

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Planning Committee

04 June 2014

**AUTHOR/S:** Planning and New Communities Director

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<b>Application Number:</b>	S/1066/13/OL
<b>Parish(es):</b>	Fulbourn
<b>Proposal:</b>	Development Brief for the redevelopment of the Fulbourn Hospital and Ida Darwin Hospital.
<b>Site address:</b>	Ida Darwin Hospital and Fulbourn Hospital, Fulbourn Old Drift, Fulbourn, Cambridge, CB21 5EE
<b>Applicant(s):</b>	Cambridge and Peterborough NHS Foundation
<b>Recommendation:</b>	Endorsement of the Development Brief
<b>Key material considerations:</b>	Impact on the Openness of the Green Belt and the Conservation Area.
<b>Committee Site Visit:</b>	Yes
<b>Departure Application:</b>	No
<b>Presenting Officer:</b>	Katie Parry
<b>Application brought to Committee because:</b>	It relates to an outline application for a major site and the Officer's recommendation conflicts with that of the Parish Council.
<b>Date by which decision due:</b>	15 <sup>th</sup> August 2013

### Executive Summary

1. The Ida Darwin and Fulbourn Hospital sites are located in Fulbourn Parish and have been identified through the Development Control Policies DPD as a Major Developed Site in the Green Belt (Policy SP/9). This allows for the re-development of the sites subject to a set of criteria. A Development Brief has been submitted as part of the outline application for the redevelopment of the Ida Darwin Hospital site. Members are asked to consider the Development Brief only at this stage; the outline application is the next item on the Agenda, and will be considered then, subject to the decision on the Development Brief.

2. The Development Brief outlines the principles which, it is proposed, will guide the development of the Fulbourn and Ida Darwin Hospital sites. The Development Brief will form a material consideration when subsequent planning applications are considered. The Development Brief will not form part of the Development Plan, which is the legal starting point for decision taking but will be recommended as a condition on any subsequent outline planning permission, if granted. The Members are asked to endorse the Development Brief for the Fulbourn and Ida Darwin Hospital sites.
3. The Development Brief came before Members at the January Committee. Members deferred the item for further consultation with the Parish Council and to seek changes to the scheme. Since then Officers have re-consulted the Parish Council and Fulbourn Forum and worked with the applicants to amend the outline application. Members should be aware that the Development Brief being considered here is the same as the one considered at the January Planning committee.

### **Planning History**

4. **S/1066/13/OL** – Approval is sought for a. A development brief for the Fulbourn and Ida Darwin hospital sites and b. Outline Planning Permission for the redevelopment of the Ida Darwin Hospital site with up to 180 dwellings (C3) including affordable housing, a 70 unit Extra Care facility (C2) with access and associated works, open space and landscaping, following the demolition of existing buildings on site. – PENDING CONSIDERATION
5. In addition there is extensive planning history relating to the sites use as a health facility. It is not considered that these are relevant to the Development Brief.

### **Planning Policies**

#### *National Planning Policy Framework*

6. Paragraphs 18 to 22 – Building a strong, competitive economy  
Significant weight should be placed on the need to support economic growth through the planning system. To achieve economic growth, local planning authorities should plan proactively to meet the needs of business.
7. Paragraph 79- 92 Protecting Green Belt land  
The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. Inappropriate development is by definition harmful to the Green Belt. Exceptions to inappropriate development include the limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use, which would not have a greater impact on the openness of the Green Belt and the purpose of including land within than the existing development.
8. Paragraphs 126 to 141 Conserving and enhancing the historic environment  
Local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

### *Local Development Framework*

9. Core Strategy DPD (Adopted January 2007):
  - ST/1 – Green Belt
  - ST/2 – Housing Provision
  - ST/3 – Re-Using Previously Development Land and Buildings
10. Local Development Framework Site Specific Policies (Adopted January 2010):
  - SP/9 – Fulbourn and Ida Darwin Hospitals
11. Development Control Policies DPD (Adopted July 2007):
  - DP/1 – Sustainable Development
  - DP/2 – Design of New Development
  - DP/3 – Development Criteria
  - DP/5 – Cumulative Development
  - DP/7 – Development Framework
  - GB/1 – Development in the Green Belt
  - GB/2 – Mitigating the Impact of Development in the Green Belt
  - GB/4 – Major Developed Sites in the Green Belt
  - CH/1 – Historic Landscapes
  - CH/5 – Conservation Areas
12. Proposed Submission – Local Plan (July 2013):
  - S/4 – Cambridge Green Belt
  - NH/8 Mitigating the Impact of Development in and adjoining the Green Belt
  - NH/9 Redevelopment of Previously Developed Sites and Infilling in the Green Belt
  - NH/14 – Heritage Assets
  - E/7 – Fulbourn and Ida Darwin Hospitals
13. Supplementary Planning Documents:
  - Development Affecting Conservation Areas – adopted 15 January 2009
  - District Design Guide – adopted 2 March 2010

### **Consultations**

14. **Conservation Manager** – Comments relate to the Development Brief dated October 2013. The building to the North West of the Lodge and the Cranked Building have a higher level of interest than the Development Brief acknowledges. Views across the site and the Green Belt have been underplayed through the Development Brief. Concern raised regarding the transition from the parkland to the development (figure 21, Page 42) will have harmful impacts on the conservation area. It encroaches on the open area in the southern part of the site through the position of its potential redevelopment plots and the car parking areas. The open sweep of parkland across the southern part of the conservation area will be affected and the sense of separation from Cherry Hinton will be reduced.
15. The Conservation Manager has made the following comments on the revised Development Brief (December 29013). It shows a better transition between the parkland and the built form with single storey buildings fronting the parkland. The revised Development Brief has addressed the concerns raised about the development (car parking) in the Parkland area of the site. This is now located within the development plots. Previous comments in relation significance of views and importance of specific buildings still remain. These are points of professional difference.

16. **Principal Urban Designer** – Comments relate to Development Brief dated October 2013. Concern raised regarding the lack of detail on the masterplan (figure 21, Page 42) An indication of the building heights, building mass and car parking should in the different zones should be shown as part of the masterplan. Car parking should preferably be located within the building groups, any car parking within the parkland frontage and side should be small, with cars beneath trees to protect the parkland setting.
17. The Principal Urban Designer has made the following comments on the Development Brief (December 2013). In principle the amendments have been welcomed. All future interpretations of Figure 21 must be made in light of the design principles on page 41 to ensure an acceptable form of development in this visually sensitive parkland setting. The incorporation of the car parking within the development plots is welcomed as this creates a more compact development and reduces concerns about the potential impacts of car parking on the parkland setting.
18. **Fulbourn Parish Council** – Recommends Refusal – Objections are specific to the Outline Application. The layout and density shown doesn't reflect the garden village concept which was consulted on, the density and layout are inappropriate development or an edge of village location. The green wedge separating the developed area from the green open space has been eroded by the westward creep of housing and is now insufficient to compensate for loss of green belt land. Strongly object to the inclusion of a 70 bed extra care facility, as it would put an unacceptable burden on the health centre, it is too remote from the village facilities for potential residents. Object the height being 3 storeys; this is not in keeping with the existing predominately single storey built form. Would require it to be demonstrated that there would be no adverse visual impact (flying balloons). The soil and archaeological surveys are both desk-top study's feel that these should be full surveys at this stage. Concern regarding drainage issues as there has been numerous instances of water and sewage overflows, the present facilities are not adequate for existing housing, without the further impact of this development. Concern regarding the traffic impacts and the results of the traffic survey as they bear no resemblance to the reality on a daily basis. Concerned that any measures introduced to manage traffic flow should be in keeping with the rural environment
19. **Fulbourn Forum** – Objection to:
- The demarcation line for the proposed new housing;
  - The proposed redevelopment will significantly reduce the openness of the Green Belt and the purposes of the Green Belt are not maintained;
  - The number of houses proposed on the site should be significantly reduced;
  - The density proposed is too high for the rural, edge of village location;
  - Concern about the level of car parking provided on site and that this will lead to on-street parking and informal parking on open space;
  - The proposed gardens are too small;
  - The services in Fulbourn village do not have sufficient capacity to cope with the additional needs of the Ida Darwin Development;
  - Inappropriate location for the Extra Care facility, due to the distance from shops, health centre, library, churches, chemist, recreation ground and social events etc. and its proximity to the railway line; concern regarding the increased traffic generation; proposed development is too large, the number of houses proposed should be reduced;
  - The site is unsustainable as it is too far away from the facilities in the village;
  - Cycle parking provision is insufficient;

- Concerned that the proposed SUDs drainage system will be ineffective due to site levels and blockages that will occur;
  - Provision of household bins and recycling containers has not been fully considered through the application;
20. The following supportive comments and suggestions were made:
- The provision of allotments is supported however concern is raised regarding their location, due to soil quality, water retention and access;
  - Support the opportunities for biodiversity enhancements and would like to see this extended to the gardens and streets;
  - Provision should be made for a community orchard and or the inclusion of fruit and nut bearing trees within the site.

### **Representations**

21. 28 no. responses have been received these predominately relate to the outline planning application and are summarised in the next item. 23 no. responses were received which supported the Fulbourn Forum' comments. Other representations which are relevant to the Development Brief are summarised below:
- The proposed 'Green gap' is insufficient;
  - Impact on the openness of the Green Belt;
  - The extra care facility is located too far from village services, the building is too large and too high;
  - Urbanisation of a rural village;
  - Other more suitable sites should be explored in the village for development rather than the Ida Darwin site;

### **Planning Comments**

#### **Site**

22. Both the Ida Darwin Hospital site and the Fulbourn Hospital site are located outside of the Development Framework of Fulbourn in the countryside and are also located within the Cambridge Green Belt. They are designated as Major Developed Sites in the Green Belt under the Local Development Framework policy GB/4 and are the subject of site specific policy SP/9. Emerging Local Plan Policy NH/9 also says that redevelopment of Green Belt sites and Infilling in the Green Belt the Council would seek to ensure that redevelopment will be limited to that which would not result in a greater footprint unless there are significant environmental improvements; the existing height of the built development being exceeded and there being a greater impact than the existing development on the openness of the Green Belt. Emerging Policy E/7 is specific to the redevelopment of the Fulbourn and Ida Darwin Hospitals. This allows for the redevelopment of the existing built footprint of the Ida Darwin Hospital into a different configuration, of residential development on the Eastern part of the Ida Darwin site and the transfer of part of the building footprint to the Fulbourn Hospital and the creation of a green wedge on the western part of the Ida Darwin site.
23. The Ida Darwin hospital site is located directly to the West of the Village of Fulbourn and between Fulbourn Old Drift to the South and the railway to the North. An Award Drain bisects the site from North to South broadly on the line of the existing access into the site. The site is a previously developed site there are buildings across the extent of the site, the buildings are dated and in a relatively poor state of repair. The current buildings are predominately single storey but there are some 2 storey buildings and some single storey buildings are taller than is typical of a single storey building.

This is due to the medical use that currently occupies the site. The building heights currently on the site are between 4.8metres and 7.7metres.

24. The Fulbourn hospital site is located to the North of Cambridge Road and to the South of the same railway line. It is adjacent to Cherry Hinton to the West including the Tesco store situated at its North West corner. It is separated from the Ida Darwin site by the 3 storey Capital Park office development and the Victoria House hospital Building. The entire site is within the Fulbourn Hospital Conservation Area with the Southern portion of the site largely undeveloped and laid to grass. There are a number of mature trees on site primarily towards the perimeter and in a band running north to south down the centre of the site. The Northern proportion of the Fulbourn Hospital site is characterised by clusters of dated buildings which are no longer fit for purpose for the Hospital use.
25. Fulbourn Conservation Area consists of three distinct parts, comprising the historic village centre, an area 0.5 miles to the north west of the village that is focussed around the former Fulbourn Waterworks of 1885 and another area 1.25 miles west of the village focussed around the former Fulbourn Hospital of 1858.

### **Policy Background**

26. The Fulbourn and Ida Darwin Hospital Site have been identified through the existing and emerging Local Planning Policies as Major Developed Sites in the Green Belt. The Development Plan currently consists of the Core Strategy DPD (adopted January 2007), Development Control Policies DPD (adopted July 2007) and Site Specific Policies DPD (adopted January 2010).
27. The National Planning Policy Framework (March 2012) and the Proposed Submission Local Plan (July 2013) are material planning considerations in decision taking.
28. Policy GB/4 includes the Fulbourn and Ida Darwin Hospital site as a Major Developed Site in the Green Belt. Para 3.11 requires that a Development Brief, adopted as a Supplementary Planning Document, is required for this site. Emerging policy E/7 also requires Development Briefs for this site to be submitted to and approved by the Local Planning Authority prior to granting of planning permission.

### **Status of the Development Brief**

29. The Development Brief has been prepared by the applicant in consultation with the Local Planning Authority. However, there is a legal process for the adoption of SPDs, in this case, this has not been followed. It is not considered appropriate to adopt the Development Brief as an SPD; however the purpose of policy GB/4 has not been harmed as there has been public consultation on the document. Additionally, it sets the criteria against which the sites can be redeveloped. It will be used to ensure that development is acceptable and will be used in assessing any future outline, reserved matters and full planning applications. The Development Brief is being considered by members before the grant of planning permission.
30. The Development Brief is not submitted as a planning application and therefore is not presented to Members for 'determination'. It cannot be 'approved' for the purposes of permitting development and its endorsement would not confer in itself any right to use the land for the purposes proposed or for any development to start on site. It could however be a condition of any subsequent planning permission granted that its principles are adhered to.

## Summary of the Development Brief

31. The Development Brief summarises the main constraints and opportunities for both the Ida Darwin and Fulbourn Hospital Sites. The main environmental constraints and opportunities for the Ida Darwin site are:
  - The Green Belt views across and into the site
  - Existing trees on the site and their retention where possible
  - The railway line to the north of the site and the associated noise impact
  - The awarded drain and gas main which run south to north through the centre of the site
  - Biodiversity enhancement of the site
32. The main environmental constraints and opportunities for the Fulbourn Hospital Site are:
  - It is located within the Fulbourn Conservation Area
  - The Green Belt views across and into the site
  - The open parkland to the south of the site
  - Existing trees on the site which should be retained where possible
  - Surface water management
33. The retained hospital uses for both the sites will be consolidated onto the Fulbourn Hospital site, whilst retaining the parkland setting and character to the south. The Ida Darwin site is proposed to be redeveloped for residential development; the development is to be concentrated to the east of the site adjacent to the existing Fulbourn village.
34. All the buildings on the Ida Darwin site are proposed to be demolished. Some buildings on the Fulbourn site which are no longer fit for purpose and are not capable of economic adoption are also proposed to be demolished. The buildings which are proposed to be demolished are: Windsor, Cedars, Burnet and PGME Leisure and potentially the Energy Centre and Beechcroft. The Development Brief indicates that the Trust will require circa 40% of the Ida Darwin footprint to be reallocated to the Fulbourn site to meet the needs of the health provision.
35. The Development Brief sets the following design principles for the Fulbourn Hospital site:
  - Maintain the park like ambience of the whole site;
  - Maintain the largely undeveloped character to the south of the site and connection to the green space beyond the site near Cherry Hinton;
  - Enhance parkland character;
  - Provide clearer circulation;
  - Reduce the dominance of traffic within the healthcare environment;
  - Maintain and enhance the important open spaces within the site;
  - Protect the most important trees;
  - Carefully consider the transition between the built development and the parkland to the south;
  - Enhance the biodiversity potential of the site;
  - Substantially enhance the tree belt along the western boundary to provide separation with Cherry Hinton;
  - Open up views and access at eye level between the east and west sides of the hospital along the historic western boundary of the hospital;
  - Ensure new buildings are of appropriate scale and maintain views of the Water Tower of Victoria House;

- Explore opportunities for greater physical and visual connection with Capital Park.
36. The Development Brief sets the following design principles for the Ida Darwin Hospital site:
- Establish a clear and visual open green wedge at the western end of the site;
  - Maintain the well treed character of the site;
  - Provide clear circulation, and legibility;
  - Provide “outward” looking housing that relates to the area around it, and forms part of the village;
  - Locate any large scale built elements appropriately;
  - Avoid overlooking /overshadowing the neighbouring residential areas;
  - Extra Care provision to be at the heart of the development, as an integral part of the new community;
  - Enhance the biodiversity value of the site.

### **Assessment of the Development Brief**

37. The Development Brief sets out the quantum of development currently on both sites and gives an indication of the percentage of space which the Trust will require to be consolidated to the Fulbourn site of 40%. The remaining footprint will be used for the residential development on the Ida Darwin site, in accordance with policy GB/4 and SP/9.
38. The Development Brief sets out a number of design principles which will inform the future Masterplanning process for the Fulbourn Hospital site and the Outline and Reserved Matters applications for the Ida Darwin Hospital site. These can be found in section 6.0 of the Development Brief and are detailed above. The Design Principles established here are generally supported by the Urban Design consultee.
39. The indicative building heights are generally acceptable, with the taller buildings restricted to the areas where they are more appropriate. However concern has been raised by the Principal Urban Designer in terms of building heights as the document does not include reference to the height of a storey. Concern would be raised, by the Principal Urban Designer, if the floor to ceiling heights were in excess of the commercial buildings located on Capital Park office development site.
40. It is considered that the design principles of page 41 (in particular; enhance the parkland character, carefully consider the transition between the built development and the parkland to the south and ensure new buildings are of appropriate scale and maintain views of the Water Tower of Victoria House) would ensure appropriate building heights on the site. Notwithstanding this, clarification on the likely storey height has been sought from the applicants.
41. The Conservation Manager’s comments highlight a difference in professional opinion regarding some of the buildings on the Fulbourn Hospital site which are proposed to be demolished. As confirmed above although there are some areas of professional disagreement, the amendments made and included in the December 2013 Development Brief have been welcomed by the Conservation Manager. The transition of building heights from single storey along the Parkland to the three storey adjacent to Capital Park and considered appropriate and the conservation manager considers that this will protect the parkland setting.

42. Objections have been raised to the inclusion of the Extra Care Facility on the site, this forms a design principle for the Ida Darwin site. The Extra Care Facility has been included due to the large level of demand for such facilities in this area of the district, and this provision is supported by the Housing Officers.
43. This report is seeking the endorsement of the Development Brief for the Fulbourn hospital and Ida Darwin hospital sites. The document will inform the future development of the site and will be a material consideration in the determination of future planning applications for both the Ida Darwin and Fulbourn Hospital sites. Officers would expect to recommend a planning condition on any subsequent permission, if granted, to ensure the principles endorsed are carried through and adhered to reserved matters details.

### **Extent of Development**

44. Objections have been raised in regard to the extent of development of the Ida Darwin Hospital site. The objections centre on the difference between what is currently proposed and the plan that was put before the Inspector at the Examination in Public of the Site Specifics Policies Development Plan Document (DPD). The extent of development being put forward through the Development Brief and the outline application do extend further than the plan put forward at the examination. However, the Inspectors report on the policy states that “development roughly along the lines shown at the examination would be appropriate”. If the Inspector had felt it necessary to delineate the extent of the development appropriate they would have been able to do this through a modification to the DPD. This did not happen and officers feel that the proposal put forward meets the aims and objectives of the policy in keep the western part of the site free from development.

### **Conclusion**

45. The Development Brief for Ida Darwin Hospital and Fulbourn Hospital provides guidance for the consideration of future applications for both the sites. This document will be a material consideration on future planning applications. Additionally it will be recommended as a condition on any future outline applications.
46. The document sets the framework for how the two sites will be developed in the future within the constraints of its location as a Major Developed Site in the Green Belt. The Development Brief demonstrates that the health uses will be consolidated on the Fulbourn Hospital; including the re-development and replacement of several buildings, the parkland setting to the south of the site should be retained and the building heights should allow views to Victoria House and preserve the openness of the Green Belt. The Ida Darwin site is proposed to be redeveloped for residential use; this is the subject of an outline application which is the next item on the Agenda depending on the outcome of this item.

### **Recommendation**

47. **Members are invited to endorse the Development Brief as a material consideration for all subsequent planning applications.**

### **Background Papers**

Where [the Local Authorities \(Executive Arrangements\) \(Meetings and Access to Information\) \(England\) Regulations 2012](#) require documents to be open to inspection by members of the public, they must be available for inspection: -

- (a) at all reasonable hours at the offices of South Cambridgeshire District Council;
- (b) on the Council's website; and
- (c) in the case of documents to be available for inspection pursuant to regulation 15, on payment of a reasonable fee required by the Council by the person seeking to inspect the documents at the offices of South Cambridgeshire District Council.

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Development Framework Core Strategy DPD (adopted January 2007)
- South Cambridgeshire Local Development Framework Development Control Policies DPD (Adopted July 2007)
- South Cambridgeshire Local Development Framework Site Specific Policies DPD (Adopted January 2010)
- Planning File Ref: S/1066/13/OL
- Documents referred to in the report including appendices on the website only and reports to previous meetings.

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