

## SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

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**REPORT TO:** Development and Conservation Control Committee 7<sup>th</sup> September 2005  
**AUTHOR/S:** Director of Development Services

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**S/1220/05/F - Papworth Everard  
Erection of 58 Dwellings, Land South of North Lodge Drive  
for David Wilson Homes (South Midlands)**

**Recommendation: Delegated Approval  
Date for Determination: 20<sup>th</sup> September 2005 (Major Application)**

### Departure Application

#### Site and Proposal

1. This 1.372 hectare (gross) 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 a 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's overall scheme. To the west are the rear gardens of properties on Ermine Street South.
3. 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 these circumstances.
4. A residential redevelopment is seen as the most appropriate use for this 'brownfield' site benefiting from its central location with new residential development adjacent and ample general employment land in the village at Sterling Way and within the Hospital complex.
5. An outline application for residential use was submitted by the Varrier Jones Foundation in February 2004 (under reference **S/0203/04/O**), and granted consent subject to a Section 106 Agreement on 1<sup>st</sup> 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.

6. 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.
7. The current detailed application, received 21<sup>st</sup> June 2003, now proposes the erection of 58 dwellings and associated infrastructure works. The density proposed is 42 dwellings per hectare gross or 50.8dph net developable area.
8. In addition to an overall reduction in housing numbers proposed the scheme has been substantially revised in order to retain the more important trees, to secure the most appropriate location for on-site public open space and child's play area.
9. The proposed mix is:
  - 32 two bedroom apartments/flats (55%)
  - 24 three bedroom houses (41%)
  - 1 four bedroom house (2%)
  - 1 five bedroom house (2%)

### **Planning Policy**

10. Papworth Everard is classed as a "limited rural growth" settlement in the adopted 2004 Local Plan. The application site itself is within the village framework. The following policies therefore apply.
  - a) **Policy SE3 "Limited rural growth settlements"** of the South Cambridgeshire Local Plan 2004 - Maximum development of 30 dwellings on unallocated land at a minimum density of 30 dwellings per hectare.
  - b) **Policy SE8 "Village framework"** of the South Cambridgeshire Local Plan 2004.
  - c) **Policy HG7 "Affordable housing on sites within village frameworks"** of the South Cambridgeshire Local Plan 2004 - up to 50% of the total number of dwellings for which permission may be given.
  - d) **Policy HG10 "Housing Mix and Design"** of the Local Plan 2004 requires a mix of units, making the best use of the site and achieving a high quality design.
  - e) **Policy RT2 "Provision of public open space in new development"** of the South Cambridgeshire Local Plan 2004.
  - f) **Policy EN5 "The landscaping of new development"** of the South Cambridgeshire Local Plan 2004.
  - g) **Policy EN13 "Protected species"** of the South Cambridgeshire Local Plan 2004.
  - h) **Policy P1/3 "Sustainable design in built development"** of the Cambridgeshire and Peterborough Structure Plan 2003.
  - i) **Policy 3/1 "Vitality and attractiveness of centres"** of the Cambridgeshire and Peterborough Structure Plan 2003.

- j) **Policy P5/2 “Re-using previously developed land and buildings”** of the Cambridgeshire and Peterborough Structure Plan 2003.
- k) **Papworth Everard 5** of the Local Plan 2004: Allocation for mixed uses, including residential, on 6.8 hectares in the village centre.
- l) **Papworth Everard 2** of the Local Plan 2004: average density of 25 dph within allocated areas although densities above and below will be sought.

### **Consultation**

- 11. **Papworth Everard Parish Council** recommends refusal. Detailed objections including references to the sites relationship to the proposed By-pass, proposed density, public open space provision and play areas, boundary and surface treatments, the size and scale of the access roundabout, lighting, concern re bin storage and access, tree protection/retention and detailed comments on a number of specific proposed residential units and their elevations.
- 12. The **Local Highway Authority** has not commented. Understood has no objections subject to standard conditions.
- 13. **Anglian Water** has not commented.
- 14. **The Environment Agency** has not commented. Its original request for a post remediation ground water assessment has been complied with and the proposed remediation works approved in principle (formal confirmation awaited).
- 15. The **Council’s Chief Environmental Health Officer** has requested that prior to development commencing investigation of the site shall be undertaken to establish the nature and extent of any contamination and remedial works to deal with such contamination. Conditions should also be imposed regarding noise emissions from the site during construction and the need to prevent bonfires or burning of waste during construction.
- 16. The **Council’s Ecology Officer** has issued a holding objection until potential impacts upon flora and fauna on the site have been properly investigated and conservation/ protection measures agreed with the applicants.
- 17. The **Council’s Landscape Officer** has confirmed various concerns about the scheme’s design concept and requires more consideration to be given to the type and range of species to be incorporated in the landscaping of the site and more detailed information generally on the planting scheme.
- 18. The **Council’s Trees and Landscape Officer** has expressed the need to take into account the Tree Preservation Order over a substantial part of the site. If the proposals are to be approved they should be amended on the basis of the detailed discussions undertaken with the applicants in terms of trees to be retained, those which can be removed, the need to protect retained trees during construction etc.
- 19. The **Council’s Waste Minimisation Officer** has made detailed comments about the size, scale and design of bin storage areas and access to and from these stores in order that the storage area design and refuse vehicle turning heads are to the correct dimensions.

20. The **Council's Cultural Services Manager** has asked for some further clarification on parts of the scheme and requests for additional LAP provision and a financial contribution for off-site provision of outdoor playing space/community facilities and public art contribution.
21. The **Cambridgeshire Constabulary** has made site specific comments on particular plots in order to provide defensible space and remove the potential for criminal or anti-social activity.
22. The **Cambridgeshire Fire and Rescue Service** has requested that adequate provision for fire hydrants be made via a Section 106 Agreement or appropriate condition.
23. The **County Council's Chief Financial Planning Officer** has requested an appropriate contribution from the applicants towards primary and secondary education facilities be incorporated into an amended Section 106 Agreement.

### **Representations**

24. Two letters of objection have been received from numbers 5 and 9 North Lodge Drive. The main points raised are:
  - a) Inadequacy of parking provision within the scheme.
  - b) Alleged overdevelopment.
  - c) Size and scale of apartment blocks along North Lodge Drive unacceptable.
  - d) Potential contamination on site and asbestos in roof of existing building.

### **Planning Comments - Key Issues**

25. The principal determining issues are:
  - a) The principle of a residential redevelopment of this 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) The boundary treatment of the site and its relationship 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 regard 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 26<sup>th</sup> September 2004 in relation to outline consent granted under reference S/0203/04/O.
26. The principle of a residential redevelopment of this site is established and considered appropriate by the Authority when granting outline consent in October 2004 under reference S/0203/04/O. Detailed consideration was given at that time to the Hospital's intention to develop a "Medi Park" but subsequently the Papworth Trust and the Varrier Jones Foundation confirmed the land was surplus to requirements.
  27. Given its brownfield status and its central location it was considered appropriate for residential redevelopment.
  28. The density of the site equates to 50.84 dwellings per hectare (net development area) which is substantially less than the first phase of development along North Lodge Drive which was at nearly 60 dwellings per hectare.
  29. This density is considered appropriate in a central village location on such a brownfield site and effectively links the higher density flatted units north of North Lodge Drive to the relatively open aspect of the Hospital grounds to the south.
  30. The specific number of proposed dwelling 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 (subsequently withdrawn), to 58 proposed as part of the current application. Numbers have been reduced significantly in detailed discussion with relevant officers but more than 50% of the dwellings are two bedroom units, achieving the objectives of Local Plan Policy HG10.
  31. This site forms a transition between that to the north and the more landscaped setting of the Hospital to the south, the layout opening out towards the Hospital and the village hall, making best use of existing tree cover and proposed open space, the height of residential units varies between two and three storeys.
  32. Housing blocks have been created in order to frame views, to turn corners and to overlook areas within the public realm, including parking courts. The overall layout acknowledges the requirement to provide a range of dwellings in terms of type and size.
  33. Public open space is marginally below required standards. However, the figure has decreased during various negotiations as previously many of the protected trees to the east of the site were originally located within an area of open space, not considered to be particularly functional. Consequently, many of these trees now fall within private gardens which could be considered as a mitigating factor in consideration on-site requirements.
  34. The applicants have been asked to enlarge the formal child's play area, there being sufficient land to accommodate this.
  35. In addition, the applicants will be requested to make a financial contribution (off-site contribution) for other outdoor playing space/community facilities not being provided on site as well as a public art contribution in line with the Council's public art policy.
  36. The Section 106 Agreement accompanying 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 and this agreement will be amended accordingly.

37. Detailed discussions have taken place with the applicants on the various methods of treating boundaries to the site, requiring different treatment with regards residential to residential boundaries and boundaries to the Hospital complex and the village hall.
38. The applicants have agreed with the Authority the selective retention and felling of the significant trees on the site and will ensure the protection of the retained trees during construction.
39. Similarly, 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 to be incorporated into the scheme are appropriate for this site.
40. The design and location of bin storage areas and refuse vehicular access to them has been redesigned to accord with the Authority's requirements.
41. Comprehensive bat and ecology surveys have been prepared by the applicants in close liaison with the Authority (formal copies yet to be received), and discussions are on-going to ensure a scheme of ecological enhancement is submitted for approval which 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.
42. The applicants will be asked to investigate potential contamination of parts of the site (including for example the removal of asbestos from the building remaining in situ), this to include remedial treatment.
43. The applicants have prepared a report on drainage from the site in close liaison with the Environment Agency, this meets the Agency's requirement (confirmation requested).
44. Parking provision within the site meets Authority standards, the two principal parking courts are similar to those on the earlier phase and the applicants have ensured that these are overlooked by as many properties as possible in order to prevent anti-social behaviour.
45. Similarly, the applicants have made amendments to the scheme to take on board comments received from the Cambridgeshire Constabulary 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.
46. A whole range of minor amendments to particular units within the overall layout have been made in response to site-specific points raised by consultees on detailed design.
47. The applicants have now submitted revised layout and landscaping drawings, a revised planning and design statement addressing the matters raised through consultation, details of bin stores and a number of house type changes. These are the subject of further consultation.
48. An update on the conclusions of this consultation exercise will be made to Committee.

49. This application will need to be referred to the Department of the Environment as a Departure to the adopted 2004 Local Plan particularly with regards the numbers of dwellings proposed exceeding the limit set by Local Plan Policy SE3 and the non-provision of affordable housing on the site itself, an issue which was resolved upon the grant of outline planning permission in 2004.
50. In addition, changes to the number of units now proposed will mean a recalculation of the various contributions required in respect of education provision, public open space and amenity land, community contributions and public art etc.

### **Recommendation**

51. Subject to the Secretary of State not “calling in” this application and to the prior signing of a revised Section 106 Legal Agreement, that Committee be minded to approve the application.
52. The following conditions are recommended.
  1. Standard time limit condition A;
  2. Trees to be retained/removed;
  3. Tree protection during construction;
  4. Scheme for surface water drainage;
  5. Scheme for foul water drainage;
  6. Hours of work on site;
  7. Contamination report and remediation strategy;
  8. Fire hydrant provision;
  9. Bat survey submission;
  10. Ecology survey submission;
  11. Public open space provision;
  12. LAP provision;
  13. Landscaping scheme and implementation;
  14. Boundary treatment;
  15. Bin storage/refuse vehicular access;
  16. Ecological enhancement;
  17. Street lighting;
  18. Details of materials for hard surface areas within the site.

### **Informatives**

1. Environment Agency and Environmental Health comments;

## Reasons for Approval

1. Although the proposal does not accord 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 application:

- (a) Principle of residential development established by outline planning permission ref. S/0203/04/O;
- (b) 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 dph and providing 55% two bedroom units.
- (d) Contribution achieved to a community facility in lieu of provision of affordable housing.

In all other respects the proposal 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** Re-using Previously Developed Land and Buildings.
- b) South Cambridgeshire Local Plan 2004:
  - SE3** Limited Rural Growth Settlements;
  - SE8** Village Frameworks;
  - HG10** Housing Mix and Design;
  - RT2** Provision of Public Open Space in New Development;
  - EN5** The Landscaping of New Development;
  - EN13** Protected Species;
  - Papworth Everard 5** Village Centre Allocation.

2. The proposal is not considered to be significantly detrimental to the principal planning considerations raised during the extensive consultation exercise, which 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;
- Application files S/0203/04/O, S1543/04/F and S/1220/05/F.

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