

# Development Management Delegated Decision Report

B/21/0493



## SUMMARY OF APPLICATION

<b>Application Reference</b>	B/21/0493		
<b>Application Type</b>	Major - Full Planning Permission		
<b>Proposal</b>	Demolition of the existing support services building (H block) and the erection of a two storey extension to the emergency department in its place including full refurbishment		
<b>Location</b>	Pilgrim Hospital, Sibsey Road, Boston, PE21 9QS		
<b>Applicant</b>	Mr Andrew United Lincolnshire Hospitals NHS Trust		
<b>Agent</b>	Ms Dariana Nistor, P + HS Architects		
<b>Received Date:</b>	10-Nov-2021	<b>Consultation Expiry Date:</b>	05-Jan-2022
<b>Valid Date:</b>	26-Nov-2021	<b>Statutory Expiry Date:</b>	25-Feb-2022
<b>Date of Site Visit:</b>	---	<b>Extension of Time Date:</b>	---
<b>Objections received?</b>	No		
<b>5 day notification record:</b>	N/A		
<b>Councillors notified</b>	<b>Date</b>	<b>Response received – date</b>	<b>Ok to continue</b>
<b>Recommendation</b>	Approve		
<b>Report by:</b>	Richard Byrne		
<b>Date:</b>	16 <sup>th</sup> February 2022		

## OFFICER REPORT

### SITE AND SURROUNDINGS

This proposal relates to the Pilgrim Hospital which is located 1.4 km north east of Boston. The hospital complex occupies a significant part of the site with parking, access and facilities normally associated with a health facility within the site.

The existing Emergency Department is situated in the south-eastern quarter of the hospital site with close road connection to the A16, adjacent to areas of car parking for staff and visitors. There is an existing canopy area for emergency patient transfer from ambulances straight into intensive care and resus areas. The majority of the existing building is single storey with a central two storey building. Temporary cabins are sited along its easterly side, adjacent to the current ED entrance, providing additional care due to the Covid pandemic.

The site falls within the settlement boundary for Boston and in terms of the wider area, the site is essentially surrounded by development.

### DETAILS OF PROPOSAL



Planning permission is sought for the demolition of the existing Emergency Department and support services building (H block) and the erection of a two storey extension to form a new emergency department including a full refurbishment.

The proposed Emergency Department will retain the same use as the existing building and has been designed to compensate for the increase in patient numbers and to meet an improved clinical model. The proposed layout has been laid out to provide specific areas for:

- Reception & Waiting
- Urgent Treatment Centre
- ED Majors / High Turnover
- ED RAIT
- Ambulance Arrivals
- Resuscitation
- Bereavement
- Diagnostics
- Staff Support Facilities

The first floor provide mainly staff support facilities.

The proposed extension would position the walk in entrance to the Emergency Department on the southern side of the extension to place it nearer to the main entrance of the hospital. The ambulance vehicle bays would be principally moved to the easterly side of the extension.

In terms of height and massing the two storey section is set into the northern area where it would join with the existing hospital building. A single storey wraps around the easterly side (mainly the vehicle canopy) and the southern side where the entrance is accentuated by a slightly raised section. The extension is principally flat roofed with the elevations treated in a combination of brick, cladding and glazing.

The application has been accompanied by a full suite of existing and proposed drawings, comprehensively supported with the following documents (either as standalone or incorporated):

- Design & Access Statement
- Flood Risk Assessment
- Air Quality Assessment
- Biodiversity Survey & Report Preliminary Report
- Car and Cycle Parking and Access Arrangements
- Construction Management Plan
- Contaminated Land Assessment Preliminary Letter
- Landscaping Scheme
- Lighting Scheme
- Noise Impact Assessment Preliminary Report
- Planning Statement
- Surface Water Drainage Assessment
- Sustainable Drainage Assessment
- Sustainability Statement
- Transport Assessment / Statement

- Travel Plan
- Utilities Statement and Foul Sewage Assessment (including Surface Water)
- Ventilation / extraction details
- Demolition & Construction Method Statement
- Communications Plan
- Pre-Construction Health & Safety Information

### **RELEVANT HISTORY:**

B/20/0374 - Erection of a modular building to increase size of Emergency Department following the relocation of 1 existing cabin, 1 decontamination unit and 1 generator. Relocation of main hospital entrance to allow ramp entrance and installation of new double door. Granted 10 December 2020.

B/17/0529 - Erection of a single storey extension forming a new entrance, corridor and store to accident and emergency unit – Approved on 14/02/2018.

### **RELEVANT DEVELOPMENT PLAN POLICIES AND DOCUMENTS:**

The application site is within the settlement boundary. The site is not specifically allocated for any purpose by the Proposals Map associated with the South East Lincolnshire Local Plan (2011-2036) i.e. SELLP. As such the following policies contained within the SELLP are relevant to this application:

- Policy 1: Spatial Strategy
- Policy 2: Development Management
- Policy 3: Design of New Development
- Policy 4: Approach to Flood Risk
- Policy 30: Pollution
- Policy 31: Climate Change and Renewable and Low Carbon Energy
- Policy 32: Community, Health and Well-being
- Policy 36: Vehicle and Cycle Parking

### **OTHER RELEVANT DOCUMENTS / LEGISLATION / GUIDANCE:**

At the heart of the National Planning Policy Framework 2021 Framework is a presumption in favour of sustainable development. The following sections are relevant to this scheme:

- Chapter 8. Promoting healthy and safe communities
- Chapter 9. Promoting sustainable transport
- Chapter 12. Achieving well-designed places
- Chapter 14. Meeting the challenge of climate change, flooding and coastal change
- Chapter 15. Conserving and enhancing the natural environment

#### **Other material considerations:**

National Planning Policy Guidance (online resource)

### **CONSULTATION RESPONSES:**

**Anglian Water** – received 10 December 2021

- Our records show that there are no assets owned by Anglian Water or those subject to an adoption agreement within the development site boundary.
- The foul drainage from this development is in the catchment of Boston Water Recycling Centre that will have available capacity for these flows. The applicant has indicated on their application, in the drainage strategy, that their method of foul water drainage is not to a public sewer. Therefore, this is outside our jurisdiction for comment.
- The proposed method of surface water management is to a private drainage system and does not relate to Anglian Water operated assets. As such, we are unable to provide comments on the suitability of the surface water management.

**Cadent Plant Protection Team** – received 7 December 2021

- No objection to this proposal from a planning perspective, recommends attachment of an informative note to a decision.

**Conservation Advice** – received 6 January 2022

- The site is not within the Spilsby Road Conservation Area but does fall within the setting of the Conservation Area, additionally there are several heritage assets designated and non-designated in this area of the town.
- Based upon the information provided by the applicant, we do not consider the proposal will impact upon the setting of the Designated Heritage Assets listed above.
- East Skirbeck House is a Non-Designated Heritage Assets, it is not recorded on the Lincolnshire County Council Historic Environment. Whilst the exact details such as colour etc of the brick, cladding and doors windows has not been confirmed in the application information (GM21-PHS-ZZ-ZZ-D-A-07102) we do not consider that in the current setting, the new development will constitute a loss of significance to the setting of Non-Designated Heritage Assets.

**Environment Agency** – received 12 January 2022

- Measures have been proposed within the FRA including; setting finished floor levels at approximately 2.65mAOD, integrating flood resilience techniques on the ground floor to aid with drainage and clean-up after a flood event, and raising the electric services 1m above finished floor level.
- Whilst we are not objecting to this application, we would strongly advise the applicant implements additional resistance and resilience measures, liaises with your Authority regarding the flood warning and evacuation plan for the proposed development and integrate it into the wider flood warning and evacuation plan and if possible, implement measures to protect the wider hospital from flooding in the event of a forecasted flood.
- Recommends planning condition securing mitigation measures in the submitted FRA

**Environmental Health** – received 1 and 23 December 2021

- Another issue was the likely inclusion of asbestos containing materials in the original buildings construction and the need to have this properly and professionally assessed and safely removed prior to demolition. It is noted the applicant has provided a demolition management plan which includes such steps. Whilst a condition could be attached to the planning consent, the demolition should be undertaken under a Building Act 1984 notification and counter notice issued by the Local Authority Building Control.
- With the nearest property being some 80m from the development it is unlikely fixed plant noise will be an issue. However, the acoustic consultant does recommend a limit of less than 60dB measured as a LAeq(1hr) at 1m from the plant room to ensure a rating level 5dB

below the current measured night time background noise levels. It may be prudent to condition this.

- The applicant has now provided a contaminated land assessment (phase 1 & 2) - Delta-Simons Project No: 21-1230.05. This does not highlight any significant ground contamination that requires remediation. I am therefore happy for the full suite of contaminated land to be dispensed with on any consent save for the condition relating to unforeseen contamination.
- The exterior lighting design and layout is such that it will present no off site issues.

**Fishtoft Parish Council** – received 15 December 2021

- The members that did not declare an interest would like it noted for planning application B/21/0493 that they were concerned that the drop off zone for out-patients would be lost which would be a hindrance for those unable to walk any distance and requested that this matter be addressed.

n.b. the applicant in response provided the following on 25 January 2022:

- Yes, the design does build over the road in front of the current CSS (H Block) building, adjacent to out-patients and currently used as a drop off point, but the disabled parking spaces across the road will remain and can be used as a drop off point with only a small increase in distance to OP's via the pedestrian crossing. It is also worth noting that we are not anticipating additional traffic/increased service demand and the Outpatients area will be quieter given that the main entrance to the Emergency Department will be relocated by the hospital Main Entrance. In addition, patients walking to the UTC (likely to be less ambulant) will also benefit from the closer, and safer, proximity of the new entrance adjacent to the main hospital entrance, reducing their distance from drop off considerably.

**Highway Authority** – received 23 December 2021

- The hospital is safely and suitably accessible from the A16 Sibsey Road by existing vehicle and pedestrian accesses. The operation of the proposed development would not be expected to result in any overwhelming of those existing accesses or the wider highway network or have an unacceptable impact upon highway safety.
- It is presumed that given the size of the existing hospital campus, the construction compound and parking for construction workers would be sited somewhere within the grounds of the hospital and that there should not therefore be any un-necessary vehicle movements on the public highway between the compound and the proposed development. It is also presumed that all materials would be stored within the hospital grounds.
- As discussed in the submitted Flood Risk Assessment, the proposed new building would occupy space that is already either existing buildings or impermeable paving and therefore on the understanding that the drainage infrastructure for the proposed new building is connected to the existing hospital drainage network, it is not expected that the proposed development would increase surface water flood risk.
- Having given due regard to the appropriate local and national planning policy guidance (in particular the National Planning Policy Framework), Lincolnshire County Council (as Highway Authority and Lead Local Flood Authority) has concluded that the proposed development is acceptable and accordingly, does not wish to object to this planning application.

**Witham Fourth IDB** – received 2 December 2021

- No objection - If there is any change to the surface water or treated water disposal as stated in the application, please contact the Board to discuss the new arrangements.

### **THIRD PARTY REPRESENTATIONS RECEIVED:**

The application has been advertised by notifying letters to the adjacent properties to the application site. A Site Notice was erected on Sibsey Road with an advertisement published in the press to accord with the procedures set out in the DMPO and the Council's Statement of Community Involvement. No representations have been received.

### **EVALUATION:**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 requires that applications for planning permission be determined in accordance with the Development Plan, unless material considerations indicate otherwise. The key considerations for this application are:

- Principle of the Development;
- Design of the proposal;
- Effect on heritage assets;
- Relationship with adjacent land uses;
- Highways Issues and Access;
- Flood Risk;
- Effect on surface water;
- Ecology;
- Biodiversity;
- Air Quality;
- Ground Contamination;
- Demolition; and,
- Conclusion.

### **Principle of the Development**

Policy 1 of the SELLP sets out the settlement hierarchy, stating development will be permitted within the settlement boundaries of the respective settlements providing the proposal supports the designated role of the settlement in which it is to be executed.

SELLP Policy 32 advocates developments shall contribute to the creation of socially-cohesive and inclusive communities; reducing health inequalities; and improving the community's health and well-being. Although Policy 32 does not explicitly include extensions to existing health facilities it does advocate support for new community facilities provided they are:

1. as close as possible to the community they will serve;
2. readily accessible by public transport, on foot, and by bicycle;
3. compatible with nearby uses and the character and appearance of the neighbourhood; and
4. located and designed to enable (where possible) shared use with other services/facilities.

The applicant has supported the application with the Design and Access Statement, which amongst considering its overall design ethos, sets out the background case for the proposal.

It is identified that there has been a rise in the number of patients visiting the current Emergency Department from an average of 130 persons per day to 204 persons. This has placed additional pressure on the current resus areas of the current accident and emergency section of the

hospital. Patient modelling has shown there to be a requirement for 6 – 8 resus bays (currently 4) and an extra 3 UTC rooms in addition to CT, bereavement and frailty services.

The site is within the settlement boundary and although the proposal could be seen as an increase in activity it is fundamentally an enhancement of the existing facility which is integral to the Pilgrim Hospital. It is acknowledged the site is close to the community it serves and is readily connected to means of transportation other than by car. The hospital is embedded into the surrounding area which has an established relationship with the nearby residential uses.

As such it is considered the principle of development has been achieved and would satisfy the overarching SELLP policy 1 and the spirit of SELLP Policy 32.

### **Design of the proposal**

SELLP Policy 2 states that proposals requiring planning permission for development will be permitted provided that sustainable development considerations are met. These include size, scale, layout, density and impact on the amenity, trees, character and appearance of the area and the relationship to existing development and land uses as well as the quality of its design and its orientation.

SELLP Policy 3 states that all development proposals will create a sense of place by; respecting the density, scale, visual closure, landmarks, views, massing of neighbouring buildings and the surrounding area.

The planning system promotes high quality development through good inclusive design and layout, and the creation of safe, sustainable, liveable and mixed communities. Good design should be indivisible from good planning. Recognised principles of good design seek to create a high quality built environment for all types of development. The importance is reflected in the paragraph 130 of the NPPF.

The proposed extension would take a central pivotal position within the hospital complex nestled between an existing two storey building to the north and the openness of the adjacent car park to the south. The extension would be set with the five and nine storey parts of the main hospital building forming its backdrop on its approach from Sibsey Road. The proposed extension would sit within the existing arrangement of ground and first floor parts of the hospital complex.

The massing of the proposed extension reflects the context in which the existing building sits. The two storey aspect would be adjacent to the existing two storey building thus assimilating into the overall perception of building massing. Given the perception of setback from the building's edge by virtue of the ambulance canopy and the ground floor extension, this reduces its overall dominance from the adjacent footways.

The overall massing of the ground floor replicates the existing building that is in situ. A key difference however, is the relocated walk in entrance which is accentuated by an emphasised section on its south western corner. The position of the walk in entrance is clear and appropriately relates with the main entrance of the hospital.

Given the nature of the proposal there is natural functionality in the design. The applicant has however introduced a number of measures which uplifts the general design and improve the overall appearance. The south-western entrance corner and southern elevation follows a

similar design using a simple palette of materials and fenestration which is recessed and framed to create rhythmic shadowing and visual interest.

The south east corner of the building turns to aluminium cladding which is part punctuated by fenestration on the southern side with individually backlit lettering advertising the Emergency Department on the eastern side. Given the cladding can be coloured in multiple ways there is positive enhancement of the building on the main vehicular approach from Sibsey Road.

The standing seam finish of the two storey extension would complement the ground floor and through the attachment of a planning condition will ensure the colour scheme throughout assimilates against the backcloth of the hospital complex.

It is therefore considered the proposed design positively reflects the functionality of a health facility whilst enhancing its general appearance to result in a robust design reflecting the size and scale of the buildings within the hospital complex. The design is considered to satisfy SELLP Policy 2 and 3.

### **Effect on heritage assets**

SELLP Policy 2 indicates that development will be permitted which will not have harmful impacts upon the character and appearance of the area. SELLP Policy 29 seeks the conservation and enhancement of the area's historic environment.

The Planning (Listed Buildings and Conservation Areas) Act 1990 confirms the duty of a local planning authority to have special regard to the desirability of preserving conservation areas and the settings of listed buildings. In the context of Sections 66 and 72 of the Act, the objective of preservation is to cause no harm. The courts have said that this statutory requirement acts as a paramount consideration – 'the first consideration for a decision maker'. Planning decisions require balanced judgement but, in that exercise, significant weight must be given to the objective of heritage conservation.

In practice, this requires a methodical approach to be followed, whereby the relevant assets that would be affected are identified, along with their significance. Consideration can then be given to any effects on this significance resulting from the proposals, which may be reduced through mitigation. If harm is identified, it is then required to establish the scale and extent of such harm, before moving on to matters such as the planning balance and weighing the public benefits arising against any identified harm.

#### Heritage assets close to the application site:

- Boston (Spilsby Road) Conservation Area
- Grade II\* Burton Hall, Wainfleet Road
- East Skirbeck House (Non-Designated Heritage Asset)

#### Impacts of the proposals on these assets

As a consequence of their relative distance from the site it is considered the impact to the listed building would be insignificant. It is considered unlikely the proposed development would adversely affect the setting of the Boston Conservation Area given the intervening existing pattern of development.



In respect of the NDHA the proposed extension would be close to the rear of the property. However, the proposed extension would largely replace the height and massing that current exists facing the NDHA. Although specific materials have not been selected, principally a combination of brickwork with intervening cladding and glazing would create an appropriate relationship with the NDHA given the existing range of materials present. As such, it is considered the setting would not be significantly harmed. The absence of an objection from the Conservation Advisor would support such a view.

In all, it is considered that the proposal will not adversely affect the settings of nearby heritage and non-designated heritage assets, a view shared by Lincolnshire Heritage. It is therefore considered that the proposal meets the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, and Policies 2 and 29 of the Local Plan.

### **Relationship with adjacent land uses**

SELLP Policy 2, 3 and 30 advocate that a proposed development should consider if there is an impact on the amenity of the site and neighbouring sites as well as the impact upon neighbouring land uses in terms of noise, odour, disturbance or visual intrusion.

As noted earlier Pilgrim Hospital has an established relationship with the nearby neighbouring properties where residents would be accustomed to a degree of disturbance due to the nature of emergency and non-emergency care. The hospital naturally operates on a 24 hour basis which although there are quieter spells overnight and over the daytime there is still a degree of disturbance activity. Given the amount of activity fluctuates as with the nature of emergency care it is considered it would be difficult to distinguish a greater degree of disturbance from the enhanced Emergency Department.

It is considered that given the size, height and siting of the proposed extension with regard to the intervening distance, it is unlikely it will affect the amenity of the occupiers of the nearby properties on Burton Close, Sibsey Road and Blue Cedar Drive.

#### *Noise from mechanical ventilation system*

A Noise Assessment has been submitted with the application to identify if there would be an impact on amenity of the surrounding land uses with any mitigation measures to address the provisions of SELLP 30.

It was concluded that the projected external noise levels would be within acceptable tolerances and that no mitigation would be required.

It is therefore considered the enhanced medical use and proposed extension would not significantly affect the neighbouring land uses. As such the development would be in general accord with SELLP Policy 2 and 3 with regard to the NPPF.

### **Highways Issues and Access**

The NPPF indicates that development should only be refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. SELLP Policy 2 goes on to confirm this, indicating it is necessary to ensure that development does not have an adverse impact on physical or social infrastructure such as local roads.

SELLP Policy 36 sets out requirements for vehicular and cycle parking within developments and appendix 6 sets out specific parking standards for various forms of development.

It is acknowledged the access and egress arrangements for the hospital site are unaffected by the proposed development. Similarly the pattern of vehicle movements would naturally be dictated by accidents and emergencies outside of the site and would assimilate with the general flows. It is therefore considered the proposed development would not have a significant impact on the highway network.

There would be an increase in the provision of care facilities which may imply an increase in demand for parking to meet patient modelling. However, this does not necessarily mean an increase in the number of vehicles that would travel to the hospital site. The applicant has demonstrated that the current level of provision for patient care is insufficient to meet the current demand. Indeed whilst the enhancement of the Emergency Department is to meet the current level of demand, in combination with the measures set out in the Travel Plan any new pressures on parking would be dissipated across the hospital site.

Turning to the development the ambulance canopied area has been relocated slightly along the eastern side of the proposed building. The proposed parking, in a chevron arrangement, allows for safe manoeuvring of ambulances into the bays and in combination with the proposed canopy allows for safe passage of patients entering the Emergency Department. Although the proposal introduces a reversing manoeuvre on the road, oncoming vehicles will be aware of such movements and it is considered would not give rise to a significant highway risk.

There is a footway adjacent to the eastern side of the proposed extension which allows pedestrian movement to be maintained. An existing crossing is proposed to be removed which is replaced by the ambulance drop off bays. Although the layout plan still shows a footpath to enable pedestrians to cross given the visibility it is considered that highway safety for pedestrians would not be significantly compromised.

The walk in entrance has been moved to the south-western corner of the proposed extension which is nearer to the existing main entrance for the hospital and the main car park. There is sufficient space around the walk in entrance to allow free passage without detriment to highway safety.

It is therefore considered the proposed development would be acceptable in respect of highway safety and in the absence of an objection from the Highway Authority SELLP Policy 2 and 36 have been satisfied.

## **Flood Risk**

SELLP Policy 4 states that a proposed development within an area at risk of flooding (Flood Zones 2 and 3) will be permitted where it can be demonstrated that there are no other sites available at a lower risk of flooding (through passing the sequential test), more vulnerable development in FZ3 provide wider sustainability benefits to the community that outweigh flood risk or if appropriate flood mitigation measures have been put in place.

The NPPF provides overarching guidance by stating at paragraph 164:

“...The application of the exception test should be informed by a strategic or site-specific flood risk assessment, depending on whether it is being applied during plan production or at the application stage. To pass the exception test it should be demonstrated that:

(a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and

(b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall...”

The application site is in an area identified as being within Environment Agency Flood Zone 3 and is identified as the majority of the site having a Flood Hazard rating of ‘danger for most’ with flood depths of up to 1 metre (parts of the site are up to 0.5 metre). Given the site is occupied by a hospital the flood risk vulnerability classification would fall under ‘more vulnerable’.

Taking into account the site is currently occupied by a hospital with an existing Emergency Department and the application is an enhancement of the existing health facility it is considered the development meets the sequential test.

In respect of the first part of the exception test given the application is an enhancement of the existing health facility to cater for the patient demand there is a clear sustainable community benefit. As such the proposal would meet the first part of the exception test.

Turning to the second part of the exception test and to ensure the development is safe from flooding over its lifetime, the applicant has submitted a Flood Risk Assessment in support of the planning application. The assessment recommends a combination of flood resistance and flood resilient works namely the proposed building will have level access with the existing hospital buildings and its construction will use materials with low permeability. In addition the FRA states a warning and evacuation plan will be prepared in liaison with the Local Authority and Emergency Services.

Taking into account the proposal is a demolition of the existing Emergency Department and replacement with an enhanced facility, there will already be mitigating measures in place which covers the whole of the hospital site. Nevertheless, it is considered expedient to attach a planning condition to require approval of a revised flood warning and evacuation plan. This will take into account the any additional provision required for the proposed extension.

As such, it is considered that subject to the condition requiring the flood risk mitigation to be completed and the submission of a flood warning and evacuation plan the development satisfies SELLP Policy 2 and 4.

### **Effect on surface water**

SELLP Policy 4 states that developments within all flood zones (and development over 1 hectare in size in Flood Zone 1) will need to demonstrate that surface water from the development can be managed and will not increase the risk of flooding to third parties. A general theme running through the Local Plan is the avocation of a SuDs scheme, unless it can be demonstrated that this is not technically feasible and confirms how these will be maintained/managed for the lifetime of development.

SELLP Policy 4 requires that developments demonstrate that adequate foul water treatment and disposal already exists or can be provided in time to serve the development.

The applicant has appraised the site's suitability in terms of the SuDs hierarchy concluding it is not feasible to implement a number of measures within the site. Although the measures have been discounted it is acknowledged the development is a replacement building within the site which is mainly hardsurfaced. As such it is considered appropriate for the proposed building surface water to feed into the existing means of surface water drainage. In the absence of an objection from the LLFA the scheme satisfies SELLP Policy in respect of the surface water arrangements.

Turning to the treatment of foul water it is proposed that the extension will connect into a new foul water network where it will reuse the existing foul drainage connection to the south the site. The existing foul water network will connect into the public sewer via an existing manhole on Sibsey Road. Anglian Water has indicated that capacity exists at the Boston Water Recycling centre to take the flows from the site. It is therefore considered that the foul water proposal satisfies SELLP Policy 4.

## **Ecology**

The applicant has undertaken an Ecological Survey of the land to be considered against SELLP Policy 28 which seeks to protect and enhance protected and non-protected species with the site.

The survey identified the site was dominated by a building with some outside space comprising an ornamental shrubbery with some tall herb vegetation present. The survey acknowledged there were no ponds or watercourses within the site boundary or within 300 m of the site. Habitats at the site are not species-rich and have little intrinsic botanical value. They are common and widespread in the surrounding landscape and, comprise mostly ornamental non-native species and weeds.

The building does however have a moderate potential to support roosting bats. It is recommended that the building will require two emergence / re-entry surveys to determine if bats are present and, to inform an assessment of likely impacts and mitigation requirements for the proposed development. These surveys are normally undertaken during the season when bats are most active (April to October, with at least one survey completed between May and August). It is considered the emergence surveys can be secured by planning condition and undertaken prior to the commencement of any demolition and development.

An ornamental species (Wall Cotoneaster) was recorded on the site and it is listed on Schedule 9 of The Wildlife and Countryside Act 1982 (as amended). To ensure the development accords with the provisions of the Wildlife and Countryside Act the planning condition can include a methodology of the careful removal and appropriate disposal.

## **Biodiversity**

Policy 3 requires the incorporation of existing hedgerows and trees into development proposals, and the provision of appropriate new landscaping to enhance biodiversity. Policy 28 requires all development proposals to provide an overall net gain in biodiversity. Policy 31 requires all development proposals to incorporate measures which promote and enhance green

infrastructure and provide a net gain in biodiversity. Any future planning application should include appropriate measures to ensure that the site's biodiversity is enhanced.

The applicant's ecological appraisal includes enhancement opportunities to compensate for habitat losses on the site and for the scheme to meet the Local Plan's requirement for biodiversity net gain. The proposed measures include:

- inclusion of native flower-, berry- and fruit-bearing species to benefit mammals, birds and other noteworthy species.
- installation of bird and bat boxes suited to species identified within 1km of the site.

These measures, although not indicated on the suite of submitted drawings, can be secured by planning condition to ensure the development accords with the SELLP.

## **Air Quality**

SELLP Policy 30 requires the issue of air quality to be considered as part of any application. SELLP Policy 31 seeks to ensure that developments consider the consequences of climate change and how to address minimised and mitigate the effects.

In terms of the proposed build it is aimed the scheme will achieve a BREEAM rating of excellent. The scheme proposes a passive design approach to improve the thermal performance of the building and consequently reduce the CO<sup>2</sup> emissions. The building thermal loads are to be met by Air Source Heat Pumps with all mechanical and electrical systems in the building incorporate metering and sub-metering to monitor the building energy usage. The lighting design adopts high efficiency LED lighting throughout the building which is automated to optimise the controllability of lighting for the building user so that lighting is not used unless required.

An Air Quality Assessment has been provided to be read in combination with a transport Statement and Travel Plan Note pursuant to addressing the requirements of SELLP Policy 31. The report states that the applicant does not capture air quality data, however, it has identified that the site is not in an Air Quality Management Area. It continues by acknowledging the presence of Bargate Bridge AQMA which inevitably is affected by road traffic traveling to and from the existing hospital.

The proposed development may not necessarily increase road traffic as it is a replacement facility of the Emergency Department which already existing on the site. As noted in this report the activity associated with emergency care fluctuates. Although the cumulative amount of travel to and from the hospital site may not be modelled, the applicant has advocated that a Travel Plan covering the whole hospital site will set out measures for alternatives forms of transportation which would balance against an increase in activity contributing towards adverse air quality. The measures include:

- Partnership working with local bus operator Brylaine to offer reduced fare season tickets for staff;
- Promotion of alternative travel options for patients when visiting for appointments;
- Investigating use of Boston Football ground as a weekday park and ride facility;
- Partnership working with Boston Borough Council to support the Local Transport plan and Transport strategy to promote active travel; and,
- Real-time bus travel information boards.

Travel survey data will be captured as a baseline in the short term and will be used to measure and monitor any increase/decrease in travel patterns post build.

To maintain low levels of air pollution the applicant intends to implement ultra-low measures within the Travel Plan which will include:

- Installation of EV charging points for patient/visitor/staff use
- Continuation of EV lease vehicles for staff purchase
- Potential introduction of electric fleet vehicles
- Potential introduction of cargo-bikes for short distance deliveries

It is noted there could be a level of air quality deterioration during demolition/construction (primarily through dust) as well as post construction (primarily vehicle emissions). However, through the combination of a controlled demolition and construction process the short lived adverse impact it is considered it will not be significant to the level of air quality.

In respect of post construction there will always be ebbs and flows of traffic given the nature of a hospital site. However, given the proactive Travel Plan which would cover the whole site and the measures within, it is considered SELLP Policy 30 and 31 have been satisfied. It is considered expedient to attach a planning condition for an up to date Travel Plan to be submitted to ensure the mitigation measures are implemented across the site and to minimise the impact resulting from the proposed development.

## **Ground Contamination**

SELLP Policy 30 indicates that development proposals on contaminated land, or where there is reason to suspect contamination, must include an assessment of the extent of contamination and any possible risks.

The applicant has submitted a contaminated land assessment. The assessment does not identify any significant ground contamination that would require remediation. It is therefore considered the risk of contaminated land is low and with the support of Environmental Health require it expedient to attach a planning condition to precautionary cover any unforeseen contamination during demolition/development.

## **Demolition**

The demolition of the existing buildings will inevitably have to be undertaken to not disrupt the Outpatients Department, existing A&E and the two lane roads adjacent to the existing building (blue light route). This would be a matter within the control of the applicant.

Given the intervening distance and the level of background noise emitted from the hospital site it is considered the impact from demolition would not be significant to the amenity of the nearby residential properties.

Another issue is the likelihood of asbestos containing materials in the original buildings and the need to have this properly and professionally assessed and safely removed prior to demolition. It is noted the applicant has provided a demolition management plan which includes such steps. Whilst a condition could be attached to the planning consent it has been recommended by

Environmental Health the demolition should be undertaken under a Building Act 1984 notification and counter notice issued by the Local Authority Building Control.

## Conclusion

The site is within the settlement boundary and the application is fundamentally an enhancement of the existing facility which is integral to the Pilgrim Hospital. It is acknowledged the site is close to the community it serves and is readily connected to means of transportation other than by car. The hospital is embedded into the surrounding area which has an established relationship with the nearby residential uses.

It is considered the proposed design positively reflects the functionality of a health facility whilst enhancing its general appearance to result in a robust design which raises no further risk from flooding than the existing building.

The impact to protected species, subject to further surveys, is low and the development can achieve a biodiversity uplift through the use of appropriately worded planning conditions.

A Travel Plan, secured by planning condition, can ensure that measures are in place to encourage the use of travel by means other than by car to minimise the impact on air quality and parking provision within the site.

It is therefore the proposed extension comprising a new Emergency Department for Pilgrim Hospital is in general accord with the South East Lincolnshire Local Plan and the National Planning Policy Framework.

## **RECOMMENDATION:**

Approve, subject to the following conditions and reasons.

CONDITIONS / REASONS	
Pre-commencement conditions?	Yes
Agreed with applicant/agent - Date:	22 <sup>nd</sup> February 2022
1	<p>The development must be begun not later than the expiration of four years from the date of this permission.</p> <p><b>Reason:</b> To comply with the requirements of section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.</p>
2	<p>The development hereby permitted shall be carried out in strict accordance with the application received 10 November 2021 and in accordance with the associated plans referenced:</p> <ul style="list-style-type: none"><li>• GM21-PHS-ZZ-ZZ-D-A-07001 P02: Site Location Plan</li><li>• GM21-PHS-ZZ-ZZ-D-A-07006 P03: Proposed Site Layout</li><li>• GM21-PHS-ZZ-00-D-A-07008 P02: Proposed Ground Floor Plan</li><li>• GM21-PHS-ZZ-01-D-A-07009 P02: Proposed First Floor</li><li>• GM21-PHS-ZZ-03-D-A-07010 P02: Proposed Roof Plan</li></ul>

	<ul style="list-style-type: none"> <li>• GM21-PHS-ZZ-ZZ-D-A-07102 P02: Proposed Elevations</li> <li>• GM21-RPS-ZZ-XX-D-E-6302: External Lighting Layout</li> </ul> <p>Except as provided for by other conditions to this permission, the development shall be carried out in complete accordance with the approved drawings.</p> <p><b>Reason:</b> For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with the policies contained within the South East Lincolnshire Local Plan 2011-2036 and the National Planning Policy Framework (2021).</p>
3	<p>No demolition and/or development shall take place until a method statement for the removal/control of any invasive plant species (as defined within the Wildlife and Countryside Act 1981, as amended) which fall within the site has been submitted to and approved in writing by the Local Planning Authority. The method statement shall include:</p> <ol style="list-style-type: none"> <li>measures to prevent the spread of invasive species during any operations (e.g. strimming, soil movement or land remodelling works) and to ensure that any soils brought to the site are free of the seeds, root or stem of any invasive plant (as defined by the Wildlife and Countryside Act 1981, as amended).</li> <li>a timetable for implementation (including any phasing for removal/control on different parts of the site);</li> </ol> <p>The development shall thereafter be carried out in accordance with the details, timetable and phasing contained within the duly approved method statement.</p> <p><b>Reason:</b> To ensure the satisfactory treatment and disposal of invasive plant species and site preparation works before any development commences on affected areas of the site in accordance with the requirements of South East Lincolnshire Local Plan 2011-2036 Policy 2 and 28, the National Planning Policy Framework (2021) and the Wildlife and Countryside Act 1981 (as amended).</p>
4	<p>No demolition and / or development shall take place until one dusk emergence survey and one dawn re-entry survey to establish whether features/habitats on the site are utilised by bats have been undertaken in accordance with the recommendations set out in Preliminary Ecological Appraisal and Preliminary Roost Assessment Survey Report (Author: RSK Biocensus, Project No. 2482886) dated October 2021 and the results submitted to and approved in writing by the Local Planning Authority.</p> <p>Any further survey(s) shall take place during the optimum period for bat activity (between May and August). If such a use is established, then no development shall take place until a comprehensive method statement indicating how bats are to be safeguarded during the construction period and how appropriate mitigation measures (including habitat compensation and enhancement) are to be incorporated into the development has been submitted to and approved in writing by the Local Planning Authority.</p> <p>The duly approved method statement shall be implemented in full accordance with the details, recommendations and timescales contained therein and any mitigation measures shall be fully implemented before the building is first brought into use and retained as such thereafter.</p>



	<p><b>Reason:</b> To ensure that appropriate measures are taken to establish whether habitats on the site which are suitable to support protected species are (or become) used by these species, and to ensure that adequate mitigation measures are introduced as part of the development in order that it does not adversely affect the favourable conservation status of any protected species in accordance with the requirements of South East Lincolnshire Local Plan 2011-2036 Policy 2 and 28, the National Planning Policy Framework (2021), the Conservation of Habitats and Species Regulations 2010 and the Wildlife and Countryside Act 1981 (as amended).</p>
5	<p>Notwithstanding any description of materials in the application and the requirements of condition 2 of this permission, no above ground works shall take place until samples or full details of all materials to be used on the external surfaces of the buildings have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. The development shall thereafter be implemented in accordance with the duly approved materials.</p> <p><b>Reason:</b> To ensure use of appropriate materials which are sympathetic to the character of surrounding buildings in the interests of visual amenity in accordance with the requirements of South East Lincolnshire Local Plan 2011-2036 Policy 2 and 3, and the National Planning Policy Framework (2021).</p>
6	<p>Prior to the commencement of development above slab level, full details of the biodiversity enhancement measures across the site and a timetable for their implementation which accord with the recommendations set out in the Preliminary Ecological Appraisal and Preliminary Roost Assessment Survey Report (Author: RSK Biocensus, Project No. 2482886) dated October 2021, shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented in accordance with the approved scheme.</p> <p><b>Reason:</b> In the interest of enhancing the ecology of the area in compliance with Policies 2 and 28 of the South East Lincolnshire Local Plan (2011-2036).</p>
7	<p>The development shall be carried out in accordance with the submitted flood risk assessment (ref Flood Risk Assessment and Drainage Report GM21-PAM-XX-XX-T-C-00001 rev 2, produced by Price and Myers dated October 2021) and the following mitigation measures it details:</p> <ul style="list-style-type: none"> <li>• Finished floor levels shall be set no lower than 2.65 metres above Ordnance Datum (AOD);</li> <li>• The ground floor shall be constructed using flood resilience techniques;</li> <li>• The building will be constructed of two storeys; and,</li> <li>• Electrical service outlets and switches shall be raised set at a minimum of 3.65m AOD (1m above finished floor level).</li> </ul> <p>These mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the scheme's timing/phasing arrangements. The measures detailed above shall be retained and maintained thereafter throughout the lifetime of the development.</p> <p><b>Reason:</b> To reduce the risk of flooding to the proposed development and future users in accordance with Policy 4 of the South East Lincolnshire Local Plan (2011-2036).</p>

8	<p>All plant and machinery shall be installed to accord with the recommendations set out in the Environmental Noise Impact Assessment Acoustic Consultancy Report (Ref: ADT 3267/ENIA) dated 24 September 2021.</p> <p><b>Reason:</b> To safeguard the amenity of the locality by limiting noise to less than 60dB measured as a LAeq(1hr) at 1m from the plant room to ensure a rating level 5dB below the current measured night time background noise levels to accord with Policies 3 and 30 of the South East Lincolnshire Local Plan 2011-2036.</p>
9	<p>If, during development, contamination which was not previously identified is found to be present on the site then no further development shall take place on the affected part(s) of the site until a report containing details of an investigation and risk assessment to determine the nature and extent of any contamination on the site (including whether it originates on the site) has been submitted to and approved in writing by the Local Planning Authority. The submitted report shall include:</p> <ul style="list-style-type: none"> <li>(i) a survey of the extent, scale and nature of contamination;</li> <li>(ii) an assessment of the potential risks to: <ul style="list-style-type: none"> <li>• human health;</li> <li>• property (existing or proposed) including buildings, crops, livestock, pets, woodland, and service lines and pipes;</li> <li>• adjoining land;</li> <li>• groundwaters and surface waters;</li> <li>• ecological systems; and</li> <li>• archaeological sites and ancient monuments.</li> </ul> </li> <li>(iii) an appraisal of any remedial options required and a proposal for the preferred option(s) to form a remediation strategy for the site.</li> </ul> <p>The development shall thereafter be carried out in full accordance with the duly approved remediation strategy and a verification report submitted to and approved in writing by the Local Planning Authority before any of the buildings on the affected part(s) of the site are first occupied.</p> <p><b>Reason:</b> To prevent pollution of the surrounding environment and to ensure the safe development of the site in the interests of the amenity of future occupiers and other sensitive receptors in accordance with the requirements of Policy 2 and 30 of the South East Lincolnshire Local Plan 2011-2036.</p>
10	<p>Prior to the extension hereby permitted first being brought into use, a flood warning and evacuation plan incorporating the Emergency Department into the entire site shall be submitted to and approved in writing by the Local Planning Authority.</p> <p>The approved plan shall then be implemented in accordance with a timetable agreed with the Local Planning Authority and shall be operated in accordance with the agreed plan at all times.</p> <p><b>Reason:</b> To reduce the risk of flooding and that measures are in place to protect users of the Emergency Department and to comply with policy 4 of the South East Lincolnshire Local Plan (2011-2036).</p>

11	<p>Prior to the extension hereby permitted first being brought into use a Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The approved Travel Plan shall thereafter be implemented in accordance with a timetable contained within the duly approved scheme, and shall be managed as such thereafter.</p> <p><b>Reason:</b> The Travel Plan is conditioned to ensure that journeys made to the approved Emergency Department aligns with the wider hospital site in reducing dependency on the car in accordance with Policies 2, 31 and 33 of the South East Lincolnshire Local Plan (2011-2036).</p>
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INFORMATIVES / NOTES TO BE INCLUDED ON/WITH DECISION NOTICE	
<p><u>STATEMENT OF PROACTIVE WORKING:</u></p> <p>In determining this application, the authority has taken account of the guidance in paragraph 38 of the National Planning Policy Framework 2021 in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the Borough.</p>	
1	<p>Cadent Gas Ltd own and operate the gas infrastructure within the area of your development. There may be a legal interest (easements and other rights) in the land that restrict activity in proximity to Cadent assets in private land. The applicant must ensure that the proposed works do not infringe on legal rights of access and or restrictive covenants that exist.</p> <p>If buildings or structures are proposed directly above the apparatus the development may only take place following diversion of the apparatus. The applicant should apply online to have apparatus diverted in advance of any works, by visiting <a href="http://cadentgas.com/diversions">cadentgas.com/diversions</a>.</p> <p>Prior to carrying out works, including the construction of access points, please register on <a href="http://www.linesearchbeforeudig.co.uk">www.linesearchbeforeudig.co.uk</a> to submit details of the planned works for review, ensuring requirements are adhered to.</p>
2	<p>The applicant's attention is drawn to the recommendation that services entering the building should be at a high level, above anticipated flood depths to reduce the impact of flooding, this includes installing back-up generators at or above the flood level, for example on the first floor.</p>