarly, further amendments have been made to the proposed landscaping of the site in close liaison with officers in order that the number and type of species are appropriate.
44. The design and location of bin storage areas and refuse vehicular access particularly to the flat block along North Lodge Drive has been redesigned to accord with the Authority's requirements and suggestions.
45. Comprehensive bat and ecology surveys have been prepared by the applicants in close liaison with the Authority, (formal copy of the bat survey yet to be received), and discussions are ongoing to ensure a scheme of ecological enhancement is submitted for approval. This will include details of the features to be enhanced and managed together with species identified and measures for their protection and enhancement during development and for the future.
46. Rare "cave spiders" on the site will be translocated as agreed with the Authority, the requirements for which will be enshrined in an amendment to the Section 106 Agreement.
47. The applicants are required to investigate potential contamination of parts of the site, (including for example the removal of asbestos from the remaining building), and to include remedial treatments in accordance with Condition 8 of the outline planning permission.
48. Proposed drainage from the site has been designed in close liaison with the Environment Agency and meets its requirements,
49. Car parking within the site meets Authority standards, principal parking areas having been redesigned to ensure they are overlooked by as many properties as possible in order to prevent anti-social behaviour and to facilitate ease of access.
50. The applicants have previously made amendments to the proposals to take on board the comments received from the Police Architectural Liaison Officer in order to ensure permeability through the site to ensure safe routes for residents and in design and orientation of dwellings to the public realm to reduce the opportunity for crime.
51. Minor revisions have been made to the layout, road layout and landscaping drawings in response to site-specific points raised by consultees on detailed design.

52. The proposed apartment block on North Lodge Drive has been redesigned in terms of changes to fenestration, the use of materials and strengthening vertical features in order to provide a more attractive entry to the site and to reflect Phase 1.
53. The applicants are continuing discussions with the Local Highways Authority in order to reduce the visual impact of the roundabout access to the site by the removal of the chevrons and other more urban features and to landscape the top of the island.
54. Affordable housing is not required. The S106 Agreement dated 23rd September 2004 requires the provision of public amenity land, education contribution and community contributions in lieu of affordable housing.
55. The concerns of the Environment Agency are noted, however, Condition 5 of the outline planning permission requires full details of surface water drainage to be submitted and agreed before development commences.

Recommendation

56. Approval of reserved matters in accordance with outline planning permission ref S/0203/04/O, dated 1st October 2004 and to the following additional conditions:

The following conditions are recommended:

1. Public open space and LAP provision
2. Landscaping scheme and implementation
3. Boundary treatment
4. Bin storage/refuse vehicular access
5. Ecological enhancement
6. Scheme of mitigation and translocation for cave spiders
7. Details of materials for hard surface areas within the site

Informatives

1. Environment Agency and Environmental Health comments.

Reasons for Approval

Although the proposal does not accord exactly with South Cambridgeshire Local Plan 2004 Policies SE3 (maximum of 30 dwellings on unallocated land) and HG7 (provision of affordable housing), it is considered that the following material considerations warrant approval of the reserved matters application:-

- (a) The principal of the residential redevelopment of the site having been established by outline planning permission S/0203/04/0
- (b) The site comprises part of an allocation for mixed use development, including residential
- (c) Redevelopment of a brownfield site in a central location of a limited rural growth settlement at a density in excess of 30 dwellings per hectare and providing a mix of sizes and scales of units including a substantial proportion of 2 bedroomed units

- (d) Contribution achieved to a community facility in lieu of provision of affordable housing
- (e) In all other respects the proposed is considered generally to accord with the following development plan policies:
 - (a) **Cambridgeshire and Peterborough Structure Plan 2003**
P1/3 Sustainable design in built development, **P3/1** Vitality and attractiveness of centres, **P5/2** reusing previously developed land and buildings and **P5/5** Homes in Rural Areas
 - (b) **South Cambridgeshire Local Plan 2004**
SE3 Limited rural growth settlements, **SE8** Village Frameworks, **HG10** Housing Mix and Design, **RT2** Provision of public open spaces and new development, **EN5** The landscaping of new development, **EN13** Protected species
 - (c) **Papworth Everard 5** Village centre allocation
 - (d) **Papworth Everard 2** Densities

The proposal is not considered to be significantly detrimental to any of the planning considerations raised during the consultation exercise and set out above and these are:-

- (a) Loss of a site with a permitted employment use
- (b) The retention of existing trees on the site
- (c) The amenity of neighbouring residential properties
- (d) Density
- (e) Public open space provision
- (f) Housing design and layout

Background Papers: the following background papers were used in the preparation of this report:

- Cambridgeshire County Structure Plan 2003
- South Cambridgeshire Local Plan 2004
- Local Development Framework submission draft January 2006
- Application files S/0203/04/0, S1543/04/F, S/1220/05/F and S/0542/06/RM

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