

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

3 December 2014

AUTHOR/S: Planning and New Communities Director

Application Number:	S/2005/14/FL
Parish(es):	Great Shelford
Proposal:	Erection of a Hospice Building with Associated Education Centre, Provision of Hard Surfaced Parking Areas, Landscaping and Associated Works and Infrastructure following Demolition of Existing Outbuilding
Site address:	Caius Farm, Cherry Hinton Road, Shelford Bottom
Applicant(s):	Arthur Rank Hospice
Recommendation:	Delegated Approval
Key material considerations:	Green Belt/ Countryside Landscape Character Highway Safety Trees and Landscaping Neighbour Amenity
Committee Site Visit:	Yes
Departure Application:	Yes
Presenting Officer:	Karen Pell-Coggins
Application brought to Committee because:	Departure and need to refer to Secretary of State
Date by which decision due:	17 November 2014 (Extension of Time)

Executive Summary

1. This proposal is for a new hospice located in the Green Belt within a cluster of development approximately 2 km to the south east of the city of Cambridge and 2.4 km to the north east of the village of Great Shelford. The proposal would represent inappropriate development that is, by definition, harmful to the Green Belt in policy terms. It would also have a visual impact on the Green Belt and countryside but this is not considered to significantly harm the character and appearance of the area as the development would be satisfactorily mitigated by existing and proposed landscaping. The site is not in the most sustainable location but this harm is limited given that there

would be direct access via a new footpath/cycle route to the Babraham Road Park and Ride site adjacent the site to give a choice over the means of travel. The development would not cause harm to landscape character, important trees and hedges, biodiversity interest, flood risk, highway safety or the amenities of neighbours. The need for a new hospice to replace the existing premises of the applicant is serious given that the population of the district is expected to increase by 80% between 2010 and 2031. A large number of sites have been considered for the site and the proposed site is deemed appropriate to meet the specific criteria of the applicant. Therefore, on balance, the public benefits of the scheme in respect of the provision of a hospice for the Cambridge area on this particular site are considered represent very special circumstances that outweigh the harm to the Green Belt through inappropriateness due to encroachment and a loss of openness in addition to other limited visual harm.

Site and Proposal

2. The site is located outside the Great Shelford village framework and within the Green Belt and countryside. It is situated in cluster of development known as Shelford Bottom at the junction of the A1307 Cambridge to Haverhill road with Cherry Hinton Road leading to Fulbourn and Cherry Hinton and Hinton Way leading to Great Shelford. It lies to the west of Cherry Hinton Road approximately 2km from from Addenbrookes Hospital.

The site measures 0.84 of hectare in area and currently comprises a small, single storey derelict agricultural building, an area of grassland and and large number of trees/scrub. The existing entrance to the site is to the north off an access road west of Cherry Hinton Road. The Babraham Road Park and Ride site is located to the north. The Beechwood School and a Brethren Church lie to the west. A pair of dwellings are situated to the south. The Gog Magog Golf Club lies on the eastern side of Cherry Hinton Road. The site lies within Flood Zone 1 (low risk).

3. This full planning application, received on 18 August 2014 as amended, proposes the erection of a new hospice building for Arthur Rank Hospice charity to replace the existing facility within the city of Cambridge.

The layout of the development would consist of a single T shape building on the western and southern areas of the site with parking in the northern and eastern areas. The building would be split into sections to create public and private areas as follows: - i) In-Patient Unit/Offices; ii) Day Therapy Centre; iii) Community/Education Area; and iv) Energy Centre/Service Yard.

The in-patient unit/offices would be accommodated within the part of the building that would be orientated north to south along the western part of the site. It would measure 69 metres in length, 16.5 metres in depth and have a two storey height of 11 metres with a part monopitch roof and part flat roof. 24 beds would be provided.

The day therapy unit, community/ education area and energy centre/ service yard would be accommodated within the part of the building that would be orientated east to west across the southern part of the site. It would measure 63 metres in length, 26.5 metres in depth at it widest point and have a two storey height of 10 metres with a part monopitch roof and part flat roof. A detached single storey canopy would be situated to the north to mark the entrance to the building from the car park.

The materials of construction would be render and timber boarding for the walls and zinc and sedum for the roofs.

A public garden would be provided to the south of the day therapy centre and a decked area would be provided to the south of the community/education area. Private external spaces would be provided either side of the in-patient unit.

The car park would consist of 50 spaces including 8 disabled spaces. The car park would also be used as an event area for the charity. There would be a new pedestrian link to the adjacent Park and Ride facility to the north that would lead to the entrance of the building. There would be a new vehicular access off Cherry Hinton Road on the eastern boundary of the site.

The existing trees and landscaping on the boundaries of the site would be retained as far as possible or replaced except at the point of access. New trees and landscaping would be provided within the car park and surrounding the building.

Planning History

4. S/2286/14/FL - Provision of Footpath/Cycleway and Lighting - Pending Decision
S/1539/14/E1 - Request for Screening Opinion for Hospice Development - EIA Not Required
5. **South Cambridgeshire Local Development Framework (LDF) Core Strategy DPD, adopted January 2007**
ST/1 Green Belt
6. **South Cambridgeshire Local Development Framework (LDF) Development Control Policies DPD, adopted July 2007**
DP/1 Sustainable Development
DP/2 Design of New Development
DP/3 Development Criteria
DP/7 Development Frameworks
GB/1 Development in the Green Belt
GB/2 Mitigating the Impact of Development in the Green Belt
NE/1 Energy Efficiency
NE/3 Renewable Energy Technologies in New Development
NE/4 Landscape Character Areas
NE/6 Biodiversity
NE/11 Flood Risk
NE/12 Water Conservation
NE/14 Lighting Proposals
NE/15 Noise Pollution
CH/2 Archaeological Sites
TR/1 Planning for More Sustainable Travel
TR/2 Car and Cycle Parking Standards 102
TR/3 Mitigating Travel Impact
7. **Submission Local Plan (March 2014)**
S/4 Cambridge Green Belt
S/7 Development Frameworks
HQ/1 Design Principles
NH/2 Protecting and Enhancing Landscape Character
NH/4 Biodiversity
NH/8 Mitigating the Impact of Development In and Adjoining the Green Belt
NH/14 Heritage Assets
CC/1 Mitigation and Adaptation to Climate Change
CC/3 Renewable and Low Carbon Energy in New Developments

CC/4 Sustainable Design and Construction
CC/6 Construction Methods
CC/8 Sustainable Drainage Systems
CC/9 Managing Flood Risk
SC/5 Hospice Provision
SC/10 Lighting Proposals
SC/11 Noise Pollution
SC/12 Contaminated Land
TI/2 Planning for Sustainable Travel
TI/3 Parking Provision

8. **South Cambridgeshire LDF Supplementary Planning Documents (SPD):**

Trees & Development Sites SPD - Adopted January 2009
Landscape in New Developments SPD - Adopted March 2010
Biodiversity SPD - Adopted July 2009
District Design Guide SPD - Adopted March 2010

Consultation by South Cambridgeshire District Council as Local Planning Authority

9. **Great Shelford Parish Council** – Recommend approval of the building and landscaping and comments that the addition of another access on to this part of Cherry Hinton Road where cars are slowing and turning into the Golf Club could lead to further accidents and we would like to see a reduction in the speed limit on this part of the road to 40 miles per hour.
10. **Planning Policy Team** - Comments that the proposal is contrary to national and local policy being inappropriate development in the Green Belt. The harm to the Green Belt must be assessed and weighed against the benefits of the proposal in terms of community well-being and health. If the benefits clearly outweigh the harm, very special circumstances will exist to justify granting planning permission for the development. There is a new policy in the Submission Local Plan in relation to hospices that states that a proposal in the Green Belt would have to demonstrate exceptional circumstances, in particular why it would not be able to locate outside the Green Belt. It had two objections during consultation- one was from Addenbrookes in relation to wider healthcare facilities that is not relevant to this proposal and the other was from the applicants of this development that has requested hospices to be considered on land outside of development frameworks. It is considered that the policy is appropriate as it stands and cannot imply where exceptions can be made to Green Belt policy without specific evidence supporting a particular site that has not been forthcoming through the plan making process.
11. **Urban Design Officer** - Comments that there are a lot of requirements to meet in this building on a limited site and budget which has perhaps led to some issues. The building is very large for the plot and leaves limited options for siting but placing the taller element along the rear boundary makes sense and the relationship between the development and the neighbouring properties does not cause undue concern. The overall siting and massing is acceptable but the building floor plate appears overly complicated especially for the entrance wing. The entrance could be improved and possibly located to a more prominent location facing the new entrance to the site. The energy centre would be better located in a less prominent location so that it is not the first impression of the building at the entrance to the site. The pedestrian link from the Park and Ride to the entrance to the building is not ideal as it does not follow the desire line. Access for bedrooms to private gardens is welcomed but some are close

to the car park. The overall contemporary design and simple detailing with a restrained palate of materials is supported.

12. **Landscape Design Officer** - Has no objections and welcomes the retention and enhancement works proposed around the boundary of the site and the green roofs of the building. Has some concerns in relation to the large area of unnecessary paving to the north of the main entrance and recommends soft planting works to break up this mass of hard surfacing. Suggests conditions in relation to hard and soft landscape works, tree and hedgerow protection measures, boundary treatments, surface water drainage, external lighting, refuse storage, cycle parking, bat and bird nest boxes and hedgehog and inset houses.
13. **Ecology Officer** - Has no objections and comments that the ecological assessment provides no significant constrain to the development. Requires a condition to secure ecological enhancement in line with the recommendations set out in the report.
14. **Environmental Health Officer** - Comments are awaited.
15. **Contaminated Land Officer** - Comments that the site has been developed for agricultural purposes and has a sensitive proposed use (residential). The Ground Investigation Report uses commercial land use screening values for the purposes of risk assessment and this should use residential values to reflect the proposed use. Recommends a condition for a detailed scheme for the investigation into contamination and a remediation method statement for any contamination found.
16. **Environment Agency** - Comments that the Council should assess the application in relation to flood risk and surface water drainage issues. Requires a condition in relation to contamination. Requests informatives with regards to surface water drainage, foul water drainage, pollution control and watercourses.
17. **Anglian Water** - Comments that the sewerage network has the capacity for the flows from the development.
18. **Local Highways Authority** - Has no significant concerns in relation to the development in terms of the layout and physical access. Requests an informative with regards to works to the public highway.
19. **County Transport Assessment Team** - Has no objections and comments that there is sufficient highway capacity to support the development. Requires conditions in relation to the provision of a new pedestrian link between the site and Park and Ride site and a travel plan to encourage the use of more sustainable modes of transport. .
20. **County Historic Environment Team** - Requires a condition to ensure that the site is subject to an archaeological investigation in order to preserve any important archaeological remains.

Representations

21. **Design Enabling Panel** - Had concerns that the site planning had not made the most of the opportunities offered by the brief and the site. The mix and variety of the activities in the facility combined with the high number of parking space required has driven much of the planning. The result is that the scheme lacks a sense of place externally and internally. Alternative design form massing and detail have been investigated but the panel felt that the overall outcome is unresolved.

The layout of the pedestrian route from the Park and Ride approach can be improved and better defined. A clear link to the building's front entrance should be considered to address desire lines. Landscape features or structures should break up the mass of parking areas.

The front entrance is not focussed upon the vehicular access and visitors arriving from the vehicular entrance and footpath would be faced with blank walls. The quantum of external space for parking and servicing is disproportionate to the space for gardens.

The massing of the in-patient building with a dominant wall and building above is of some concern but this impact would be dependent upon landscaping to ensure that it has a domestic environment. The connections and movements between the differing parts of the building were questioned. The 'Scandinavian' feel was not coming through effectively and daylight penetration, internal views, flowing spaces and communal spaces are important elements that should be further developed. The shallow pitched roofs limit the choice of materials but zinc is considered fairly industrial and out of character with the domestic feel.

22. **Cambridge Past, Present and Future** - Considers that the the location of the new hospice, well screened and close to Addenbrookes and with its unobtrusive design is acceptable in principle. Appreciates the benefit to the community and that extensive searches have taken place to identify alternative sites but very special circumstances should be demonstrated to justify why this development is necessary in the Green Belt.

Recognises the value of the proximity of the site to Addenbrookes for this type of care. Welcomes the retention of existing trees along Cherry Hinton Road and the buffer to provide screening. The low elevation and palette of high quality materials is good for this sensitive site. Pleased to see solar pv cells and a combined heat and power system together with natural ventilation. The location next to the Park and Ride site gives significant potential for staff and visitors to access the site by public transport and cycling. Welcomes a Travel Plan coordinator to encourage more sustainable modes of transport. However, has some concerns with regards to the joint use of the Park and Ride for visitor parking and if this was taken up on other sites given that the capacity is based upon the demand of visitors to the city centre.

23. **Gog Magog Golf Club** - Supports the new hospice but is concerned about the speed of traffic on the road. Considers that the speed limit should be reduced or a mini roundabout at the Park and Ride to slow traffic down. Comments that there have been a number of incidences of vehicles hitting the fence when travelling too fast from the roundabout and this is a concern for the hospice entrance.

24. **Applicants Agent** - Comments that in this instance the requested design changes in relation to the route of the footpath link across the car park and complexity of the floor plate of the entrance wing are not able to be implemented. However, there is considered to be reasoned justification for the proposal as submitted.

A more direct pedestrian route across the car park on the desire line would reduce the number of parking spaces provided with the development from 50 to 37. This would lead to undue pressure upon the spaces at the adjacent Park and Ride site. It would also complicate the parking arrangement for visitors to the hospice that are likely to be in a high emotional state and not fully focused upon pedestrian hazards. The current layout aligns the pedestrian crossing points with car parking spaces to help make pedestrian movements and crossing points more obvious to car drivers. A

revised layout would reduce the opportunities to provide more planting and soft landscaping features within the car park to break up the mass of hard landscaping. The benefits of directly aligning the pedestrian crossing route are considered to be limited and this would outweigh the disadvantages of making such a change to the design.

The entrance wing has been deliberately designed in this manner to minimise the external impacts of the building and to help with way finding both from the car park and also within the building. It is broken down into three elements, the largest being the reception/visitor area and education centre. This ensures that the entrance block is visible and easily located whether entering the site via the park and ride or from the vehicular access on to Cherry Hinton Road. The simple entrance canopy provides shelter and guides visitors to the entrance. The smaller elements of this wing (the energy centre and day therapy) step back and have lower flat roofs to reduce the impact and mass of the new Hospice in views from within the site and within the wider landscape. The form of this wing has also been designed so as not to appear unduly overbearing when viewed from the adjacent Chandos Farm Cottages that lie to the south of the site. The plan form has been generated to create a defined circulation spine, which makes it easy to find the way to the Day Therapy area or the In Patient unit beyond.

Planning Comments

25. The key issues to consider in the determination of this application are whether the proposal would represent inappropriate development that is, by definition harmful to the Green Belt in policy terms; whether the proposal would cause any other harm through its impact upon the character and appearance of the area, biodiversity, trees/landscaping, flood risk, highway safety and neighbour amenity; and whether any very special circumstances can be demonstrated that would clearly outweigh any harm to the Green Belt through inappropriateness or other harm identified.

Principle of Development in the Green Belt

26. Paragraph 87 of the National Planning Policy Framework 2012 (NPPF) states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 88 continues by stating that when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
27. Paragraph 89 states that the erection of new buildings are inappropriate development in the Green Belt unless they are buildings for agriculture and forestry, provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it, the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building, the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces, limited infilling in villages, and limited affordable housing for local community needs under policies set out in the Local Plan, or limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development. The erection of a

new hospice building on this site would not fall under any of the exceptions listed under paragraph 89 of the NPPF and would represent inappropriate development that is, by definition, harmful to the Green Belt in policy terms. Substantial weight is attached to this in principle harm.

Other Harm

Character and Appearance of the Area

28. The erection of the new hospice building would result in encroachment of development outside the village framework and into the Green Belt and countryside. However, the erosion of the Green Belt in terms of its function in the separation of Cambridge and the surrounding villages would be limited given that it would not result in encroachment outside the curtilage of the former agricultural holding that comprises a small single storey building and an area of grassland into open arable land. It should also be noted that a significant proportion of undeveloped land would be retained between the site and the city of Cambridge and the site and the village of Great Shelford.
29. The development would lead to the loss of openness through the erection of a building that would be significantly larger than the existing building on the site. This would result in result in a visually intrusive development in the Green Belt. However, the openness of the Green Belt in this location is restricted given that the site is located within a cluster of development that includes a church, school, park and ride site and golf club at the junction of a number of roads and is very well screened by from public views.
30. The site is located within the East Anglian Chalk Landscape Character Area. The distinctive features of this area are the gently undulating arable landscape with large fields bounded by hedges and occasional small groups of woodland. The development is considered to be compatible with the existing landscape qualities of the area as it would not result in the loss of arable land or woodland. The development would be well screened from short and long distance public views due to the existing vegetation on the site and the immediate surrounding area and the development is not therefore considered to have an unacceptable impact upon landscape character.

Design Considerations

31. The layout of the site with the siting of the building on the western and southern parts of the site and the car park, vehicular access and footpath/cycle link on the northern and eastern parts of the site is considered appropriate as this would ensure that the building is located away from the boundaries where public views are limited, the noisier area is away from neighbours and and that there is good accessibility to public transport links and the main roads.
32. The scale of the building is considered satisfactory in relation to the context of the area. Whilst it is acknowledged that the building is significant in size and covers a large proportion of the site, it is not considered to be disproportionate to the area due to 73% of the site being covered by landscaping and the car park. Although the height would be above that of a normal two-storey domestic building, it is considered satisfactory as it would be similar to the height of surrounding developments and the screening on the site and not result in an unduly visually dominant development from public views. It is also considered acceptable for the users of the building given that

the entrance wing would be subservient in height to the in-patient unit and more domestic in scale and the in-patient unit would be set back from the car park and screened by landscaping.

33. The T shaped form and contemporary design of the building are supported. The form of the building would follow the shape of the site and the inpatient wing would match the linear form of surrounding developments. The design would be modern and contemporary in comparison to the design of surrounding development but is not considered to be out of keeping with the character and appearance of the area the surrounding developments have a variety of designs and the proposal would represent a building of its time. The mass of the building has been reduced by the introduction of flat roof links that visually reduce the bulk of the building and break it down into different sections. The materials are considered of high quality and appropriate to the character of the area given that the upper section of the area would have a natural appearance with the use of timber. The use of zinc for the roofs is suitable given that agricultural buildings often comprise materials such as metal profile sheeting for roof.
34. The comments of the Urban Design Officer and Design Enabling Panel in relation to the route of the pedestrian link across the car park to the new footpath and complex design of the entrance wing are noted. However, there is considered to be reasoned justification why these design elements cannot be incorporated into the scheme and therefore the submitted plans are judged acceptable.
35. The comments of the Landscape Design Officer and Urban Design Officer in relation to the mass of hard landscaping adjacent to the new vehicular access to the site are currently being considered.

Trees and Landscaping

36. The site comprises a number of trees and landscaping that independently are not of a high quality but as a whole are significant to the visual amenity of the area. The majority of the planting around the boundaries of the site would be retained and enhanced to ensure that the development would not result in the loss of important landscaping that makes a positive contribution to the rural character and appearance of the area. Whilst the planting within the central part of the site would need to be removed to make way for the development, new planting would be carried out to soften the impact of the development upon its immediate surroundings.

Biodiversity

37. The existing habitats on the site for wildlife consist of trees and hedges, grassland, scrub and a derelict building. Potential ecological constraints to the scheme include the presence of nesting birds, reptiles, foraging bats and hedgehogs. Mitigation measures to ensure the development would not result in the loss of any important habitats are vegetation clearance outside the bird nesting season or bird nesting checks outside this time to ensure that any nests are protected and lighting kept to a minimum to minimise the potential for disturbance to bats. A condition should be attached to any consent to seek ecological enhancements such as bat boxes, bird nest boxes, bird feeding stations, log piles and insect boxes.

Flood Risk

38. The site lies within Flood Zone 1 (low risk). There are no watercourses within close proximity to the site and the risk of flooding from fluvial sources is therefore considered low. The principal risk of flooding to this site is from surface water run-off. The development would significantly increase the impermeable area of the site. The proposed method of surface water disposal is via soakways located in the car park and away from the building that is the preferred SUDS option. They would be of the recommended size to accommodate a 1 in 100 year rainfall event plus 30% allowance for climate change. The surface of the car park would be constructed from permeable materials. These measures would ensure that the development would not increase the risk of flooding to the site and surrounding area.

Highway Safety

39. A new access to the site is proposed off Cherry Hinton Road close to the roundabout on the A1307. This is a busy road with a 60 miles per hour speed limit that leads to the adjacent Park and Ride Site and the villages of Cherry Hinton and Fulbourn. The position of the access is considered acceptable and an access width measuring 6 metres and vehicular visibility splays measuring 2.4 metres x 120 metres in both directions would accord with Local Highway Authority standards given that traffic data has been submitted that shows the speed of vehicles to be lower than the current speed limit. The development would generate 54 traffic movements at peak times and the highway network would have the capacity to cope with the proposed increase in use. The development is not therefore considered to be detrimental to highway safety. It should be noted that the applicants have offered a contribution towards a reduction in the speed limit to 40 miles per hour up to the Park and Ride site but this is not required to make the development acceptable in planning terms.
40. The development would provide 50 vehicle parking spaces including 8 disabled spaces. The Council's vehicle parking standards require 1 space per 4 staff plus 1 space per 3 daily visitors for developments under class C2 hospitals and 1 space per residential staff plus 1 space per 3 bed spaces for class C2 nursing and convalescent homes. The requirement for vehicles parking on the site for hospital would therefore be a maximum of 79 spaces and for a hospital use and a maximum of 14 spaces for a nursing convalescent home use. Although a hospice does not fall under either of these uses, it is considered more closely related to a hospital given the demands for care and the number of staff required. Whilst it is acknowledged that the number of parking spaces provided within the development is short of the maximum spaces required for a hospital use, this level of vehicle parking is considered acceptable in this case given that the predicted demand based upon the existing hospice would be a maximum of 57 spaces for all staff and visitors arriving by car. It should be noted that this is a worst case scenario as some people arriving by car may have been passengers rather than drivers. The education centre on site is unlikely to generate a high vehicle parking demand as the majority of students would cycle, walk or use public transport for access. Permission has also been granted for use of the adjacent Park and Ride site for overspill parking on an ad-hoc basis and there are a range of modes of transport available to access the site.
41. The site is not located in the most sustainable location being situated 2 km outside of the city of Cambridge and 2.6 km from the village of Great Shelford. However, it is considered fairly sustainable location given that it is located immediately adjacent a Park and Ride site that provides a regular bus service to Cambridge and within close walking distance of bus stops on Babraham Road that provides a regular services to Cambridge, Haverhill and Sawston. There is also a cycle route and footpath along

Babraham Road that links to Cambridge and Great Shelford. The development would provide a new footpath and cycle route direct to the Park and Ride Site and Babraham Road that would be tied to the consent by condition. This would provide an important link to a range of modes of transport for staff and visitors to the site and would ensure that the development would not result in sole reliance upon the private vehicle as a mode of transport. A condition would be attached to any consent to ensure that a Travel Plan would be implemented to encourage staff, visitors and particular students to use more sustainable modes of transport.

42. The development would provide 30 cycle parking spaces. The Council's cycle parking standards require spaces based upon need for class C2 hospitals and 1 secure space per 2 members of staff for class C2 nursing and convalescent homes. The predicted demand based upon the existing hospice is 12 spaces. This would leave 18 spaces for the education use. This level of cycle parking is considered acceptable given that there is space for informal cycle parking on the site, cycle parking spaces in the adjacent Park and Ride site and the level would be monitored as part of the Travel Plan to ensure that additional cycle parking is provided if required.

Neighbour Amenity

43. The development is not considered to adversely affect the amenities of neighbours through a loss of outlook, loss of light, loss of privacy or an unacceptable rise in the level of noise and disturbance. The building would be situated 17 metres from the adjacent dwelling at Chandos Farm and 7 metres off the boundary with its garden and would not lead to a loss of outlook. It would also be orientated to the north and not lead to a loss of light. First floor windows to the in-patient unit would be a distance of 32 metres off the boundary and not lead to overlooking. First floor windows to the day therapy area would have screens to avoid a loss of privacy. The external decked area to the community area would be close to the northern boundary but this would be screened by a wall and landscaping to minimise noise and disturbance. The service area would be situated close to the front of the site and road so would not result in a significant increase in noise and disturbance.
44. A condition would be attached to any consent to limit the hours of construction related deliveries, power operated machinery and noisy works to protect nearby residents during the construction period.

Other Matters

45. The development would not result in the loss of any important archaeological remains providing a condition is attached to any consent to ensure that an investigation is carried out and the implementation of mitigation measures if any remains are found.
46. The development would not lead to the contamination to future occupiers of the development or nearby receptors providing a condition is attached to any consent to secure an investigation into contamination and the implementation of remediation measures if any contamination is found.
47. Renewable energy measures incorporated into the development include solar photovoltaic panels on the roofs of the building and a combined heat and power plant. The provision of these features would ensure that the development would contribute 10% of its anticipated energy demand by renewable methods.

48. The Water Conservation Strategy for the development includes the provision of water butts at the bottom of rainwater down pipes to collect water for irrigation, low flow water systems in sinks and showers and dual flush wc's.
49. External lighting on the site would be limited to the car park, principal entrances to the building and the footpath and courtyards around the building. A condition would be attached to any consent to agree a detached scheme to ensure that it would not adversely affect the character and appearance of the area.

Very Special Circumstances

50. Given that the development would represent inappropriate development that is, by definition, harmful to the Green Belt in policy terms and would lead to some limited visual harm, very special circumstances need to be demonstrated to show how the development would clearly outweigh the harm to the Green Belt through inappropriateness and other limited harm to justify the grant of planning permission.
51. The existing Arthur Rank Hospice is located at Brookfield Hospital on Mill Road in the city of Cambridge. It has been in the area for over 30 years and is a valuable facility that provides 12 in-patient beds, a 'Hospice at Home' service, day therapy, psychological support through bereavement counselling and an education centre for children. Unfortunately, the existing building is no longer suitable for its use. It is in a poor physical condition with replacement windows and roof required and new electric, heating and water systems needed. The building is also not fit for purpose in terms of a lack of space, light and modern amenities. For example, the internal environment is poor with multi-bed wards leading to a lack of privacy and the deceased being moved through public areas. The site is not in a quiet location that is ideal for patient well-being. Notwithstanding the above, the site is not owned by the applicants and has been put forward as an allocated site for residential and commercial development in the emerging Cambridge City Local Plan.
52. The Cambridgeshire End of Life Health Care Needs Assessment 2009 states that there is an existing need for this type of facility in the Cambridge area and this need is set to increase particularly in South Cambridgeshire and Huntingdonshire with the population growth in the area and demographic changes (aging population) together with major changes in UK healthcare legislation. The Cambridge Strategic Housing Market Assessment 2013 estimates an increase in the population of ages 75+ of 80% between 2010 and 2031.
53. Given the existing problems that the applicant has on its current site, it has investigated ways in which the facility can be improved. An upgrade to the facility on the current site would cost in the region of £3.5 million but this would not allow any increase in capacity to meet future demands and would still not be an ideal location for patient wellbeing. This would also result in the hospice not operating for a year. The most effective solution is therefore considered to be a new hospice on a larger to site that could cater for an increase in capacity and improve the overall environment for the well-being of patients. It would also allow the existing sustainable site to be redeveloped for much needed housing and result in the applicants owning their own site with no concerns regarding eviction.
54. There are no allocations in the emerging Local Plan for sites for hospices although it is acknowledged that there is a need. There is a new policy that supports appropriately located and scaled hospices. It states that hospices should be located within development frameworks and that exceptional circumstances need to be

demonstrated for sites in the Green Belt. Each hospice therefore needs to be considered upon its own merits.

55. The applicants have been looking for a site for a new hospice for a number of years. It has set out certain criteria that need to be met for such a site: -
- i) A site location within 2 miles of Addenbrookes Hospital - A hospice in close proximity to an acute hospital would provide benefits in terms of increased partnership working and central hub of expertise, training, management and co-ordination.
 - ii) A site of a minimum size of 0.665 of a hectare in area - The site needs this area to allow clinical functionality and the patient environment and for expansion of the existing facility to meet local needs.
 - iii) Level ground - This site should ideally be level to minimise costs as the applicant is a charity.
 - iv) Availability - The site needs to be available at an appropriate price and preferably freehold so that there are no eviction issues.
 - v) Accessibility - The site must have good links via a range of modes of transport and direct access to a main road.
 - vi) A private and tranquil location - A hospice provides palliative care for terminally ill patients in the final stages of their life. A setting in a quiet place without noise and disturbance is fundamental to the well-being of patients.
 - vii) Short term deliverability - The existing premises has significant shortcomings that are affecting the service and a new site is urgently needed.
56. A robust site search of the area to look for a new site for the hospice was carried out in 2013. The site search looked at a total of 108 sites within South Cambridgeshire and Cambridge City. The methodology had a number of stages. Stage 1 eliminated sites that do not fall within 2 miles of Addenbrookes Hospital or meet the minimum site area of 0.665 of a hectare. This ruled out 76 sites. Stage 2 looked at the planning constraints of sites and eliminated sites that had a significant number of constraints, allocated sites or existing uses that need to be retained. This ruled out a further 14 sites. Stage 3 eliminated sites that did not have good access to transport modes and direct access off a main road. This ruled out a further 2 sites. Stage 4 looked in detail at the remaining 16 sites with regards to the criteria and particularly the visual impact of the development. The application site was the only one that met all of the criteria. The majority of the sites found had a much greater visual impact as a result of their current arable use, were not available due to being located on new development sites where land prices were outside the affordability of the applicant or were close to a number of residential properties.
57. The benefits of a new hospice in South Cambridgeshire would make a positive social contribution to the needs of the local population. A community with good hospice provision is a better place to grow old in than one with inadequate hospice provision. It would also provide private homes care through its 'Hospice at Home' scheme. The development would also provide job opportunities to the local area as an economic benefit through construction of the building in the short term and staffing of the building in the long term.
58. The identified very special circumstances that demonstrate a need for a hospice in the area on this particular site are considered to clearly outweigh the harm to the Green Belt through inappropriateness and the other limited visual harm to the Green Belt.

Recommendation

59. Delegated Approval subject to referral to the Secretary of State and the following conditions and informatives: -
- i) Time Limit
 - ii) Approved Plans
 - iii) Materials
 - iv) Boundary Treatment
 - v) Hard and Soft Landscaping
 - vi) Landscaping Implementation
 - vii) Removal of PD rights for windows
 - viii) Visibility Splays
 - ix) Vehicle Parking
 - x) Cycle Parking
 - xi) Travel Plan
 - xii) Ecological Enhancement
 - xiii) Contamination Investigation
 - xiv) Archaeological Investigation
 - xv) External Lighting
 - xvi) Restriction of Use
 - xvii) Outside Storage
 - xviii) Hours of Deliveries and Power Operated Machinery
 - xix) Footpath Consent

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

- South Cambridgeshire Local Development Framework Development Control Policies DPD 2007
- South Cambridgeshire Local Plan Submission March 2014
- South Cambridgeshire Supplementary Planning Documents
- National Planning Policy Framework 2012
- Planning File Reference S/2005/14/FL, S/2286/14/FL and S/1539/14/E1

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