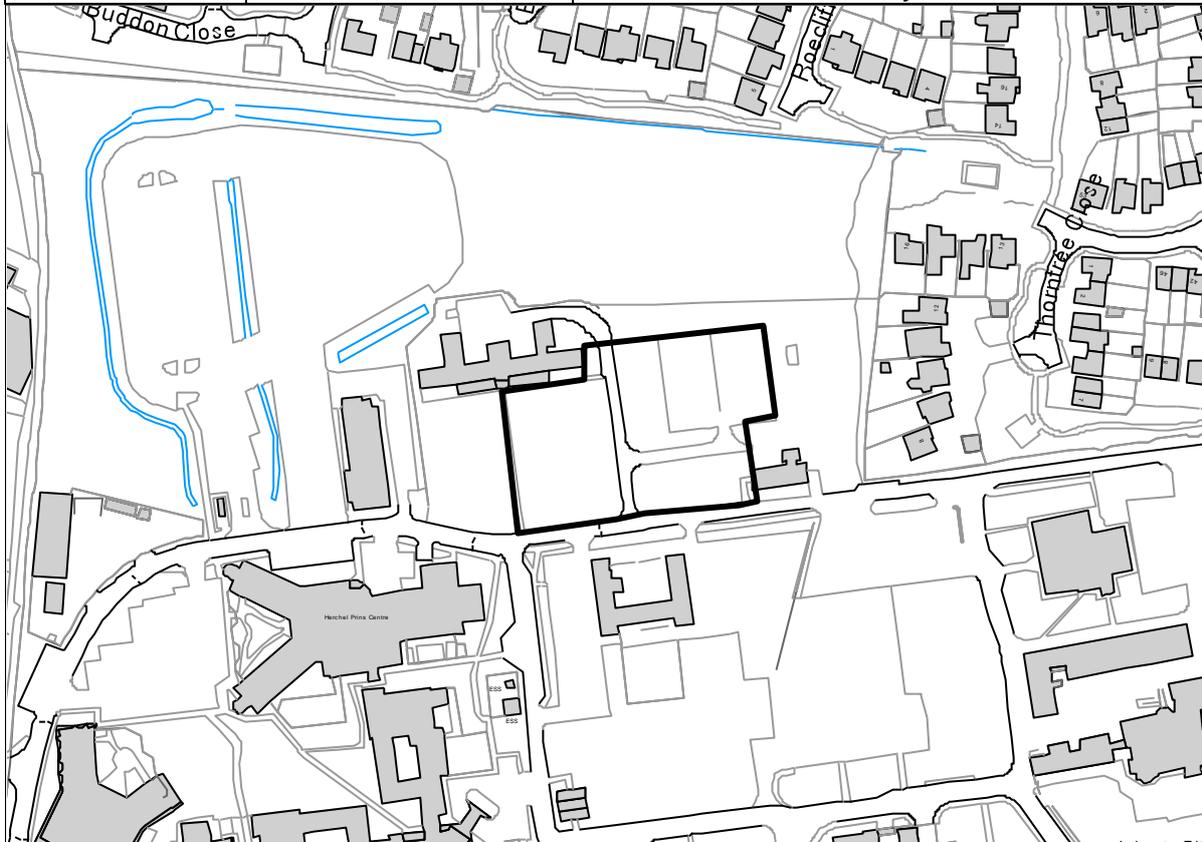


20200333	Groby Road, Glenfield Hospital	
Proposal:	Construction of two storey detached building at hospital (Class D1)	
Applicant:	University Hospitals of Leicester NHS Trust	
App type:	Operational development - full application	
Status:	Smallscale Major Development	
Expiry Date:	11 March 2021	
PK	TEAM: PM	WARD: Beaumont Leys



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Summary

- Application brought to committee due to the number of objections received
- Objections from 8 City Addresses on the grounds of residential amenity, noise, environmental concern, and safety issues from the use of chemicals
- The main issues are the impacts on design, residential amenity, highways and flooding
- Application recommended for approval.

The Site

The application site is part of Glenfield Hospital. The hospital as a whole covers about 25ha, and is bounded by Groby Road to the south, Glenfrith Way to the east, a neighbouring NHS site to the west, and residential development to the north.

One of the entrances into the site is off Glenfrith Way, and the location of the proposed building is close to that entrance.

The site itself is located along the northern part of the hospital. There is a parking area immediately to the south of the site, to the north/west is a detached single storey building known as Baldwin Lodge, to the north is an open parcel of land (also within the hospital grounds) beyond which is a residential area which extends to the eastern side of the site. There is an existing car park to the east of the site.

There are a number of trees subject to tree preservation orders to the south and east of the proposed building.

Background

There is an extensive history relating to the hospital site which includes, extensions, new buildings plant room, car parking and tree works.

The Proposal

The proposal is to construct a two storey building to be used as a decontamination centre for endoscopes used across the Trust sites. The building would be two storeys in the central part only and single storey around all sides of the building. There would be a 6.4 metre wide access around the building for vehicles to continue accessing the car park to the south and west.

The building would have a footprint measuring 32.8 metres by 30.8 metres. The building would have a flat roof that would have a slight slope. The maximum height of the building would be 9.7 metres. The single storey part of the building would have a maximum height measuring 5.3 metres.

The building would be finished in brickwork and cladding.

As part of the development some changes would be made to the wider site to provide suitable crossing points and pavements to the front of the building. A new vehicular access to the car park to the east would also be provided.

Policy Considerations

National Planning Policy Framework (NPPF)

Paragraph 2 states that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

Paragraph 11 states:

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. The application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

- iii. In making an assessment Paragraph 108 of the NPPF states that development proposals should take up appropriate opportunities to promote sustainable transport modes; ensure safe and suitable access can be achieved for all users and; any significant impact (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.
- iv. Paragraph 109 advises that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

Paragraph 117 requires planning policies and decisions to promote the effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.

Section 12 of the NPPF focuses on requiring good design. Paragraph 124 describes good design as a key aspect of sustainable development. Paragraph 127 sets out criteria for assessing planning applications and requires decision makers to ensure that development proposals:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁴⁶; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience

Paragraph 130 states that permission should be refused for development of poor design that fails to take opportunities available for improving the character and quality of an area and the way it functions.

When determining planning applications for development within flood risk areas paragraph 163 requires local planning authorities to ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment. Development should only be allowed in areas at risk of flooding where, in the light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

- a) within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location;
- b) the development is appropriately flood resistant and resilient;

- c) it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;
- d) any residual risk can be safely managed; and
- e) safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

When determining planning applications paragraph 175 states that local planning authorities should apply the following principles:

- a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;
- b) development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;
- c) development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons⁵⁸ and a suitable compensation strategy exists; and
- d) development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure

Paragraph 177 states that the presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site.

Development Plan policies

Development plan policies relevant to this application are listed at the end of this report.

Supplementary Planning Documents (SPD)

None relevant.

Consultations

Local Highway Authority

No objection. Recommend a condition to revise the existing hospital travel plan to include the new development.

Lead Local Flood Authority

No objection although further information is required. Conditions recommended for drainage details, construction management and SuDS.

Trees and Woodlands

No objection to the removal of the trees indicated in the Arboricultural Report. A landscaping scheme is necessary with provision of suitable tree planting scheme. This should be secured by way of condition.

Pollution (Land)

No land contamination concerns.

Pollution (Noise)

No objection to the development subject to conditions.

Sustainable Energy

The Energy Strategy indicates (section 1.1) that the intention at this stage is for the development to achieve a BREEAM rating of excellent which is welcomed. Other measures to ensure adequate sustainability measures have been incorporated into the scheme. There is no objection to the proposal subject to conditions.

Blaby District Council

There are no objections to the construction of the proposed building; however it is requested that an Ecologist reviews the details submitted to ensure there is no harm to protected species.

Representations

Nine objections have been received from eight City addresses raising the following concerns:

- Impact on privacy from movement of vehicles and people using the site
- Light pollution from the unit. There is already light pollution from the floodlighting of the car park
- Increased traffic and resultant air quality concerns
- Noise concerns from the construction and from the ongoing use of the site
- Safety concerns from the siting of a biological/chemical plant in close proximity to residential properties which may handle chemicals
- Impact on the sale of nearby properties
- Siting of the EDU will impact human rights of local residents

Consideration

Principle of development

The site is already in use as a hospital so the principle of further associated use on the site is acceptable.

Design

The proposed building would be of a contemporary design part single and part two storey in height. It would not be visible from the main part of the hospitable building and would be detached from them by various smaller buildings and car parks.

Whilst the building would be situated 11 metres from the front of Baldwin Lodge which is a single storey building, Baldwin Lodge is not a building of heritage or design significance. The building would appear different to the brick and tiled

traditional design of Baldwin Lodge; however this would not result in harm to the overall character of the Hospital site which already has a variety of building design.

Subject to the materials matching the details on the application form and plans, I consider that the design is acceptable. Samples of the approved materials should be submitted. I consider this can be adequately secured by condition.

The proposal is therefore in accordance with relevant design policies in particular CS03.

Heritage Assets

There is a listed building within the hospital site, but that building is not close to the site of the proposed decontamination unit. There would be no adverse impact on heritage assets within the site.

Residential amenity

The nearest houses are just over 75m away to the east and the properties to the north would be approximately 100m away. There are landscaped areas between the proposed building and the dwellings; these are part of the hospital site but not currently developed. There is a thin row of trees at the edge closest to the houses.

Activity relating to the proposed unit would be largely screened from the houses by the existing landscaping, Baldwin Lodge and the car park to the east.

I therefore consider the proposed building itself is unlikely going to result in harm to the privacy of adjacent occupiers. Furthermore, any impacts from light and noise of the use of the building would be minimal and screened from the existing trees.

Concerns have been raised from the use of the site, with associated noise from traffic to and from the site. Whilst there would be some increase in the use of this area, this is not considered to be significantly different from the current vehicle movements.

The site is established as a hospital and if the Trust began using Baldwin Lodge for an ancillary use, a similar impact could be experienced by nearby residents. Similarly there are existing access roads in this area and traffic within the hospital site could be redirected through this part of the site at any time without the need for planning permission. I consider the impact on houses outside the hospital site from the increased use of the site would be minimal.

Concerns regarding noise from the construction phase have been received. In consideration of the size of the building I consider such impacts would be short lived.

Any lighting on site can be controlled by way of condition in line with the operating hours of the unit and details of lighting will need to be secured through condition to ensure no harm to protected species. Therefore I consider there is unlikely to be significant harm from light pollution.

Noise from plant and machinery on the building is unlikely to result in unreasonable harm to nearby property occupiers. The Noise Team have advised that a condition

for the noise levels to be restricted to 40dB(A) expressed as a 15 minute LAeq at any residential boundary would ensure there are no unreasonable impacts on the amenity of nearby occupiers.

I consider that the proposal would accord with saved policy PS10 of the Local Plan in respect of residential amenity.

Waste storage and collection

This can be incorporated into the existing site arrangements and I do not consider it necessary to impose any conditions.

Highways and Parking

The site is within the hospital grounds and some distance from the highway, so there would not be any significant impact on the highway network. A condition is recommended to secure an updated travel plan.

Sustainable Energy

The applicant has submitted an energy Statement that has been updated during the course of the application. The details within the Energy Statement state that the intention is for the development to achieve a BREEAM rating of excellence. The level of thermal performance and airtightness proposed is sufficient in terms of energy efficiency. Other energy efficiency measure in terms of mechanical ventilation and lighting is accepted and a Building Energy Management Systems is to be used to monitor and optimise energy use.

A condition is recommended for the applicant to give further consideration to the district heating main at the hospital site and also the provision of ground source heat pumps that may be suitable on site to support the development. The condition should include a requirement for details to be submitted and also evidence to show these measures have been installed on site. Subject to this, the application is considered to comply with Core Strategy policy CS02.

Drainage

The site is in Flood Zone 1 (low risk of fluvial flooding), but within a modelled pluvial flooding (surface/rainwater) hotspot. Some drainage information has been provided; however further details are required within their drainage strategy.

The Local Lead Flood Authority have reviewed the information and have outlined that further information is required in relation to the proposed SuDS measures and a construction method statement to ensure there is no adverse impact during the course of the application.

Subject to the conditions being suitably addressed, the proposal will be in accordance with relevant sections of policy CS02.

Nature conservation/Trees/landscaping

There are some individual trees along the edge of the grassed area where the building would be located. The plans indicate that eight trees would be removed in order to accommodate the building and the alterations to the driveway layout and car parking access.

None of these trees are of great value, however mitigation should be sought in the form of replacement tree planting. I recommend conditions to secure protection to the retained trees, and also some compensation for loss of trees and grassed areas. Subject to such a condition, the proposal would accord with saved policy UD06 of the Local Plan.

The applicant has submitted a preliminary ecological assessment of the site and further to this also submitted details of how a Biodiversity Net Gain can be achieved within the wider hospital site. The findings of the survey are acceptable and it is considered that there would be a low impact on wildlife in the area. Notwithstanding this, it is considered suitable to attach a condition to suitably mitigate any minimal impacts on wildlife through the use of suitable native planting to create habitat features. Subject to such a condition I consider the proposal would accord with Core Strategy policy CS17.

Other matters

A number of objections have been received regarding the use of chemicals and radiation at the site and potential for leakage and impacts on health and property resale.

These are matters controlled by other agencies; however the Hospital Trust have said that radiation would not be used at the decontamination unit. The hospital already provides this facility within the hospital grounds and the current proposal is for the provision of an efficient and purpose-built building which would provide the most up-to-date service for the three Leicester Hospitals and those within Leicestershire and Rutland.

The issues surrounding property values and re-sale of any property are not a material planning consideration.

Conclusion

The proposed development is to support the functioning of hospital facilities within and beyond the City.

The proposal is of a relatively minor scale and unlikely to result in demonstrable harm in terms of design, residential amenity, highways and drainage.

Suitable conditions are recommended to secure an acceptable form of development that would comply with both national and local plan policies.

I recommend that this application is APPROVED subject to the following conditions:

CONDITIONS

1. START WITHIN THREE YEARS
2. Prior to the commencement of development a Construction Method Statement, with particular consideration being given to the water environment and flood risk management, shall be submitted to and approved in writing by the City Council as local planning authority. The approved Method Statement shall be

adhered to throughout the construction period. The Statement shall provide for: (i) the vehicle and pedestrian temporary access arrangements including the parking of vehicles of site operatives and visitors; (ii) the loading and unloading of plant and materials; (iii) the storage of plant and materials used in the development; (iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; (v) wheel washing facilities; (vi) measures to control the emission of dust and dirt during construction; (vii) a scheme for storage and management of waste resulting from excavation works (viii) the proposed phasing of development and a detailed description of the works in each phase (ix) the temporary access arrangement to the construction site; (x) procedures for ensure flood risk is managed on site during the period of works for personnel, plant and members of the public (xi) the procedures to ensure flood risk is not increased anywhere outside of the site for the duration of the works; (xii) the procedures to ensure pollution and sedimentation is minimised to any adjacent watercourse and the procedure to be used in case of a pollution incident; (xiii) the measures that will be undertaken to ensure the structure of any adjacent watercourse is not impacted by the proposed development. (To ensure the satisfactory development of the site, and in accordance with policies AM01 & UD06 of the City of Leicester Local Plan and Core Strategy policy CS02 & CS03. To ensure that the details are agreed in time to be incorporated into the development, this is a PRE-COMMENCEMENT condition).

3. Prior to the commencement of development details of drainage, shall be submitted to and approved in writing by the local planning authority. The use shall not commence until the drainage has been installed in full accordance with the approved details. It shall be retained and maintained thereafter. (To ensure appropriate drainage is installed in accordance with policy CS02 of the Core Strategy. To ensure that the details are agreed in time to be incorporated into the development, this is a PRE-COMMENCEMENT condition).

4. Prior to the commencement of development full details of the Sustainable Drainage System (SuDS) together with implementation, long term maintenance and management of the system shall be submitted to and approved in writing by the local planning authority. The use shall not commence until the system has been implemented in full. It shall thereafter be managed and maintained in accordance with the approved details. Those details shall include: (i) full design details, (ii) a timetable for its implementation, and (iii) a management and maintenance plan for the lifetime of the development, which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the system throughout its lifetime. (To reduce surface water runoff and to secure other related benefits in accordance with policy CS02 of the Core Strategy. To ensure that the details are agreed in time to be incorporated into the development, this is a PRE-COMMENCEMENT condition).

5. Notwithstanding the approved Energy Statement, no development shall take place until details of the use of district heating and ground source heat pumps on site and full design details of all on-site installations to provide energy efficient measures have been submitted to and approved in writing by the City Council as local planning authority. Prior to first use of the development, evidence demonstrating satisfactory operation of the approved scheme including on-site installation has been submitted

to and approved in writing by the City Council. (In the interests of securing energy efficiency in accordance with Policy CS02 of the Core Strategy. To ensure that the details are agreed in time to be incorporated into the development, this is a PRE-COMMENCEMENT condition).

6. Prior to the commencement of development, a detailed landscape and ecological management plan (LEMP) showing the treatment and maintenance of all parts of the site which will remain unbuilt upon shall be submitted to and approved in writing with the City Council as local planning authority. This scheme shall include details of: (i) the position and spread of all existing trees, shrubs and hedges to be retained or removed; (ii) new tree and shrub planting, including plant type, size, quantities and locations; (iii) means of planting, staking, and tying of trees, including tree guards; (iv) other surface treatments; v) a detailed plan of the biodiversity enhancements on the site such as meadow creation and hedgerow improvements including a management scheme to protect habitat during site preparation and post-construction. The approved LEMP shall contain details on the after-care and maintenance of all soft landscaped areas and be carried out within one year of completion of the development. For a period of not less than five years from the date of planting, the applicant or owners of the land shall maintain all planted material. This material shall be replaced if it dies, is removed or becomes seriously diseased. The replacement planting shall be completed in the next planting season in accordance with the approved landscaping scheme and a written assessment of the landscaped/habitat areas and use by wildlife/species present shall be submitted annually to the LPA. (In the interests of amenity, and in accordance with policy UD06 of the City of Leicester Local Plan and Core Strategy policies CS03 and CS17. To ensure that the details are agreed in time to be incorporated into the development, this is a PRE-COMMENCEMENT condition).

7. Prior to any work above foundation level, samples of all materials to be used for all external finishes including windows and doors shall be submitted to and approved in writing by the City Council as local planning authority. (In the interests of visual amenity, and in accordance with Core Strategy policy CS03).

8. Prior to first use of the site an updated Travel Plan for the site which takes into consideration the development has been submitted to and approved in writing by the City Council as local planning authority. The updated Travel Plan shall be carried out in accordance with a timetable to be contained within the Travel Plan. The plan shall be maintained and operated thereafter. (To promote sustainable transport and in accordance with policies AM01, AM02, and AM11 of the City of Leicester Local Plan and policies CS14 and CS15 of the Core Strategy).

9. No part of the development shall be occupied until a detailed design plan of external lighting to be used which shows the locations of lights, their type of light emittance and wavelength, together with a lux contour map showing the variation in light, has been submitted to and approved in writing by the City Council as local planning authority. The lighting should be designed to cause minimum disturbance to protected species that may inhabit the site. The approved scheme shall be implemented and retained thereafter. (In the interests of protecting wildlife habitats and in accordance with policy BE22 and policy CS17 of the Core Strategy).

10. The overall noise level from all plant and machinery on the development shall not exceed 40dB(A) expressed as a 15 minute LAeq at any residential boundary. (In the interests of the amenities of nearby occupiers, and in accordance with policy PS10 of the City of Leicester Local Plan.)

11. All street works shall be constructed in accordance with the Leicester City Council Street Design Guide June 2020. (To achieve a satisfactory form of development, and in accordance with policy AM01 of the City of Leicester Local Plan and Core Strategy policy CS03.)

12. Prior to first use of the development, the following works have been carried out in accordance with details shown on the approved plans: (a) surfacing and marking out of all parking areas; (b) provision of loading/unloading areas; (c) provision of turning space. The parking, loading/unloading areas and turning space shall not be used for any other purpose. (In the interests in highway safety, and in accordance with policy AM01 of the City of Leicester Local Plan and Core Strategy policy CS03.)

13. This consent shall relate solely to the submitted plans ref. no. GGH-PHS-XX-XX-DR-A-90-010 P02 - Proposed Block Plan; GGH-PHS-06-ZZ-DR-A-90-006 P04 – Proposed Site and Demolition Plan; GGH-PHS-06-ZZ-DR-A-90-007 P02 – Proposed Site Finishes; Arboricultural Assessment; Biodiversity Survey & Report; Flood Risk Assessment; Noise Survey; and Sustainable Design & Construction Statement received by the City Council as local planning authority on 19/02/2020; Design & Access Statement received by the City Council as local planning authority on 15/06/2020; plans ref. no. GGH-PHS-06-ZZ-DR-A-90-001 C0 – Location Plan; GGH-PHS-06-00-DR-A-22-001 C0 – Proposed Ground Floor Plan; and GGH-PHS-06-01-DR-A-22-002 C0 – Proposed First Floor Plan received by the City Council as local planning authority on 16/06/2020; plan ref. no. GGH-PHS-06-RF-DR-A-27-001 A – Proposed Roof Plan received by the City Council as local planning authority on 17/06/2020; plan ref. no. GGH-PHS-06-ZZ-DR-A-20-001 C3 – Proposed Elevations received by the City Council as local planning authority on 08/07/2020; plans ref. no. FS 5236 - S - 7008 A - External Works Plan and FS 5236 - S - 7009 A – Internal Drainage Layout received by the City Council as local planning authority on 28/07/2020; plans ref. no. M4815-DSSR-X-01-DR-MEP-63001_P2 First Floor Lighting; M4815-DSSR-X-XX-DR-MEP-90002_P2 External Services Layout; M4815-DSSR-X-00-DR-MEP-63001_P2 Ground Floor Lighting; M4815-DSSR-X-00-DR-MEP-63002_P1 Ground Floor Lighting and Emergency Lighting; M4815-DSSR-X-01-DR-MEP-63002_P1 First Floor Lighting and Emergency Lighting; Planning Responses; Stage 2 Energy Statement; Engineering Services Strategy and Preliminary Ecological Assessment received by the City Council as local planning authority on 18/11/2020; plans ref. no. 201388-PEV-XX-ZZ-DR-C-0510 Flood Exceedance Plan; 201388-PEV-XX-ZZ-DR-C-0500 Proposed Drainage Layout; Drainage Strategy; and Maintenance Plan received by the City Council as local planning authority on 15/12/2020 and Biodiversity Net Gains Report received by the City Council as local planning authority on 22/12/2020, unless otherwise submitted to and approved by the City Council as local planning authority. (For the avoidance of doubt.)

NOTES FOR APPLICANT

1. The City Council, as local planning authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received. This planning application has been the subject of positive and proactive discussions with the applicant during the process.

The decision to grant planning permission with appropriate conditions taking account of those material considerations in accordance with the presumption in favour of sustainable development as set out in the NPPF 2019 is considered to be a positive outcome of these discussions.

Policies relating to this recommendation

2006_AM01	Planning permission will only be granted where the needs of pedestrians and people with disabilities are incorporated into the design and routes are as direct as possible to key destinations.
2006_AM11	Proposals for parking provision for non-residential development should not exceed the maximum standards specified in Appendix 01.
2006_BE22	Planning permission for development that consists of, or includes, external lighting will be permitted where the City Council is satisfied that it meets certain criteria.
2006_PS10	Criteria will be used to assess planning applications which concern the amenity of existing or proposed residents.
2006_UD06	New development should not impinge upon landscape features that have amenity value whether they are within or outside the site unless it can meet criteria.
2014_CS02	Development must mitigate and adapt to climate change and reduce greenhouse gas emissions. The policy sets out principles which provide the climate change policy context for the City.
2014_CS03	The Council will require high quality, well designed developments that contribute positively to the character and appearance of the local natural and built environment. The policy sets out design objectives for urban form, connections and access, public spaces, the historic environment, and 'Building for Life'.
2014_CS15	To meet the key aim of reducing Leicester's contribution to climate change, the policy sets out measures to help manage congestion on the City roads.
2014_CS17	The policy sets out measures to require new development to maintain, enhance and strengthen connections for wildlife, both within and beyond the identified biodiversity network.