

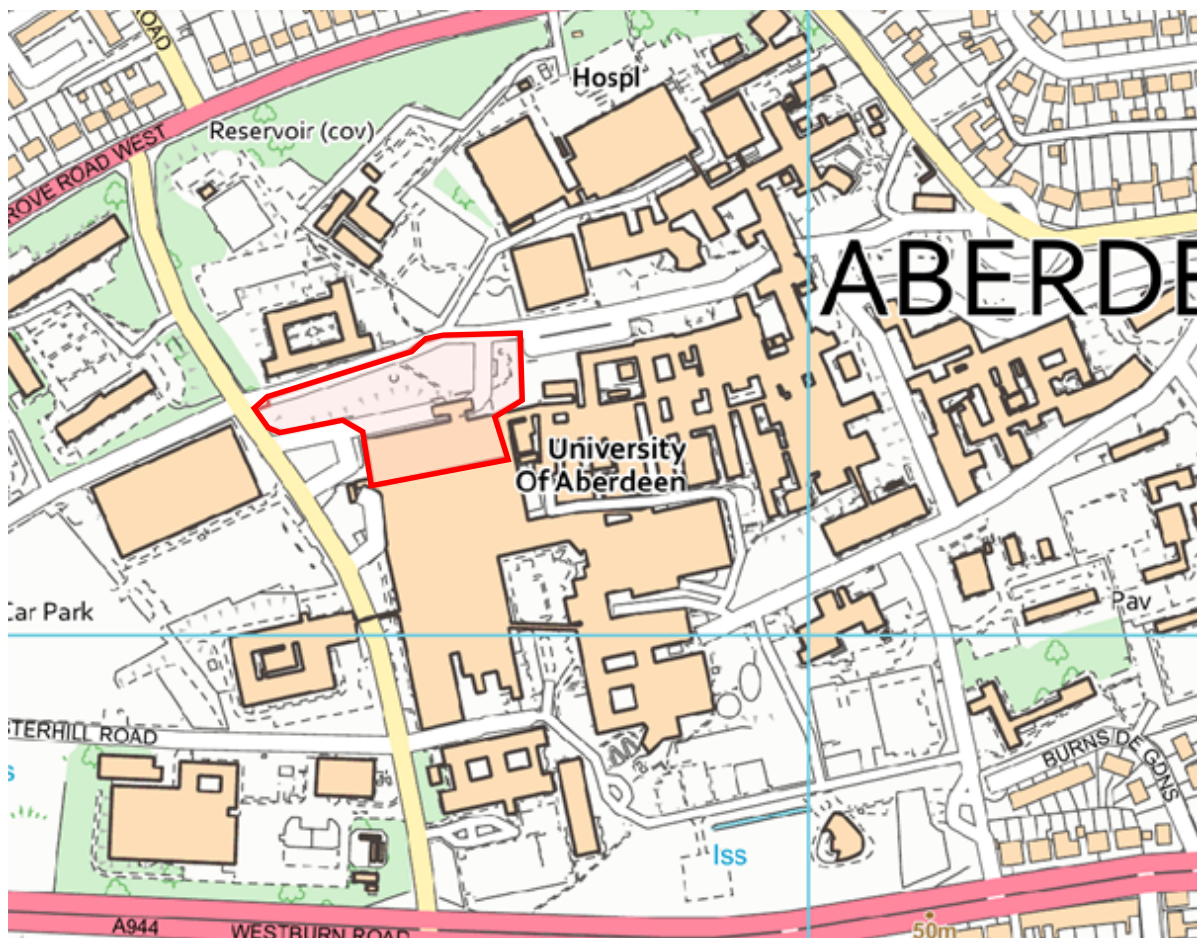


Pre-Application Forum

Report by Development Management Manager

Pre-application Forum Date: 15th August 2019

Site Address:	Land To East Of Lady Helen Parking Centre, Aberdeen Royal Infirmary, Foresterhill Road, Aberdeen AB25 2ZN
Application Description:	Redevelopment of site for a major development consisting of the proposed erection of an Elective Care Centre with associated external works
Application Ref:	190993/PAN
Application Type	Proposal of Application Notice
Application Date:	21 June 2019
Applicant:	NHS Grampian
Ward:	Mid Stocket/Rosemount
Community Council:	Rosemount And Mile End
Case Officer:	Gavin Evans



APPLICATION BACKGROUND

Site Description

The prospective application site, which extends to approximately 0.9ha (9,000sqm) forms part of the Foresterhill Health Campus, and is located immediately to the north of Phase 1 (Ward Block) building which incorporates the 'front door' to Aberdeen Royal Infirmary. This block is understood to date from the 1960s, and non-emergency ambulance access is provided for along the north side of the building, with covered patient drop-off facilities mid-way along that northern elevation. A one-way system regulates access, with vehicles arriving from the north and leaving to the west.

A bus drop-off and turning area, accessed via Foresterhill Road, serves the Foresterhill Health Campus, and is located to the south-west of the site, providing drop-off and pick-up close to the main entrance.

The recently constructed Lady Helen Parking Centre offers multi-storey car parking facilities to the west of the site.

Relevant Planning History

Application Number	Proposal	Decision Date
190993/PAN	Redevelopment of site for a major development consisting of the proposed erection of an Elective Care Centre with associated external works	28.06.2019 Status: Further Consultation Required
180778/MSC	Approval of matters specified in conditions 1b), 1c), 1d), 1e), 1f), 1g), 1i), 1j), 1k), 1l), 1m), 1n) (detailed design), 2 (local road improvement details), 3 (Transportation assessment & Parking Strategy), 4 (Public Transport Strategy), 5 (Travel Plan), 6 (Signage Strategy), 7 (Noise and Vibration), 8 (Air Quality) and 9 (Public Art) in relation to P151491 for the erection of the Baird Family Hospital and Anchor Centre	30.11.18 Status: Approved Conditionally
170573/MSC	Approval of matters specified in conditions 1a) (site layout) and 1h) (phasing) in relation to P151491 for the erection of the Baird Family Hospital and the Anchor Centre at Foresterhill Health Campus	30.11.2018 Status: Approved Conditionally
161497/DPP	The creation of a 48 temporary parking spaces on a grassed area within the grounds of Aberdeen Royal Infirmary to mitigate the impact of short term parking loss during the construction of a new Multi Storey Car Park granted consent by Aberdeen City Council on 12 August 2016 - Application reference	20.10.2016 Status: Application not required

	151988. Upon completion of the new MSCP in mid-2017, the temporary car parking will be removed and the grassed area reinstated.	
151988	Detailed Planning Permission for: The erection of a 6/7 storeys new Multi-Storey Car Park and adjustments to facilitate entry and exit the MSCP and public realm works leading from the MSCP to the Hospital Entrance	12.08.2016 Status: Approved Conditionally
151491	Planning Permission in Principle for: Erection of The Baird Family Hospital and The Anchor Centre at Foresterhill Health Campus	17.11.2016 Status: Approved Conditionally

APPLICATION DESCRIPTION

Description of Proposal

This proposal involves the construction of an extension to the existing 'Phase 1' ward block at Aberdeen Royal Infirmary, along with associated service yard, ambulance parking bays and turning spaces, and hard and soft landscaping. The proposed extension is described as an 'Elective Care Centre', and the applicants' submissions set out how it is intended to provide day patient services for a number of surgical and medical specialities by providing day-case procedures/surgery along with a dedicated endoscopy unit in a single facility. The Elective Care Centre would be capable of providing 'one stop' clinics for Urology, Respiratory and Dermatology, along with outpatient Imaging services, along with teaching and meeting accommodation. The applicants highlight that most of the services contained within the proposed extension would be relocating from other locations within the Foresterhill Health Campus.

This proposal represents a 'Major' application in terms of the relevant development hierarchy, meaning that there is a statutory requirement for pre-application consultation and submission of a Proposal of Application Notice (PoAN).

Supporting Documents

All drawings and supporting documents listed below can be viewed on the Council's website at:

<https://publicaccess.aberdeencity.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=PTG6UJBZ02K00>.

MATERIAL CONSIDERATIONS

Legislative Requirements

Sections 25 and 37(2) of the Town and Country Planning (Scotland) Act 1997 require that where, in making any determination under the planning acts, regard is to be had to the provisions of the Development Plan and that determination shall be made in accordance with the plan, so far as material to the application unless material considerations indicate otherwise.

National Planning Policy and Guidance

- Scottish Planning Policy

Aberdeen City and Shire Strategic Development Plan (2014) (SDP)

The purpose of the SDP is to set a spatial strategy for the future development of the Aberdeen City and Shire. The general objectives of the plan are promoting economic growth and sustainable economic development which will reduce carbon dioxide production, adapting to the effects of climate change, limiting the use of non-renewable resources, encouraging population growth, maintaining and improving the region's built, natural and cultural assets, promoting sustainable communities and improving accessibility.

From the 29 March 2019, the Strategic Development Plan 2014 will be beyond its five-year review period. In the light of this, for proposals which are regionally or strategically significant or give rise to cross boundary issues between Aberdeen City and Aberdeenshire, the presumption in favour of development that contributes to sustainable development will be a significant material consideration in line with Scottish Planning Policy 2014.

The Aberdeen City Local Development Plan 2017 will continue to be the primary document against which applications are considered. The Proposed Aberdeen City & Shire SDP 2020 may also be a material consideration.

Aberdeen Local Development Plan (2017)

- Policy D1: Quality Placemaking by Design
- Policy D2: Landscape
- Policy I1: Infrastructure Delivery and Planning Obligations
- Policy T2: Managing the Transport Impact of Development
- Policy T3: Sustainable and Active Travel
- Policy CF1: Existing Community Sites and Facilities
- Policy NE5: Open Space Provision in New Development
- Policy NE5: Trees and Woodlands
- Policy R6: Waste Management Requirements for New Development
- Policy R7: Low and Zero Carbon Buildings, and Water Efficiency

The site was previously subject to a Development Framework, however this lapsed on adoption of the current Aberdeen Local Development Plan (2017), and so no longer has any formal status in the planning authority's decision-making process.

Supplementary Guidance and Technical Advice Notes

- Transport and Accessibility;
- Planning Obligations;
- Landscape;
- Green Space Network and Open Space;
- Trees and Woodland;
- Flooding, Drainage and Water Quality.

CONSIDERATIONS

Principle of Development

The proposed site is located within the wider Foresterhill Health Campus, which is identified in the ALDP as a CF1 area, representing 'Existing Community Sites and Facilities'. The areas to the north and south of the Foresterhill campus are established residential communities, as reflected in their H1 (Residential Areas) zoning, however it is noted that the location of the proposed works is right at the centre of the hospital site, and is circa 200m from the nearest residential properties, on Ashgrove Road West.

Policy CF1 sets out that existing healthcare sites shall be used primarily for healthcare and/or related medical and educational purposes, and that proposals for new or extended uses of this type will be supported in principle. On that basis, the Development Plan offers support for the evolution of the hospital facilities on this site, and the principle is accepted. It follows that the acceptability of any proposal will be determined by the detailed consideration of its layout, design and other material considerations.

Layout and Design

Policy D1 requires that developments ensure high standards of design and have a *“strong and distinctive sense of place, based on context appraisal, detailed planning, quality architecture, craftsmanship and materials”*. Well-considered landscaping and a range of transportation opportunities are required in order to ensure connectivity.

D1 also links to consideration against six essential qualities, as follows:

- Distinctive
- Welcoming
- Safe and pleasant
- Easy to move around
- Adaptable
- Resource efficient

The building is orientated to face west, recognising that the main arrival points for visitors are likely to be the multi-storey car park and the existing bus drop-off point. The supporting statement provided refers to the massing of the building taking its cue from the surrounding buildings, and it appears that there is scope for this extension to tuck in behind the existing Phase 1 ward block in such a way that its wider visual impact is mitigated. As part of a Design and Access Statement, distant views of the site should be analysed to demonstrate any effect on townscape as a result of the proposed extension. It is noted also that screening would be used at roof level to contain and conceal plant equipment from view. The irregularity of window placements is understood to be a result of the wide range of accommodation requirements internally, and the resultant lack of formality in the elevations is a reasonable response to this. In terms of elevational treatments and materials, it is recommended that cues are taken from recently approved developments within the wider Foresterhill Health Campus, as these provide a useful guide to what has been accepted previously. White render can present challenges in terms of its weathering and discolouration over a relatively short period of time, so its use should be carefully considered if the building is to retain its appearance over time. The public face presented by the western elevation is based around a rendered 'frame', which is arguably a somewhat dated form, and it may be worthwhile considering the use of glazing on the entirety of that frontage, dispensing with the surrounding frame. The colonnade at ground floor level provides a degree of shelter, however from the elevation provided the entrance might be more readily identifiable in the overall composition – there may be an opportunity to use colour in achieving

this.

The area to the east of the centre is essentially back-of-house space, providing for servicing and ambulance drop-off and parking. Vehicular access is shown as being restricted accordingly. In this regard the layout clearly defines its public face and its service areas, and the western elevation is readily identifiable as the public frontage. The entrance plaza, landscaping and seating to the west of the main entrance offers opportunities to sit in a pleasant space, with a southerly aspect. The detail of hard and soft landscaping will be important, and again this should be influenced by the pallet of materials used on other recent developments in the wider hospital campus.

Policy D2 (Landscape) requires that developments have a strong landscape framework, which *“improves and enhances the setting and visual impact of developments, unifies urban form, provides shelter, creates local identity and promotes biodiversity”*. Any application must be accompanied by a landscape strategy and management plan, incorporating hard and soft landscaping design specifications.

The ALDP does not stipulate minimum standards for open space in non-residential developments, and appropriate provision will be considered on a site by site basis. Open space, over and above site landscaping, can make an important positive contribution to non-residential development, creating places for staff to get fresh air and unwind, or to go for a walk or run at lunch time. Connecting non-residential developments, such as employment uses, to existing path networks and nearby open spaces can also support healthy lifestyles and sustainable travel opportunities. In this instance, it is noted that the site layout identifies a protected, enclosed external space for staff use to the south of the Elective Care Centre. Due to its relationship, this space is likely to be in shade for much of the day, however it would nevertheless provide a dedicated space for staff to utilise during breaks. To the west, there is provision made for public seating in an outdoor space immediately to the north of the Phase 1 ward block. This is welcomed, however it is noted that the high retaining wall between this space and the main entrance level of the elective care centre is such that there might be an opportunity for softening of a potentially oppressive high wall with planting, use of colour or public art.

It is understood that there may be a number of existing trees within the site which may be affected by the proposed development. Policy NE5 sets out a general presumption against the loss of trees, and it will be necessary to mitigate against any losses with replacement planting as part of the development. The Council’s ‘Trees and Woodlands’ Supplementary Guidance sets out a requirement for tree surveys and appropriate assessments of impact to accompany applications. Proposals for replacement planting should form part of an overall landscape strategy for the site.

Transport and Accessibility

The proposal involves the construction of a significant extension within the already densely developed Foresterhill Health Campus. Policy T2 (Managing the Transport Impacts of Development) requires that new developments must demonstrate that sufficient measures have been taken to minimise traffic generated and to maximise opportunities for sustainable and active travel. Transport Assessments and Travel Plans will be required for developments which exceed the thresholds set out in the accompanying ‘Transport and Accessibility’ Supplementary Guidance. That SG sets out the role of such supporting information in establishing the impacts of a development on the surrounding roads infrastructure and identifying where further infrastructure or improvements to existing road and pedestrian access are warranted. It is also stated that there is a presumption against development that is likely to generate a significant number of car trips unless appropriate mitigation measures are put in place. The SG notes that Hospital developments exceeding 2,500sqm will require a Transport Assessment as part of the suite of supporting documents. The Council’s Roads Development Management Team will be able to advise on the necessary scope of that Transport Assessment. It is understood that most of the services to be provided will be

relocating from other locations within the wider Foresterhill Health Campus, however this proposal will nevertheless create additional floorspace, and it is important that the planning authority understands what is intended in the spaces to be vacated as a result of services relocating to the proposed new Elective Care Centre. The site is located in the 'Outer' parking zone.

Policy T3 (Sustainable and Active Travel) highlights the importance of non-motorised travel, and requires that developments are accessible via a range of transport modes, with an emphasis on active and sustainable transport penetration. It is recognised that there will still be instances where car travel is required, particularly for a major regional facility such as the Foresterhill Health Campus, and on that basis initiatives such as car sharing, alternative fuel vehicles and Car Clubs will also be supported where appropriate.

It is noted that the arrangement of the building and its surrounding spaces includes connections to pedestrian desire lines to the multi-storey car park to the west and to Ashgrove House to the north. The existing bus drop-off point is conveniently located for those arriving by bus, and connection to the main entrance is made via a staircase from the bus drop-off point. The orientation of these stairs should be considered carefully, as a slight turn or flaring could assist in making them more obvious and welcoming on approach from the south, rather than from the existing bus stop.

Technical Matters

Policy I1 (Infrastructure Delivery and Planning Obligations) sets out that developments which either individually or cumulatively place additional demands on community facilities or infrastructure, such that new facilities are required or existing deficiencies are exacerbated, will be required to meet or contribute to the cost or providing or improving the affected infrastructure or facilities. Applicants may wish to contact the Council's Developer Obligations Team for further guidance on the likely nature and extent of any contributions prior to submitting an application. Further guidance is contained within the Council's Planning Obligations Supplementary Guidance – https://www.aberdeency.gov.uk/sites/default/files/Planning%20Obligations_0.pdf

Policy NE6 (Flooding, Drainage and Water Quality) sets out that new development should not increase flood risk, and should ensure that surface water is appropriately drained within the site. Drainage proposals should form part of any application.

Policy R7 (Low and Zero Carbon Buildings and Water Efficiency) covers both measures to reduce carbon emissions to specified standards and water efficiency measures. In this instance, as the proposal represents an extension to an existing building, the former will not apply. Water saving technologies should be adopted in order to contribute to reducing pressure on water abstraction from the River Dee. Further guidance is contained within the Council's 'Resources for New Developments' Supplementary Guidance.

PRE-APPLICATION CONSULTATION

The applicants propose to hold a public drop-in consultation and exhibition at a venue in the local area, with the date and venue yet to be confirmed. A notice will be published in a local newspaper 7 days prior to that event. The planning authority has also requested that copies of the notice are displayed at various locations in the area, informing of the details of the public consultation event at least 7 days in advance. Notifications are also to be sent to specified addresses on Ashgrove Road West and Cornhill Road, those being the closest residential properties.

NECESSARY INFORMATION TO SUPPORT ANY FUTURE APPLICATION

As part of any application, the applicant has been advised that the following information would need to accompany the formal submission –

- Pre-Application Consultation Report
- Design and Access Statement
- Landscape Strategy and Management Plan
- Transport Assessment
- Travel Plan
- Tree Survey, Arboricultural Impact Assessment and Tree Protection Plan
- Water Efficiency Statement

RECOMMENDATION

It is recommended that the Forum

- (i) note the key issues identified;
- (ii) if necessary seek clarification on any particular matters; and
- (iii) identify relevant issues which they would like the applicants to consider and address in any future application.