

Cabinet



St Edmundsbury
BOROUGH COUNCIL

Title of Report:	Recommendations of the Sustainable Development Working Party: 18 June 2015	
Report No:	CAB/SE/15/043	
Report to and dates:	Cabinet	23 June 2015
	Council	7 July 2015
Portfolio holder:	Alaric Pugh Portfolio Holder for Planning and Growth Tel: 07930 460899 Email: alaric.pugh@stedsbc.gov.uk	
Chairman of the Working Party:	Alaric Pugh Sustainable Development Working Party Tel: 07930 460899 Email: alaric.pugh@stedsbc.gov.uk	
Lead officer:	Marie Smith Strategic Planning Manager Tel: 01638 719260 Email: marie.smith@westsuffolk.gov.uk	
Purpose of report:	On 18 June 2015, the Sustainable Development Working Party considered the following substantive items of business: (1) Culford Park Management Plan; (2) Station Hill, Development Area, Bury St Edmunds: Master Plan; and (3) West Suffolk Hospital, Bury St Edmunds: Masterplan.	

<p>Recommendations:</p>	<p>It is <u>RECOMMENDED</u> that subject to the approval of full Council:</p> <p>(1) <u>Culford Park Management Plan</u></p> <p>The Culford Park Management Plan, as contained in Appendices 1 and 2 to Report No: SDW/SE/15/004, be adopted as a Supplementary Planning Document.</p> <p>(2) <u>Station Hill, Development Area, Bury St Edmunds: Masterplan</u></p> <p>The Masterplan for the Station Hill Development Area, Bury St Edmunds land allocation, as contained in Appendix A to Report Ref: SDW/SE/15/005, be adopted as non-statutory planning guidance, subject to amendments being made to the document to:</p> <ul style="list-style-type: none"> (i) provide greater clarity about the intended illustrative nature of the plans contained therein; (ii) include relevant references to the Joint Development Management Policies document adopted in February 2015; and (iii) delegated authority be given to the Head of Planning and Growth, in consultation with the Chairman of the Sustainable Development Working Party and the Ward Members for the Station Hill Development Area, to satisfactorily resolve the issues raised by Pigeon Investment Management Ltd in their letter of objection received immediately prior to the meeting of the Working Party held on 18 June 2015. <p>(3) <u>West Suffolk Hospital, Bury St Edmunds: Masterplan</u></p> <p>The Masterplan for the West Suffolk Hospital, as contained in Appendix A to Report No: SDW/SE/15/006, be adopted as non-statutory planning guidance.</p>
--------------------------------	--

Key Decision: <i>(Check the appropriate box and delete all those that do not apply.)</i>		<i>Is this a Key Decision and, if so, under which definition?</i> Yes, it is a Key Decision - <input type="checkbox"/> No, it is not a Key Decision - <input checked="" type="checkbox"/> As they are full Council decisions.	
Consultation:		• See Reports: SDW/SE/15/004 to 006	
Alternative option(s):		• See Reports: SDW/SE/15/004 to 006	
Implications:			
<i>Are there any financial implications? If yes, please give details</i>		See Reports: SDW/SE/15/004 to 006	
<i>Are there any staffing implications? If yes, please give details</i>		See Reports: SDW/SE/15/004 to 006	
<i>Are there any ICT implications? If yes, please give details</i>		See Reports: SDW/SE/15/004 to 006	
<i>Are there any legal and/or policy implications? If yes, please give details</i>		See Reports: SDW/SE/15/004 to 006	
<i>Are there any equality implications? If yes, please give details</i>		See Reports: SDW/SE/15/004 to 006	
Risk/opportunity assessment:		<i>(potential hazards or opportunities affecting corporate, service or project objectives)</i>	
Risk area	Inherent level of risk (before controls)	Controls	Residual risk (after controls)
See Reports: SDW/SE/15/004 to 006			
Ward(s) affected:		See Reports: SDW/SE/15/004 to 006	
Background papers: <i>(all background papers are to be published on the website and a link included)</i>		Sustainable Development Working Party: 18 June 2015 Reports: SDW/SE/15/004 , 005 and 006	
Documents attached:		None	

Key issues and reasons for recommendation(s)

1. Culford Park Management Plan

- 1.1 The replacement Culford Park Management Plan is an updated version of the original document adopted in 2004. It reflects the complex nature of the site, comprising the educational function of the school, numerous historic buildings and extensive historic parkland, and the many, sometimes conflicting, priorities involved in protecting and managing the site. It also demonstrates their careful approach and commitment to the management and protection of the site as a whole.
- 1.2 The purpose of the Management Plan is to identify potential areas of future development within the site based on the school's anticipated operational needs, the required maintenance/repair/restoration of both the buildings and parkland, and to help identify priorities. Proposals are made based on a thorough understanding of the significance of the site.
- 1.3 The Management Plan does not give any form of permission for any development but does put proposals into a wider context which would then inform any subsequent planning applications. The Management Plan would be reviewed annually to take account of changing requirements, legislation, funding etc and to re-prioritise as necessary. This would also allow the school to take advantage of new opportunities which may present themselves during the lifetime of the Management Plan which could not have been anticipated at the time of preparation.
- 1.4 The adoption of the Culford Park Management Plan as a Supplementary Planning Document (SPD) would provide the school with a degree of certainty when forward-planning. It would form the basis for planning and listed building consent applications, putting proposals into a wider context which would aid the Council and consultees in understanding and considering such applications.

2. Station Hill Development Area Bury St Edmunds: Masterplan

- 2.1 The Station Hill site is located immediately adjacent to Bury St Edmunds Railway Station and approximately 250m from the core of the town centre. The Masterplan site area is approximately 6.64 hectares in size, the majority of which is used as railway sidings (transfer of minerals). The site frontage is occupied by a number of buildings in varying uses, including leisure, retail and other business use.
- 2.2 The adopted Bury St Edmunds Vision 2031 Development Plan Document, in Policy BSE6, allocates land at Station Hill, Bury St Edmunds for redevelopment that should seek to deliver the following:
 - Residential (300 dwellings indicative)
 - Offices and other B1 industry
 - Leisure uses
 - Small scale retail uses to serve local needs (capped at 150 SQ.M of net floorspace)

- Parking (ancillary to these uses and for the station)
 - An improved public transport interchange and
 - Strategic landscaping and public realm improvements.
- 2.3 In his report into Vision 2031 the Planning Inspector, stated that 'the Council intend to apply Policy BV8 flexibly so there is no need to consider viability of non-residential uses at this stage'. By this he was content for the precise mix of uses to be determined at planning application stage (as opposed to the Masterplan stage) where viability could be tested against prevailing market conditions.
- 2.4 The site was allocated for an almost identical development in the now superseded Local Plan (2006). A Concept Statement was prepared jointly for the Station Hill and adjoining Tayfen Road sites and adopted by the Council in October 2007 which recognised that the two sites could be the subject of individual Masterplans. A Masterplan was first drafted for the Station Hill site in 2009 but the promoter decided not to proceed with the draft and effectively withdrew from the process. The draft Masterplan presently under consideration replaces the 2009 version.
- 2.5 The draft Masterplan follows the principles of the extant and emerging policy land allocations and the adopted Concept Statement but provides a level of detail which will inform any subsequent applications for planning permission. The draft document considers site topography, built form, landscape features, ecology, heritage assets, flood risk, key views and vistas, access and social context and uses these to evaluate opportunities and constraints to development, explores site capacity and develops some key design principles for development of the site.
- 2.6 The Masterplan proposes 'a high quality residential scheme which relates to the railway station, conversion of the locally listed Burlingham Mill, along with new public realm and open spaces across the site which link via new cycle and pedestrian routes to the surrounding neighbourhoods' and aims to create the following key features:
- (a) high quality, active and well defined Station Square to create a sense of arrival and new gateway into Bury St Edmunds;
 - (b) retention of the key view from the station to St. John's Church spire;
 - (c) improvements to the adjoining Station Master's Garden;
 - (d) higher density (3 – 5 storey) frontages onto Station Hill, reflecting The Forum development and responding to the location near the station and connection to the nearby town centre;
 - (e) landmark building to complement the landmark tree on the roundabout junction of Station Hill and Tayfen Road;
 - (f) landscaped buffer to the retained car showroom south of the site forming a green walkway to the adjacent recreation space;

- (g) main access onto Station Hill with a visual and physical link to Burlingham Mill at the centre of the development;
 - (h) new square in front of Burlingham Mill and good enclosure around the building forming a network of street connections linking the station, Station Hill, open space and recreational space to the west;
 - (i) new high quality crescent to form frontage and enclosure onto the adjacent recreation space;
 - (j) street connection to the west of the site through a 'woodland' character area and link through to the open space beyond; and
 - (k) feature building to create a focal point on Station Hill and create an interesting route.
- 2.7 The draft Masterplan identifies that development of the site is likely to be carried out in four distinct phase, predominantly influenced by land ownership constraints and the on-going railway sidings use which policy dictates will need to be re-located.
- 2.8 Officers reported receipt of a letter of objection from Pigeon Investment Management Ltd. This had been lodged with the Council shortly before the meeting and officers had not had the opportunity as a consequence to formulate advice on the points raised for the Working Party.
- 2.9 Members of the Working Party commented that the Masterplan made no reference to the provision of affordable housing, health and well-being issues and energy efficiency. Officers advised that relevant references to the Joint Development Management Policies covered such points and that they would be addressed in more detail at the planning application stage. It was requested that such references contain brief description of the ramifications of the policies referred to.

3. West Suffolk Hospital, Bury St Edmunds: Masterplan

- 3.1 The Bury St Edmunds Vision 2031 document states that should there be major development proposals at the West Suffolk Hospital site a Masterplan would need to be prepared which takes account of increased demand for parking, traffic generation and environmental impacts on the site.
- 3.2 The draft Masterplan sets out five main areas for development which are shown on the plan that supports the Masterplan. These areas are:
- (i) Hospital Core (short term projects including New Sterile Services Department and Office, Cardiac Catheterisation Lab, and additional cycle provision);
 - (ii) Western Woodland (The Masterplan seeks to set the principle of introducing circa 400 additional car parking spaces in this area);

- (iii) Existing Residences (The Masterplan acknowledges that this area will be become vacant when the existing residences are demolished as granted under application DC/14/1748/OUT in December 2015);
- (iv) land adjoining Rowan House (the Masterplan seeks to identify this as an area for potential future built development. No specific project has been identified yet); and
- (v) New Staff Residence (Outline consent was granted under application DC/14/1748/OUT in December 2015).

Outside of these five areas it also indicates that the main vehicular access would be widened and improved to ensure that emergency vehicles can access the site if a large vehicle broke down on the current vehicular entrance.

- 3.3 The hospital core area is the area which the main hospital building is located in. This is a 1970's building which has been altered and modified over the years in order to provide a satisfactory health care facility. However due to its modular design and build method the overall building does not lend itself to significant alteration. Three areas are identified for new build or alterations and the principle of such proposals is an acceptable one. All proposals would require planning permission and their detailed acceptability (design and impact) would be considered at the application stage.
- 3.4 The Masterplan sets out that the Western Woodland area would accommodate circa 400 additional car parking spaces. Issues to be considered are:
 - (i) traffic impact, parking and sustainable modes of travel;
 - (ii) impact on ecology;
 - (iii) impact on protected trees; and
 - (iv) impact on residential properties at Sharps Road.
- 3.5 Areas 3 and 5 are shown within the draft Masterplan as they have not yet been removed/built out. However, they already have planning permission in outline form and therefore have been considered at a more detailed stage than the Master Plan. Their inclusion is considered acceptable. Area 3 is similar to Area 4 in that once it is vacant it is being identified as a possible parcel of land for development for a health care use that has not yet been identified. This would enable the hospital some flexibility in delivering projects expediently if a need arises. If the hospital were to remain on the current site and redevelop, Area 3 would probably be utilised to create a first phase.
- 3.6 Area 4 identifies an area of land next to Rowan House near the southern boundary as a possible area for future projects. Any project would need to demonstrate its own acceptability but the principle of this site is not unacceptable in principle.
- 3.7 The draft Masterplan is limited in what it is seeking to set out. The Trust are currently doing a strategic piece of work to understand the cost and advantages of either moving to the western side of Bury St Edmunds or redeveloping their current site. The results of this will be known in early 2016. If they decide to stay on their current site any major redevelopment would require a new Masterplan which the Trust are fully aware.

- 3.8 Regardless of what option the Trust take the adoption of this Masterplan will enable them to bring forward planning applications in order to develop the current site in an interim way and continue to operate an effective and functional hospital.