

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee
AUTHOR/S: Planning and New Communities Director

7 November 2013

S/1480/13/FL – PAPWORTH EVERARD Resurfacing of land and temporary use for hospital parking purposes till April 2017

**at Land at junction with Elm Way, Ermine Street North
(for Guiseppe Marinelli, Papworth Hospital)**

Recommendation: Delegated Approval

Date for Determination: 23 September 2013

Notes:

This Application has been reported to the Planning Committee for determination because the recommendation of the Parish Council conflicts with the recommendation of officers.

Members will visit the site on 6 November 2013.

Site and Proposal

1. The application site formerly hosted the Village Stores (shop) building, which has subsequently been demolished leaving a vacant site with grass and tarmac surface and varying land levels. The site falls within the village framework and Conservation Area of Papworth Everard and is affected by Site Specific Policy SP/10 (Site 2 - Papworth Everard West Central). There is a Tree Preservation Order affecting the mature sycamore tree to the south-east corner of the site.
2. The application seeks planning permission for temporary use of the site as a car park in connection with the car parking needs of Papworth Hospital. The use is sought until April 2017 after which it is envisaged that the hospital will be relocated to the Cambridge Biomedical Campus. The single entry and exit point to the car park would be via the existing access along Elm Way and the proposed parking area would be resurfaced with gravel parking bays and surrounding tarmac circulation areas.

Planning History

3. Planning permission (S/2606/11) and Conservation Area Consent (ref not found) were approved for the demolition of the former Village Stores at 15 Ermine Street North.
4. Planning permission S/1479/13/FL was recently granted for a 12-bed inpatient ward facility at Papworth Hospital. The increased pressure on existing parking provision of the main hospital site as a result of this

development and general demand is an issue that is recognised by Papworth Hospital and they have shown commitment to securing further land off-site for non-essential staff parking, as required by condition 9 of this planning permission.

Planning Policy

5. The **National Planning Policy Framework** promotes a presumption in favour of sustainable development having regard to the soundness of the development plan and the policies therein. It confirms that planning obligations should only be sought where they are necessary to make the development acceptable in planning terms; they directly relate to the development; and are fairly and reasonably related in scale and kind to the development.

Local Development Core Strategy 2007:

6. ST/3 Re-Using Previously Developed Land and Buildings

South Cambridgeshire LDF Site Specific Policies, DPD, 2010:

7. SP/10 Papworth Everard Village Development

South Cambridgeshire LDF Development Control Policies DPD, 2007:

8. DP/1 Sustainable Development
DP/2 Design of New Development
DP/3 Development Criteria
DP/4 Infrastructure and New Development
DP/6 Construction Methods
DP/7 Development Frameworks
NE/6 Biodiversity
NE/9 Water and Drainage Infrastructure
NE/14 Lighting Proposals
NE/15 Noise Pollution
TR/1 Planning For More Sustainable Travel
TR/2 Car and Cycle Parking Standards

South Cambridgeshire LDF Supplementary Planning Documents (SPD):

9. District Design Guide SPD – adopted March 2010
Development Affecting Conservation Areas SPD - adopted January 2009
Landscape in New Developments SPD – adopted March 2010
Trees and Development Sites SPD – adopted January 2009

Proposed Submission Local Plan (July 2013)

10. S/7 Development Frameworks
TI/2 Planning for Sustainable Travel
TI/3 Parking Provision

CONSULTATIONS

11. Papworth Everard Parish Council – Recommends refusal. " This proposed development is in the village centre and is part of the LDF West Central Site Specific Policy area. However, parish council has no objections, in principle, for this site to be used, temporarily, as a Papworth Hospital car park. The parish council's objections are on more detailed matters - the extent of the car park, the way it intrudes on the street scene, and the lack of landscaping and screening that is proposed in the application.

12. A characteristic of Ermine Street North is that the frontages of the buildings are set well back from the edge of the road. This historic feature has been maintained in recent developments – e.g. the Pendrill Court complex and, further north, the new housing opposite the playing field. It is our council's contention that it would be a bad precedent to allow any development – even a car park to extend beyond the present building line. The present proposal extends parking well forward of the building line, almost to the back of the footway along the western edge of the road. It is essential to maintain the existing building line in order to prevent any future development on the site using the edge of the car park as a reason to breach this limit. (Our council notes that an area used for car parking in the past, at the south-western corner of the development, is excluded from the current proposals. It is not clear why the car park cannot extend in this direction, instead of westwards towards Ermine Street North).
13. A few years ago, when the hospital was using the gravel-covered area south of Pendrill Court (opposite the current application) as a car park, there was a considerable public outcry at the appearance of a mass of parked cars in the centre of the village. Therefore due the effect on the street scene, our council believes there is inadequate screening and landscaping proposed in the current proposal. There should be more physical screening (e.g. 5ft close-boarded fencing) – at least along the eastern and northern sides of the car park to hide it from the residents of Jubilee Green and Ermine Street North. And, even though this is a temporary car park, the screening and car park should be softened by landscape planting.
14. Presumably, it would be most convenient for pedestrians, approaching from the direction of the hospital, to enter the car park at its south-east corner. Therefore, there must be an entrance and footpath provided at that point. Anything that can be done to make the car park more useable must be done."
15. Local Highway Authority - Recommends conditions in relation to: a traffic management plan, surface water drainage and bound material. The Highway Authority also requests that the proposed temporary car park ceases being used 21 days after completion of the hospital ward extension and the permanent car parks are operational. The applicant should also confirm when the proposed use of the temporary car park ceases.
16. Tree Officer - Recommends a condition to ensure a scheme of no-dig construction to be submitted to and approved by the LPA within the Root Protection Area of the TPO tree which is to be determined in accordance with BS 5837 2012.

Representations

17. A local resident (address not given) has raised concern over potential anti-social use of car park and recommends that a gate is installed.

Planning Comments – Key Issues

18. The main issues to consider in this instance are:
 - a) the principle of the development
 - b) visual impact

- c) protected trees
- d) highway issues

Principle

- 19. The proposed car park is justified on the following basis by the NHS: "Several future developments are planned on the site at Papworth Hospital which will result in the temporary loss of much needed parking for hospital staff. This new car park with 69 spaces is extremely important to enable the proposed future developments to take place which are required to satisfy urgent clinical need."
- 20. The need for the temporary car park is considered to be justified and its use, in principle, is not objected to by the Parish Council. The development is not strictly in accordance with the aims of Site Specific Policy SP/10 which are to ensure "the continued invigoration of the village centre with community uses, employment and housing development." However, its use would be linked to an existing employment site and is considered to be justified on a temporary basis given the parking constraints on the existing Hospital site outlined by the applicant in their supporting Parking Strategy Statement.
- 21. A condition is recommended to secure the cessation of the temporary car park use after April 2017, along with a scheme to agree the remaining surface condition of the land.

Visual Impact

- 22. The comments of the Parish Council concern the visual intrusion of the car park upon the local area and it is agreed that the original proposed car park would intrude upon the street scheme to a harmful extent by virtue its projection beyond the prevailing soft, green frontage along this section of Ermine Street North. This concern has been relayed to the applicant and amended plans have been negotiated to reduce the extent of car parking away from the front boundary of the site adjoining Ermine Street North. This is considered to significantly reduce the visual intrusion of the development beyond the surrounding green boundaries fronting the street.
- 23. Low height fencing is proposed to the boundaries of the site to provide some screening to the car park, and the final details of this are recommended to be agreed via condition. A gate has also been added to the plans to address concerns raised in relation to anti-social behaviour. The final details of this gate are recommended to be agreed under the suggested boundary treatment condition.
- 24. Consequently, subject to the recommended conditions, the development is considered to have an acceptable visual impact upon the Conservation Area in accordance with Policies DP/2, DP/3 and CH/5.

Access

- 25. Pedestrian access to the car park is limited and constricted in the current plans. A condition is recommended to agree convenient pedestrian routes particularly from the footpath along Ermine Street North.

Protected Trees

26. The tree officer has recommended a suitable condition to ensure that the works to the surfacing of the car park do harm the protected root area of the protected sycamore tree. This condition is agreed.

Highway Issues

27. The comments of the Highway Authority are acknowledged and the recommended conditions regarding surface water drainage and bound material are agreed; however, a site traffic management plan is not considered necessary in this instance given the scope and area of the site to accommodate construction vehicles. A condition is recommended to ensure the cessation of the car park use after April 2017.

Conclusion

28. The scheme is considered to be justified on a temporary basis and improvements to the scheme have been secured to address concerns regarding the visual intrusion of the development upon the local area. Subject to recommended conditions, the proposal is found to accord with relevant South Cambridgeshire LDF Development Control Policies DPD, 2007.

Recommendation

29. **Approval, as amended, subject to the following conditions:**
- (a) Approved plans
 - (b) Cessation of use after April 2017 and the surface condition of the land to be agreed.
 - (c) Boundary treatment (including gates)
 - (d) Tree protection (including no-dig)
 - (e) Pedestrian access route/s
 - (f) Surface water drainage

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

- South Cambridgeshire Local Development Framework Core Strategy (adopted January 2007)
- South Cambridgeshire LDF Development Control Policies DPD (adopted July 2007)
- South Cambridgeshire LDF Site Specific Policies, DPD (adopted January 2010)
- South Cambridgeshire LDF Supplementary Planning Documents (SPD)

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