

**LOCATION:** Frimley Park Hospital , Portsmouth Road, Frimley, Camberley, Surrey, GU16 7UJ

**PROPOSAL:** Erection of a four storey diagnostics and in-patient building following the demolition of existing records and diagnostic building

**TYPE:** Full Planning Application

**APPLICANT:**

**OFFICER:** Duncan Carty

This application has been reported to the Planning Applications Committee because it relates to major development (providing over 1,000 square metres of floorspace).

**RECOMMENDATION: GRANT, subject to conditions**

**1.0 SUMMARY**

- 1.1 This planning application relates to the erection of a four storey diagnostics and in-patient building following the demolition of the existing diagnostics and medical records building. The building would be constructed within the grounds of the Frimley Park Hospital, within the settlement of Frimley. This application follows a planning permission for a similar development, which has recently expired (Ref: 18/1024), and a more recent notification to demolish the existing building.
- 1.2 The application proposal, is similar to the previously approved scheme, is considered to be acceptable in terms of the overall design of the building, residential amenity and highway safety, land contamination, and flood risk/drainage.
- 1.3 As such, the proposal is recommended for approval subject to the conditions.

**2.0 SITE DESCRIPTION**

- 2.1 The application site is part of the Frimley Park Hospital that comprises a total site area of about 10.7 hectares. The hospital has decked parking to the Portsmouth Road frontage and linked buildings around a central hub. The hospital includes a range of buildings of different ages, design and external materials and includes a number of buildings which are utilitarian in nature.
- 2.2 The site includes the diagnostics and medical records building located towards the west side of the hospital complex, in front of the three storey Cardiac Cath Lab and behind the three storey Nucleus Building, which forms a frontage building, alongside the accident and emergency building. The site lies within the Main Thoroughfares character area as defined within the Western Urban Area Character SPD 2012.

### 3.0 RELEVANT HISTORY

The application site has an extensive planning history of which the most relevant is:

- 3.1 94/0116 Erection of a single storey records/administration building with the formation of a car park.  
*Approved in April 10094 and implemented.*
- 3.2 18/0472 Erection of a building and plant for a period of three years to accommodate a new scanning facility and associated works.  
*Approved in July 2018 and implemented. This is a temporary facility to accommodate facilities to be lost by the demolition of the existing accommodation and to be replaced within the current proposal.*
- 3.3 18/1024 Erection of a four storey diagnostics and in-patient building following the demolition of existing diagnostics and medical records building.  
*Approved in March 2018 but not implemented.*  
*The permission for this development has now expired but it is not considered that there has been any significant change in circumstance, e.g. policy change, since this decision was made. It is therefore considered, noting its similar built form, that this decision is material to the assessment of the current development.*
- 3.4 21/0080 A non-material amendment to planning permission 18/1024 to allow changes to the appearance of and layout of the approved details.  
*Approved in March 2021.*
- 3.5 22/1271 Application under Class B, Part 11 of Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) for the prior notification of the demolition of two buildings known as Building M and the old scanning centre.  
*Approved in December 2022 and preparation works started in relation to demolition. This includes the building which is to be demolished under the current application.*

### 4.0 THE PROPOSAL

- 4.1 The current proposal relates to the erection of a four storey building to provide an diagnostics and in-patient facilities to replace existing diagnostics and medical records building. The building would provide 5,500 square metres of floorspace over three floors with single ensuite bedrooms and MRI and CT scanning facilities. A further floor would be provided for plant and other back-up facilities (cold water tanks, boiler room, switch room, etc.). The proposal would relocate diagnostics facilities into one location (to be to be provided on the ground floor), rather than being spread throughout the hospital complex, and improve bed capacity for the hospital. There would be 46 no bedrooms and 7 no 4 bed wards to be provided on first and second floors. There will be links to the main hospital on three floors.
- 4.2 The proposal would be clad in aluminium panels principally in light grey with a series of light grey, dark (anthracite) grey, gold and blue panels in line with the first and second floor windows with the end column in gold panels. The roof is flat over the main part of the building with the roof over the plant level with a mono-pitch at a low angle. The roof profile and range of colours for the panels will add interest to the building, although much of the building would only be visible from within the hospital building complex.

- 4.3 The proposed building would be comparable in size to the building approved under 18/1024, to be sited in the same location, with predominant linear measurements, summarised below:

	<b>Approved scheme 18/1024</b>	<b>Current proposal</b>
Height	19.3 metres	19.7 metres
Width	83.5 metres	86.0 metres
Depth	19.7 metres	19.7 metres
Floorspace*	6,049 square metres	5,500 square metres

\* Not including plant room level accommodation

- 4.4 Planning application 18/1024 included a car park of 47 car parking spaces to the west side of the site which was included within the application site. This car park is not part of the current application site but this car park is already provided.

- 4.5 This planning application has been supported by the following:

- Planning Statement;
- Energy Strategy Report; and
- Drainage Strategy Report.

The officer report below makes references to these documents, where applicable.

## **CONSULTATION RESPONSES**

- 5.1 County Highway Authority No objections (see Annex A for a copy of the comments).
- 5.2 Local Lead Flood Authority No comments received at the time of drafting the report. Any updates will be reported at the Committee.
- 5.3 Environmental Health No objections and recommends conditions relating to noise and construction management due to potential impacts on staff, patients and local residents.

## **5.0 REPRESENTATIONS**

- 6.1 There were 5 notification letters were sent on 19 January 2023 and a notice was published in the local paper on 1 February 2023. No representations have been received in support or raising an objection to the proposal.

## **6.0 PLANNING CONSIDERATION**

- 7.1 The application site lies in the settlement of Frimley. The earlier decision for 18/1024 is a material consideration for this proposal noting the similarities with this approved scheme and that there has been no material change in policy since that decision was issued in 2019. The application is considered against the relevant policies, which are Policies CP1, CP2, CP11, CP14, DM9, DM10, DM11 and DM14 of the Surrey Heath Core Strategy and Development Management Policies 2012 (CSDMP); and the National Planning Policy Framework (NPPF); as well as advice within the Western Urban Area Character SPD 2012 (WUAC). The main issues to be addressed in the consideration of this application are:

- Principle and need for the development;
- Impact on character;
- Impact on residential amenity;
- Impact on highways safety and parking capacity;
- Impact on the Thames Basin Heaths Special Protection Area; and
- Impact on flood risk and drainage.

## **7.2 Principle and need for the development**

- 7.2.1 The NPPF has a presumption in favour of sustainable development and a social objective is central to this, which includes supporting community health needs. Paragraph 123(b) of the NPPF states that proposals for community services such as hospitals ought to be supported provided that this maintains or improves the quality of service provision. Policy DM14 of the CSDMP seeks to identify opportunities to enhance and improve community facilities whether through co-location of new facilities. Paragraph 6.91, which supports this policy, confirms that such community facilities can include healthcare facilities.
- 7.2.2 The Planning Statement confirms that the a masterplan is being finalised to set out the intentions to improve services for patients and staff on the site over 1-5 years. There will be a reconfiguration and relocation of some services to ensure the effective use of land given the constrained nature of the hospital site. This process will be assisted by the redevelopment of the Heatherwood Hospital site at Ascot which will allow some administrative functions to be moved into a single location and eventually elective care work to be relocated to free-up space at the Frimley Park Hospital site. An update is expected from the applicant prior to the Committee meeting.
- 7.2.3 Frimley Park Hospital is the biggest employer in the Borough and employs about 5,600 people. Health services need to be maintained or improved to serve the local area. Planning permission 18/1024 was supported with a needs assessment and there appears to be no significant change in circumstance since this decision. There remains a clear need to provide effective and continuing medical care and this proposal seeks to improve the existing facilities including more bed spaces and MRI/CT facilities. The Planning Statement confirms that the additional ward/bed space accommodation would help alleviate existing bed occupancy issues and allow a required rolling programme of ward refurbishment.
- 7.2.4 The site is heavily developed and there appears to be no other suitable location to provide these facilities. As such, it is considered that the principle and need for the development is accepted with the proposal complying with Policy DM14 of the CSDMP and the NPPF.

## **7.3 Impact on character**

- 7.3.1 Policy DM9 of the CSDMP indicates that new development should respect and enhance the local character paying regard to scale, materials, massing, bulk and density. Policy CP2 of the CSDMP reflects these requirements.
- 7.3.2 The proposal would provide a large building, approximately 6.9 metres higher than the Cath labs building behind and 3.9 metres higher than the Nucleus building to the front. Whilst taller than these buildings, it would form a part of the wider hospital complex. The modern design reflects the character of the wider hospital site and, with its infill position between large buildings which would obscure most of the development and distances to the front (of about 200 metres) and rear (of about 50 metres) the proposal would be acceptable in design and character terms. It is also marginally higher than the approved development under 18/1024. There is no soft landscaping in the immediate vicinity of the siting for the extension and no loss of trees. However, the planning statement indicates that there would be scope to provide soft landscaping close to the current proposal after the temporary building under 18/0472 is removed.

7.3.3 No objections are therefore raised on character grounds and the proposal complies with Policies CP2 and DM9 of the CSDMP and the NPPF.

#### **7.4 Impact on residential amenity**

7.4.1 Policy DM9 of the CSDMP indicates that development will be acceptable where it respects the amenities of the occupiers of neighbouring properties and uses.

7.4.2 The nearest residential properties are set about 50 metres from the site with much of the development form obscured by built form in between. The Environmental Health team has suggested that the impact of noise from plant, etc., on local residents (as well as patients and staff) is best considered by condition.

7.4.3 As such, the proposal is not considered to have an adverse impact on residential amenity with the proposal, in a similar manner to the application 18/1024, complying with Policy DM9 of the CSDMP.

#### **7.5 Impact on highway safety**

7.5.1 Policy DM11 of the CSDMP requires development which would adversely impact the safe and efficient flow of traffic movement on the highway network will not be permitted unless it can be demonstrated that measures to reduce and mitigate such impacts to acceptable levels can be implemented. All development should ensure safe and well-designed vehicular access and egress and layouts which consider the needs and accessibility of all highway users including cyclists and pedestrians. Policy CP11 of the CSDMP requires development to comply with parking standards.

7.5.2 The parking provision was not proposed to change under this application, in the same manner as the approved scheme under 18/1024. There is a travel plan for the hospital promoting a range of traffic modes and a good bus service which serves the hospital, which links to local rail services. The traffic statement provided and agreed for application 18/1024 concludes that with no increase, only improvement of existing health services, no material impact on traffic generation or parking demand is envisaged.

7.5.3 The County Highway Authority has raised no objections to the current proposal, considering that the proposal would not result in a material increase in vehicles on the highway network. It is acknowledged that the hospital has previously provided further parking, such as the decked car park extension to the front (under permission 15/0196), to address under supply of on-site parking and this impact on local streets. However, it is not considered that this proposal would materially change the existing parking requirements for this site.

7.5.4 In a similar a manner to the approved scheme, no objections are raised on these grounds. This will replace/improve existing facilities at the hospital rather than introduce a new facility and so there should be no material impact on the highway network.

7.5.5 Whilst, the County Highway Authority has not requested a construction management plan, noting the siting of the proposal some distance from the public highway, it is considered prudent in this case to require the approval of such details so that the construction does not adversely affect the operation of the hospital site. As such, the proposal is considered to be acceptable on highway safety grounds with the proposal complying with Policies CP11 and DM11 of the CSDMP and the NPPF.

#### **7.8 Impact on flood risk and drainage**

7.8.1 Policy DM10 of the CSDMP indicates that development within flood risk zones 2 and 3 (medium and high risk), or on sites of 1 hectare or more, will not be supported unless it can be demonstrated that the proposal would, where practicable, reduce risk both to and from the development or at least be risk neutral and, where risks are identified flood resilient and resistant design and appropriate mitigation and adaptation can be implemented so that the level of risk is reduced to acceptable levels, and that the form of development is compatible with the level of risk. Development will be expected to reduce

the volume and rate of surface water run-off through the incorporation of appropriately designed Sustainable Drainage Systems (SuDS) at an appropriate level to the scale and type of development.

- 7.8.2 The site lies within Zone 1 (low flood risk). The provided drainage strategy includes the use of attenuation including oversized pipes. Infiltration would not be possible in such a built up location and the reliance on the existing sewers, as present, would be required. A hydrobrake would be provided to control the flow rate with a new inspection manhole. The comments of the LLFA are awaited but that Authority had raised no objections to the approved scheme 18/1024.
- 7.8.3 Subject to the comments of the LLFA, no objections are raised on drainage and flood risk grounds with the proposal complying with Policy DM10 of the CSDMP and the NPPF.

## **7.9 Other matters**

- 7.9.1 Policy CP2 of the CSDMP requires development to contribute towards carbon dioxide emission reductions increase capacity for renewable and low carbon energy methods. The proposal would use the existing Combined Heat and Power unit which converts fuel into electricity for the hospital site. The use of photovoltaics would not be appropriate considering the roof layout and design. No objections are therefore raised on these grounds.
- 7.9.2 Policy DM17 of the CSDMP requires development on sites of 0.4 hectares or over to undertake an assessment of the potential archaeological significance of the site. The site has been heavily developed in the past and no archaeological impact is envisaged.
- 7.9.3 The conditions attached to earlier permission 18/1024 have been taken into consideration with the proposed conditions set out below. In addition, the comments of Environmental Health in relation to noise and construction management and the impact on patients, staff and local residents have been taken into consideration.

## **7.0 POSITIVE/PROACTIVE WORKING AND PUBLIC SECTOR EQUALITY DUTY**

- 8.1 In assessing this application, officers have worked with the applicant in a positive, creative and proactive manner consistent with the requirements of paragraphs 38-41 of the NPPF. This included the following:-
- a) Provided or made available pre application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.
  - b) Provided feedback through the validation process including information on the website, to correct identified problems to ensure that the application was correct and could be registered.
  - c) Have suggested/accepted/negotiated amendments to the scheme to resolve identified problems with the proposal and to seek to foster sustainable development.
  - d) Have proactively communicated with the applicant through the process to advise progress, timescale or recommendation.
- 8.2 Under the Equalities Act 2010, the Council must have regard to the need to eliminate discrimination, harassment or victimisation of persons by reason of age, disability, pregnancy, race, religion, sex and sexual orientation. This planning application has been processed and assessed with regard to the Public Sector Equality Duty. The proposal is not considered to conflict with this Duty.

## 8.0 CONCLUSION

- 9.1 No objections are raised to the proposal in principle, local character, residential amenity, highway safety and flood risk/drainage grounds. The application is recommended for approval.

## 10.0 RECOMMENDATION

GRANT, subject to the following conditions:

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

Reason: To prevent an accumulation of unimplemented planning permissions and in accordance with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51(1) of the Planning and Compulsory Purchase Act 2004.

2. The proposed development shall be built in accordance with the following approved plans: ADP-00-XX-DR-A-1010 Rev S2P1, ADP-00-XX-DR-A-1025 Rev S2P1, ADP-00-XX-DR-A-1026 Rev S2P1, ADP-00-XX-DR-A-1027 Rev S2P1, ADP-00-XX-DR-A-1028 Rev S2P1, ADP-00-XX-DR-A-1225 Rev S2P1 ADP-00-XX-DR-A-1226 Rev S2P1 and ADP-00-XX-DR-A-1325 Rev S2P1, unless the prior written approval has been obtained from the Local Planning Authority.

Reason: For the avoidance of doubt and in the interest of proper planning and as advised in ID.17a of the Planning Practice.

3. The building works, hereby approved, shall be constructed in external fascia materials shown on the approved drawing nos. ADP-00-XX-DR-A-1225 Rev S2P1 and ADP-00-XX-DR-A-1226 Rev S2P1.

Reason: In the interests of the visual amenities of the area and to accord with Policy DM9 of the Surrey Heath Core Strategy and Development Management Policies 2012.

4. Prior to the first installation of the plant and associated equipment, a noise assessment shall be submitted to and approved by the Local Planning Authority. The details shall include how the new plant and equipment can be provided with essential noise reduction, mitigation and control measures to protect future users and neighbouring properties. The development shall be implemented in accordance with the approved details.

Reason: In the interests of amenity and to comply with the National Planning Policy Framework.

5. No construction of the development hereby approved shall commence until a Construction Environment Management Plan (CEMP), to include details of:

- (a) hours of construction
- (b) light impact mitigation
- (c) material and waste management
- (d) details of proposed means of dust suppression and emission control
- (e) details of proposed noise mitigation
- (f) procedure for implementing the CEMP and complaints procedure

has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason: The condition above is required in order that the development should not prejudice the amenities of residents in accordance with Policies DM9 of the Surrey Heath Core Strategy and Development Management Policies 2012.

6. No construction of the development hereby approved shall commence until a Construction Transport Management Plan, to include details of:
- (a) parking for vehicles of site personnel, operatives and visitors
  - (b) loading and unloading of plant and materials
  - (c) storage of plant and materials
  - (d) programme of works (including measures for traffic management)
  - (e) HGV deliveries and hours of operation
  - (f) vehicle routing
  - (g) measures to prevent the deposit of materials on the highway
  - (h) before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused

has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason: The condition above is required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users, and to protect the amenities of residents in accordance with Policies DM9, CP11 and DM11 of the Surrey Heath Core Strategy and Development Management Policies 2012 and thereby reduce the reliance on the private car and meet the prime objective of the National Planning Policy Framework.