

**Appendix 4: Extract from Matter SC7: Building a Strong and Competitive Economy  
(SC7/SCDC) - Papworth Hospital**

## **SC7E Policy E/5: Papworth Hospital**

### **Introduction**

78. The world renowned Papworth Hospital lies at the heart of Papworth Everard: to many people the name Papworth means the Hospital. The character of the village itself derives from the establishment of the Hospital in 1918 in the grounds of Papworth Hall as a colony to treat patients with tuberculosis - a ground-breaking place which becomes famous for its treatments and for helping people to return to work after convalescence. From this was established the Papworth Village Settlement which built houses for recuperating patients and their families. These lie predominantly along Ermine Street which forms the main spine for the village and they give the village much of its present character. As well as housing, the Trust also established industries in the centre of the village adjacent to the Hospital to provide work for recuperating patients. In later years the Hospital and the Trust widened their scope. The Hospital's cardio-thoracic unit is now world renowned for its work on transplants while the Trust moved into dealing with the needs of people with disabilities.
79. The village has undergone substantial development. The County Council's Structure Plan of 1989 identified it as a location for an additional 1,000 homes in response to a perceived need to create a more balanced community. Previous Local Plans allocated land for development to accommodate this in four locations on the edge of the village and in the village centre. This was a substantial scale of development given the scale of this Minor Rural Centre reflecting the unusual characteristics of the village. Other industries in the centre of the village have now largely been replaced by dwellings. A new business park has been developed on the southern edge of the village. A bypass has been built to the west of the village, in part funded by developer contributions.
80. The hospital brings workers, patients and visitors into the centre of the village. The hospital provides around 1,700 jobs in the village<sup>47</sup>, delivering over half of the jobs in the Papworth and Elsworth ward at 2011. The loss of employment from the hospital site would therefore have a significant impact on the economy of the village.
81. Papworth Hospital will be relocating to the Cambridge Biomedical Campus, a move that has been planned for some years, and the new hospital is now under construction. The loss of the hospital will have a considerable impact on the village of Papworth Everard. This impact will be economic, social, and environmental. It is a unique site within a unique village that requires a tailored response. The Council sought to address the impact of this move on the village of Papworth Everards, by

<sup>47</sup> The Papworth Hospital NHS Foundation Trust website indicates they employ 1633 staff. [http://www.papworthhospital.nhs.uk/content.php?/about/facts\\_figures](http://www.papworthhospital.nhs.uk/content.php?/about/facts_figures) Census 2011 indicates the village had a work place population of 3277.

including policy SP/10 in the Site Specific Policies DPD (adopted in 2010)<sup>48</sup>. This policy was developed with local stakeholders, including the Parish Council.

82. The Inspectors concluded that, *'Given the nature of the relationship between the Hospital and the village, we consider that the Policy is right to require the Hospital site to be marketed for healthcare use before other employment uses are considered. In addition to the factors set out above, those villagers directly employed by the Hospital have skill levels and particular types of skill which would not lend themselves to re-employment in other uses, but would be suited to a replacement healthcare use. The Hospital is labour intensive compared with other employment uses. Patients use the village centre and its services. The services and facilities in the village have grown up partly in response to the scale and type of employment and visitors arising because of the Hospital. The sequential approach set out in part 3 of Policy SP/8, placing healthcare uses first in the sequence, is the most appropriate approach and is based on sound evidence.'*<sup>49</sup>
83. The Local Plan review provided an opportunity to consider whether that approach remains appropriate. The site has been suggested for residential led development through the call for sites for the Strategic Housing Land Availability Assessment. The South Cambridgeshire Issues and Options Report 2012<sup>50</sup> sought views on what the Papworth Hospital site should be used for when the hospital relocates, and proposed 3 options:
- A preference for continuation of healthcare on the site, and only if a suitable user cannot be found, other employment uses compatible with adjoining residential;
  - Employment uses that would be compatible with adjoining residential;
  - Housing led development, including mixed uses.
84. The consultation responses showed most support for the retention of the existing policy and sequential approach<sup>51</sup>. Continuation of the existing policy is supported by Papworth Everard Parish Council as the relocation of the hospital will be a significant loss of employment and without a major new employer in the village, preferably in healthcare, it will be a challenge to achieve a sustainable future for the village. The usage of the site is critical to maintaining the vitality of Papworth Everard by maintaining a sustainable balance between housing and employment in the village.
85. The village does not serve a significant rural hinterland, due to the presence of Cambourne, St.Ives and Huntingdon. The close proximity of the hospital, within a short walking distance of the village centre, underpins the economic vitality of the facilities which have been and are being established there. Local businesses (such as taxis, B&B, shops etc.) are reliant on trade generated by patients and relatives.

<sup>48</sup> South Cambridgeshire District Council Site Specific Policies Development Plan Document (RD/AD/120)

<sup>49</sup> South Cambridgeshire Sites Specific Policies DPD Inspectors Report 2010 (RD/AD/210) paragraphs 13.10 and 13.11.

<sup>50</sup> South Cambridgeshire District Council Issues and Options Report 2012 (RD/LP/030) Issue 111

<sup>51</sup> Draft Final Sustainability Appraisal (March 2014) (RD/Sub/SC/060) Annex A – Audit Trail Chapter 8 Page A687 to A692

The vitality of the enhanced village centre facilities must be in part dependent upon the trade this brings. Without the day to day usage generated by the hospital site, those services could diminish, making the village a less sustainable location for development.

**SC7E.i.**

**Is the term “healthcare” sufficiently precise in this context? Should it be defined in the policy?**

86. The Papworth Hospital Trust seek a change to refer to specific types of healthcare (hospitals, nursing homes, residential care homes, clinics and health centres) in order to be effective.
87. Policy E/5 seeks to achieve the continuance of the mutually beneficial relationship between hospital and village if possible. A use should be sought for the hospital with a similar patient treatment function which replicates the existing activity as closely as possible. This might include some other form of health specialism or a private hospital. The hospital site currently includes a number of operating theatres, labs, and wards that accommodate patient beds, which could continue to be used by an alternative occupier.
88. The term ‘Healthcare’ provides a breadth of employment opportunities and the hospital employs a large number of local residents from the unskilled to highly specialised doctors and therefore the site should remain in employment use, seeking a healthcare user as a preference, in order to maintain the employment balance in the village and achieve the continuance of the mutually beneficial relationship between hospital and village.
89. The loss of employment from the hospital site would have a significant impact on the economy of the village, and the ability of people to find work locally. Other employment uses on the hospital site would at least maintain a balance between homes and jobs in the village, but would not provide the current jobs profile.
90. Listing specific uses in the way proposed by the Papworth Trust has the potential to reduce or undermine opportunities to use the vacant hospital site in a way that responds to the wider objective of the policy.

**SC7E .ii.**

**Is the 2 year marketing period set out in paragraph 2 of the policy realistic in the context of the closure/vacation timetable for the hospital as the construction phase of the replacement on the Addenbrooke’s site is likely to be complete by early 2016? Has the marketing of the site already begun?**

91. An alternative healthcare use would have the benefit of replicating existing employment patterns, providing the most sustainable approach. The benefits of this approach mean that it is sound to require applicants to demonstrate with evidence why this is not possible, before considering other employment uses.

92. The Papworth Hospital Trust<sup>52</sup> is concerned that the policy would require marketing to start before the policy has been adopted in the new Local Plan. This was in the context of the new hospital opening in early 2017, requiring them to start marketing in 2014 to complete it before the site was vacated, otherwise it would be vacant for a period of time to comply with the policy. They propose to amend the period required from two years to one year.
93. Relocation of the hospital has been under consideration for over 10 years. A policy was prepared and considered through the last round of plan making clearly establishing the requirements of the Local Planning Authority, to market the site to maximise the opportunity to provide continued use of the site for healthcare uses. Including the policy in the Local Plan represents a continuation of the approach, rather than imposing a new requirement.
94. The Policy in the adopted Site Specific Policies DPD<sup>53</sup> Policy SP/10 (paragraph 3) requires:
- A sequential approach will be taken to finding replacement uses beginning with healthcare. Only if a suitable healthcare use or uses cannot be found after the site has been marketed for healthcare for a period beginning no later than mid 2006 and ending no earlier than 2 years before the final closure and vacation of Papworth Hospital would other employment uses within the B1 use classes that would be compatible with this location in the centre of Papworth Everard be permitted.*
95. The Adopted policy seeks marketing to begin as soon as possible, to provide the maximum opportunity to find a suitable occupier. It also sought to ensure that marketing continued near to the time that the site became available, to avoid the exercise being carried out so far in advance that the site would not be considered available to occupiers and not therefore represent reasonable evidence of demand from alternative healthcare uses.
96. Reflecting that time had passed since the Site Specific Policies DPD, the new policy is different, requiring a minimum of two years marketing for healthcare uses. At the time of submission and anticipated timescale for adoption of the Local Plan it was capable of being complied with before the hospital moved. The submitted plan maintained the requirement for time to be allowed for effective marketing to take place for healthcare uses.
97. With delay to the plan making process, and the new site under construction with opening date now being established at April 2018, it is not possible to comply with the submitted policy prior to the relocation of the hospital, if marketing has not already commenced. The wording of paragraph 2 of the policy therefore needs to be revised.
98. The Council considers it is absolutely vital there is an effective marketing exercise for healthcare, which maximises opportunities to secure such uses. This is a reasonable

<sup>52</sup> Representation 60377

<sup>53</sup> South Cambridgeshire District Council Site Specific Policies Development Plan Document (RD/AD/120) Policy SP/10 (Page 26)

planning response to the circumstances of this site. There has been every opportunity to demonstrate full compliance with the adopted and emerging policies. Even now, there is no reason that a suitably worded policy seeking marketing cannot be complied with.

99. A one year period, as suggested in the representation, would not be a sufficient period given the scale and importance of the site and the potentially limited pool of potential occupants. A two year period should continue to be applied. A modification is proposed below, and included in appendix 2.

Amend Policy E/5 paragraph 2 to read:

Only if a suitable healthcare use or uses cannot be found after the site has been marketed for healthcare for a period of no less than 2 years ~~before the final closure and vacation of Papworth Hospital~~ would other employment uses within the B1 Business Use Class compatible with this location in the centre of Papworth Everard be permitted.

**SC7E .iii.**

**In paragraphs 3(a), (b) and (c) of the policy is the intention to preserve rather than maintain?**

100. Papworth Hospital NHS Foundation Trust<sup>54</sup> consider that the term 'maintain' used under subsections a - b lacks precision, and 'contribute to' should be used instead. The word 'maintain' gives a much clearer indication of the policy goal than 'contribute to', and the wording change would undermine the effectiveness of the policy. It is therefore not supported.
101. In the context of 3 a and b, 'maintain' would appear to have the same effect as 'preserve'. A change is therefore not required.
102. Policy E/5 paragraph 3c is addressed under question SC7E .iv. below.

**SC7E .iv.**

**Should paragraph 3(d) also include the requirement to preserve or enhance the character or appearance of the Papworth Everard Conservation Area?**

103. In response to the representor's comments a modification was proposed to Policy E/5 paragraph 3c by the Council alongside the Submitted Plan<sup>55</sup>. This would reflect paragraph 137 of the NPPF, which requires that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance.

<sup>54</sup> Representation 60380

<sup>55</sup> Schedule of Proposed Minor Changes to the Proposed Submission Local Plan (March 2014)  
RD/Sub/SC/040

MC/8/01

Amend Policy E/5 paragraph 3c to read:

'Maintain **and enhance** the ~~present~~ setting of Papworth Hall'.

104. It is acknowledged that the same principle would apply to paragraph 3d, therefore the Council would support a further change for consistency with national policy.

Amend Policy E/5 paragraph 3d to read:

Preserve **and enhance** buildings on the site identified in the Papworth Everard Conservation Area Appraisal that contribute to the setting of the village and history of the site.

#### **SC7E .v.**

#### **Is paragraph 4 of the policy sufficiently flexible to enable the realistic prospect of viable re-use of redundant or derelict buildings on the site?**

105. Paragraph 4 of the policy is sufficiently flexible to enable the realistic prospect of viable re-use of redundant or derelict buildings on the site, and reflects the context of the site and its importance to the village.
106. Redevelopment for housing would not address the homes / jobs balance in the village, and would not enable sustainable development. The village in recent years has already included significant residential development. The Summersfield development of 351 dwellings in the South West of the village is nearing completion. Around 60 dwellings are planned on the Papworth West Central area. The Council has recently resolved to grant planning permission has recently for 215 dwellings at The Ridgeway. This emphasises the importance of maintaining employment uses.
107. Section 4 of the policy clarifies that residential development of the hospital site will not be permitted other than for the specific exceptional circumstances detailed. The Papworth Everard Conservation Area Appraisal<sup>56</sup> identifies a number of buildings of local architecture or historic interest around the setting of the parkland and the Listed Papworth Hall. The policy reflects the circumstances of the site, where these buildings are important to the townscape and character of the Papworth Hall area.
108. Section 4 does not 'implicitly accept reuse of buildings for residential purposes as part of a sequential approach' as the representation by the Papworth Trust suggests<sup>57</sup>. Indeed, the Inspectors Report on the Site Specific Policies DPD states, 'Residential development should not form part of the sequence (except as envisaged in part 5 of the Policy...)'<sup>58</sup> (Note: paragraph 5 of the Site Specific Policies DPD policy uses the same wording as paragraph 4 of the submitted Local Plan policy).

<sup>56</sup> Papworth Everard Consideration Area Appraisal (RD/E/250)

<sup>57</sup> Representation 60383 Final paragraph of comments

<sup>58</sup> South Cambridgeshire Sites Specific Policies DPD Inspectors Report 2010 (RD/AD/210) paragraphs 13.9.

109. The modification proposed by Papworth Hospital NHS Foundation Trust<sup>59</sup> to paragraph 4 would undermine the policy by being overly flexible towards residential development, and is not supported.
110. If no appropriate healthcare use can be found, then other employment uses on the Hospital site would at least maintain the balance between housing and employment in the village, but care would need to be taken to retain buildings of character which reflect the Hospital's origins. The Policy will support this.
111. In preparing this statement an incontinuity in the supporting text has been identified which does not appropriately reflect policy E/5 paragraph 4. A Proposed modification has therefore been identified, which is also included in Appendix 2.

Amend 1<sup>st</sup> sentence of paragraph 8.22 to read:

Residential development would not be acceptable other than **exceptionally** for the conversion of any existing buildings ~~which would not be suitable for healthcare / employment uses or which~~ **of character where it is the most appropriate use of the buildings and** would make the most appropriate contribution to enhancing the historic setting of Papworth Hall.

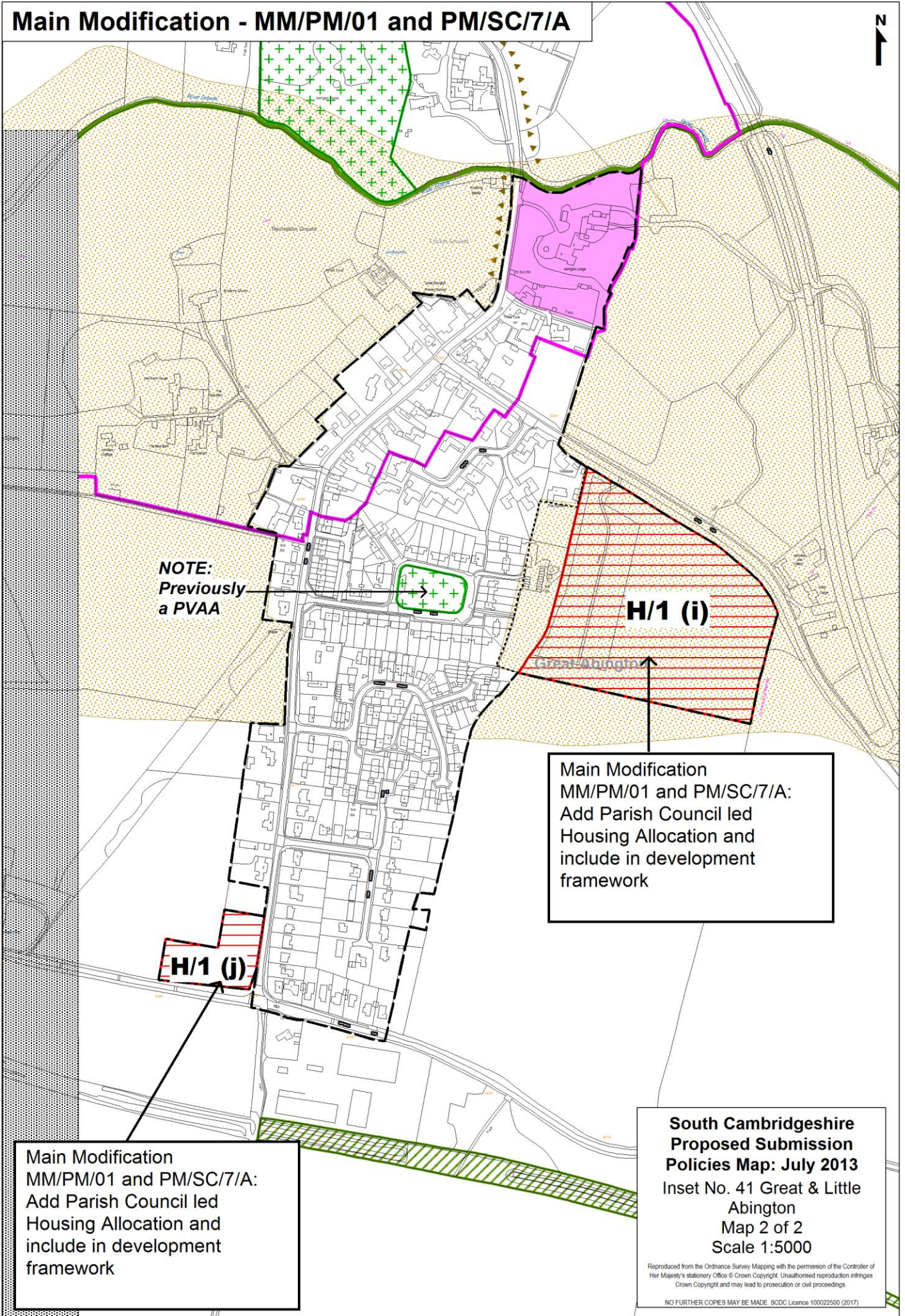
<sup>59</sup> Representation 60383



**Appendix 5: Map showing modifications to Great Abington Development Framework boundaries**



# Main Modification - MM/PM/01 and PM/SC/7/A



**NOTE:**  
Previously  
a PVAA

**H/1 (i)**

Main Modification  
MM/PM/01 and PM/SC/7/A:  
Add Parish Council led  
Housing Allocation and  
include in development  
framework

**H/1 (j)**

Main Modification  
MM/PM/01 and PM/SC/7/A:  
Add Parish Council led  
Housing Allocation and  
include in development  
framework

**South Cambridgeshire  
Proposed Submission  
Policies Map: July 2013**  
Inset No. 41 Great & Little  
Abington  
Map 2 of 2  
Scale 1:5000

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