



24/02479/S73 – RSC 20 Addenbrooke's Hospital Keith Day Road Cambridge

Application details

Report to: Joint Development Control Committee

Lead Officer: Joint Director of Planning and Economic Development

Ward/parish: Queen Edith's

Proposal: S73 to vary conditions 1 (Time), 2 (Restoration of Land) and 3 (drawings) of ref: 21/02528/S73 (Retention and continued use of Regional Surge Centre 20 (RSC 20), 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).

Applicant: Cambridge University Hospitals

Presenting officer: Charlotte Peet

Reason presented to committee: This application is within the JDCC administrative area and comprises non-residential development on a site having an area of 1 hectare or more

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. Water Management and Flood Risk
5. Environmental Impacts
6. Residential Amenity
7. Highway Safety
8. Car and Cycle Parking
9. Other Matters

Recommendation:

APPROVE this section 73 planning application subject to the conditions and informatives as detailed in this report, 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 permission to vary conditions attached to Section 73 application (ref. 21/02528/S73). The original Section 73 application sought to vary conditions attached to a planning permission granted by

the Town and Country (General Permitted Development) (England) Order 2015 (as amended) as inserted by the Town and Country Planning (General Permitted Development) (Coronavirus) (England) (Amendment) Order 2020 ('the GPDO').

- 1.2 The application seeks to vary the conditions to allow the building to be retained for an additional 10 years.
- 1.3 The application relates to a temporary building erected to support the Covid-19 pandemic response. It has been used during the emergency to maintain social distancing, reduce waiting times, maintain safe pathways for patients and expand intensive care capabilities.
- 1.4 It is recommended that planning permission be granted, subject to conditions.
- 1.5 This is one of two separate section 73 applications submitted in relation to the retention of a Regional Surge Centre (RSC) granted permission by a Development Order and constructed on the Cambridge University Hospital (CUH) Addenbrookes site as permitted development, to be used for the purposes of responding to the Coronavirus pandemic. The other application can be viewed on the committee agenda (ref. 24/02478.S73).

2. Site description and context

- 2.1 The proposal site is located centrally within the Cambridge Biomedical Campus, within the Addenbrooke's Hospital Campus. The proposal site formerly contained Car Park F which was a disused hospital car park, this was demolished prior to the erection of the Surge Centres.
- 2.2 Regional Surge Centre 20 is located towards the rear of the site, it is located between RSC 56 (ref. 24/02478/S73) and the energy centre which supports the buildings. It forms a modular, prefabricated building with a simple form and appearance. Covered walkways extend between the entrances of the building and RSC and Frank Lee Road.
- 2.3 The building is served by an ambulance drop off zone and covered cycle parking adjacent to RSC 56 and the landscaped gardens areas to the rear of the site and to the east adjacent to the existing hospital buildings. The Frank Lee Centre is located to the north of the site, which is the existing leisure and activity centre that serves the campus.
- 2.4 The Cambridge Biomedical Campus is an Area of Major Change (Policy 17, Cambridge Local Plan 2018). The proposal site is located within the

Minerals and Waste Consultation Area and Cambridge Airport Safeguarding Zone.

3. The Proposal

3.1 The application is a planning application which seeks to vary conditions 1 (Time), 2 (Restoration of Land) and 3 (drawings) attached to Section 73 application ref. 21/02528/S73 for the following reasons:

- To extend the time limit for the building to support the planned refurbishment of the hospital.

3.2 The previous section 73 consent (ref. 21/02528/S73) granted permission to vary conditions attached to planning permission which was granted by a Development Order, namely, Schedule 2, Part 12A, 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').

3.3 The wording of the conditions attached to the Section 73 consent (ref. 21/02528/S73) are as follows:

1. Any use of the Regional Surge Centre 20 shall cease on or before 31 December 2024.
2. On or before 31 December 2025 -
 - i. The Regional Surge Centre 20 shall be removed; and
 - ii. The land shall be restored to a serviced development plot with underground services and connections retained.
3. 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.

3.4 The current proposal seeks to vary the above conditions, to read as follows:

1. Any use of the Regional Surge Centre 20 shall cease on or before 31 December 2034.

2. On or before 31 December 2035 -
 - i. The Regional Surge Centre 20 shall be removed; and
 - ii. The land shall be restored to a serviced development plot with underground services and connections retained.
3. 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.

- 3.5 The application is supported by the following documents:
- Design and Access and Planning Statement

4. Relevant site history

Reference	Description	Outcome
21/02528/S73	Retention and continued use of Regional Surge Centre 20 (RSC 20), 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.	Permitted
14/0120/FUL	Redevelopment of existing parking area to provide education centre, private hospital, hotel, conference centre, ancillary hot food takeaway, and ancillary D1, and associated car parking and public realm works, known as The Forum, Cambridge.	Permitted 26.06.2014

Table 2 Relevant site history

- 4.1 The application site formerly comprised a car park, known as Car Park F. The Cambridge Cancer Research Hospital was granted permission on the land directly west of the site (ref. 23/00240/FUL). Permission was granted in 2014 for the redevelopment of the car park area (ref. 14/0120/FUL) however the permission was not implemented.

5. Policy

5.1 National policy

Draft National Planning Policy Framework (Consultation Document) July 2024

On 30 July 2024 the government launched a consultation on revisions to the NPPF which seek to achieve sustainable growth in the planning system. The proposed changes underline the Government's commitment to a plan-led system that supports sustainable and high-quality development, boosts housing supply, increases affordability, makes effective use of land and supports a modern economy.

At the same time, the government is also seeking views on a series of wider planning reforms and policy proposals in relation to increasing planning fees, local plan intervention criteria and appropriate thresholds for certain Nationally Significant Infrastructure Projects (NSIPs).

In an accompanying statement, the Government sets out how the proposed changes to the NPPF aim to help investment and construction of key modernised industries to support economic growth. Views are also sought on whether these priorities should be reflected in the NSIP regime.

Chapter 6 (Building a strong, competitive economy) sets out these intentions through the support of economic investment, identifying 5 key sectors of particular importance (laboratory's, gigafactories, data centres, digital infrastructure and freight/logistics). It also sets out that further economic growth will be supported through the expansion and modernisation of other industries to support growth.

The Government's ambitions with regard to economic growth demonstrate a material change in the national planning policy context, to make it easier to build and support economic growth through the planning system.

However, as a consultation document, it carries only limited weight at the present time. It is, however, insightful in understanding the Government's policy intentions and the direction of travel of the NPPF.

The NPPF consultation closed on 24 September 2024. Officers from the shared planning service are in the process of reviewing the documentation and drafting a response.

National Planning Policy Framework 2023
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)
Technical Housing Standards – Nationally Described Space Standard (2015)
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
Conservation of Habitats and Species Regulations 2017
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 14: Areas of major change and opportunity areas – general principles
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 31: Integrated water management and the water cycle
Policy 32: Flood risk
Policy 34: Light pollution control
Policy 35: Protection of human health from noise and vibration
Policy 36: Air quality, odour and dust
Policy 55: Responding to context
Policy 56: Creating successful places
Policy 58: Altering and extending existing buildings
Policy 59: Designing landscape and the public realm
Policy 69: Protection of sites of biodiversity and geodiversity importance
Policy 70: Protection of priority species and habitats
Policy 71: Trees
Policy 75: Healthcare facilities
Policy 81: Mitigating the transport impact of development
Policy 82: Parking management

5.3 Supplementary Planning Documents (SPD)

Sustainable Design and Construction SPD – Adopted January 2020

Greater Cambridge Biodiversity – Adopted February 2022

5.4 Area Guidelines

Cambridge University Hospitals (CUH) Strategic Masterplan (2010)

6. Consultations

6.1 County Highways

6.2 Following a review of the documents provided to the Highway Authority as part of the above S73 application, the Highway Authority has no comment with regards to these proposals.

6.3 Sustainable Drainage Officer

6.4 No comments received.

6.5 Urban Design

6.6 It is considered that there are no material urban design issues with this proposal.

6.7 Senior Sustainability Officer

6.8 Having reviewed the documents submitted as part of the above S73 application, I have no comment to make from a sustainable construction perspective.

6.9 Environmental Health

6.10 There are no Environmental Health related material planning consideration concerns associated with the proposals.

6.11 Therefore, we have no further comments or recommended conditions to make regarding this application.

7. Third party representations

7.1 No representations have been received on this application.

8. Assessment

8.1 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

- Carbon reduction and sustainable design
- Biodiversity
- Water management and flood risk
- Highway safety and transport impacts
- Car and cycle parking
- Environmental Impacts
- Amenity
- Other matters
- Planning balance
- Recommendation
- Planning conditions

8.2 Planning Background

- 8.3 The application site is located within the Cambridge University Hospital (CUH) Addenbrooke's site. It occupies the former Car Park F, located off from Keith Day Road. It lies to the south of the Frank Lee Centre and to the North of the Clinical Research Centre. The Cambridge Cancer Research Hospital was recently approved in the vacant car park land directly to the west of the site (ref. 23/00240/FUL).
- 8.4 The Regional Surge Centre 20 (RSC 20) has been constructed and is now occupied. It was constructed under permitted development outlined within Schedule 2, Part 12 A, Class A of the GPDO in order to support the response to the coronavirus pandemic.
- 8.5 RSC 20 has capacity for no. 20 bedspaces. No. 6 ambulance drop off/ parking spaces, no. 4 blue badge spaces and no. 78 cycle spaces (39 covered Sheffield hoops) are located adjacent to RSC 56.
- 8.6 The conditions outlined with Schedule 2, Part 12 A, Class A of the GPDO were previously varied as part of application (ref. 21/02528/S73) to extend the time period for the use of the building. The time period was extended from 31 December 2021 to 31 December 2024 to support the continuing response to the coronavirus pandemic and reduced waiting times, improve social distancing, provide safe pathways and additional intensive care beds and facilities.
- 8.7 The application seeks to vary the conditions attached to the last application in order to retain the building for an additional 10 years until 31 December 2034 to support the ongoing requirements of the hospital following the long-term impact of the coronavirus pandemic on the hospital.

9. Principle of Development

9.1 Permitted Development

9.2 The principle of the development on this site is established through the existing planning permission granted under Schedule 2, Part 12 A, Class A of the GPDO. This permits the emergency development by a local authority or health service body for the purposes of: (a) preventing an emergency; (b) reducing, controlling or mitigating the effects of an emergency; or (c) taking other action in connection with an emergency.

9.3 The information submitted within the application outlines that pandemic response overtook the planned refurbishment of the existing hospital buildings to facilitate fire safety compliance works, to ensure the safety of staff, patients and visitors. In order to facilitate the refurbishment, there is the need for decant space in which existing wards and clinics can move temporarily, while refurbishment takes place without interruption of service.

9.4 Whilst this indicates a shift from the original need for the building, additional information was submitted to explain that the proposal would still fall within Part 12A, Class A given that it is still required to prevent an emergency situation. In this case, this is that the decant space is required to prevent disruption to health services whilst the essential facility upgrades take place.

9.5 The hospital has identified that RSC 20, along with RSC 56, would be well placed to serve this function, especially given the underground connections to the existing hospital buildings beneath Keith Day Road. The information submitted includes a rolling timetable programme which indicates the necessary upgrades on the relevant wards and outlines that the decant space would be required for an additional 10 years.

9.6 Whilst, this is a reasonable length of time, Officers find that the timetable to demonstrate the need for an extension of this period is sufficient justification to allow the additional time frame.

9.7 Policy 17

9.8 The building was erected under permitted development rights, the permitted development rights do not require the development to meet development plan policy, instead there are criteria listed in the legislation that the building must meet to comply. The previous Section 73 consent (ref. 21/02525/S73) extended the time period of the permitted

development rights and allowed the building to be retained until December 2024.

- 9.9 The provisions of the permitted development rights and the fallback position created by the previous Section 73 consent (ref. 21/02525/S73) are material planning considerations in the determination of the planning application. Compared to the permitted development right allowances the application seeks for the building to be retained for a longer period of time, this additional time period can be assessed against the development plan and other material considerations.
- 9.10 The application relates to land with the Cambridge University Hospital (CUH) Addenbrooke's Hospital campus. The application is submitted in order to support the refurbishment of existing wards within the hospital, as set out in the Design, Access and Planning Statement. As the proposal would help meet the needs of the hospital and ensure it would continue to be able to provide quality care, long term, the proposal is considered to be compliant with Cambridge Local Plan (2018) policy 17.
- 9.11 Response to CBC Context
- 9.12 The Design and Access and Planning Statement contains a section on compatibility with the future Campus Master Plan. It outlines that Cambridge University Hospital (CUH) is committed to working with the Local Planning Authority and stakeholders on the development of an updated masterplan and new SPD for the campus and that this work is currently being undertaken.
- 9.13 It acknowledges that piecemeal development has in the past created challenges across the campus, however in this case, the development has been fully considered in light of the emerging master planning and SPD work.
- 9.14 As part of the masterplan work, Keith Day Road is identified as area for an east-west public transport corridor with active street frontages and the Cambridge Cancer Research Hospital has been designed to support this vision (ref. 23/00240/FUL). The building has been designed as to not compromise the intentions of this route and given that the 'High Street' redevelopment is several years away the masterplan indicates that the plot can be re-developed post 2034 in order to enhance the 'High Street' vision for Keith Day Road for potential public square and clinical/ research purposes.

- 9.15 The SPD work is ongoing and at current CUH is working with stakeholders to agree the provisional content of the SPD. The document is being prepared through the summer and early Autumn of 2024, with officers seeking approval to consult on the document around the turn of the year, for adoption soon afterwards (during 2025). The proposal has given consideration to some of the key areas currently being reviewed such as connectivity and movement and how the redevelopment of the site will comply with these principals in the long term.
- 9.16 Officers are satisfied that the proposal would not compromise the ongoing masterplan and SPD, and that the building would be appropriate as a temporary building in this location.

10. Design, Layout, Scale and Landscaping

10.1 Response to Context

10.2 Development under Class A, Part 12A contains limitations on the height of buildings and their position in a site, it does not have any design requirements, however the applicant has designed the surge centre buildings to be suitable for their nature and their surroundings.

10.3 The building would not be altered as part of the application, it would remain as a modular, prefabricated and flexible space. RSC 20 is not widely visible from public views so has been designed to have a simple form and appearance. It follows the appearance of the existing temporary buildings within the surroundings in terms of its height and shape, Officers find the design approach to be an appropriate response to the constraints of the site for the nature of the building. The building is not noticeable from Keith Day Road due to its set back and position beyond RSC 56, and due to the lower land levels from the Frank Lee Centre access road, is not particularly prominent beyond the landscaped garden area.

10.4 The Urban Design Officer has no objection to the application following a formal consultation. Officers do not raise concerns about the appearance of the building given its temporary nature.

10.5 Landscaping

10.6 When the building was erected, it was constructed with a landscaped courtyard. The courtyard has been carefully arranged with soft landscape details and seating options close to the building to provide additional amenity space to patients and visitors using the building and the

surrounding areas. The courtyard is retained as part of the proposal and was being well-used when Officers visited the site. The permitted development rights do not require such spaces to be included and as such their installation and retention is welcomed by Officers given the need for amenity space across the campus.

10.7 The site also has areas of soft landscaping around the side and front of the building, which improves the visual amenity of the building. This approach is supported.

10.8 On the basis of the above assessment, the proposal is considered compliant with Cambridge Local Plan (2018) policies 55, 56, 57 and 59 in respect of context of site, design and external spaces.

11. Carbon Reduction and Sustainable Design

11.1 Development under Class A, Part 12A is not required to meet policy requirements on sustainability criteria, this is a material consideration in the consideration of the application.

11.2 Officers note that that the building does not provide sustainability improvements, however given the nature of the application as a temporary building Officers do not find it appropriate to ask for the inclusion of sustainability enhancements. The application has been subject to formal consultation with the Council's Sustainability Officer who raises no objection to the proposal.

11.3 As such, whilst the application does not meet the required 'excellent' BREEAM rating set out in policy 28, this is not required temporary buildings and Officers do not find it reasonable to seek any further enhancements.

12. Biodiversity

12.1 Prior to the development of RSC 20, the application site contained a car park with apparent low ecological value. As part of the original development areas of landscaping were introduced with grassed areas as well as hedging and small trees which are appreciated by Officers.

12.2 As the application was erected under permitted development, it is not considered reasonable to require any additional enhancement with this application. The application is exempt from mandatory biodiversity net gain (BNG) as Section 73 applications where the original development

was given permission prior to 12 February 2024 and therefore no BNG can be sought on the application.

- 12.3 Officers are satisfied that the proposed temporary development would adequately address biodiversity considerations.

13. Water management and flood risk

- 13.1 The site is not located within flood zone 1, and there is surface water risk on part of the site. The proposal does not increase impermeable surfaces on the site and therefore would not increase flood risk. The site utilises permeable paving and an open graded sub-base to slow the surface water run-off in the vehicular paved areas, to the existing drainage network. The floor levels within the buildings have been set above existing floor levels to mitigate flood risk to these.

- 13.2 Whilst the Council's Sustainable Drainage Officer has not provided comments on this application, the Officer had no objection to the retention of RSC 20 as part of the previous application (ref. 21/02528/S73) and considered the submitted Flood Risk Assessment and Drainage Strategy statement to be acceptable.

- 13.3 The building does not include a green or brown roof. Information has been submitted to outline that the building is not suitable structurally to accommodate a green/ brown given its prefabricated nature. Therefore, Officers consider it is not reasonable to apply the requirements of policy 31 to the current application. Furthermore, taking into account its temporary nature, the harm is not considered to be significant. This approach is considered reasonable.

- 13.4 The applicants have suitably addressed the issues of water management and flood risk, the proposal is in accordance with Local Plan policies 31 and 32 and NPPF advice.

14. Highway safety and transport impacts

- 14.1 The building is served by the existing vehicular and cycle network that extends across the campus. This application would not alter the existing access arrangements for the Ambulance drop-off zone, nor would it impact the cycle access or parking area.

- 14.2 The application has been subject to formal consultation with Cambridgeshire County Council's Local Highways Authority who raise no objection to the proposal.
- 14.3 The proposal accords with the objectives of policy 80 of the Local Plan and is compliant with NPPF advice.

15. Car and cycle provision

- 15.1 RSC 20 is located on the former Car Park F so has resulted in the displacement of the parking spaces for Hospital staff. The replacement parking is provided as part of eastern car park, permitted within application (ref. 23/01779/FUL). The car park is located on land north of Dame Mary Archer Way, approx. 5 minute walk from the site. Cycle parking was provided on site when the building was erected, 27 covered cycle parking spaces are provided close to the entrance of the building.
- 15.2 The proposal is considered to accord with policies 82 of the Local Plan and the Greater Cambridge Sustainable Design and Construction SPD.

16. Environmental Impacts

- 16.1 Environmental Health Impacts
- 16.2 The Council's Environmental Health team raise no objections to the proposal and considers the risk to amenity from operational noise, local air quality, artificial lighting and contaminated land to be very low.
- 16.3 As part of the previous application, several informatives were attached, these will be re-attached to ensure consistency. The proposal is in accordance with Cambridge Local Plan (2018) policies 34, 35, 36.

17. Residential Amenity

- 17.1 The proposed retention of RSC 20 is considered to be acceptable in terms of the impact upon residential amenity as there are no residential dwellings adjacent to the site.
- 17.2 The proposal adequately respects the amenity of its neighbours and of future occupants. The associated construction and environmental impacts would be acceptable in accordance with Cambridge Local Plan (2018) policies 35 and 36.

18. Planning Balance

- 18.1 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).
- 18.2 RSC 20 was erected under permitted development rights in order to support the hospital response to the corona virus pandemic, the application seeks to retain the building further for a 10-year period in order support the refurbishment of the hospital that was delayed due to the pandemic response.
- 18.3 The proposed amendment to the conditions to allow the building to be retained would support the refurbishment of the hospital and supports its long-term vitality. The NPPF (2024) encourages the support of health provision that would help to meet community needs and Policy 17 of the Local Plan (2018) supports development that would meet health care needs.
- 18.4 The building was erected under permitted development rights and the time extended through a previous Section 73 consent (ref. 21/02525/S73) in order to retain the building until December 2024. This fallback scenario is a material consideration. The permitted development rights do not require the development to meet development plan policy. Compared to the permitted development fallback scenario, the current application seeks to retain the building for a longer period of time. The impact of this longer period of time can be assessed against the development plan and other material considerations.
- 18.5 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.

19. Recommendation

- 19.1 **Approve** subject to:
- The conditions and informatives as detailed in this report, 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.

20. Planning conditions

1. Any use of the Regional Surge Centre 20 shall cease on or before 31 December 2034.
2. On or before 31 December 2035 -
 - i. The Regional Surge Centre 20 shall be removed; and
 - ii. The land shall be restored to a serviced development plot with underground services and connections retained.
3. 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.

Background papers:

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

- [Cambridge Local Plan \(2018\)](#)