

.COMMITTEE REPORT

Date: 4 August 2016 **Ward:** Guildhall
Team: Major and **Parish:** Guildhall Planning Panel
 Commercial Team

Reference: 16/01195/FULM
Application at: York District Hospital Wigginton Road York YO31 8HE
For: First and second floor extensions above Remedial Therapy
 Department to provide additional clinical space for new
 Endoscopy Unit
By: York Teaching Hospital NHS Foundation Trust
Application Type: Major Full Application (13 weeks)
Target Date: 12 September 2016
Recommendation: APPROVE

1.0 PROPOSAL

1.1 The proposal is for an extension to York District Hospital to form an improved purpose-built Endoscopy Unit. The site is on the northern side of the hospital complex, close to the boiler house and to the rear of, but some distance from, the residential properties on Feversham Crescent. The scheme is for a first and second floor extension above an existing single storey brick building. Materials are a mix of copper and dark grey cladding with the taller two storey element of the proposal being in the copper cladding and the single storey (first floor) element in the dark grey. LED lighting along the roofline will be a feature of the building at night-time. The second floor of the building incorporates the plant room to the front and staff rooms to the rear of the site while the first floor is treatment and waiting rooms and offices. A loss of 4 parking spaces is anticipated as a result of the proposal. The site compound will be accommodated within the site to the rear of Feversham Crescent.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation: Hospital

Contaminated Land GMS Constraints:

2.2 Policies:

CYGP1 Design
CYC4 York District Hospital site
CYGP4A Sustainability
CYGP6 Contaminated land
CYGP11 Accessibility

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3.0 CONSULTATIONS

INTERNAL

Planning and Environmental Management

3.1 No comments to make on the scheme.

Highway Network Management

3.2 No objection to the proposals and suggest a condition to ensure that a construction method statement is submitted.

EXTERNAL

Guildhall Planning Panel

3.3 Any response will be reported verbally.

Publicity and Neighbour Notification

3.4 One letter has been received from a local resident expressing general concern about 'out of hours' noise from the boiler house.

4.0 APPRAISAL

4.1 KEY ISSUES

- Policy context
- The principle of the development
- The design of the proposed extension
- Impact on neighbouring residential amenity
- Transport implications
- BREEAM

POLICY CONTEXT

4.2 The National Planning Policy Framework (March 2012) sets out the Government's overarching planning policies at its heart is a presumption in favour of sustainable development. It also sets out 12 core planning principles that should underpin both plan-making and decision-taking. A principle set out in Paragraph 17 is that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

4.3 Paragraph 186 states that Local Planning Authorities should approach decision-taking in a positive way to foster the delivery of sustainable development. Paragraph 187 states that Local Planning Authorities should look for solutions rather than problems and decision takers at every level should seek to approve applications for sustainable development where possible.

4.4 The Development Control Local Plan was approved for Development Control purposes in April 2005; its policies are material considerations although it is considered that their weight is limited except where in accordance with the content of the NPPF.

4.5 The planned consultation on the Preferred Sites for the emerging City of York Local Plan went before Executive on 30 June, following a meeting with the Local Plan Working Group on 27 June. The proposals are now subject to an eight-week public consultation which started in July. The emerging Local Plan policies can only be afforded very limited weight at this stage of its preparation, in accordance with paragraph 216 of the NPPF. However, the evidence base underpinning the emerging Plan is a material consideration.

THE PRINCIPLE OF THE DEVELOPMENT

4.6 The proposal is for an extension to the existing lawful use on the site. Policy C4 of the Local Plan allows for further hospital development within the York District Hospital site providing it does not impact on residential amenity or parking provision on site. Adequate provision should also be made for alternative forms of transport to the hospital. It is therefore considered that the proposal is acceptable in principle subject to other material planning considerations to include residential amenity and highways issues in accordance with policy C4.

THE DESIGN OF THE PROPOSED EXTENSION

4.7 The extension sits above an existing single storey element of the hospital buildings on the northern end of the site. To the east will be a two storey block with plant on the upper storey and to the west a single storey (albeit first floor) block. To the south of the site is another two storey element, this time for staff rooms and offices. The design itself is very simple with a vertical two storey block in copper cladding and horizontal single storey block in grey cladding. Windows are narrow and a mix of horizontal and vertical strips adding interest to the elevations and picking up detailing in the existing buildings. A lighting strip around the first floor block set down from the roof has been retained to add interest. The design, while simple in character, is considered attractive and represents an improvement in design quality over the existing red brick buildings.

4.8 In terms of its scale, the proposal is in keeping with neighbouring buildings. The renal unit to the west of the site is two storeys while to the south the buildings rise to 6 storeys in height. The buildings directly to the north between the site and neighbouring residential properties are single storey. Taken in context with neighbouring blocks, the proposal appears acceptable in its scale. The copper clad block will be prominent when entering the site however it is set well back from Wigginton Road and its scale and design will provide an identifiable landmark within an area that has little architectural interest. There is also significant distance between the site and neighbouring properties as well as a large single storey building such that the proposal is set well away from sensitive boundaries with residential properties.

4.9 The predominance of roof top plant on the hospital site has a significantly detrimental impact on visual amenity. One of the benefits of the proposed scheme is that virtually all of the plant is contained within the second floor area of the building. A small amount of plant that for technical reasons must be sited outside is to be set to the rear of the copper clad block. As a result of the parapet and siting of the plant it will not be visible from ground level.

4.10 As a result of its siting at first and second floor, the proposal has little impact on landscaping on the site. There is a small grassy courtyard between the existing remedial therapy and neurosciences building which will be below the new building. Additional details have been submitted by the applicant to indicate how this courtyard, which will now be partially covered by the proposed extension, will be treated. These show that areas of soft landscaping and seating will be retained to the rear of the courtyard with artificial planting proposed given that the area will be partly covered by the extension. The emergency stairwell will be sited within this area and will enclose the rear courtyard from the highway. Lighting and appropriate gating are proposed to ensure the courtyard does not become a magnet for anti-social behaviour.

IMPACT ON NEIGHBOURING RESIDENTIAL AMENITY

4.11 Policy GP1 of the Local Plan requires that development does not unduly impact on neighbouring residents' amenity in terms of overlooking, overshadowing, overdominance and noise disturbance. The proposed extension is a minimum of 40m from the nearest residential property and is separated by an existing single storey building from these properties. Given the separation between the extension and dwellings it is considered that there will be little impact on neighbouring residential amenity as a result of the proposal. Comments have been made by a local resident about excessive noise from the existing boiler house. It is not possible to control this via this planning application but it is not considered that the proposed extension will result in any significant additional noise disturbance.

TRANSPORT IMPLICATIONS

4.12 The development does not facilitate any changes to access or parking once constructed. It is accepted that as part of the whole hospital provision, the increase in staff patients can be absorbed by the existing access and parking arrangements available on the whole site.

4.13 The developer has indicated a large red line boundary on the plans that is labelled contractors' compound. As a result of the complex health and safety regulations at the hospital, significant additional paperwork is required if contractors need to work outside the identified site boundary, hence the large compound indicated on the plans. This red line boundary skirts a recently closed access onto Wigginton Road. This access should not be re-used for construction purposes and all traffic should be routed through the open accesses currently available. This has been discussed and agreed with the applicant and a condition is recommended to ensure the access remains closed.

BREEAM

4.14 The Council's Sustainable Design and Construction SPG requires a BREEAM rating of Very Good for non-residential development of over 1000sqm. While the pre-assessment has identified that this is possible, to achieve it would render the scheme unviable. The Applicant is currently putting together a statement about this which will be presented as an update at the Committee.

5.0 CONCLUSION

5.1 The proposed extension provides a purpose built endoscopy unit for the hospital to meet modern standards. Policy C4 of the Local Plan relates specifically to new development at the York District Hospital site and allows for new development providing sustainable methods of transport are promoted and residential amenity is not impacted. The proposal does not provide additional parking and the site is within a sustainable location with good public transport links. The extension is some distance from residential properties and considered to have little impact on amenity as a result of this. Consequently the proposal is considered to comply with this policy.

5.2 This area of the hospital site is characterised by buildings of a lower design quality and it is considered that the proposed extension with its striking but simple design will enhance the appearance of the area. The use of simple blocks identified by different coloured cladding will provide a visual reference for visitors to the hospital while relating comfortably to the existing buildings. The proposal therefore meets the NPPF core planning principle of securing high quality design.

6.0 RECOMMENDATION:

1 TIME2 Development start within three years

2 The development hereby permitted shall be carried out in accordance with the following plans:-

Location plan SP(90)01; site plan SP(90)03; proposed elevations EL(21)01 Rev 4; landscape plan SP(20)04 Rev 2; level 1 PL(20)05 10; level 2 PL(20)06 4; roof plan PL(27) 02.

Reason: For the avoidance of doubt and to ensure that the development is carried out only as approved by the Local Planning Authority.

3 VISQ8 Samples of exterior materials to be app

4 NOISE7 Restricted hours of construction

5 The closed access road on to Wigginton Road opposite the hospital mortuary shall not be utilised or re-opened at any time during construction of the development hereby approved.

Reason: In the interests of highway safety.

7.0 INFORMATIVES:

Notes to Applicant

1. STATEMENT OF THE COUNCIL'S POSITIVE AND PROACTIVE APPROACH

In considering the application, the Local Planning Authority has implemented the requirements set out within the National Planning Policy Framework (paragraphs 186 and 187) in seeking solutions to problems identified during the processing of the application. The Local Planning Authority took the following steps in order to achieve a positive outcome:

Requested further details about materials and treatment of ground floor underneath extension.

Contact details:

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