

TAUNTON & SOMERSET NHS FOUNDATION TRUST

ERECTION OF PART OF NEW SURGICAL CENTRE INCLUDING 9,500 SQUARE METRES OF D1 FLOOR SPACE FOR A NEW WARD BUILDING, CENTRAL CONCOURSE AND CIRCULATION SPACE, ANCILLARY RETAIL, MEANS OF ACCESS AND LANDSCAPING AT MUSGROVE PARK HOSPITAL, TAUNTON AS AMPLIFIED BY E-MAIL DATED 28 APRIL 2010, UPDATED TRAVEL PLAN DATED 30 APRIL 2010 AND FURTHER AMENDED BY E-MAIL DATED 6 MAY 2010

321518.124302

Full Planning Permission

PROPOSAL

The proposal is to provide a new surgical centre for the hospital of which this application is phase 1 of the development and will provide 112 beds in a new surgical ward building, a central concourse area with circulation space, an ancillary retail area, cycle parking and landscaping. The new ward building will provide improved, high quality in-patient accommodation in a 3 and 4 storey scheme to replace the 1940's ward buildings that are no longer suitable for the delivery of modern healthcare.

Phase 2 will include a new entrance, theatre block, critical care services and replacement car parking.

SITE DESCRIPTION AND HISTORY

The hospital site has had numerous applications for development. The site subject of the proposal is largely occupied by an existing surface car park of 158 spaces. An area of single storey link buildings to the west are to be demolished to provide a new link between the new building and existing ones. A single pine tree is to be felled to allow for the new building. Previous permission was granted in outline form in 2005 (38/05/0439) for the erection of a new surgical centre with a 6 storey and 3 storey buildings, although this has since lapsed.

CONSULTATION AND REPRESENTATION RESPONSES

Consultees

SCC - TRANSPORT DEVELOPMENT GROUP - I have concerns over the proposed development mainly down to the lack of information provided in the Transport Statement and lack of Travel Plan. Firstly in terms of the Transport Statement, having spoken with Somerset County Council's Traffic Analysts they have concern that there is insufficient information provided to adequately judge the proposal. The application site covers 9500sqm whilst the threshold for a full Traffic Assessment for a D1 use is 1000sqm as set out by the Department for Transport. However as this proposal will replace some of the existing hospital building within the site, as such a Transport Statement would be deemed to be acceptable. The Highway Authority's

main concern is the Transport Statement concludes that this proposal would not see a significant impact on the existing vehicle movements. However there does not seem to be enough information provided to justify this statement. Therefore an amended Transport Statement would need to be submitted which provides further information on the amount of vehicle movements associated with the proposed development and how this compares to the existing vehicle movements as well as the amount of replacement beds and staff. In addition clarification of the future use of the existing hospital buildings which are related to the proposal would have to be provided. In regards to the travel plan I understand from conversations with the Travel Plan Co-ordinator that the hospital as a site had a Travel Plan agreed in 2004. However this has now expired and as such a new one will be required. This would have to take into account updates to the local public transport network and any sustainable travel initiatives which have been established since 2004. The completed Travel Plan should be submitted to the Highway Authority for comment. To discuss these matters further I would advise the applicant contact the County Council Travel Plan Co-ordinator on 01823 358079 for further information. Until an amended Transport Statement and a Travel Plan are received I am unable to provide my full observations on this proposal.

DRAINAGE ENGINEER - I am happy to accept the FRA included in this proposal. However as stated in the assessment this does not provide the final design for the treatment of surface water disposal. Therefore as suggested a condition should be attached to any approval given stating that a full drainage report shall be submitted and agreed before works commence on site. The report should include details of all existing and proposed impermeable areas, a final design of the proposed surface water system, details and location of existing surface water outfalls, an exceedance study and details if any additional storage, if required, and how this is to be achieved.

HERITAGE AND LANDSCAPE OFFICER - Good well considered hard and soft landscaping.

NATURE CONSERVATION & RESERVES OFFICERS - The proposal is for the construction of part of a new surgical centre and concourse area to be built on a car park at Musgrove Park hospital in Taunton. Aardvark Environmental carried out an ecological BREEAM assessment of the application site in September 2009. The site is predominately hard surfacing with some exotic shrubs, amenity grassland and a single pine tree. The surrounding land is predominately urban with a cemetery to the north of the site.

I support the surveyor's assessment that the application site as well as the cemetery, with its well mown grass, lacks potential for protected species. The tree on site contained no signs of nesting birds or roosting bats. This survey offers a snapshot of the site at the time of survey. It is possible that birds could nest in the vegetation on site at a future date and so I suggest a condition

ENVIRONMENT AGENCY - Thank you for consulting us in relation to the above application which was received on 4 March 2010. We have no objections to the application as submitted subject to a condition requiring the submission of a scheme for prevention of pollution during the construction phase.

We would also like to make the following recommendations in relation to the

proposed development:

Surface Water Drainage

The site lies in Flood Zone 1 and is under one hectare in site area. In accordance with PPS25, a site-specific Flood Risk Assessment (FRA) is not required. However, the development still has potential to affect surface water drainage if this run-off is not managed and limited properly. The LPA should seek the advice of their Drainage Engineer and encourage the use of SuDs to limit run-off to existing levels wherever possible.

Contaminated Land

When considering the potential impacts of contaminated land, the Environment Agency only provides comments in relation to impacts on controlled waters. We consider that the environmental sensitivity of controlled waters at the site is low and will therefore not be providing any site specific comments. The LPA should seek comments from their Environmental Health Team to ensure that any risks to human health are addressed within the development.

Waste and Environmental Management

In England, it is a legal requirement to have a site waste management plan (SWMP) for all new construction projects worth more than £300,000. The level of detail that the SWMP should contain depends on the estimated build cost, excluding VAT. The applicant must also still comply with the duty of care for waste. The SWMP will allow the applicant to record all waste movements in one document, thereby assisting in duty of care compliance.

WESSEX WATER - Comment awaited.

ENVIRONMENTAL HEALTH - NOISE & POLLUTION - recommend that noise emissions arising from plant or equipment on any part of the land to which this permission relates shall not exceed background levels at any time by more than 3 decibels, expressed in terms of an A-Weighted, 5 Min Leq, when measured at any point on the facade of residential or other noise sensitive boundary.

Noise emissions having tonal characteristics, e.g. hum, drone, whine etc, shall not exceed background levels at any time, when measured as above.

For the purposes of this permission background levels shall be those levels of noise which occur in the absence of noise from the development to which this permission relates, expressed in terms of an A-Weighted, 90th percentile level, measured at an appropriate time of day and for a suitable period of not less than 10 minutes.

Representations

1 letter of objection on the basis of the loss of historic pine tree due to the development and need for it to be TPO'd.

1 letter on behalf of 5 properties in Ashley Road with concerns raised over the adequacy of the Sunlight and Daylight Assessment Summary.

PLANNING POLICIES

PPS1 - Delivering Sustainable Development,

PPS 1 SUPP - Planning and Climate Change,
PPS4 - Planning for Sustainable Economic Growth,
PPG13 - Transport,
PPS25 - Development and Flood Risk,
RPG10 - Regional Planning Guidance for the South West,
RPG10 EN4 - RPG10 Policy EN 4: Quality in the Built Environment,
RPG10 EN5 - RPG10 Policy EN 5: Health, Education, Safety & oth Social In,
STR1 - Sustainable Development,
STR4 - Development in Towns,
S&ENPP1 - S&ENP - Nature Conservation,
S&ENPP48 - S&ENP - Access and Parking,
S&ENPP49 - S&ENP - Transport Requirements of New Development,
S1 - TDBCLP - General Requirements,
S2 - TDBCLP - Design,
M1 - TDBCLP - Non-residential Developments,
M2 - TDBCLP - Non-residential Car Parking Outside Taun & Well,
M3 - TDBCLP - Non-residential Development & Transport Provision,
EN6 - TDBCLP -Protection of Trees, Woodlands, Orchards & Hedgerows,
EN28 - TDBCLP - Development and Flood Risk,
EN34 - TDBCLP - Control of External Lighting,

DETERMINING ISSUES AND CONSIDERATIONS

The main issues for consideration are the need, design, amenity/privacy, noise and sustainability. The other issues to consider are access, parking, wildlife and drainage.

NEED

The main driver for this development is the need to replace existing facilities and wards housed within buildings up to 70 years old dating back to the war that have reached the end of their useful life and are no longer suitable for providing modern health care facilities. The site serves Taunton and west Somerset and has a catchment of 347,000. The proposal will provide a new Surgical Centre, comprising a surgical ward re-provision, in-patient accommodation, a central concourse area with circulation, amenity space and ancillary retail, new operating theatres, clinical work stations and staff support areas and critical care services in modern buildings to replace those on the existing campus. The business case for the improvement of the surgical accommodation envisaged the redevelopment as a phased scheme. This would enable streamlined and patient-focused care to be delivered while still allowing continuous operation of clinical services. It has been accepted that there is a clear need for the improved facilities at the site that are the subject of the current submission.

DESIGN

A comprehensive design statement has been submitted with the scheme to ensure the development is an appropriate high quality design that fits into its context. The design was considered with the following principles in mind, having a high design quality, delivering a layout that is functional and efficient to meet clinical priorities, having a design that is flexible to meet future changing needs of the hospital, integration with neighbours to minimise visual and amenity disturbance, providing a therapeutic and healing environment, providing a strong sense of place, being a

sustainable development, being accessible and buildable to allow the hospital to continue to operate.

The first phase of the scheme includes the replacement ward facilities which are designed in a three and four storey building around a central landscaped courtyard. The wards comprise 4 x 28 bed wards featuring single rooms with ensuites, clinical work stations, staff support area, security points and stairs/lift cores. This building covers a large area at the centre of the site while a new Central Concourse to the west will link the new ward building to the existing hospital through the south west corner of the site. Strong axial routes are set out by the access road running east-west and a proposed green link in phase 2 running perpendicular to this. The west elevation of the ward building will front the north-south green link spine while the north elevation faces the access road and the cemetery. This elevation is set back 20m from the roadside reducing impact on the neighbours and allowing for a linear park area of landscaping. The external appearance of the Ward building incorporates an assortment of frontage depths and materials. The base plinth is to be constructed in local sandstone and high quality, low maintenance surface finishes have been selected for durability. These include terracotta and zinc cladding. The east elevation is distinguished from the main ward blocks by a largely glazed connecting corridor between the ends of the north and south blocks. The glazed treatment and open shelter distinguish an entrance to the building

The heights and form of the hospital buildings have been considered carefully and have evolved to ensure the building responds to its context. The previous of outline envisaging a three and six storey building has been significantly modified. The submitted scheme provides a maximum height of four storeys which equates to 17.5m. The Central Concourse is mainly 2 storeys in height, the main entrance and link are 4 storeys in places stepping down to the lower scale 3 storeys where the ward blocks face the cemetery to the north and residential area to the east. This scale of development is reduced in height from that previously envisaged and the impact of the scale of buildings on the area and townscape is considered to be an acceptable one.

The applicant has looked carefully at the design and layout of the building and considered whether it is feasible to retain the existing Pine tree on the site. A specific objection has been raised in terms of the loss of this tree and a request made for a tree preservation order. The tree, named the 'Eisenhower tree' due to the site connections with the American military during the war, has been affected by development around it over the years and consequently is a stunted specimen. Moving the buildings away from the tree to retain it would not improve its current structure and would lead to a greater impact of the new buildings on the residents in Ashley Road to the east. This is not considered to be an acceptable option and the loss and replacement of the tree is considered the most appropriate option for the site and complies with policy EN6 of the Local Plan. As part of the concept for the site landscaping has been looked at in detail. Consequently the proposed landscaping scheme provides a significant net gain in soft landscaping and the number of 20 new trees on the site and the Trusts' Design vision 'Putting the park back in Musgrove Park' is to be welcomed.

AMENITY/PRIVACY

The design of the new building and specifically the ward blocks has been carried out to minimise the impact on the amenity and privacy of the nearest residential

properties that lie in Ashley Road. Strong objection was previously raised by residents to the outline scheme and Members required a note on the outline approval that any reserve matters application minimise the impact on nearby properties. The main visitor entrance is a taller element of the proposal, however this is located centrally to the north to protect residential amenity. The building steps down towards the east to lessen the impact on Ashley Road and the number of east facing rooms is limited to prevent overlooking and loss of privacy. The east elevation will largely consist of corridors featuring partially obscured glazing to prevent direct overlooking. A condition to address this provision is proposed. The building has been set 16m off the boundary with the nearest residential property at 50 Ashley Road and 20m back from the internal road to protect the majority of views to the west from gardens. The planting zone to the west of the gardens will also help soften the impact of the building. The ward building will be 13m high and visible from the properties in Ashley Road, particularly 44-50. A series of proposed views have been produced showing the impact on these properties and while the building will be clearly evident from the houses and gardens the impact is not considered to be one so overbearing to raise objection.

A Daylight Assessment Study was undertaken by the applicants in relation to the impact on 7 properties at the end of Ashley Road and all properties were considered to have passed and to fall within the recommended standards for daylight availability. This issue is one that has been queried by the nearby objectors and clarification has been sought from the applicants' agent. On the basis of the current information it is considered that the impact on neighbouring residential amenities is an acceptable one and not one which outweighs the benefits of the proposal and as such this warrants support of the scheme.

NOISE

As part of the design process consideration has been given to noise issues on site, particularly in relation to the nearest neighbours. The road through the site is to be slightly realigned and an acoustic fence provided to the neighbours' boundary and landscape planting provided between the fence and road. In addition the re-siting of the car park to the north should reduce noise from vehicles coming and going and reduce vehicle movements past the residential properties. The consideration of any mechanical plant has also been considered with attenuation proposed and the Environmental Health Officer is recommending a condition to address noise levels and so prevent an adverse impact on neighbours.

SUSTAINABILITY

The site is located within an identified strategic settlement where such facilities should be provided. The site already operates a green travel plan and this will be updated as part of the scheme. Under the BREEAM assessment for buildings the aspiration is to achieve Excellent, however due to site factors, such as the on site energy facility, the project will seek to achieve Very Good for the project. The intention is to utilise a number of different approaches to meet this aim including, passive design, integrated engineering systems such as automatic control regimes for energy efficiency and to minimise unnecessary use and use solar thermal hot water heating.

OTHER ISSUES

The access to the site is not proposed to be changed and would be largely via the existing traffic light junction on Wellington Road. The proposal will not involve an increase in traffic to the site as it provides replacement facilities for those already in existence on site. This is accepted by the Highway Authority, although control over the demolition of the ward provision has been suggested to ensure additional traffic generating use in the existing buildings in this area is not provided. There is considered to be adequate parking on site to cater for use during construction and the level of parking use is also addressed in the green travel plan. Cycle parking for 40 cycles and access drop off in relation to the new building are proposed and replacement parking is considered as the second phase of the scheme. The provision of an up to date travel plan is proposed and the Highway Authority consider the detail of this should be conditioned.

The site currently has little wildlife habitat to speak of, although bird nesting in the tree and limited vegetation could occur. A condition is proposed to address this. Otherwise the landscaping scheme for the site will significantly improve potential wildlife habitat in compliance with PPS9. The site is in a location outside of a flood risk area, however the size of the overall development site warrants the submission of a Flood Risk Assessment (FRA) being over a hectare. An external lighting scheme for the site has been submitted and this is considered to be a low energy use scheme with protection of light sources to limit spill and impact on neighbours. The Drainage Officer considers a report should be required to ensure the surface water drainage details are satisfactory and do not add to run-off rates downstream. The provision of control over sustainable urban drainage is recommended by the Environment Agency, as is a condition to prevent pollution during construction.

SUMMARY

The proposal is considered necessary to address the hospital and patient needs for the 21st century and the siting, design and scale of the building proposed is considered to adequately address the concerns over residential amenity and privacy and over the visual impact of the buildings on the wider area. The issue of the tree loss and replacement planting is considered to comply with policy and subject to the conditions to address issues raised the scheme is considered an appropriate sustainable design on this brownfield site and is recommended for approval.

RECOMMENDATION AND REASON(S)

Recommended Decision: Conditional Approval and that permission be GRANTED subject to conditions of time limit, plan numbers, materials, landscaping, drainage, pollution control, wildlife, east elevation glazing to be agreed, noise level, acoustic fence provision, landscape wall detail, timing of ward demolition and travel plan for the following reason:

The proposal is considered not to have a significant detrimental impact upon visual or residential amenity and no detrimental highway impact and is therefore considered acceptable and, accordingly, does not conflict with Taunton Deane Local Plan Policies S1 (General Requirements), S2 (Design), M1, M2, M3 (Non-residential parking/transport), EN6 (Landscaping) and EN34 (Control of Lighting).

RECOMMENDED CONDITION(S) (if applicable)

1. The development hereby permitted shall be begun within three years of the date of this permission.

Reason: In accordance with the provisions of Section 91 Town and Country Planning Act 1990 (as amended by Section 51(1) of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in schedule [insert name or number of schedule of plans].

Reason: For the avoidance of doubt and in the interests of proper planning.

3. No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out and thereafter retained as such, in accordance with the approved details as above, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To protect the character and appearance of the existing building in accordance with Policy S2 of the Taunton Deane Local Plan.

4. (i) The landscaping/planting scheme shown on the submitted plan shall be completely carried out within the first available planting season from the date of commencement of the development unless otherwise agreed in writing by the Local Planning Authority.

(ii) For a period of five years after the completion of the landscaping scheme, the trees and shrubs shall be protected and maintained in a healthy weed free condition and any trees or shrubs that cease to grow, shall be replaced by trees or shrubs of similar size and species or other appropriate trees or shrubs as may be approved in writing by the Local Planning Authority.

Reason: To ensure that the proposed development makes a satisfactory contribution to the preservation and enhancement of the local character and distinctiveness of the area in accordance with Taunton Deane Local Plan Policy S2.

5. A full drainage report shall be submitted to and agreed in writing by the Local Planning Authority before construction works commence on site. The report shall include details of all existing and proposed impermeable areas, a final design of the proposed surface water system, details and location of existing surface water outfalls, an exceedance study and details if any additional storage, if required, and how this is to be achieved.

Reason: To prevent the risk of flooding in nearby water courses in accordance with Policy EN28 of the Taunton Deane Local Plan.

6. No development approved by this permission shall be commenced until a

scheme for prevention of pollution during the construction phase has been approved by the Local Planning Authority.

Reason: To ensure that pollution control is adequately maintained throughout the development.

7. No site clearance works shall take place between 1st March and 31st July without the prior written approval of the Local Planning Authority.

Reason: To ensure that wild birds building or using their nests are protected.

8. Noise emissions arising from plant or equipment on any part of the land to which this permission relates shall not exceed background levels at any time by more than 3 decibels, expressed in terms of an A-Weighted, 5 Min Leq, when measured at any point on the facade of residential or other noise sensitive boundary.

Noise emissions having tonal characteristics, e.g. hum, drone, whine etc, shall not exceed background levels at any time, when measured as above. For the purposes of this permission background levels shall be those levels of noise which occur in the absence of noise from the development to which this permission relates, expressed in terms of an A-Weighted, 90th percentile level, measured at an appropriate time of day and for a suitable period of not less than 10 minutes and measured at any point on the facade of residential or other noise sensitive boundary.

Reason: To minimise the impact of the development in accordance with Policy S1(E) of the Taunton Deane Local Plan.

9. The means of preventing overlooking from the windows in the eastern elevation shall be submitted to and approved in writing by the Local Planning Authority and shall thereafter be carried out as agreed prior to occupation of the building and shall be retained as agreed.

Reason: To prevent loss of privacy from nearby dwellings.

10. Details of the landscape wall to the east of the access road, including its height and materials finish, shall be submitted to and approved in writing by the Local Planning Authority prior to its construction and the wall shall thereafter be provided as agreed prior to the re-aligned road being brought into use.

Reason: In the interests of the amenity of the area and public safety.

11. A staff travel survey shall be carried out prior to the occupation of the development and the Green Travel Plan approved for this development shall be implemented within two months of the development being first used or occupied. A person shall be identified as a co-ordinator and point of contact for the purposes of the Plan. The Local Planning Authority shall be notified of the results of the survey not later than the end of each calendar year.

Reason: To ensure a transport choice is provided and to ensure that staff will travel to and from work by means other than the private car.

12. The acoustic fence indicated on the submitted plan shall be provided prior to the completion of the access road being re-aligned and brought into use.

Reason: In the interests of the amenity of neighbouring properties in accordance with Taunton Deane Local Plan policy S1.

13. The timing of the demolition of the ward buildings to the north-west of the site shall be submitted to and agreed in writing by the Local Planning Authority prior to the completion of the new ward building and shall thereafter be carried out as agreed.

Reason: In the interests of limiting the traffic use of the site.

Notes for compliance

1.

It should be noted that the protection afforded to species under UK and EU legislation is irrespective of the planning system and the developer should ensure that any activity they undertake on the application site (regardless of the need for planning consent) must comply with the appropriate wildlife legislation.

In preparing this report the Planning Officer has considered fully the implications and requirements of the Human Rights Act 1988.

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