
2019/1070

Applicant: Barnsley District General Hospital NHSFT

Proposal: Single storey front extension to contain paediatric emergency department and clinical assessment unit

Address: Barnsley District General Hospital, Gawber Road Old Town Barnsley

No representations have been received from members of the public. Cllr Lofts has objected and requested that the application is determined by the Board.

Background

The planning application follows on from two recent applications that concern the hospital site. The first was an outline application (2018/0918) which, in principle, was for the same form of development now proposed, i.e a single storey front extension to create a new children's A&E department and clinical assessment unit, and was granted planning permission 25/09/2018. The second application was for a lawful development certificate to carry out external alterations within the site, including the provision of hard surfacing and soft landscaping works and new surface markings/crossing points to enable reconfigured drop off areas for ambulances and patient transfer vehicles. This was accepted to be a form of permitted development under powers available under The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) on 26/07/2019 under application reference 2019/0736.

Site Description

The application concerns the existing Accident and Emergency department of Barnsley District General Hospital, which is located on the northern side of the site fronting Gawber Road.

Until recently the area to the front of the A&E department housed parking laybys for ambulances, the Police and parking for disabled people. However this is in the process of changing as a result of construction works taking place on site to implement the works approved under lawful development certificate application reference 2019/0736.

These changes shall see vehicular movements prevented between two of the existing accesses/exit points on the Gawber Road site frontage. This would enable this land to be built over by the proposed extension. The reconfigured drop off areas for ambulances and patient transfer vehicles are in the process of being provided using the existing external areas located on the eastern side of this part of the proposed extension.

A boundary wall is located adjoining the footpath on Gawber Road. Inside the wall within the hospital site is a grass verge which is planted up with a long row of Cherry blossom trees.

Land to the north of the other side of Gawber Road is made up of a street of residential properties. Most are two storey semi-detached, which are positioned on a ground level that is located approximately 3-4m below it.

Proposed Development

The application proposes an extension to the front of the hospital building in order to create a separated accident and emergency department specifically for children.

The proposed extension would be single storey projecting beyond the existing frontage by approximately 14m. Its width would span across 42.5m. It would have a flat roof that would have initial height of 4.3m. In addition there would be a need to install plant on the roof. This would be enclosed within a mesh enclosure that would add a further 3m to the overall height (7.3m in total). Facing materials would be fibre cement board cladding that would be predominately different shades of grey in colour a dark shade of orange. Windows would be tall and thin with mesh fitted at lower levels to take into account of practical considerations in that many of the rooms inside would be used for treating and assessing patients making it unsuitable to have larger more open windows. In total this would add 700sqm of floorspace to the hospital site.

The Design and Access statement says the following regarding need for the development:-

This initiative aims to deliver a better patient experience for children and families accessing urgent and emergency paediatric care at Barnsley Hospital. The proposed physical reconfiguration of the Emergency Department footprint, releasing additional adult ED capacity, will significantly strengthen the Trust's clinical strategy of consistently delivering urgent and emergency care within the 4 hour access standard.

History

There have been a large number of previous applications at the site. The list of applications includes:-

2019/0736 - External alterations within the site including the provision of hard surfacing and soft landscaping works and new surface markings/crossing points to enable reconfigured drop off areas for ambulances and patient transfer vehicles (Lawful development certificate for a Proposed Development). Granted 26/07/2019.

2018/0918 - Single storey front extension to contain paediatric emergency department and clinical assessment unit (Outline seeking approval over scale of development). Granted outline planning permission with conditions 25/09/2018.

2013/0850 - Demolition of two to three storey staff accommodation blocks. (Prior Notification). Decision: Prior approval not required 09/09/2013

2012/0344 - Replacement of existing windows. Approved 01/05/2012

2011/0713 - Replacement windows and associated alterations to elevations of blocks A and B. Approved 10/06/2011

2011/0572 - Erection of single storey extension to existing Emergency Department. Approved 04/07/2011

2010/1436 - Erection of extension to existing canopy. Approved 10/01/2010

2010/1116 - Erection of security fence. Approved 10/01/2010

2008/0512 - Replacement of existing cladding and windows to the Accident and Emergency and Outpatients Department. Approved 06/05/2008

B/03/2001/BA - Provision of an additional 65 No. car parking spaces. Approved 16/01/2004.

B/02/0622/BA - Siting of a two-storey modular building for use as office accommodation. Approved 13/06/2002

B/00/0072/BA - Formation of additional car parking areas. Approved 22/02/2000

B/92/1522/BA - Erection of combined heat and power plant room to hospital. Approved 07/01/1991

B/91/1549/BA - Formation of new access to classified road. Approved 09/01/1999

Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The new Local Plan was adopted at the full Council meeting held 3rd January 2019 after it was found to be sound by the appointed Planning Inspector following the examination process. This means that it now takes on full weight for decision making process in planning law terms as the development plan for the Borough, superseding the remaining saved policies from the Unitary Development Plan (adopted in the year 2000) and the Core Strategy (adopted in 2011). The Council has also adopted a series of Supplementary Planning Documents and Supplementary Planning Guidance Notes, which are other material considerations.

Local Plan Allocation – Urban Fabric & Existing Community Facility

Relevant policies include:-

I2 Educational and Community Facilities
LG2 The Location of Growth
GD 1 – General Development
T3 New Development and Sustainable Travel
T4 – New Development and Transport Safety
D1 – High Quality Design and Place Making
CC3 – Flood Risk
Poll1 – Pollution Control and Protection

Supplementary Planning Document

Residential Amenity and the Siting of Buildings
Parking

NPPF

The revised National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

Consultations

Drainage – No objections. Are content with the drainage scheme being dealt with via the Building Regulations and Yorkshire Water.

Highways – No objections subject to conditions.

Pollution Control – No objections.

Tree Officer – Notes that the works associated with the lawful development certificate application would see the removal of four medium sized trees. There is no objection to that but compensatory planting is requested to be secured via a condition.

SY Police ALO – Has recommended incorporating measures to enable the development to comply with Secured by Design Standards.

Yorkshire Water – No objections subject to conditions.

Ward Councillors – Cllr Lofts objects as he considers that the hospital has outgrown the site. Consequently he feels that a further expansion would harm outlook for residents who live in the houses on Gawber Road and inconvenience the residents who live in houses on the roads near to the site by leading to an increase in illegal and inconsiderate parking.

Representations

The application was advertised by neighbour notification letters, site and press notices. No representations have been received.

Assessment

Principle of development

The principle of development is already established by the existing outline planning permission that is in place (app ref 2018/0918). The application could have been submitted via the reserved matters route, but instead been submitted as a full application. However, the previous application is still a material consideration. In addition it should be noted that the size of the development (700sqm) is less than the maximum parameters approved within the outline permission (987sqm).

Local Plan policy I2 'Educational and Community Facilities' states that the Council shall support the provision of community facilities. Community uses should be located centrally to the communities that they serve in places accessible by walking, cycling and public transport. In addition policy LG2 - The Location of Growth states that Urban Barnsley, in support of Barnsley Town Centre, will be the main focus for provisions including health facilities in the region.

The site is located in Urban Barnsley and so the proposal accords with policy LG2. In addition it is relatively close to the town centre and is accessible by various modes of transport, including public transport sought by Local Plan policy T3 New Development and Sustainable Travel. In any case it is well established and has grown to the point that relocation is not a viable prospect. Furthermore the idea behind the proposal would be of substantial health care provision benefits to the local community which needs to be afforded substantial weight.

Visual amenity

The hospital site is made up of a large complex of buildings which appear to have been built in the time period between World War 2 and the 1980's. Architecture and facing materials are typical of that period with most buildings being flat roof rectangular blocks that are white or light or dark grey in colour. More recently an application was approved in 2008 to re-clad the exterior of the A&E department which uplifted its appearance. However there are no architectural features of note to protect as far as the existing building is concerned and in any case it's the functions within the hospital that assume the greater importance.

As the proposal is for a front extension securing a good standard of external appearance for the future development is important. As is shown on the visualisations which accompany the planning application the extension would retain a set back from the Gawber Road site frontage, allowing existing soft landscaping including the row of Cherry Blossom to be retained. It can therefore be accommodated within the site without appearing cramped or contrived. In addition it would appear subordinate to the taller and wider hospital buildings, which are located immediately behind, including the 9 storey block. The proposed extension is well proportioned whereas the facing materials would seek to add both visual interest and be complementary. As such the proposal is considered to satisfy policy D1 – High Quality Design and Place Making.

The associated works to create the new ambulance drop off would see four medium sized trees being removed to accommodate the development. However this quantity is low compared with the existing number of trees on the site and could not have been opposed as those works are a form of permitted development and no Tree Preservation Orders were in place. In this context the protection of the existing high amenity row of Cherry Blossom trees on the site frontage is the most important consideration. This is proposed but would need a condition to require protection measures to be in place during the building programme. It is still considered that there is the opportunity to enhance landscaping from this scheme and as such a landscaping condition is also recommended

Residential Amenity

The extension would be favourably situated in relation to the existing dwellings located to the north of the site. Part of it would be opposite the gap where the road is located on Queens Drive and others would be side on. Some would directly oppose but would be located approximately 34m away from the extension which is a considerable separation distance. Also the extension would be dwarfed by the 9 storey building located behind it. It should be noted that the dwellings only have restricted views of the hospital by virtue of them being located several metres lower below a grass banking and by virtue of the row of existing trees which is positioned on both sides of the road in between. Taking these considerations into account the proposal easily satisfies the Residential Amenity and the Siting of Buildings SPD.

No objections have been received from Pollution Control concerning noise considerations, although the standard conditions would need imposing to limit disturbance during the construction phase and to review the technical specifications associated with the proposed roof plant.

Highways

The Design and Access statement advises that the proposal is mainly aimed at improving the way that the existing hospital functions. Although the proposal would create extra capacity in the adult A&E department the development is not aimed at generating extra service demand other than with assisting with the demands of future population growth. Highways have deemed that TA is not necessary therefore.

The plans show a need to reconfigure the site in terms of creating new/alternative drop off facilities and parking for ambulances, the Police and disabled parking. However the new arrangements were approved via Lawful Development Certificate application 2019/0736 and are in the process of being implemented on site. 12 blue badge parking spaces would be lost as a result of the land required to accommodate the development. However that is not considered to be materially significant as 611 spaces would remain for visitors equalling a reduction of less than 2% overall. In addition the percentage of blue badge visitor parking spaces on the site would remain higher (5.3%) than the figure aimed for by the existing Parking SPD (4%).

No new staff are proposed to be employed as a result of the development and the size of the development is lower than the threshold in the SPD where the standards are applicable.

Others

Flood Risk and Drainage

The FRA has established that the site falls in Flood Zone 1 (low flood risk) and the proposals are considered to be 'Less Vulnerable'. No objections have been received from BMBC Drainage and Yorkshire Water subject to the imposition of standard conditions.

Conclusion

In summary the principle of creating an extension to the hospital to be used as children's Accident and Emergency department is already established by the existing outline planning permission that is in place (app ref 2018/0918).

The development is supported by Local plan policies I2 -'Educational and Community Facilities' and LG2 - The Location of Growth which states that Urban Barnsley, in support of Barnsley Town Centre, will be the main focus for provisions including health facilities in the region. In addition it is relatively close to the town centre and is accessible by the modes of transport, including public transport and so scores favourably in relation to Local Plan policy T3 New Development and Sustainable Travel.

In addition the extension of is a scale and design that can be accommodated within the site without appeared cramped or contrived within the site. It would also add both visual interest and be complementary taking into account the proposed external facing materials, the colours and the retention of a good amount of soft landscaping, particularly the long row of Cherry Blossom trees on the Gawber Road site frontage. This has enabled the proposal to satisfy policy D1 – High Quality Design and Place Making.

In addition the proposal would avoid impacting on residential amenity to any significant degree taking into account the considerable separation distances and the limited views from those dwellings alongside land levels and existing screening.

The reconfigured drop off areas for ambulances and patient transfer vehicles are in the process of being created on site as a result of the works approved by Lawful Development Certificate application 2019/0736. 12 blue badge parking spaces would be lost as a result of the land required to accommodate the development. However 62 of that type of parking space would be retained overall and this means that the percentage of blue badge visitor parking spaces on the site would remain higher (5.3%) than the figure aimed for by the existing Parking SPD (4%). This is in addition to the 549 regular sized visitor parking spaces that would be retained. No new staff are proposed to be employed as a result of the development and the size of the development is lower than the threshold in the SPD where new parking provision standards are applicable. The proposal is therefore considered acceptable from a Highways perspective. In any case this particular consideration is heavily outweighed by the substantial health care provision benefits to the local community.

Overall the officer recommendation is one of approval subject to the conditions listed.

Recommendation

Grant planning permission with conditions:

- 1 The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.
Reason: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990.

- 2 The development hereby approved shall be carried out strictly in accordance with the plans and specifications as approved unless required by any other conditions in this permission:-

85419-DAY-ZZ-ZZ-DR-A-02-0101 - Site Location Plan
85419-DAY-ZZ-ZZ-DR-A-02-0102 - Site Block Plan
85419-DAY-XX-01-AL-A-10-1101 - Demolition Elevations
85419-DAY-ZZ-ZZ-DR-A-04-2101 - Proposed Site Section
85419-DAY-ZZ-ZZ-DR-A-04-1101 - Proposed Elevations
85419-DAY-ZZ-ZZ-DR-A-04-2102 - Proposed Section
85419-DAY-ZZ-00-DR-A-04-0104 - Proposed Ground Floor Plan with Site, P1
85419-DAY-ZZ-00-DR-A-04-0104 - Proposed Ground Floor Plan with Site, P2
85419-DAY-ZZ-01-DR-A-04-0102 - Proposed Roof Plan
85419-DAY-ZZ-00-DR-A-04-0101 - Proposed Ground Floor Plan, P1
85419-DAY-02-00-DR-A-20-0101 - Proposed Ground Floor Plan, T2
85419-DAY-ZZ-ZZ-DR-A-03-1101 - Existing Elevations
85419-DAY-ZZ-02-DR-A-03-0103 - Existing Roof Plan
85419-DAY-ZZ-01-DR-A-03-0102 - Existing Level 01 Plan
85419-DAY-ZZ-00-DR-A-03-0101 - Existing Level 00 Plan
854-19-MMB-BH5132-TS-01_Rev A - Barnsley Hospital Topographical & Utility Survey Sheet 1 of 4
854-19-MMB-BH5132-TS-02_Rev A - Barnsley Hospital Topographical & Utility Survey Sheet 2 of 4
854-19-MMB-BH5132-TS-03_Rev A - Barnsley Hospital Topographical & Utility Survey Sheet 3 of 4
854-19-MMB-BH5132-TS-04_Rev A - Barnsley Hospital Topographical & Utility Survey Sheet 4 of 4

Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan policy D1 High Quality Design and Place Making.

- 3 Upon commencement of development full details of soft landscaping works, including details of the species, positions and planted heights of proposed trees; together with details of the position and condition of any existing trees and hedgerows to be retained shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy D1 High Quality Design and Place Making.

- 4 No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:
- The parking of vehicles of site operatives and visitors
 - Means of access for construction traffic
 - Loading and unloading of plant and materials
 - Storage of plant and materials used in constructing the development
 - The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
 - Wheel washing facilities
 - Measures to control the emission of dust and dirt during construction
 - Measures to control noise levels during construction
- Reason: In the interests of highway safety, residential amenity and visual amenity, in accordance with Local Plan Policies T4 New development and Transport Safety and GD1 General Development and GD1 'General Development'.**
- 5 Vehicular and pedestrian gradients within the site shall not exceed 1:12.
- Reason: In the interest of highway safety, in accordance with Local Plan policy T4 New development and Transport Safety.**
- 6 Prior to any works commencing on-site, a condition survey (including structural integrity) of the highways to be used by construction traffic shall be carried out in association with the Local Planning Authority. The methodology of the survey shall be approved in writing by the Local Planning Authority and shall assess the existing state of the highway. On completion of the development a second condition survey shall be carried out and shall be submitted for the written approval of the Local Planning Authority, which shall identify defects attributable to the traffic ensuing from the development. Any necessary remedial works shall be completed at the developer's expense in accordance with a scheme to be agreed in writing by the Local Planning Authority.
- Reason: In the interest of highway safety, in accordance with Local Plan policy T4 New development and Transport Safety.**
- 7 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which die within a period of 5 years from the completion of the development, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.
- Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan policy D1 High Quality Design and Place Making.**

- 8 No development or other operations being undertaken on site shall take place until the following documents in accordance with British Standard 5837:2012 Trees in relation to design, demolition and construction - Recommendations have been submitted to and approved in writing by the Local Planning Authority:

Tree protective barrier details
Tree protection plan
Arboricultural method statement

The approved fencing shall be installed before machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced off in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

Reason: To safeguard existing trees, in the interest of visual amenity.

- 9 Construction or remediation work comprising the use of plant, machinery or equipment, or deliveries of materials shall only take place between the hours of 0800 to 1800 Monday to Friday and 0900 to 1400 on Saturdays and at no time on Sundays or Bank Holidays.

Reason: To protect the amenity of existing residents in accordance with Local Plan policy Poll1 Pollution Control and Protection.

- 10 Prior to occupation of the building, full details of externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be submitted to and approved in writing by the Local Planning Authority and the development shall be carried out in accordance with the approved details

Reason: To protect the amenity of existing residents in accordance with Local Plan policy Poll1 Pollution Control and Protection.

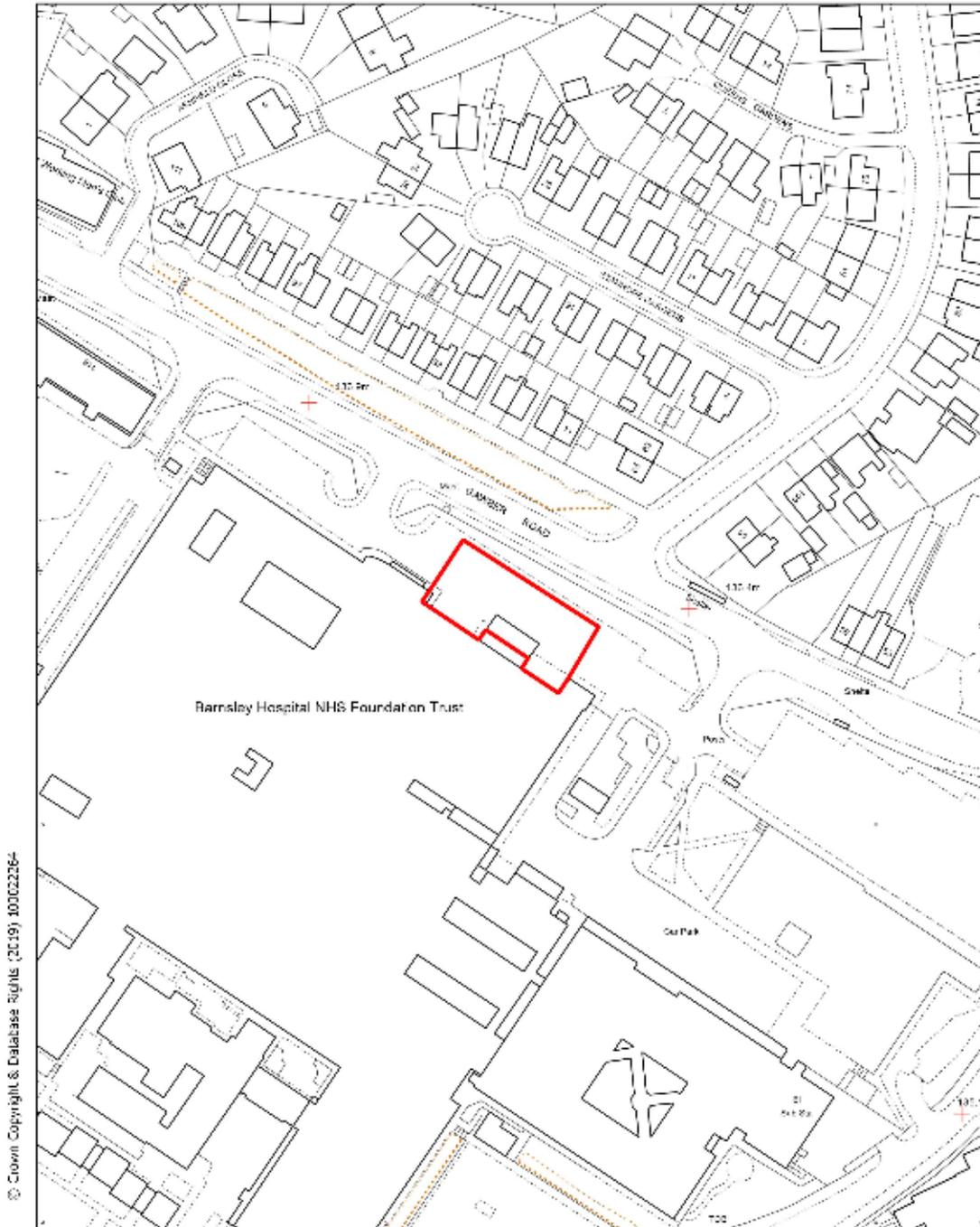
- 11 The proposed development shall achieve BREEAM standard of 'very good' or equivalent which includes the BFS/Trust Sustainable Development Standard. Upon completion of the development the applicant shall provide written confirmation shall be provided Local Planning Authority demonstrating that the required standard has been achieved and the measures provided to achieve the standard shall be retained as operational thereafter.

Reason: In the interests of sustainable development in accordance with Local Plan policy CC2 Sustainable Design and Construction.

- 12 All surface water run-off shall be collected and disposed of within the site and shall not be allowed to discharge onto the public highway.
Reason: To ensure proper drainage of the area, in accordance with Local Plan Policy CC3 - Flood Risk.
- 13 The site shall be developed with separate systems of drainage for foul and surface water on and off site.
Reason: - In the interest of satisfactory and sustainable drainage in accordance with Local Plan Policy CC3.
- 14 No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall, other than the existing local public sewerage, for surface water have been completed in accordance with details submitted to and approved by the Local Planning Authority.
Reason: To ensure that the site is properly drained and in order to prevent overloading , surface water is not discharged to the public sewer network in accordance with Local Plan Policy CC3.

PA Reference:-

2019/1070



BARNSELY MBC - Regeneration & Property



Scale: 1:1250