

GLOUCESTER CITY COUNCIL - DEVELOPMENT CONTROL

Committee:	Planning
Date:	07.02.2023
Address/Location:	Gloucester Royal Hospital, Great Western Road, Gloucester, GL1 3NN
Application No:	22/01141/FUL
Ward:	Kingsholm & Wotton
Expiry Date:	14.02.2023
Applicant:	Mr Simon Lanceley
Proposal:	Proposal to carry out facade works, including replacing windows, to the elevations of the tower at Gloucester Royal Hospital.
Report by:	Harriet Parker
Appendices:	Site location plan, proposed elevations and CGI of proposal.

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application is the multi-storey tower of Gloucester Royal Hospital located along Great Western Road within the Kingsholm and Wotton ward of Gloucester. The application site is set back from the highway approximately 136m into the hospital grounds north from great Western Rd when accessed from the Tower entrance.
- 1.2 The hospital tower is located to the eastern side of the hospital grounds with public access gained to the tower via its entrance on its northern elevation which faces towards great Western Rd.
- 1.3 The hospital tower currently consists of concrete facing panels and projecting concrete walkways with a mixture of existing window types across the building, as some original windows remain while others have been replaced.
- 1.4 The immediate surrounding area of the hospital grounds and the tower consist of a varied mix of uses. To the east of the tower there is a mix of multi-storey residential blocks (C3) including The Crescent which is a Grade II* listed building (listed as Horton Road Hospital including area railings by Historic England). Further east across Horton Rd there is a collection of uses such as St Peter's Catholic Primary School (F1[a]), Aspen Medical Centre (E[e]), Barnwood Medical Practice (E[e]) which is a Grade II listed building (listed as Collingwood House and attached front quadrant walls by Historic England), Chapel House Care Centre (C2) and Stadium Filling Station (sui generis).
- 1.5 To the south of the tower outside of hospital grounds there is a row of terraced dwellings along Great Western Road (C3) and a combination of commercial and business premises. Further along Great Western Rd south-east of the tower is the rear car park for Gloucester Train Station and adjacent to it Gloucester Train Station.
- 1.6 To the west of the tower there are multiple hospital buildings offering various services. Outside the hospital ground to the west along the B4063, London Rd is a mix of residential dwellings (C3) and multiple hot food takeaway business (sui generis) and Tesco Express (F2[a]).

- 1.7 To the north of the tower there is again multiple hospital buildings offering various services. And across Mayhill Way there are various residential blocks which are understood to be accommodation in connection with the hospital (C4) and Wotton Lawn Hospital (E[e]).
- 1.8 The planning applications seeks permission to carry out facade works, including replacing windows, to the elevations of the tower at Gloucester Royal Hospital.
- 1.9 The proposed façade would include the implementation of matt aluminium panels in RAL 7046 (Grey) to the vertical faces and matt aluminium panels in RAL 9006 (Silver) to projecting faces over the existing external concrete elevations. In addition, the current windows which consists of a mix of brown aluminium and white metals would be replaces with composite windows with aluminium faces in RAL 7016 (Dark Grey).
- 1.10 It is proposed that the implementation of aluminum panels in façade work and replacement of windows to the hospital tower would firstly improve upon its existing appearance but to also address the issues the tower currently has in its energy efficiency, water and air leakages. The proposed façade work would upgrade the tower external materials to current standards of insulation and airtightness which would reduce its running and maintenance costs, reduce its carbon footprint and extend it useful life expectancy to that of a new building at a lower economic or environmental cost of a new building.
- 1.11 The application states in its Design, Sustainability and Access Statement that the project is predominantly concerned with sustainability and the proposed façade work result in the following environmental, economic and operational benefits:
- 1.12 Environmental Benefits:
- Reducing energy consumption
 - Reducing carbon footprint
 - Improving the return on the original embedded energy from its construction
 - Minimising wastage of materials
- 1.13 Economic Benefits:
- Reducing energy costs
 - Getting significant ongoing payback for expenditure through energy savings
 - Reducing maintenance costs by protecting the existing exterior fabric
 - Enhancing property value through extended economic life
 - Extending the life expectancy of an old building to that of a new one
- 1.14 Operational Benefits:
- Transforming image and appearance to enhance the general perception of all users
 - Improved working environment for staff
 - Improved caring environment for patients
 - Making significant changes quickly
 - Avoiding any need to decant and minimising operational disruption
 - Keeping the buildings fully occupied and fully operational throughout the works

2.0 RELEVANT PLANNING HISTORY

Application Number	Proposal	Decision	Decision Date
22/01141/FUL	Proposal to carry out facade works, including replacing windows, to the elevations of the tower at Gloucester Royal Hospital.		
44/102105/HIST	P/528/64:- PHASE IIA. NEW MATERNITY UNIT.	Z45NOB	01.09.1964
44/102106/HIST	P/344/65:- EXTENSION TO MATERNITY AND CHILD WELFARE CLINIC.	Z45NOB	22.06.1965
44/102107/HIST	P/28/66:- CONVERSION OF EXISTING MATERNITY UNIT TO GENERAL PRACTITIONER MATERNITY UNIT.	Z45NOB	03.02.1966
44/102108/HIST	P/452/67:- PHASE III. TOWER BLOCK, BOILER HOUSE, CHAPEL, NURSES ACCOMMODATION ETC.	Z45OBS	25.07.1967
44/102120/HIST	P/160/75:- NEW SITE ENTRANCE.	Z45NOB	05.03.1975
96/00478/FUL	Extension to Accident & Emergency Ward.	GP	09.09.1996
98/00390/FUL	Extension to Accident and Emergency Department	GSC	10.11.1998
04/01448/FUL	Refurbishment and external alterations to building and external works including modification to existing access.	GSC	14.12.2004
11/00214/NMA	Non material amendment to planning permission 10/01297/FUL to include the installation of obscure glazing, alternative materials to the door and window frames and provision of an access ramp.	NOS96	21.03.2011
20/00595/FUL	Proposed extension to ground, first and second floors to create new lift and lobby with disposal hold. Internal alterations to second floor to provide a new ward and ancillary accommodation. New external plant compound at ground floor adjacent to the building with roof mounted plant at roof level.	G3Y	19.11.2020
20/00594/FUL	Proposed single and two storey extensions to existing emergency department including part internal refurbishment. Rearrangement of external areas and access roads. New enclosed plant rooms at roof level.	G3Y	25.11.2020

3.0 RELEVANT POLICY HISTORY

3.1 The following planning guidance and policies are relevant to the consideration of this application:

3.2 National guidance

National Planning Policy Framework (NPPF) and Planning Practice Guidance

3.3 Development Plan

Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (Adopted 11 December 2017)

Relevant policies include:

SD3 – Sustainable design and construction

SD4 – Design requirements

SD6 - Landscape

3.4 City of Gloucester Local Plan (Adopted 14 September 1983)

The statutory Development Plan for Gloucester includes the partially saved 1983 City of Gloucester Local Plan. Paragraph 219 of the NPPF states that '*... due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.*' The majority of the policies in the 1983 Local Plan are out-of-date and superseded by later planning policy including the NPPF and the Joint Core Strategy. None of the saved policies are relevant to the consideration of this application.

3.5 Emerging Development Plan

Gloucester City Plan

Gloucester City Plan ("City Plan") will deliver the JCS at the local level and provide policies addressing local issues and opportunities in the City. The examining Inspector's Final Report, with a schedule of Main Modifications that the Inspector considers necessary to make the plan sound in order that it can be adopted by the Council, was received on 9 November 2022. Though the plan remains an emerging plan until adoption significant weight may be given to individual policies (with the recommended modifications) in accordance with paragraph 48 of the NPPF, which provides that weight may be given to relevant policies in emerging plans according to the stage of preparation, the extent to which there are unresolved objections and the degree of consistency with the NPPF.

Relevant policies include:

F1 – Materials and finishes

3.6 Other Planning Policy Documents

Gloucester Local Plan, Second Stage Deposit 2002

Regard is also had to the 2002 Revised Deposit Draft Local Plan. This has been subjected to two comprehensive periods of public and stakeholder consultation and adopted by the Council for development control purposes. While there are number of policies in the 2002 Plan which are considered to accord with the NPPF and have not been superseded by the

JCS, none of these are considered to be relevant to the current application.

4.0 CONSULTATIONS

4.1 Conservation Officer

The council's conservation officer was not formally consulted as on discussion with themselves they did not deem façade work on the hospital tower to affect the setting of the listed buildings found east of the tower The Crescent which is a Grade II* listed building (listed as Horton Road Hospital including area railings by Historic England) and Barnwood Medical Practice (E[e]) which is a Grade II listed building (listed as Collingwood House and attached front quadrant walls by Historic England).

4.2 Civic Trust

No comments received at time of writing.

4.3 Kingsholm and Wotton Ward Councillors

No comments received at time of writing

4.4 Elmbridge Ward Councillors

No comments received at time of writing.

5.0 PUBLICITY AND REPRESENTATIONS

5.1 A total of 213 neighbouring properties were notified by letter (printed 16.2.22), and site notices were put up at two locations surrounding the hospital tower on 19.12.22.

5.2 0 letters of objection were received at time of writing.

5.3 The full content of all correspondence on this application can be viewed on:
<http://www.gloucester.gov.uk/resident/planning-and-building-control/Pages/public-access.aspx>

6.0 OFFICER OPINION

6.1 *Legislative background*

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Local Planning Authority to determine planning applications in accordance with the Development Plan, unless material considerations indicate otherwise.

6.2 Section 70(2) of the Town and Country Planning Act 1990 (as amended) states that in dealing with a planning application, the Local Planning Authority should have regard to the following:
a) the provisions of the development plan, so far as material to the application;
b) any local finance considerations, so far as material to the application; and
any other material considerations.

6.3 The development plan consists of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS) and the partially saved 1983 City of Gloucester Local Plan. However, as outlined earlier, the 1983 Local Plan is considered to be out-of-date.

6.4 It is considered that the main issues with regards to this application are as follows:

6.6 ***Design, Layout and Landscaping***

The NPPF states that creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. That good design is a key aspect of sustainable development, creates better places in which to live and work and help makes development acceptable to communities. Within the JCS Policy SD3 requires all developments to demonstrate how they contribute to the principles of sustainability, Policy SD4 sets out requirements for high quality design and Policy SD6 requires development to protect or enhance landscape character. While in the emerging 'City Plan' weight can be given to Policy F1 which states that development should achieve high quality architectural detailing, with external material and finishes that are local distinctive and make a positive contribution to the character and appearance of the locality.

6.7 The proposed façade works do not intend to significantly change the existing design of the hospital tower, rather implement the matt aluminum panels and replacement to windows to update the towers external appearance and provide a solution to current issues within the tower including energy efficiency, water and air leakages. The matt aluminum panels in RAL 7046 (Grey), RAL 9006 (Silver) and windows RAL 7016 (Dark Grey) is deemed to result in an updated modern appearance of the tower to be line with the other nearby buildings within the hospital grounds. Furthermore, the proposed matt finish panels and the selection of RAL 9046, RAL 9006 and RAL 7016 for the colors of the tower are considered to result in a more neutral finish to the tower and would as designed improve the tower in a subtle and restrained manner as so to blend well into the skyline. As the hospital tower is approximately 48.4m in height from ground level it is currently very visible in its current external facing material from the immediate and wider setting within the city and so the proposed façade works are deemed to assimilate the tower into the skyline so as to not compete with the cathedral within the skyline of the city.

6.8 The proposed façade work to the tower not only aims to improve its appearance from its current state which would reduce its impact in the wider skyline and landscape of the city it also aims to contribute towards sustainable development. As stated previously in paragraph 1.11-1.14 the proposed works would combat the current issues present in the tower but would also reduce running costs and would increase the life span of the building which is a more sustainable approach than the construction of a new building.

6.9 It is therefore considered that the proposed façade works to the hospital tower would comply with design, layout and landscaping policies in the NPPF, Policy SD3, SD3 and SD6 of the Joint Core Strategy and Policy F1 of the emerging 'City Plan'.

6.10 **Residential amenity**

Paragraph 130 (f) of the NPPF sets out that planning decisions should ensure that developments create places with a high standard of amenity for existing and future users. This is reflected in Policy SD14 of the JCS which requires that new development must cause no harm to local amenity including the amenity of neighbouring occupants.

6.11 The proposed façade works would not affect the current services provided within the hospital tower as part of Gloucester Royal Hospital and so the proposed development would not result in a change to the high standard of amenity provided to existing and future users.

- 6.12 The proposed façade works would result in the change to the external facing materials of the tower but would not result in any significant change to its current design, height, or width. Furthermore, the proposed matt aluminium panels in RAL 7046 (Grey) to the vertical faces, matt aluminium panels in RAL 9006 (Silver) to projecting faces and composite windows with aluminium faces in RAL 7016 (Dark Grey) are designed result in a 'neutral' colour to blend into the skyline resulting in a less prominent sight than in situ currently.
- 6.13 It is considered that as the tower has existed in its current form and location for multiple decades and as the proposed façade works would not result in a significant increase in its height or width that there would be no significant change between the relationship of the immediately neighboring residents or in a wider setting and the hospital tower as existing. With the proposed change in materials and colour it is deemed that the tower would blend in with the skyline and so would result less visual impact on resident's amenity than currently.
- 6.14 It is therefore considered that the proposed façade works to the hospital tower would not result in any significant harm to resident's amenity and so would comply with paragraph 130(f) of the NPPF and Policy SD14 of the Joint Core Strategy.
- 6.15 **Economic considerations**
The construction phase would support employment opportunities and therefore the proposal would have some economic benefit. In the context of the NPPF advice that 'significant weight should be placed on the need to support economic growth through the planning system', this adds some weight to the case for granting permission.
- 6.16 **Conclusion**
This application has been considered in the context of the policies and guidance referred to above. The proposal is consistent with those policies and guidance in terms of design, materials, impact upon the amenity of any neighbours and the local area; the proposal is acceptable and accordingly it is recommended that planning permission be granted.

7.0 **RECOMMENDATION OF THE HEAD OF PLACE**

That planning permission is GRANTED subject to the following conditions;

Condition 1

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

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.

Condition 2

The development hereby permitted shall be carried out in accordance with the application form, and drawing numbers:

- PLANS 987(PL)001B – LOCATION PLAN
- PLANS 987(PL)002A EXISTING W AND S ELEVATIONS
- PLANS 987(PL) 003A EXISTING E AND N ELEVATIONS
- PLANS 987(PL)005B PROPOSED E AND N ELEVATIONS

- PLANS 987(PL)006A CGI'S OF PROPOSAL
- PLANS 987 GRH DESIGN STATEMENT

except where these may be modified by any other conditions attached to this permission.

Reason

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (Adopted December 2017).

Condition 3

The proposed building shall be constructed in accordance with a sample panel received by the Local Planning Authority on 05/01/2023 showing all materials proposed to be used including facing materials and windows.

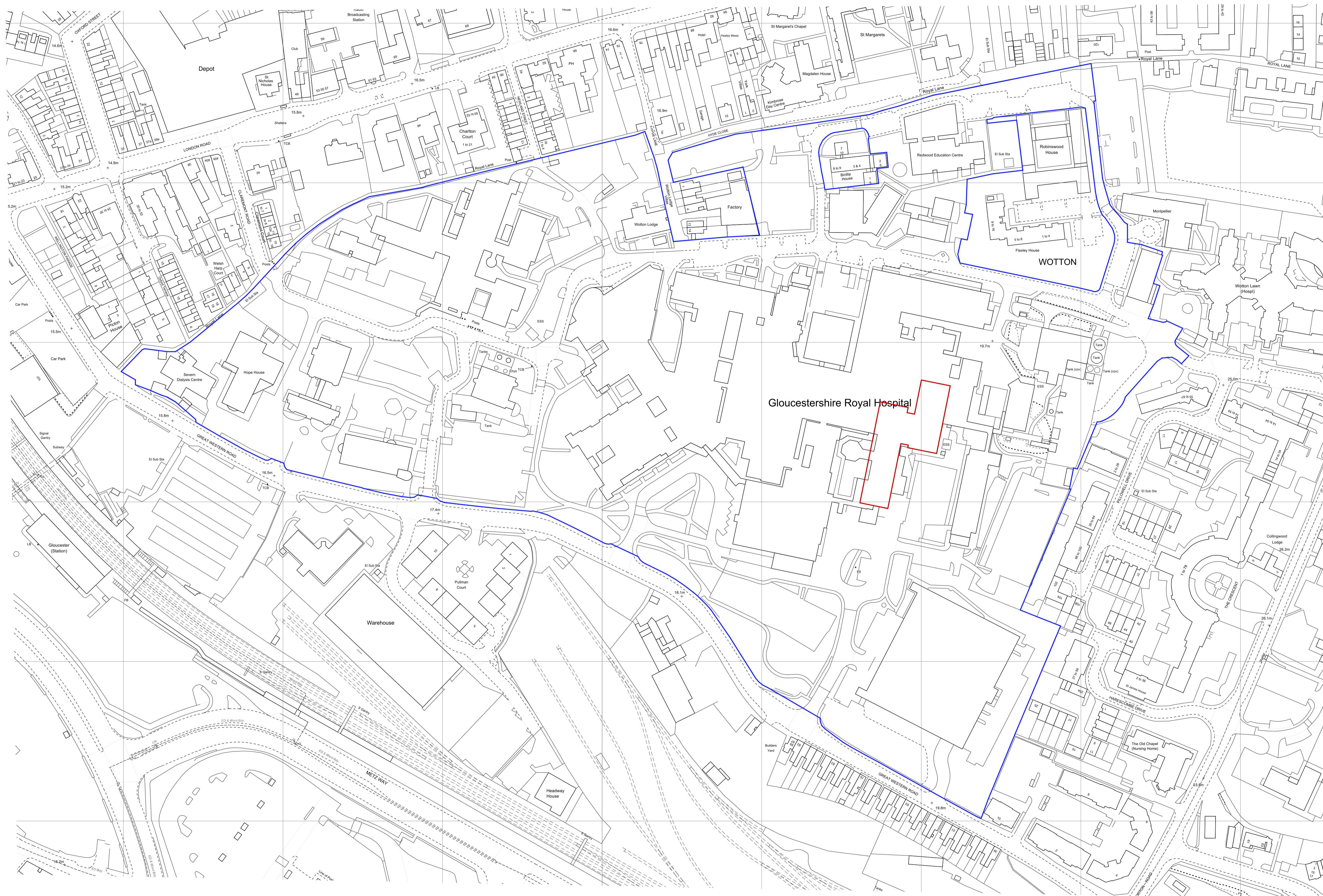
Reason

To ensure that materials are in keeping with the samples provided to the Local Planning Authority and to provide for high quality design.

Planning Application: | 22/01141/FUL

Address: | Gloucester Royal Hospital
Great Western Road
Gloucester GL1 3NN

Committee Date: | 07.02.2023

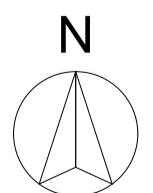


Gloucestershire Royal Hospital

WOTTON

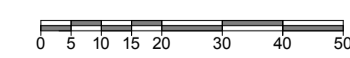
Warehouse

Headway House



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SCALE



LOCATION PLAN KEY

— LAND OWNED BY
GLOUCESTER
ROYAL HOSPITAL

— FACADE
LOCATIONS

B LAND OWNERSHIP LINE AMENDED FOLLOWING ISSUE 16.11.22
OF NHS PLAN
A LAND OWNERSHIP LINE AMENDED FOLLOWING ISSUE 19.10.22
OF NHS PLAN

REV DESCRIPTION DATE

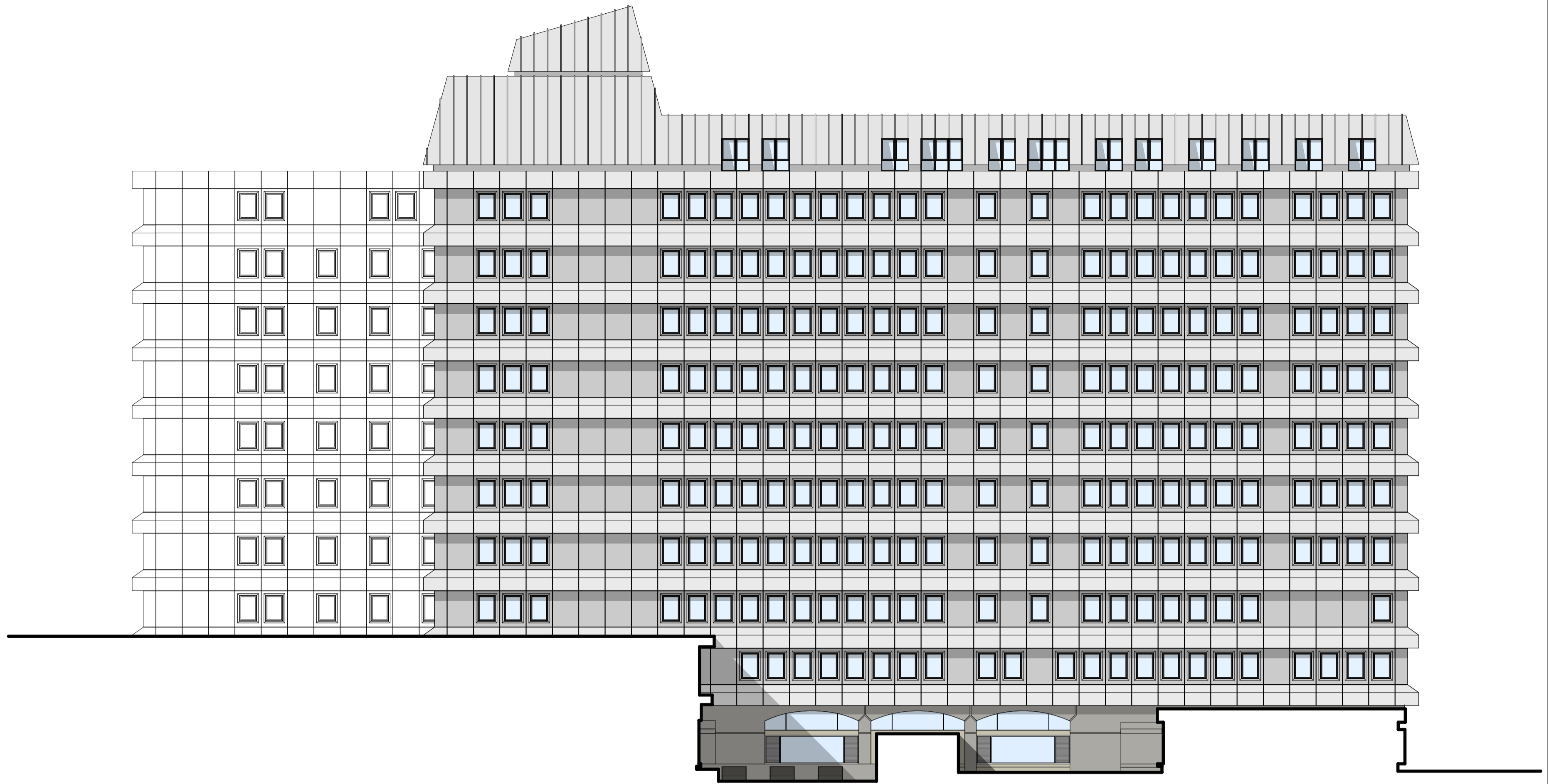
bpa BPA Architecture
4 Sandport Place
Edinburgh EH6 6EU
www.bpa-architecture.co.uk

PROJECT:	FACADE TREATMENT WORKS	
CLIENT:	GLOUCESTERSHIRE HOSPITALS NHS FOUNDATION TRUST	
TITLE:	LOCATION PLAN	
DATE:	29.09.2022	SCALE: 1:1250@A1
		DRAWN: RP
JOB No.:	DRAWING No.:	REVISION:
987(PL)001		B



PROPOSED WEST ELEVATION 12

PROPOSED WEST ELEVATION 8

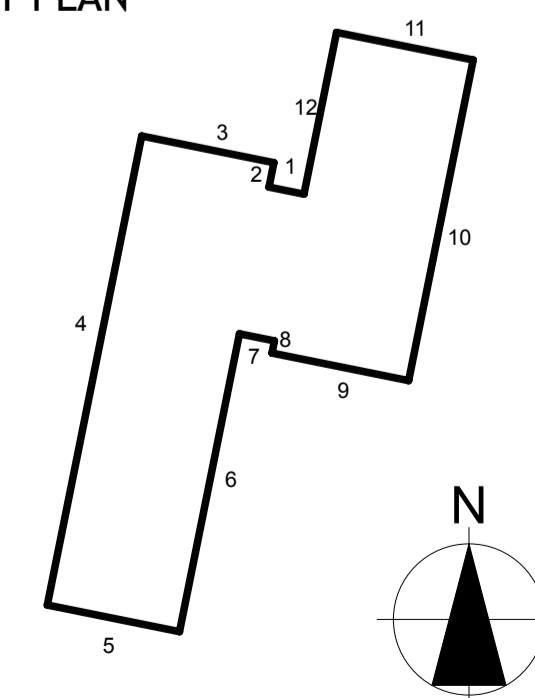


PROPOSED WEST ELEVATION 4 (ELEVATION 12 IN BACKGROUND)

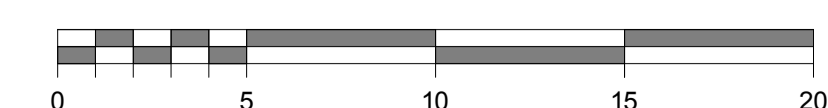


PROPOSED SOUTH ELEVATIONS 5, 7 & 9

KEY PLAN



SCALE



B	ROOF WINDOWS ADDED TO PROPOSAL	16.11.22
A	DRAWINGS UPDATED TO REFLECT UPTO DATE PROPOSALS AND NEW EXTENSION TO BASE OF TOWER	15.11.22

REV	DESCRIPTION	DATE
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bpa BPA Architecture
 4 Sandport Place
 Edinburgh EH6 6EU
 Tel : 0131 555 3338
www.bpa-architecture.co.uk

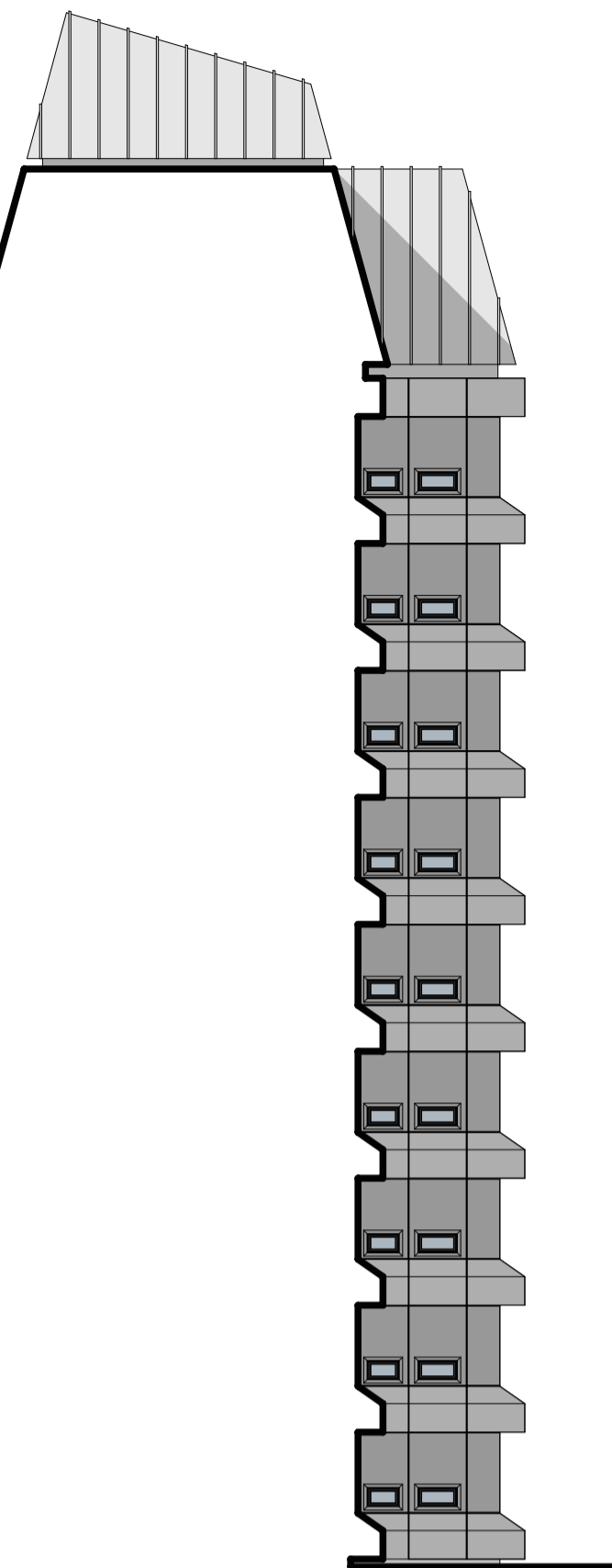
PROJECT: FACADE TREATMENT WORKS
 CLIENT: GLOUCESTERSHIRE HOSPITALS NHS FOUNDATION TRUST
 TITLE: PROPOSED ELEVATIONS WEST & SOUTH

DATE: 29.09.2022 SCALE: 1:200@A1 DRAWN: RP

JOB No.: DRAWING No.: REVISION:
987(PL)004 **B**



PROPOSED EAST ELEVATION 6



PROPOSED EAST ELEVATION 2

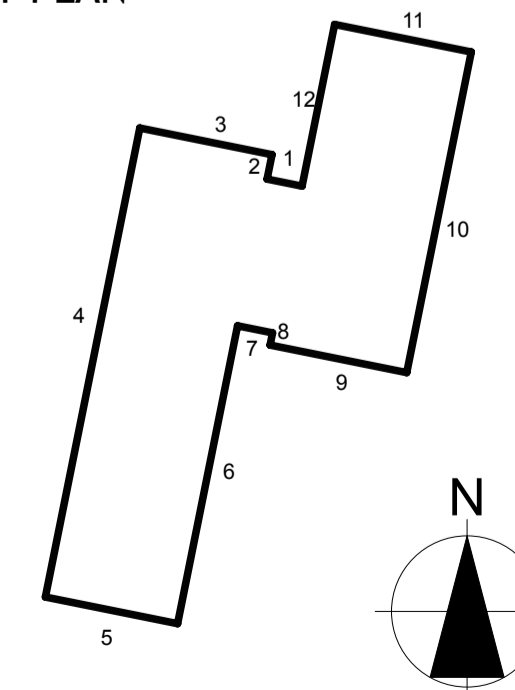


PROPOSED EAST ELEVATION 10 (ELEVATION 6 IN BACKGROUND)

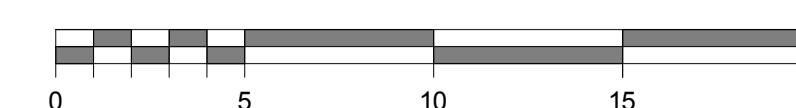


PROPOSED NORTH ELEVATIONS 3,1 & 11

KEY PLAN



SCALE



B	ROOF WINDOWS ADDED TO PROPOSAL	16.11.22
A	DRAWINGS UPDATED TO REFLECT UPTO DATE PROPOSALS AND NEW EXTENSION TO BASE OF TOWER	15.11.22

REV	DESCRIPTION	DATE
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bpa BPA Architecture
 4 Sandport Place
 Edinburgh EH6 6EU
 Tel : 0131 555 3338
www.bpa-architecture.co.uk

PROJECT:	FACADE TREATMENT WORKS
CLIENT:	GLOUCESTERSHIRE HOSPITALS NHS FOUNDATION TRUST
TITLE:	PROPOSED ELEVATIONS EAST & NORTH

DATE:	29.09.2022	SCALE:	1:200@A1	DRAWN:	RP
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JOB No.:	DRAWING No.:	REVISION:
	987(PL)005	B

EXISTING VIEW FROM SOUTH WEST



EXISTING DETAIL VIEW

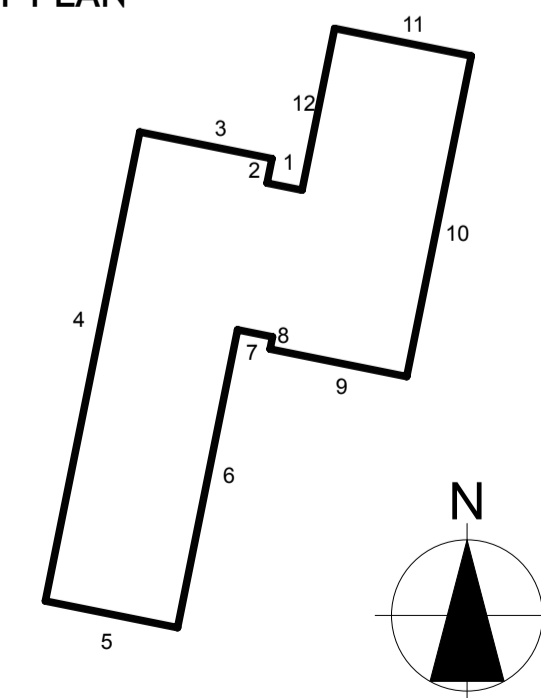


PROPOSED DETAIL VIEW



PROPOSED VIEW FROM SOUTH WEST

KEY PLAN



A CGI UPDATED TO REFLECT UPTO DATE PROPOSALS 16.11.22

REV	DESCRIPTION	DATE

bpa BPA Architecture
4 Sandport Place
Edinburgh EH6 6EU
www.bpa-architecture.co.uk

PROJECT: **FACADE TREATMENT WORKS**

CLIENT: **GLOUCESTERSHIRE HOSPITALS NHS FOUNDATION TRUST**

TITLE: **CGI'S OF PROPOSAL**

DATE: 29.09.2022	SCALE: NTS&A1	DRAWN: RP
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JOB No.:	DRAWING No.:	REVISION:
987(PL)006		A