



App ref. no. 22/02591/FUL – RSC 40 and Land South Of Robinson Way, Addenbrookes Hospital

Application details

Report to: Joint Development Control Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/Parish: Queen Ediths

Proposal: Retention, change of use and extension of Regional Surge Centre 40 (RSC 40) to Provide Orthopaedic Theatres, Orthopaedic Wards, new and realigned vehicular access, and associated infrastructure for a temporary period of 10 years.

Applicant: Cambridge University Hospitals NHS Foundation Trust

Presenting officer: James Truett

Reason presented to committee: The site area exceeds 1 hectare and the floor space to be created by the development exceeds 1,000 square metres.

Member site visit date: N/A

Key issues:

- 1. Principle of development
- 2. Design, layout, scale and landscaping
- 3. Carbon reduction and sustainable design
- 4. Biodiversity
- 5. Water management and flood risk
- 6. Car and Cycle parking
- 7. Amenity/ Environmental Considerations

Recommendation: Approve subject to conditions and informatives, with delegated authority to officers to carry through minor amendments to those conditions and informatives (and include others considered appropriate and necessary) prior to the issuing of the planning permission).

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1. Executive summary

- 1.1 The application seeks to retain the Regional Surge Centre 40 (RSC 40), for a temporary period of 10 years, until the 31st December 2032, extend the existing buildings by adding front and rear linking extensions and a new theatre to the west (increasing the floor area by 1,810 sqm), and changing the use to provide surgical care. As part of the proposed extension, new and realigned vehicular access, and associated infrastructure will be provided.
- 1.2 The proposed extension and retention of the RSC 40 would meet an identified local and regional healthcare need on the Addenbrookes Campus. It offers a suitable 'meanwhile use' which would help to increase

- capacity, addressing the backlog of elective surgeries as a result of the coronavirus pandemic.
- 1.3 The proposals would deliver a new west wing theatre, with front and rear linking extensions. The new western wing extension will house: 3no. new theatres, 8no. recovery bays, a physiotherapy room, an X-ray room, pharmacy drop off, patient waiting area, staff changing facilities, and associated storage. There would also be additional ancillary buildings to the south to enable the functions of the proposed facilities.
- 1.4 The proposed development targets high sustainable design and construction standards (minimum BREEAM 'Very good', aspiring 'Excellent') with air source heat pumps for heating and cooling as well as hot water, providing an all-electric energy strategy.
- 1.5 Considering the temporary nature of the proposals, which will provide an essential facility to help deal with the backlog of elective surgeries as a result of impacts of the coronavirus pandemic, Officers recommend that the Joint Development Control Committee approve planning permission for application 21/02581/FUL, subject to the conditions and informatives set out in Section 21 of this report

2. Site description and context

- 2.1 The site is located within the Addenbrooke's Hospital Campus, on the southern edge of Cambridge. The site occupies land located off Robinsons Way and Dame Mary Archer Way. It lies to the South East of the multi-storey car park 2 and to the North of the Addenbrooke's Hospital Helipad.
- 2.2 The existing site comprises of a serviced plot containing two single storey modular pre-fabricated temporary facilities with a separate plant room/energy centre.
- 2.3 2no. 20 bed wards and ancillary plant buildings, hard surfacing with parking spaces, and grass/scrubland (some of which is currently being used as a site compound for construction of adjoining developments).
- 2.4 The site is within the Cambridge Biomedical Campus (including Addenbrooke's Hospital) Area of Major Change covered by Cambridge Local Plan (2018) policy 17.

3. The proposal

- 3.1 Retention, change of use and extension of Regional Surge Centre 40 (RSC 40) to Provide Orthopaedic Theatres, Orthopaedic Wards, new and realigned vehicular access, and associated landscaping and infrastructure for a temporary period of 10 years. The site area is 1.4 hectares and will increase the floor area by 1,810 sqm to 3,627.9 sqm. The use class for the proposed is C2, Residential Institutions (Hospitals), this is a change from the existing emergency Coronavirus use.
- 3.2 The design of the RSC 40 remains a modular, pre-fabricated space with the proposed extensions and existing buildings being externally clad in matching materials.
- 3.3 The proposed new extension to the West will be 8.1 metres high, 21.4 metres wide, and 64.4 metres long. This proposed extension will be used to provide additional orthopaedic theatres and wards. It will be connected to the existing RSC 40 with front and rear links. In addition, the proposed western wing extension will house: 3no. new theatres, 8no. recovery bays, a physiotherapy room, an X-ray room, Pharmacy drop off, patient waiting area, staff changing facilities, and associate storage.
- The proposals will provide, an additional 32no. on-plot cycle spaces, 6no. vehicular drop off bays, 1no. ambulance parking bay, and 1no. motorcycle parking bay.
- 3.5 The supporting information which accompanies the application identifies that proposal is a response to the significant increase in the size of the NHS waiting list, and aims to provide increased capacity for elective surgery.

Pre-application

3.6 The proposals were subject to extensive pre-application discussions with officers of the shared planning service prior to the submission of this application.

Application documents

- In addition to the application forms, covering letter and architectural drawings, the application is accompanied by the following supporting information:
 - Planning Statement

- Design and Access Statement
- Preliminary Sustainability Statement (including BREEAM pre-Assessment)
- Noise Assessment
- Contaminated land (Phase 1 desktop study, Phase 2 intrusive investigations)
- Transport Statement
- Utilities and Topographical Plan
- Biodiversity Survey
- Landscape plans, schedule, and maintenance plans
- Archaeology statement
- Flood risk and drainage statement
- Environmental Impact Assessment Screening Report

Amended Plans and Additional Information

- 3.8 The application has been amended to address representations and further consultations have been carried out as appropriate. This included clarification of the brick used, amendments to the entrance of the RSC 40 building, and the Man Safe roof system (which provide anchor points for maintenance). The following plans have been provided/updated:
 - Proposed Site Plan
 - Roof Plan and Loadings
- 3.9 The details of these amendments and additional information is discussed further in the relevant sections of this report.

4. Relevant site history

Reference	Description	Outcome
06/0796/OUT	Up to 215,000sqm floor space (excluding	Granted
	plant areas) comprising 60,000sqm of clinical	permission
	research and treatment (D1 and/or clinical in-	– 15
	patient treatment), 115,000sqm of biomedical	October
	and biotech research and development	2009
	(B1(b)), 15,000sqm of biomedical and biotech	
	research and development (B1(b)) or clinical	
	research and treatment (D1 and/or clinical in-	
	patient treatment), and 25,000sqm of either	
	clinical research and treatment (D1 and/or	
	clinical in-patient treatment) or higher	
	education or sui generis medical research	
	institute uses, and including related support	
	activities within use classes A1, A3, B1, D1	

	(crèches/nurseries) or sui generis uses, with no individual premises used for support activities to exceed 500sqm; new areas of public realm; landscaping; parking areas; highway works; drainage works and all other associated infrastructure	
21/02526/\$73	Retention and continued use of Regional Surge Centre 40 (RSC 40), ancillary buildings and infrastructure constructed pursuant to planning permission granted under Schedule 2, Part 12 A, Class A of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) without compliance with conditions A.2. (b) (time period) and condition A.2(c) (use of land) of that planning permission	Granted Permission – 13 October 2021
21/04336/REM	Reserved Matters application pursuant to 06/0796/OUT (as amended by 21/01584/S73) for a new Cambridge Children's Hospital (CCH), hard and soft landscaping, internal roads, and ancillary infrastructure. Discharge of Condition 14 (Amenity Space Strategy) pursuant to outline approval 06/0796/OUT	Granted Permission – 18 March 2022
21/04337/FUL	Construction of an underground service corridor to serve the proposed new Cambridge Childrens Hospital (CCH)	Granted Permission – 17 March 2022
20/05291/FUL	Retention of Addenbrooke's Hospital helicopter landing pad following the expiration of temporary permission granted under application ref:10/0094/FUL and replacement lighting at land South of Dame Mary Archer Way, Cambridge.	Granted Permission – 20 May 2021

Table 2 Relevant site history

5. Policy

5.1 National policy

National Planning Policy Framework 2021

National Planning Practice Guidance

National Design Guide 2019

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Environment Act 2021

ODPM Circular 06/2005 - Protected Species

Equalities Act 2010

5.2 Cambridge Local Plan (2018)

- Policy 1: The presumption in favour of sustainable development
- Policy 2: Spatial strategy for the location of employment development
- Policy 3: Spatial strategy for the location of residential development
- Policy 17: Cambridge Biomedical Campus (including Addenbrooke's Hospital) Area of Major Change
- Policy 28: Carbon reduction, community energy networks, sustainable design and construction, and water use
- Policy 29: Renewable and low carbon energy generation
- Policy 30: Energy-efficiency improvements in existing dwellings
- Policy 31: Integrated water management and the water cycle
- Policy 32: Flood risk
- Policy 33: Contaminated land
- Policy 34: Light pollution control
- Policy 35: Protection of human health from noise and vibration
- Policy 36: Air quality, odour and dust
- Policy 38: Hazardous installations
- Policy 55: Responding to context
- Policy 56: Creating successful places
- Policy 57: Designing new buildings
- Policy 58: Altering and extending existing buildings
- Policy 59: Designing landscape and the public realm

Policy 71: Trees

Policy 75: Healthcare facilities

Policy 80: Supporting sustainable access to development Policy 81: Mitigating the transport impact of development

Policy 82: Parking management

5.3 Supplementary Planning Documents (SPD)

Biodiversity SPD – Adopted February 2022

Sustainable Design and Construction SPD - Adopted January 2020

Cambridgeshire Flood and Water SPD – Adopted November 2016

5.4 Other guidance

Greater Cambridge Housing Strategy 2019 – 2023

Cambridge and South Cambridgeshire Level 1 Strategic Flood Risk Assessment (2010)

Greater Cambridge Sustainable Design and Construction SPD (2020)

Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste

Cycle Parking Guide for New Residential Developments (2010)

6. Consultations

County Highways

No objection. As Robinson Way is a private road, no significant adverse effect upon the Public Highway should result from this proposal, should it gain benefit of Planning Permission.

County Transport Team

6.2 No objection. The Transport Assessment Team would raise no objections to this proposal. A planning condition requiring submission of a travel plan is recommended.

Lead Local Flood Authority

No Objection. Water quality has been adequately addressed when assessed against the Simple Index Approach outlined in the CIRIA SuDS

Manual. A Condition is recommended requiring a detailed surface water drainage scheme, and informative regarding pollution control.

Environment Agency

No objection. The Environment Agency are satisfied that there should be no loss of floodplain or increase in flood risk elsewhere as a result of the proposed development.

Urban Design

- As amended, no objection. The Urban Design Team have reviewed the amended site layout and roof plan information submitted in response to our previous comments and proposals are now considered acceptable in design terms. The applicant has confirmed that the selected brick will match those already used on the development. This is approach is considered acceptable in design terms.
- 6.6 As submitted. The proposed scheme is generally acceptable in design terms with the proposed elevational design and materials supported in design terms. The applicant should provide the following clarifications and/or amendments; details of the man-safe roof system, change the red brick to a buff brick, widen the hardstanding to the north of the entrance to better accommodate flows and useability.

County Archaeology

6.7 No objection. We have no objection to this proposal and would not consider archaeological works, secured by condition, to be necessary

Sustainability Officer

No objection. The proposed scheme is supported in sustainable construction terms. The target of BREEAM 'very good' with aspirations of 'excellent' is below the requirement of policy 28, it is supported due to the temporary nature of the buildings. Conditions recommended related to BREEAM design stage and post construction certification.

Landscape Officer

As amended. No objection. We have reviewed the updated site plan and welcome the additional of seating. As mentioned in previous comments hard and soft landscaping scheme should be subject to conditions.

As submitted: Comments provided which should be reviewed as part of landscaping scheme conditions, including; Northern Entrance, Planting plans, biodiversity baseline/swale improvements, and amenity grass improvements.

Cadent Gas

6.11 No Objection. Informative recommended to prevent damage to nearby assets.

Fire Authority

No objection. With regard to the above application, should the Planning Authority be minded to grant approval, the Fire Authority would ask that adequate provision be made for fire hydrants, which may be by way of Section 106 agreement or a planning condition.

Health and Safety Executive Construction Division

6.13 No objection. This development is considered to be low risk with threat to health also low.

Cambridge Airport

6.14 No objection. We have now assessed the above application against safeguarding criteria and can confirm that we have no safeguarding objections to the proposed development. Comments also regarding crane licence should a crane be required.

Environmental Health

6.15 No objection. The development proposed is acceptable subject to the imposition of conditions and Informatives. These conditions are in relation to, Construction/demolition hours, Demolition/construction collections/deliveries, piling, unexpected contamination, operational noise compliance, noise insulation scheme, standby emergency backup generator operation, and servicing collections and delivery times.

Police Architectural Liaison Officer

6.16 No objection. This development is considered to be low risk with threat to health also low.

7. Third party representations

- 7.1 No representations have been received.
- 7.2 No comments have been received from ward members.
- 7.3 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

8. Planning background

- 8.1 The existing RSC 40 buildings were built on the Cambridge University Hospital (CUH) Addenbrooke's site as permitted development, under Schedule 2, Part 12 A, Class A of the Town and Country Planning (General Permitted Development) (England) Order 2015 as inserted by the Town and Country Planning (General Permitted Development) (Coronavirus) (England) (Amendment) Order 2020 ('the GPDO'). The RSC 40 buildings, along with 2no. other surge centres built on the CUH campus (RSC20 and RSC56) were built as regional specialist centres to respond to the Coronavirus pandemic.
- In September 2021 a section 73 planning application (21/02526/S73) was approved seeking to vary relevant conditions attached to a planning permission which was granted by a Development Order namely Schedule 2, Part 12 A, Class A of the GPDO. The approved variation extended the temporary nature of the RSC 40 to enable its use up to the 31 December 2024, with the removal and restoration of land required by 31 December 2025.
- 8.3 The existing RSC 40 buildings are currently used for emergency Coronavirus use, the proposed use for the development is Class C2, Residential Institutions (Hospitals).

9. Assessment

- 9.1 From the consultation responses and representations received and from an inspection of the site and the surroundings, the key issues are:
 - Principle of development
 - Design, layout, scale and landscaping
 - Trees
 - Carbon reduction and sustainable design

- Biodiversity
- Water management and flood risk
- Highway safety and transport impacts
- Car and cycle parking
- Amenity/ Environmental Considerations
- Planning balance
- Recommendation
- Planning conditions

10. Principle of Development

- 10.1 The principle of development is established under policy 17 of the Cambridge Local Plan 2018 relating to the Cambridge Biomedical Campus Area of Major Change. This policy supports development where it can be demonstrated that it is required to meet a local, regional or national health care need or for biomedical and biotechnological research and development activities within class B1(b), related higher education and sui generis medical research institutes.
- The retention, change of use and extension of RSC 40 helps to meet local, and regional health care needs by responding to the healthcare crisis caused by the Coronavirus pandemic, by providing facilities to address the backlog in elective surgery and increase to the capacity required by the National Health Service. Officers are therefore satisfied that the principle of development is therefore acceptable.
- The proposed use class change provides clarity and affirms the use class of the development being C2 residential institutions (hospitals), Town and Country Planning (Use Classes) Order 1987 (as amended), from the emergency COVID use.

Cambridge University Hospital Masterplan (January 2010), Outline Planning Permission (06/0796/OUT)

The site falls within the outline approval 06/0796/OUT (amended by section 73 approval 17/2258/S73) for the Cambridge Biomedical Campus Phase 1 Land. A strategic vision set out in a masterplan for the CUH Addenbrooke's site and prepared by Allies & Morrison was published in January 2010. This set out guiding principles for restructuring and site, externalising entrances, and activating a street-based approach to the campus. The strategic masterplan establishes the guiding principles to support the development of the wider Cambridge Biomedical Campus and

- sets the direction to ensure integration of development on the CBC Phase 1 land and within the wider CBC Campus.
- 10.5 Whilst the CUH masterplan was not formally adopted by the Council, reference is made to it at paragraph 8 of the supporting text to Policy 17 of the Cambridge Local Plan (2018). Discussions on an update to the masterplan are ongoing.
- Although the proposals do not form part of the approved CUH masterplan, given the 10 year temporary nature, officers are satisfied that the proposals do offer a suitable "meanwhile" use for the short and medium term to meet an immediate healthcare need. During the course of the pre-application dialogue, alterations to the proposals were undertaken to ensure that the development does not impact the delivery of the wider masterplan, including the relocation of the access to enable the delivery of the neighbouring green corridor (approved under application 21/04336/REM for the new Cambridge Children's Hospital).
- The principle of the development is therefore considered acceptable and in accordance with policy 17 of the Cambridge Local Plan 2018.

Environmental Impact Assessment

- The outline planning application for the development of Phase 1 of the CBC, which the proposed site sits within, fell within the remit of the Town and Country Planning Environmental Impact Regulations ('the EIA Regulations'). An Environmental Statement (ES) was submitted with that application, which identified the likely significant environmental effects of that development.
- The application proposals are not considered to result in any significant environmental impacts which were considered over and above the original Environmental Statement which accompanied the outline planning permission (06/0796/OUT). An EIA Screening Report was submitted as part of this application.
- 10.10 The site is not considered to be schedule 1 EIA development under the EIA Regulations 2017. The submitted EIA Screening Report considers the proposed development falls within Schedule 2 under 13(b) of the EIA regulations 'Changes and Extension', in line with paragraph 10(b), as the proposed development includes more than 1ha of urban development which is not a dwelling house. The report concludes by stating that there

will be no significant environmental effect due to the proposed development. Having undertaken a screening assessment under the EIA Regulations, officers agree with this conclusion and as a result, the proposed development is not considered to constitute EIA development.

11. Design, layout, scale and landscaping

- 11.1 The site is located on land between Robinsons Way and Dame Mary Archer Way, west of the recently consented Children's Hospital (21/04336/REM). The existing RSC 40 comprises of two single-storey modular, pre-fabricated temporary facilities with a separate plant room/energy centre.
- The proposed site layout extends the existing RSC 40 buildings providing the new theatre extension to the West with front and rear linking extension. This will provide an additional 1,810 sqm of floor area. To the south additional ancillary buildings necessary for the operation of the facility are proposed, this follows the existing layout which currently has plant and ancillary buildings necessary for the current functions of the RSC 40 building. East of the RSC 40 buildings is an area of hard standing currently used for refuse collection, deliveries, and maintenance access. This arrangement is proposed to be retained. West of the proposed theatre extension is an emergency access road provided for fire tender vehicles.
- 11.3 The existing building and extensions will be clad with insulated metal-faced cladding panels in 5 different greys with a straw/yellow panel used to develop a rhythm. Similar cladding is used on the neighbouring C2 carpark and future Children's Hospital. A plant screen has been designed to conceal the plant required, and a brick screen is proposed around the entrance, matching the red brick already used on site, and for the ancillary buildings to the south. This design approach is supported by officers as it appropriately considers and interfaces with the existing context.
- The southern ancillary buildings would be visible from Dame Mary Archer Way. In pre-application discussions it was expressed that a good edge to the development would be required. A timber fence with climbing plants is proposed which will help ameliorate the impact of these structures. Considering the temporary nature of this development the proposed screening is considered acceptable. The boundary treatments are secured in the details of **condition 8** for hard and soft landscaping.
- 11.5 The scale of the proposals is limited within the context of the existing and proposed surrounding area, the proposed retention, change of use and

extension of the RSC 40 offers a suitable scale for a 'meanwhile use' of the site ahead of the wider redevelopment as part of the Cambridge Biomedical Campus phase 1.

- 11.6 Following initial comments from officers, amendments were made to the main entrance way. This consisted of increasing the area of hard surfacing to better accommodate users entering and leaving the facility. In addition to this a bench and visitor cycle stands were also included in the design of the scheme. This helps to improve the functionality of this area and is supported by officers. Additionally, further clarification was provided regarding the Man-Safe roof system (which provide anchor points for maintenance). This update and clarification has been reviewed by the Urban Design Officer who is satisfied that the design is acceptable, noting that the roof system will be set back from the roof edge so will not be easily visible.
- The existing vegetation on the site consists of a swale between the two RSC 40 buildings, amenity grassland to the north of the site, and improved grassland to the southeast and southwest of the site. These elements will be retained, and additional planting is to be provided to the north and west of the site. The proposals include shrub planting, climbers, wildflower meadows, and mixed planting, however, the details of this are still to be agreed. The recommended **Condition 8** for hard and soft landscaping includes the requirement for planting details, boundary treatments, hard surfacing, and maintenance and management. The management, maintenance, and implementation of the hard and soft landscaping are recommended in **Condition 9**.
- 11.8 Considering the temporary nature of the development, the proposals conform with Policies 55 and 56 in respect of context of site, design and external spaces. The proposals are supported by the council's Urban Design Officer and the Landscape Officer subject to the relevant hard and soft landscaping conditions as described above.
- Overall, the proposed extension and retention of the RSC 40 provides a suitable 'meanwhile use' which has appropriate design, layout and scale considering the temporary 10-year nature of the development. Subject to conditions as appropriate the proposal would accord with the Cambridge Local Plan (2018) policies 17, 55, and 56 and the NPPF.

12. Trees

- 12.1 Policy 71 of the Cambridge Local Plan (2018) seeks to preserve, protect and enhance existing trees and hedges. Para. 131 of the NPPF seeks for existing trees to be retained wherever possible.
- There are no existing trees on the site, and the existing structural planting to the south will be retained. The proposal accords with policy 71 of the Cambridge Local Plan (2018)

13. Carbon reduction and sustainable design

- 13.1 The Councils' Sustainable Design and Construction SPD (2020) sets out a framework for proposals to demonstrate they have been designed to minimise their carbon footprint, energy and water consumption and to ensure they are capable of responding to climate change as required by policy 28 of the Cambridge Local Plan (2018).
- The proposed temporary development aims to target a BREEAM certification of 'Very good' with an aspiration for 'excellent'. This is below the requirements of policy 28, for non-residential schemes to achieve an 'excellent' rating. The proposed scheme is seeking an all-electric approach, targeting at least 4 credits in relation to energy and meeting the mandatory requirements for energy for 'excellent' accreditation.

 Considering this alongside the temporary nature of the proposed development is acceptable.
- 13.3 Additionally, the development is targeting a minimum of 3Wat01 credits for water efficiency with the potential to achieve 4, the clinical nature of the building would prevent this achieving maximum BREEAM credits as water reuse is not possible. This scheme is supported by the Sustainability Officer subject to **Conditions 6 and 7** relating to Design Stage and Post Construction BREEAM certification.
- 13.4 Policy 31 of the Cambridge Local Plan (2018) requires any flat roofs to be a green or brown roof to support a sustainable drainage solution. The application document advises that this is not structurally possible and there is limited space due to the additional plant required. Given the temporary nature of the scheme and feasibility issues raised above, it is considered acceptable for the scheme to exclude a green or brown roof.
- 13.5 Officers consider that the applicants have suitably addressed the issue of sustainability and renewable energy and subject to conditions the

proposal is compliant with Local Plan policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020.

14. Biodiversity

- 14.1 The Environment Act 2021 and the Councils' Biodiversity SPD (2022) require development proposals to deliver a net gain in biodiversity following a mitigation hierarchy which is focused on avoiding ecological harm over minimising, rectifying, reducing and then off-setting. This approach accords with policies 69 and 70 of the Cambridge Local Plan (2018) which outlines a primary objective for biodiversity to be conserved or enhanced and provides for the protection of Protected Species, Priority Species and Priority Habitat.
- In accordance with policy and circular 06/2005 'Biodiversity and Geological Conservation', the application is accompanied by a preliminary ecological appraisal which sets out that the estimated net gain would be 74.38%, exceeding the 20% goal of the emerging joint local plan. This is achieved through the creation of shrub planting, a green wall, and wildflower meadow planting. Whilst this represents a temporary gain for the development, the future redevelopment of the site will address the need for a long-term biodiversity net gain. This is referenced throughout the submitted documents as being a 20% net gain for the lifetime of any future permission.
- 14.3 The site is considered to have very limited value for biodiversity and no suitable habitats for protected or notable species. Considering the location within the wider Cambridge Biomedical Campus, the proposed measures are welcomed for the lifetime of the development.
- 14.4 Although there are 2no. SSSI within 2km of the site boundary (1,700 metres) and 13 non-statutory locally protected sites, it is considered that both the construction and operation of the development, would cause no significant negative impacts on these protected sites.
- 14.5 Formal comments were not gained from the Council's Ecology Officer. However, the proposals have been discussed with and accepted by the Council's Ecology Officer, therefore, Officers are satisfied that the proposed development complies with policies 69 and 70, the Biodiversity SPD 2022.

15. Water management and flood risk

- 15.1 Policies 31 and 32 of the Cambridge Local Plan (2018) require developments to have appropriate sustainable foul and surface water drainage systems and minimise flood risk.
- 15.2 Part of the site is in Flood Zone 3, though the majority of the site is within flood zone 1. The submitted Flood Risk Assessment (221042 [Rev02], June 2022) shows that the site is considered 'Very low' and 'low' risk of flooding from all sources. There is an existing swale on the site which sits between the RSC 40 buildings.
- 15.3 National policy requires developments to be located in areas away from areas at high risk of flooding, or which would cause increased risk of flooding elsewhere. The site is allocated in the Cambridge Local Plan (2018), and it would not be reasonable to locate the development elsewhere as the footprint of the proposal buildings is within Flood Zone 1, only the very Northeastern corner of the site is within Flood Zone 3, and is limited to the plot entrance and the north of the carpark. Additionally, the site is considered by the Environment Agency to be at low risk of flooding.
- Paragraph 164 of the National Planning Policy Framework requires applications within, or partly within, flood zone 2 or 3 to provide wider sustainability benefits and ensure the development will be safe for its lifetime, without increasing flood risk elsewhere. The proposals would provide essential facilities required to help the hospital meet a wider capacity issue as a result of the Coronavirus, furthermore the finished floor levels of the existing RSC 40 buildings are 300mm above the surrounding ground levels, with the proposed extensions set to match the finished floor levels of the existing buildings. A condition for a detailed surface water drainage scheme (**Condition 5**) is recommended to ensure that the details of the development are acceptable with regard to surface water flooding. On this basis it is considered to pass the sequential and exception tests.
- The proposed surface water drainage strategy includes; permeable paving on the access roads, filter drainage will be provided for the pedestrian hardstanding, and permeable paving underdrainage for the roof runoff. The systems from the existing and proposed drainage will flow into the existing swale located along the southern boundary of the site. The foul water drainage will connect to the existing private network.
- 15.6 The Environment Agency provides no objection to the proposed scheme as the previous flood risk assessment taken to support Outline Planning

Permission 06/0796/OUT shows that flows remain within the channel of Hobson's Brook during a 1 in 100 year flood event, including an allowance for climate change. As such there should be no loss of floodplain or increased risk of flooding elsewhere as a result of the proposals.

- The Local Lead Flood Authority has advised that they have no objection to the proposals subject to the **Recommendation of Condition 5** requiring a detailed scheme for surface water drainage.
- The applicants have suitably addressed the issues of water management and flood risk, and subject to conditions the proposal is in accordance with the Cambridge Local Plan (2018) policies 31 and 32, and NPPF advice.

16. Highway safety and transport impacts

- 16.1 Policy 81 of the Cambridge Local Plan (2018) states that developments will only be permitted where they do not have an unacceptable transport impact.
- Para. 111 of the NPPF advises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- The application is supported by a Transport Statement. This concludes that the retention and extension to RSC 40 will not cause significant transport impacts. There are 3no bus stops within 400metres of the site. The transport statement submitted indicates that the busiest hour for trip generation will be between 7am and 8am when staff arrive and when 6 patients arrive for the first in 2no slots for surgery.
- The proposals include barriers as a control measure, these are included in the existing site, but are being relocated in conjunction with the adjustments to the vehicular access to the site. The barriers were a reactive measure to prevent users of the hospital parking in this area.
- 16.5 Policy 17 of the Cambridge Local Plan (2018) requires developments to include measures to enhance access to the Cambridge Biomedical Campus including cyclists and pedestrians. The proposals will provide additional cycle parking, including off-gauge cycle parking, and the provision of pedestrian access to the north and east of the site.
- 16.6 The application has been subject to formal consultation with Cambridgeshire County Council's Local Highways Authority and Transport

Assessment Team, who raise no objection to the proposal subject to a travel plan condition (**Condition 4**).

16.7 Considering the scale and temporary nature of the proposals, and subject to conditions, the proposal accords with the objectives of policies 17, 80 and 81 of the Local Plan and is compliant with NPPF advice, and is not considered to cause a significant adverse impact upon the highway safety.

17. Car and cycle provision

17.1 Policy 82 of the Cambridge Local Plan (2018) sets out the car and cycle parking standards. Cycle parking should be provided to at least the minimum standards and be of good, high quality and accessible.

Cycle parking

- The proposals include 32no. additional cycle parking spaces, including 2no. off-gauge (cargo bike) spaces. 4no. visitor spaces are proposed at the main entrance, and 28no. staff spaces are proposed to the east. There is also a cycle maintenance stand proposed adjacent to the staff cycle parking area. This is consistent with the approach taken on the neighbouring Children's Hospital. The staff cycle parking provision would be consistent with the Appendix L of the Cambridge Local Plan (2018).
- 17.3 The 4no. visitor cycle parking spaces would not provide enough spaces to also accommodate the potential visitors (6 spaces for the 40 existing beds, and 1 space for the 7 recovery bays), this is not consistent with Appendix L of the Cambridge Local Plan (2018). Taking into consideration the temporary nature of this application and the projected used of this site the 4no. visitor parking spaces is accepted, in addition, there is extensive cycle parking available on the wider CBC campus, notably opposite the entrance to the site on Robinsons Way. This is around 15 metres from the edge of the site and 40 metres from the existing RSC 40 building.
- 17.4 Considering the above the proposed 32 cycle parking spaces is acceptable. Further details of the Cycle parking provision are proposed to be secured under **condition 8** for hard and soft landscaping under minor artefacts and structures.

Car parking

- 17.5 The development proposes no staff car parking on site, instead proposes 6no. visitor drop off bays, 1no. ambulance parking bay, and 1no. motorcycle parking bay. The Cambridge Local Plan (2018) Appendix L suggests that parking provision for hospital buildings should be provided on merit. The submitted Transport Statement details the current Campus wide staff parking permit system and expresses that additional parking demand will be minimal (12 parking spaces) and can be accommodated through the existing parking permit system across the campus.
- 17.6 Considering the temporary nature of the proposals the car and cycle parking provision is considered acceptable, subject to details relating to conditions 8 (hard and soft landscaping) and 4 (Travel Plan), as the proposed parking accommodates the operational needs of the buildings.

18. Amenity/Environmental Considerations

- Policies 35 and 36, sets out that proposals must protect the health and amenity of occupiers and surrounding uses from development which would create unacceptable impacts such as noise, vibration, odour, emissions and dust.
- The existing and proposed buildings will sit around 20 metres back from Robinsons Way, and therefore is over 50 metres from the Existing Rosie hospital, around 24 metres from the existing C2 multistorey car park, and over 40 metres from the future Children's hospital. As a result and considering the size and nature of the development and the surroundings, it is considered that the proposed development will not be affected by or cause significant overshadowing or overlooking. Additionally, a low level of lighting is proposed for the site, and considering the context this raises no concerns with the Environmental Health Team.

Construction and environmental health impacts

- The land contamination, air quality and noise and vibrational impacts associated with the construction and occupation of the site are addressed by Local Plan policies 33, 34, 35, 36. Paragraphs 183 188 of the NPPF are relevant.
- A preliminary contamination assessment for the wider Cambridge Biomedical Campus (06/0796/OUT) identified that the wider site is affected by contamination. The Environmental Health Team has advised that the application site is unlikely to be contaminated and is suitable for

use without the need for any further risk assessment or remediation, however **condition 13** relating to unexpected contamination is recommended as a precaution.

- The proposals have the potential to have an adverse impact on the local area, in terms of noise and vibration, which is sensitive given the nature of the Hospital Campus. The development is considered acceptable as appropriate mitigation measures have been proposed to minimise background noise increase in the area. The Council's Environmental Health Team have assessed the application and consider the proposals to be acceptable subject to the **recommended Conditions 12, 14, 15, and 16** to ensure noise compliance and noise insulation, and emergency backup generator.
- During construction/demolition the development has the potential to affect the amenity of surrounding properties in regard to pollution if not controlled properly. Further, due to the proximity of the proposed servicing deliveries/collections to the noise sensitive receptors, there is concern that this might give rise to adverse noise impacts. Therefore, the following recommended conditions 10, 11 and 17 relating to construction/demolition/delivery noise/hours and piling to mitigate any potential impacts. This will not limit the arrival and departure of emergency vehicles.
- 18.7 The provision of heat and hot water for the proposed development will be electric, via air source heat pumps, and therefore no combustion emissions are anticipated for this provision. In addition, there will be no new parking spaces and vehicle movements will be integrated into the existing strategy. The Environmental Health Team pose no objections on grounds of air quality and it is therefore considered acceptable.

Impact on Residential Amenity

18.8 The proposed retention and extension of the RSC 40 development is considered to be acceptable in terms of the impact upon residential amenity as there are no residential dwellings adjacent to the site.

Waste

The internal layout and external servicing arrangements, and accesses, have been informed by the waste needs of the wider hospital, and the proposed RSC 40. Dedicated space has been provided for waste storage containers to the south of the site. The existing refuse collection methods are proposed to be retained on the proposed application. This is considered to be acceptable and sufficient space is provided, via a area in

the south of the eastern hardstanding, to enable the refuse vehicles to safely operate.

Summary

18.10 The proposal adequately respects the amenity of its neighbours and of future occupants. Subject to conditions, the proposal is compliant with policy 55 of the Cambridge Local Plan (2018). The associated construction and environmental impacts would be acceptable in accordance with policies 33, 34, 35, and 36 of the Local Plan.

19. Fire Strategy

19.1 Whilst matters relating to fire safety fall under Building Regulations a planning condition has been recommended which requires details of fire hydrants to be approved prior to the occupation of development (Condition 18).

20. Planning balance

- Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- The principle of the proposed development is established under policy 17 of the Cambridge Local Plan 2018 relating to the Cambridge Biomedical Campus Area of Major Change. This supports development where it can be demonstrated that development is required to meet a local, regional or national health care need or for biomedical and biotechnological research and development activities within class B1(b), related higher education and sui generis medical research institutes.
- 20.3 The proposed extension, retention and change of use of the RSC 40 buildings to provide Orthopaedic Theatres, Orthopaedic Wards, new and realigned vehicular access, and associated infrastructure for a temporary period of 10 years, offers a high quality and sustainable development. The targeted high sustainability aspirations are welcomed, and the scale, massing, and design are appropriate considering the nature and timescale for the proposals.

- The number of visitor parking provision (4no. spaces) is not compliant with Appendix L of the Cambridge Local Plan (2018), however, considering the temporary nature and the sites proximity to the adjacent alternative cycle parking the proposals are acceptable.
- The proposed scheme also falls short of the requirements of Policy 28 of the Cambridge Local Plan (2018), targeting BREEAM 'Very Good' and aspiring for 'Excellent'. The scheme is however considered appropriate and supported by the Council's Sustainability officer due to the temporary nature, the all-electric approach, and the high water efficiency targets.
- 20.6 On the basis of the above evaluation and considering the temporary nature of the proposals, which will provide an essential facility to help deal with the backlog of elective surgeries as a result of impacts of the coronavirus pandemic, it is considered appropriate to approve the proposed development subject to conditions.
- 20.7 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for Approval.

21. Recommendation

- 21.1 Approve planning permission for application 22/02591/FUL, subject to:
 - (i) The planning conditions and informatives as set out below.
 - (ii) With delegated authority to officers to carry out minor amendments to those conditions and informatives (and include others considered appropriate and necessary) prior to the issuing of the planning permission).

22. Planning conditions

1. Time Limits

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country

Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. Temporary Time Period

The use of the development hereby approved shall cease on or before the 31st December 2032.

The development hereby approved shall be removed and the land restored to a serviced development plot with underground services and connections retained, within 12 months from cessation of the use, in accordance with a scheme of work that has been submitted to and approved in writing by the local planning authority prior to the commencement of restoration works.

Reason: In the interests of the character and amenity of the area, and to ensure the development does not impact the delivery of the wider masterplan for the Cambridge Biomedical Campus (Cambridge Local Plan policies 1, 55 and 57).

3. Plans Compliance

The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

4. Travel Plan

No occupation of the RSC 40 extension shall commence until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall specify: the methods to encourage use of alternative sustainable travel arrangements such as public transport, car sharing, cycling and walking how the provisions of the Plan will be monitored and reported to the local planning authority The Travel Plan shall be implemented and monitored as approved upon the occupation of the development.

Reason: In the interests of encouraging sustainable travel to and from the site (Cambridge Local Plan 2018, policies 80 and 81).

5. Surface Water Drainage scheme

No laying of services, creation of hard surfaces or erection of a building shall commence until a detailed surface water drainage scheme for the site, based on the agreed Flood Risk Assessment prepared by Rossi Long Consulting (221042, Rev 02) dated June 2022 has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in full accordance with the approved details prior to first use of the building for the purposes hereby approved.

Reason: To prevent the increased risk of flooding, to improve and protect water quality, and improve habitat and amenity.

6. BREEAM Design Stage Certification

Within 6 months of commencement of development, a BRE issued Design Stage Certificate shall be submitted to, and approved in writing by, the Local Planning Authority demonstrating that BREEAM 'very good' as a minimum will be met, with at least 3 credits for Wat 01 (water consumption). Where the Design Stage certificate shows a shortfall in credits for BREEAM 'excellent', a statement shall also be submitted justifying the shortfall. In the event that such a rating is replaced by a comparable national measure of sustainability for building design, the equivalent level of measure shall be applicable to the proposed development.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

7. BREEAM Post Construction Certification

Within six months of first use of the building for the purposes hereby approved a BRE issued post Construction Certificate shall be submitted to, and approved in

writing by the Local Planning Authority, indicating that the approved BREEAM rating has been met. In the event that such a rating is replaced by a comparable national measure of sustainability for building design, the equivalent level of measure shall be applicable to the proposed development.

Reason: In the interests of reducing carbon dioxide emissions and promoting principles of sustainable construction and efficient use of buildings (Cambridge Local Plan 2018 Policy 28 and the Greater Cambridge Sustainable Design and Construction SPD 2020).

8. Hard and Soft Landscaping scheme

No hard or soft landscape works, shall commence until details of a hard and soft landscaping scheme have been submitted to and approved in writing by the Local Planning Authority. These details shall include:

- a) proposed finished levels or contours; car parking layouts, other vehicle and pedestrian access and circulation areas; hard surfacing materials; minor artefacts and structures (e.g. Street furniture, artwork, play equipment, refuse or other storage units, signs, lighting, CCTV installations and water features); proposed (these need to be coordinated with the landscape plans prior to be being installed) and existing functional services above and below ground (e.g. drainage, power, communications cables, pipelines indicating lines, manholes, supports), where relevant;
- b) planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme;

If within a period of five years from the date of the planting, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant of the same species and size as that originally planted shall be planted at the same place as soon as is reasonably practicable, unless the Local Planning Authority gives its written consent to any variation.

- c) boundary treatments indicating the type, positions, design, and materials of boundary treatments to be erected.
- d) a landscape maintenance and management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas.

Reason: To ensure the development is satisfactorily assimilated into the area and enhances biodiversity. (Cambridge Local Plan 2018 policies 55, 57, 59 and 69).

9. Hard and Soft Landscaping Maintenance

All hard and soft landscape works shall be carried out and maintained in accordance with the approved details. The works shall be carried out in the first planting season after first occupation of any part of the development or in accordance with a programme agreed in writing with the Local Planning Authority. If within a period of five years from the date of the planting, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant of the same species and size as that originally planted shall be planted at the same place as soon as is reasonably practicable, unless the Local Planning Authority gives its written consent to any variation.

Reason: To ensure the development is satisfactorily assimilated into the area and enhances biodiversity. (Cambridge Local Plan 2018 policies 55, 57, 59 and 69).

10. Construction and Demolition hours

No construction or demolition work shall be carried out and no plant or power operated machinery operated other than between the following hours: 0800 hours and 1800 hours on Monday to Friday, 0800 hours and 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35).

11. Demolition and Construction deliveries

There should be no collections from or deliveries to the site during the demolition and construction stages outside the hours of 0800 hours and 1800 hours on Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays unless otherwise previously agreed in writing with the Local Planning Authority.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35).

12. Piling

No pilling shall be carried out until a method statement detailing the type of piling, mitigation measures and monitoring to protect local residents from noise and/or vibration has been submitted to and approved in writing by the Local Planning Authority. Potential noise and vibration levels at the nearest noise sensitive locations shall assessed in accordance with the provisions of BS 5228-1&2:2009 Code of Practice for noise and vibration control on construction and open sites.

Development shall be carried out in accordance with the approved statement.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35)

13. Unexpected Contamination

If unexpected contamination is encountered during the development works which has not previously been identified, all works shall cease immediately until the Local Planning Authority has been notified in writing. Thereafter, works shall only restart with the written approval of the Local Planning Authority following the submission and approval of a Phase 2 Intrusive Site Investigation Report and a Phase 3 Remediation Strategy specific to the newly discovered contamination.

The development shall thereafter be carried out in accordance with the approved Intrusive Site Investigation Report and Remediation Strategy.

Reason: To ensure that any unexpected contamination is rendered harmless in the interests of environmental and public safety (Cambridge Local Plan 2018 policy 33).

14. Operational Noise Compliance - Plant and Equipment

The external building façade noise insulation standard and all operational plant and equipment of the development hereby approved shall be constructed / installed, operated, and maintained at all times in accordance with the noise mitigation recommendations and cumulative operational noise emission limits as detailed in the submitted Hoare Lea report titled "Addenbrooke's Hospital RSC40 & Theatre Extension. Cambridge. ACOUSTICS NOISE CONTROL STRATEGY REVISION 02 – 25 MAY 2022 by Hoare Lea' or such other noise control strategy as may be agreed in writing by the Local Planning Authority.

Reason: In the interests of safeguarding amenity/quality of life at nearby properties and local areas in accordance with Cambridge Local Plan 2018 policy 35.

15. Noise Insulation Scheme - Post Construction / Installation Verification & Completion Report

Within six months of first operation of any plant/equipment, a noise insulation/attenuation scheme post construction/installation verification and completion report for plant/equipment installed, with measured / predicted noise levels to demonstrate compliance with the submitted Hoare Lea report titled "Addenbrooke's Hospital RSC40 & Theatre Extension. Cambridge. ACOUSTICS NOISE CONTROL STRATEGY REVISION 02 – 25 MAY 2022 by Hoare Lea', or such other noise control strategy as may be agreed in writing by the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority.

The noise insulation/attenuation scheme verification and completion report shall include details of the mitigation of noise emissions from all plant / equipment including any emergency standby generators and HV substation. The noise insulation/attenuation scheme as approved shall thereafter be maintained in accordance with the approved details.

Reason: In the interests of safeguarding amenity/quality of life at nearby properties and local areas in accordance with Cambridge Local Plan 2018 policy 35.

16. Standby Emergency Backup Generator Operation

Any emergency backup generator shall only operate as follows:

(i) Emergency Use Only

Any emergency backup generator shall only be used in the event of standard mains electricity supply interruption / failure or in accordance with (ii) below. It shall not be used to supplement general energy demand, to feed electricity into the utility grid or as an alternative supply in the event of disconnection from the mains supply following for example non-payment or similar.

(ii) Hours of Running for Testing, Maintenance & Repair

Running of any backup generator as part of routine periodic testing, maintenance and repair shall only take place for the length of time specified by the manufacturer between the hours of 8am – 6pm Monday to Friday, 9am –1pm Saturday and at no time on Sunday or Public Holidays. Periodic testing, maintenance and repair shall only occur for a maximum duration of 25 hours in any calendar year. Accurate records of any testing shall be kept on site and shall be available for inspection at the request of the local planning authority.

Reason: In the interests of safeguarding amenity in accordance with Policies 35 and 36 of the Cambridge Local Plan 2018.

17. Servicing Collections and Deliveries Times

Servicing dispatches from / collections and deliveries to the development as approved including to service yards/compounds, waste collection points and the Vacuum Insulated Evaporator (VIE) compound are only permitted between 0700 to 1900 hrs. For avoidance of doubt this does not include the arrival and departure of emergency vehicles or related activities.

Reason: In the interests of safeguarding amenity/quality of life at nearby properties and local areas in accordance with Cambridge Local Plan 2018 policy 35.

18. Fire Hydrants

Prior to the first use of the building for the purposes hereby approved of the RSC 40 extension a scheme for the provision and location of fire hydrants to serve the development to a standard recommended by the Cambridgeshire Fire and Rescue Service has been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved scheme has been implemented.

Reason: To ensure an adequate water supply is available for emergency use.

Informatives

Pollution Control

Surface water and groundwater bodies are highly vulnerable to pollution and the impact of construction activities. It is essential that the risk of pollution (particularly during the construction phase) is considered and mitigated appropriately. It is important to remember that flow within the watercourse is likely to vary by season and it could be dry at certain times throughout the year. Dry watercourses should not be overlooked as these watercourses may flow or even flood following heavy rainfall.

Food safety informative

If the proposed building includes the preparation and provision of food to staff / patients / the public, the applicant is reminded that under the Food Safety Act 1990 (as amended) such premises will need to register with Cambridge City Council as food businesses. In order to avoid additional costs, it is recommended that the applicant ensure that the kitchen, food preparation and foods storage areas comply with food hygiene legislation before construction / fit out starts. Contact the Commercial Team at Cambridge City Council on telephone number (01223) 457890 email: commercial@cambridge.gov.uk for further advice and information.