

Hospital Policy Board

Workshop 5

17th September 2018

Review of planning evaluation of sites

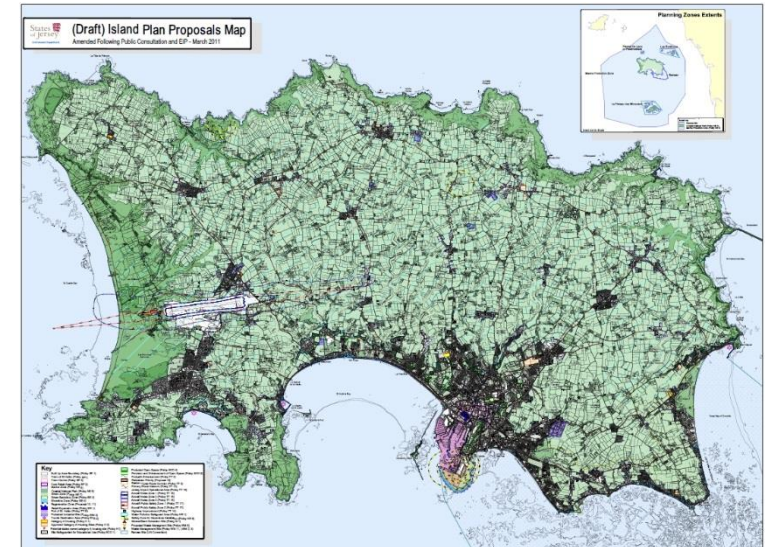
Kevin Pilley

Role of Planning Authority

- Statutory planning authority under primary legislation ([Planning and Building \(Jersey\) Law 2002](#))
 - Facilitator and enabler
 - Island Plan – policies
 - high level planning policy advice – test principles, identify main issues
 - Regulator
 - pre- application advice
 - formal assessment of planning applications
- Appeals and public inquiries
 - Independent process that advises Minister

Island Plan

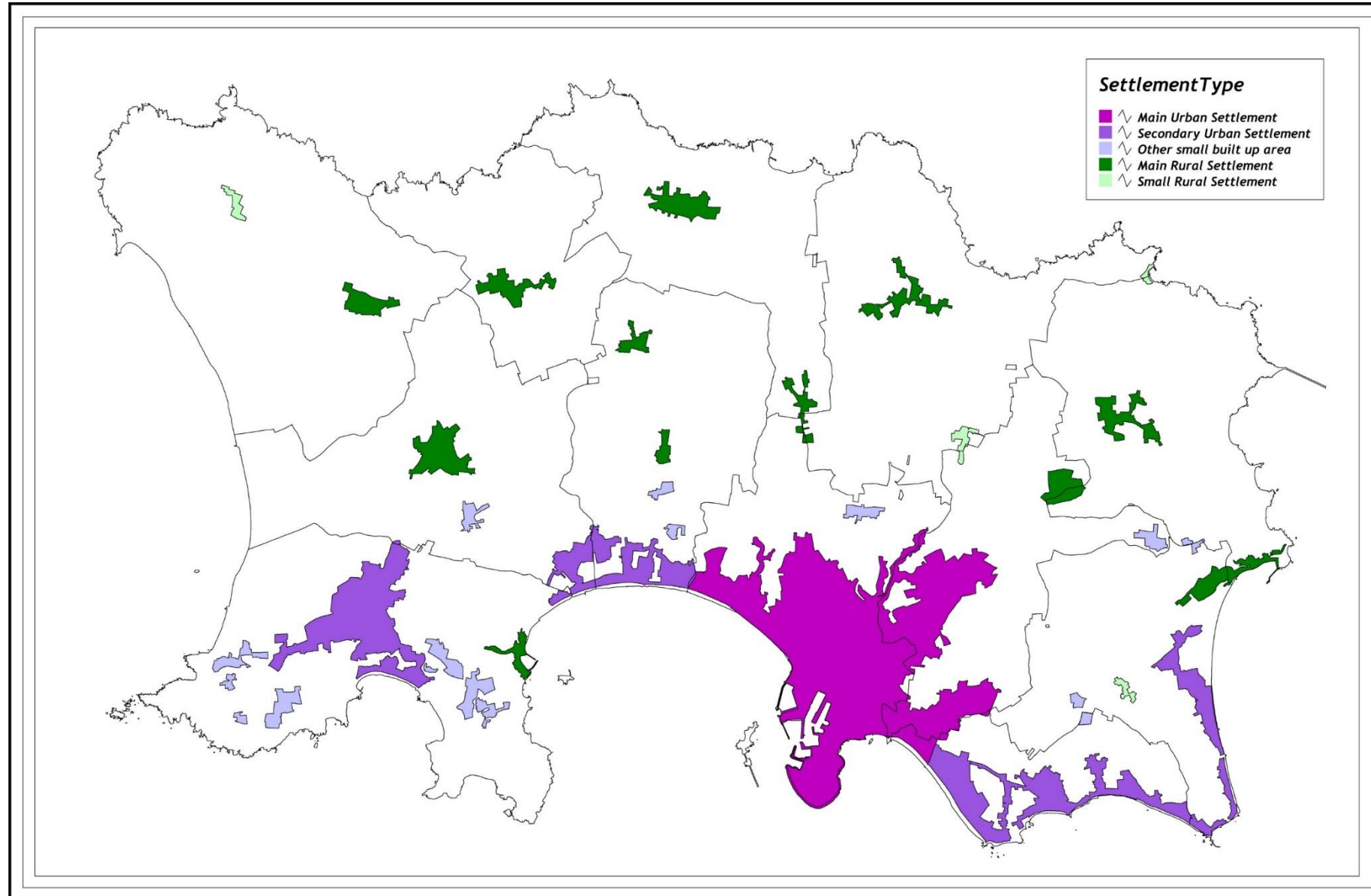
- Principal (land use) planning document
 - public consultation
 - independent review by Planning Inspector
 - approved by States Assembly
- Plan-led system
 - development should accord with the Plan
 - departures require ‘sufficient justification’



Key Plan Policies

- Strategic policies
 - Spatial strategy, use of car, best use of resources
- General policies
 - Built-up Area; Coastal National Park; Green Zone
 - Historic environment
 - Transport
- Health specific policies
 - SCO2 – Health care facilities

Island Plan: spatial strategy



Policy SCO 2 - Healthcare facilities

- safeguard existing facilities
- facilitates new facilities
- other, non-H&SS health facilities outside BUA

Policy SCO 2 - Healthcare facilities

Proposals for the development of new or additional primary and secondary healthcare facilities or for the extension and/or alteration of existing healthcare premises will be permitted provided that the proposal is:

- 1.within the grounds of existing healthcare facilities, or
- 2.within the Built-up Area.
- 3.in exceptional circumstances, the provision of other specialist healthcare facilities is supported by the Health and Social Services Department, where it can be demonstrated that no other suitable site within the grounds of existing healthcare facilities or the Built-up Area can be identified and where the rezoning of land for this purpose is approved by the States as a draft revision of the Island Plan.

The alternative development of healthcare facilities will only be permitted where it can be demonstrated that they are no longer required for healthcare purposes

Re-cap - FH Site assessment process

A three stage process was followed:

1. Site screening

41 potential sites were tested against five criteria.
High level planning assessments.

2. Long-list assessment

13 sites passed site screening and were 'long-listed'. These sites were scored and ranked for risks and benefits.
High level planning assessments.

3. Short-list assessment

The best performing long-listed sites were 'short-listed' and scored and ranked for **risks**, **benefits** and **costs**.

Criteria used and link to planning policies

The site selection process followed a UK Government methodology known as HM Treasury Green Book Guidance.

Criteria		Planning policy relationship
1. Size	Can the site meet the required minimum ground floor hospital footprint?	Massing/height will have a visual impact
2. Access	Has the site got suitable access to roads and infrastructure?	Transport policies
3. Topology	Can the site accept the overall floor areas required?	Visual impact
4. Restrictions	Are there site restrictions e.g. covenants, planning restrictions which would prevent site availability and development for 3-5 years?	Spatial strategy, green zone, historic, health policies etc.
5. Other Issues	e.g. Do site ownership or function impact site availability?	N/a

41 potential sites were tested against five criteria.

Review of sites – 2012

Officer working party

- Screened 25 potential sites against the criteria

Recommendation of 13 sites for long-list assessment

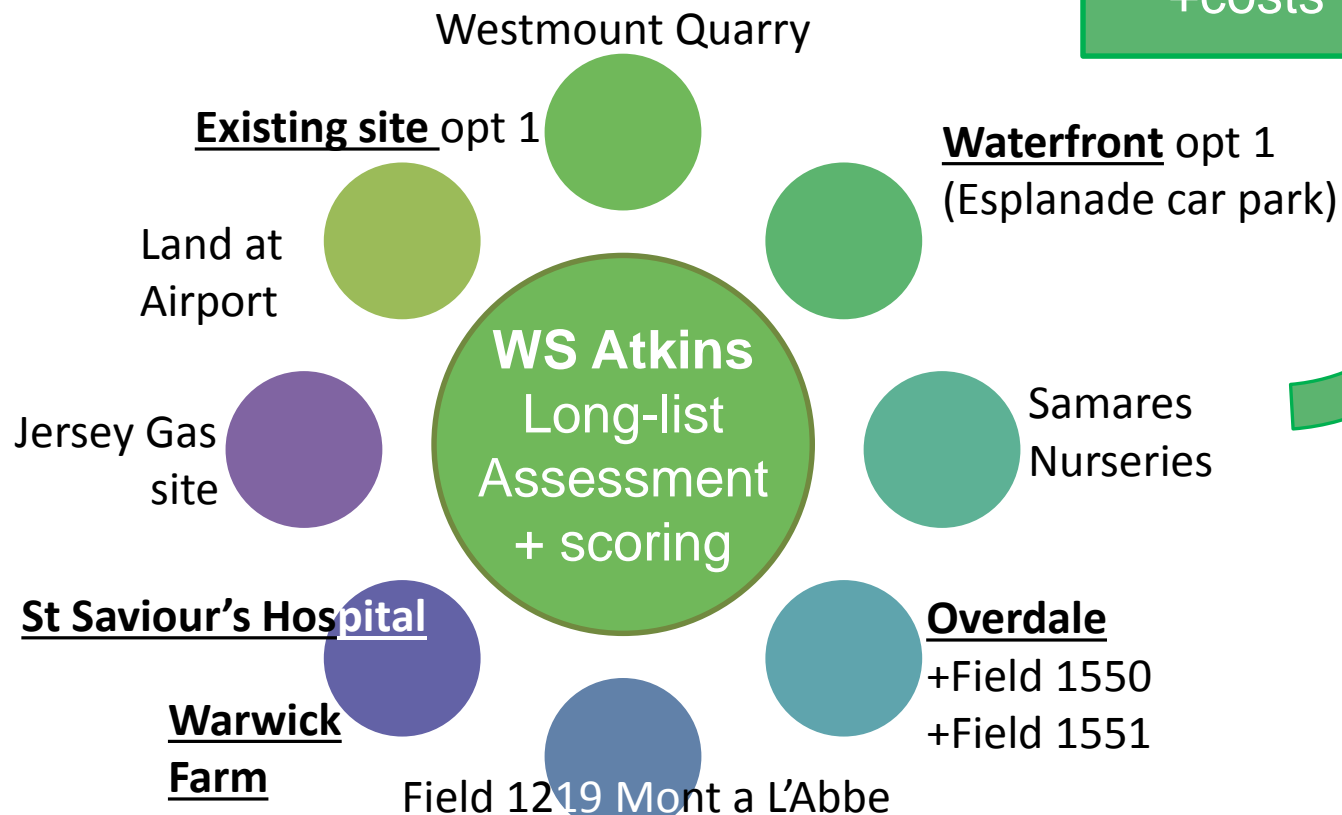
May

Jun-Jul

WS Atkins
Short-list
assessment
+ scoring
+ costs

Warwick Farm
Existing site
Waterfront opt 2
(Aquasplash/Cineworld)

Aug



Long-list assessment – St. Saviour's Hospital



Long-list assessment – St. Saviour's Hospital

The site is located in a rural, farming area with good outlook over mature landscape around the reservoir.

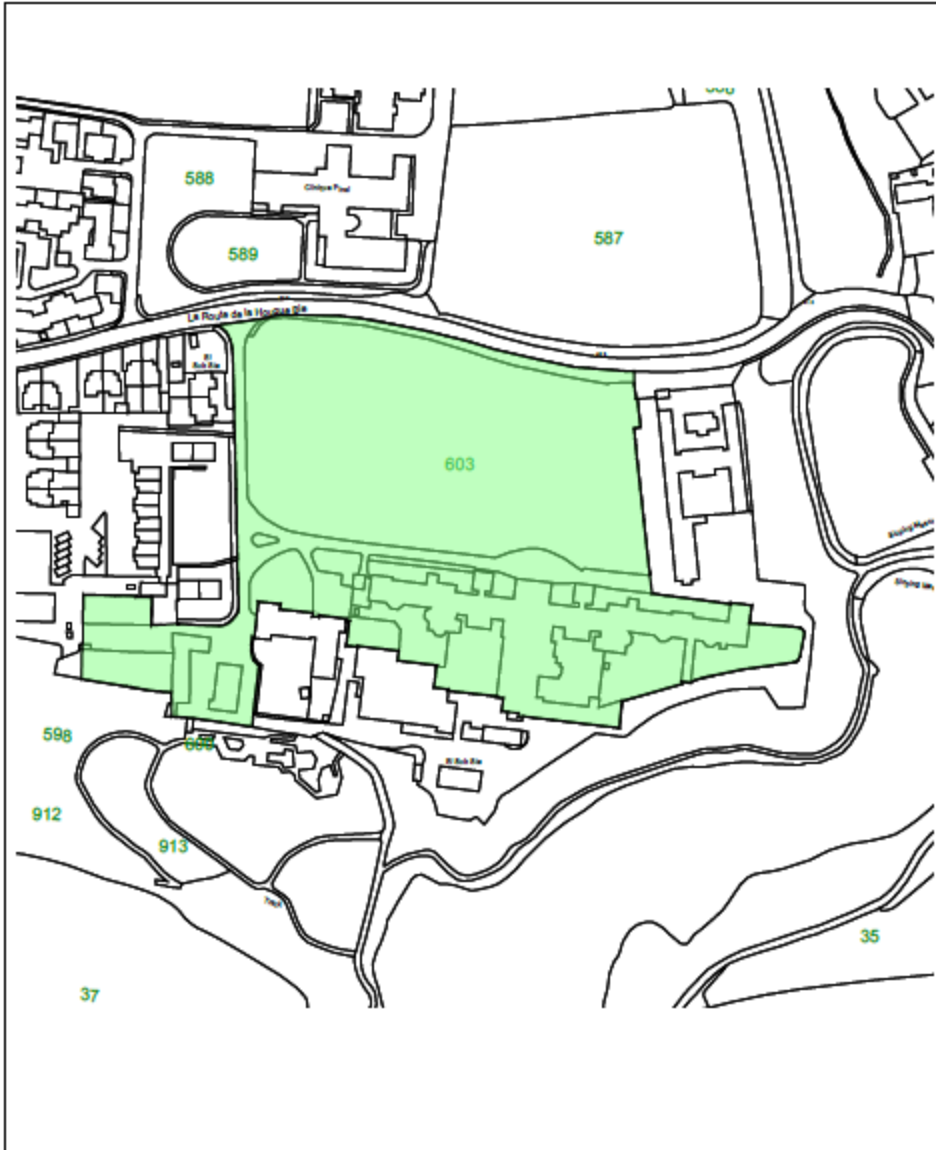
- There is extensive open space and mature landscaping around and within the site.
- The construction of a new large hospital will change the character and visual outlook into and out of this site.

Whilst this site is within the Built-up Area and the use of an existing healthcare facility accords with Island Plan healthcare facility policy, the relatively remote location of this site, which is distant from main centres of population, challenges the Plan's spatial strategy.

Transport and accessibility issues raised.

Heritage issues posed by the status of the 1868 Victorian asylum and its front lawn setting, which are Listed (LBG1), as is adjacent farm (Queen's Farm)

Heritage interest – St. Saviour's Hospital



- high quality example of Victorian hospital (asylum) buildings (1868 with later additions)
- set within rare Victorian asylum therapeutic grounds: design follows the advice of the UK Commissioners in Lunacy (1856)
- layout of the site and design of the buildings - both externally and internally - is illustrative of C19th asylum architecture
- reflects the social and scientific attitudes towards the mentally ill at that time
- site is of high significance in Jersey
- would be of national significance in England.

Long-list assessment – St. Saviour's Hospital

Site 03: St. Saviour's Hospital

ATKINS

Overall Ranking: 5

- Benefits Ranking: 6
- Risk Ranking: 3

Key Issues:

Strengths:

- Current healthcare site designation
- Clinical functionality
- Minimal impact on ongoing acute services

Weaknesses:

- Planning constraints with listed buildings and setting
- Relatively remote from population
- Requirement for infrastructure upgrades



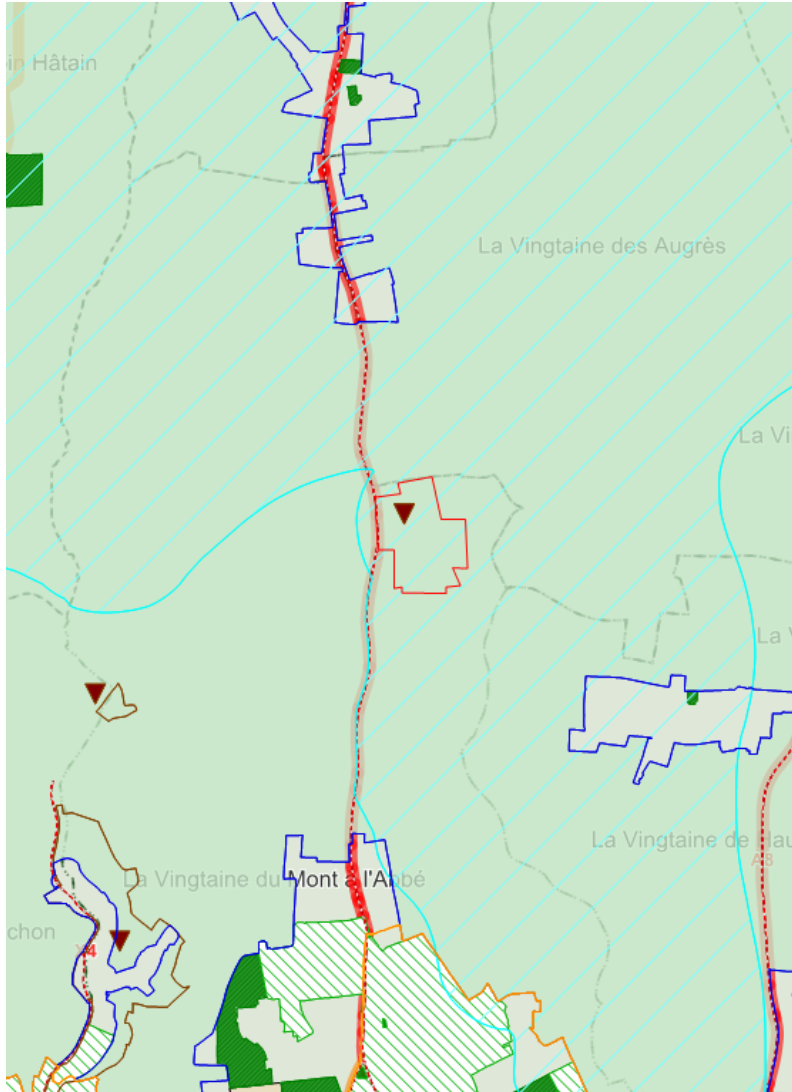
Existing



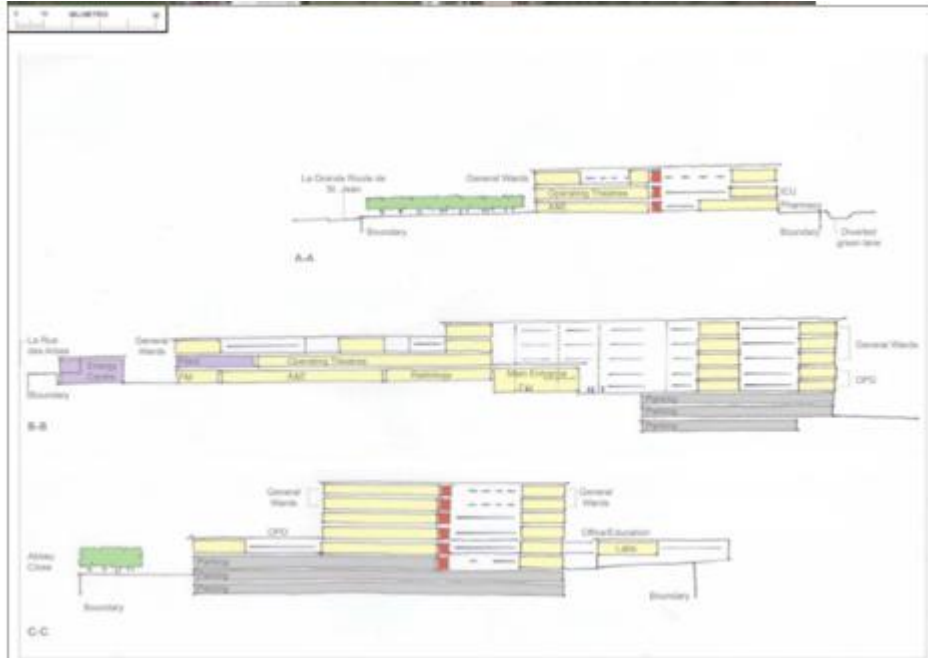
Proposed

Short-list assessment

Site 10: Warwick Farm



Short-list assessment Site 10: Warwick Farm



Short-list assessment Site 10: Warwick Farm

Summary

- Site is within the Green Zone and does not accord with Island Plan spatial strategy.
- Traffic and landscape impacts will also be key material considerations.
- A German storage building on the site has heritage status.

Traffic, transport and access

- Major increase in transport demand will come from staff, patients, visitors and Facilities Management (FM).
- Not within walking distance of large numbers of units of accommodation or close to an extensive bus network
- Most journeys are likely to approach from St. Helier to the south, on a network that is already congested at peak times and has a limited capacity at others.
- There are no obvious network capacity improvements that would accommodate the anticipated increased demand.
- There will be a requirement to accommodate a substantial level of car parking to accommodate those who will now prefer to drive to this more remote location rather than to walk or take public transport. This would be contrary to the aims and goals of both the Island Plan and the Sustainable Transport Policy.
- Site split by La Fredee Lane, which would require diversion

Landscape and visual impact

- Rural setting – sits in agricultural interior countryside character area
- Whilst large farm buildings sit within landscape, the proposed bldg. would be entirely out of scale in countryside setting
- Some land/ dwelling acquisition reqd.

Historic buildings and archaeology

- There are two occupation structures (concrete German ammunition storage buildings) on Field 1274: one of these is protected (HE1711: LBG4).
- In addition, there is potential archaeological interest in nearby Field 1172, to south-west of site.

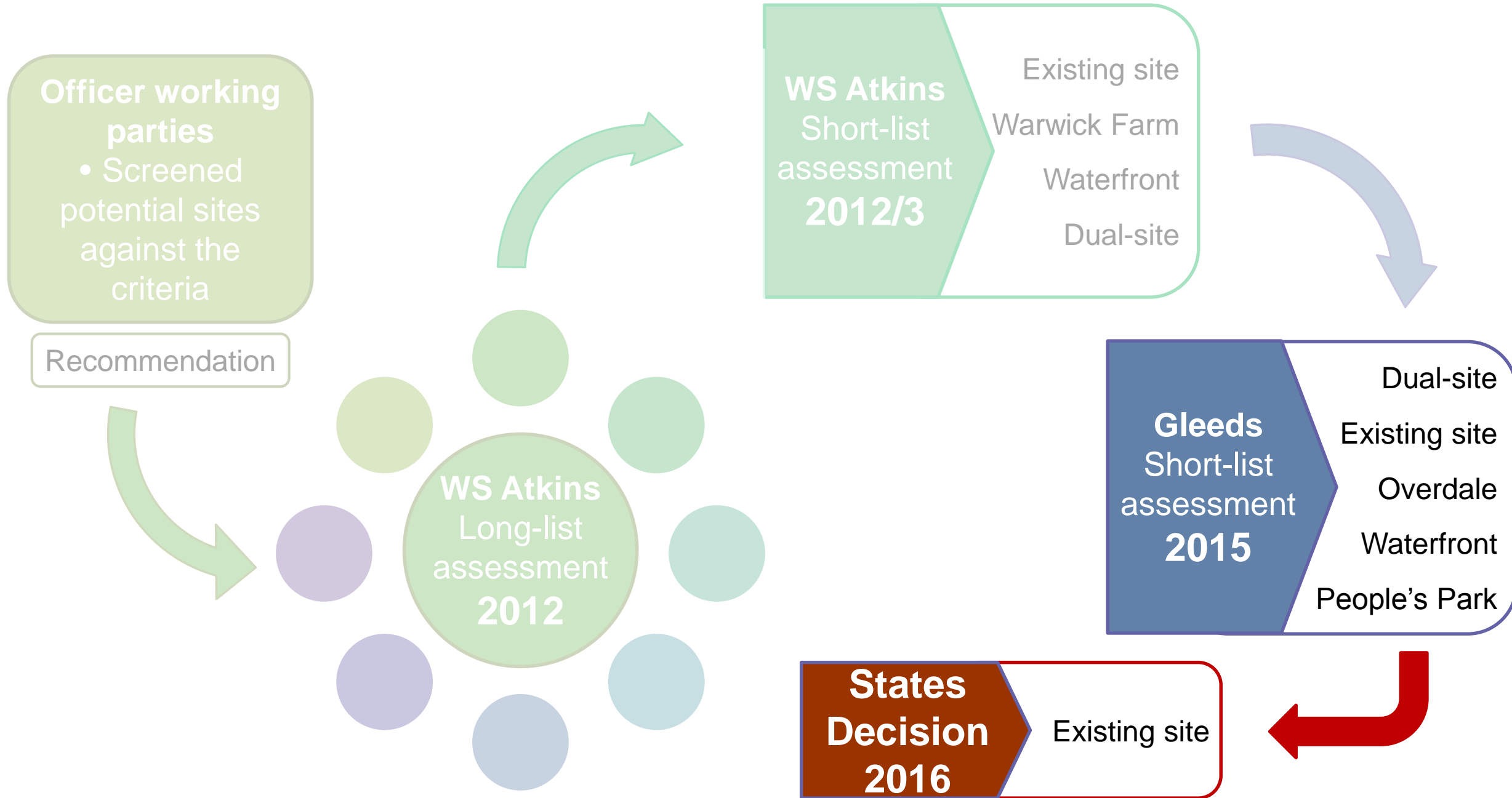
Short-list outcome (Re-cap from workshop 1)

5th December 2012

- Following the further site search and the subsequent evaluation of the viable sites identified, no further sites were found to out-perform the original short-list of the existing General Hospital site, the Waterfront site and Warwick Farm
- In considering the short-listed options the Ministers did not consider Warwick Farm to be suitable because it would require re-designation of this Green Zone land site and, in addition, the visual and development impact of such a large building in this rural setting would have been out of keeping with the surroundings coupled with considerable transport impacts which were not considered sustainable.
- Consequently, Warwick Farm was not taken forward further as a short-listed option.

“The Group considered that Warwick Farm, although on the original shortlist, did not appear to be deliverable in Planning terms and its long-listing performance (5th) was not sufficient to justify its further consideration. The group therefore agreed to remove this from the shortlist.”

Short listing assessment of sites – 2015-2016



Planning - short listed site advice (regulatory)

Pre-application planning (regulatory) advice on the site selection process:

- **26th March 2015** – 4 sites; Dual-site (A) , Overdale (B), Existing site (C), & Waterfront (D)

[Gleeds Report CRO4 – Appendix 7 \(planning Assessment – J. Nicholson\)](#)

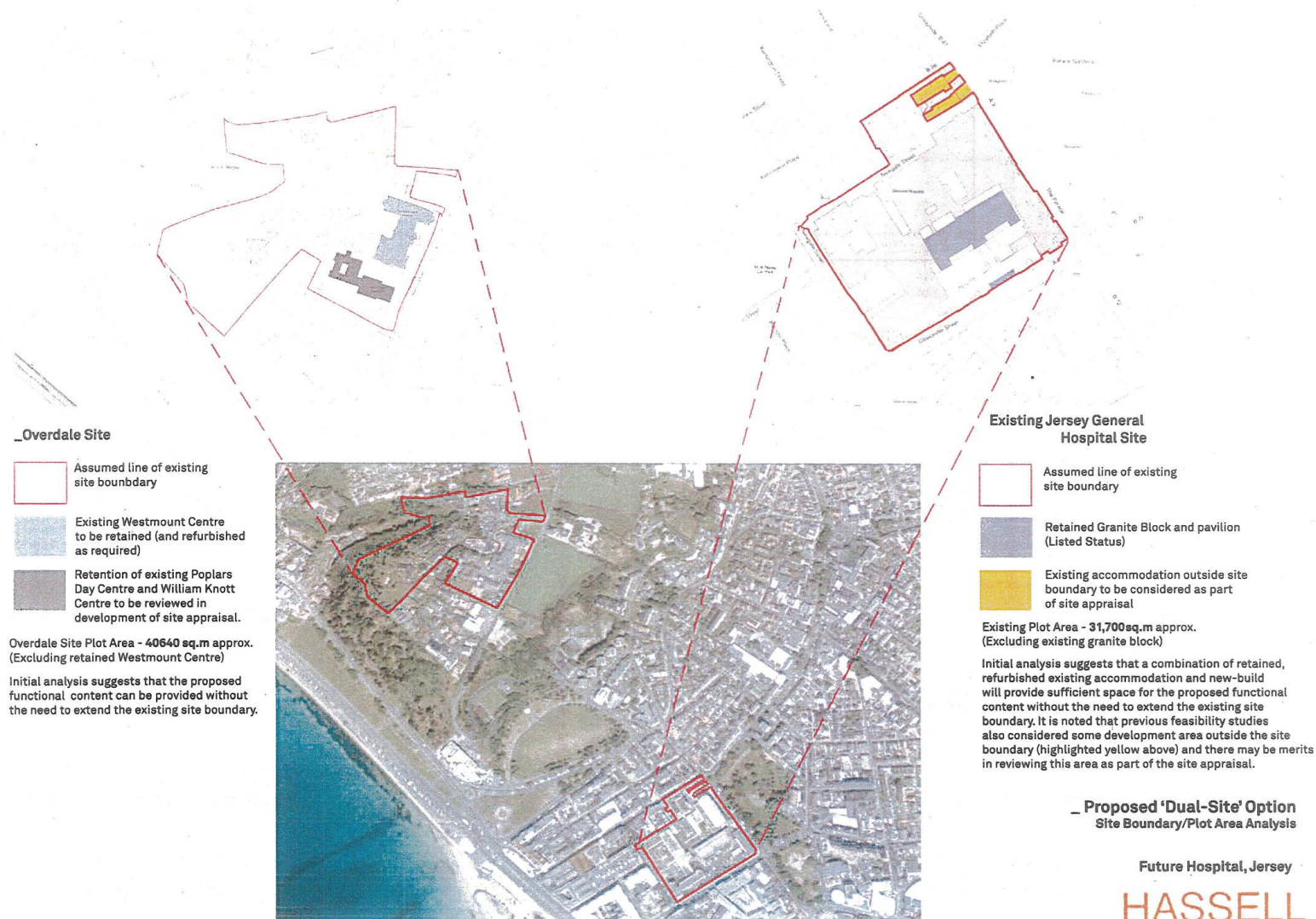
- **8th October 2015** – People's Park (E) added as 5th site;

[Gleeds Report CR21 – Appendix 7 \(planning assessment J. Nicholson\)](#)

- **5th August 2016** – refined scheme for current site + Kensington Place (F) (similar to option C in March 2015 feedback)

[Gleeds report CR25 appendix 7 \(planning assessment J. Nicholson\)](#)

Option A Dual Site



OPTION A

Dual Site. Ambulatory care at Overdale, and Acute at General Hospital site.

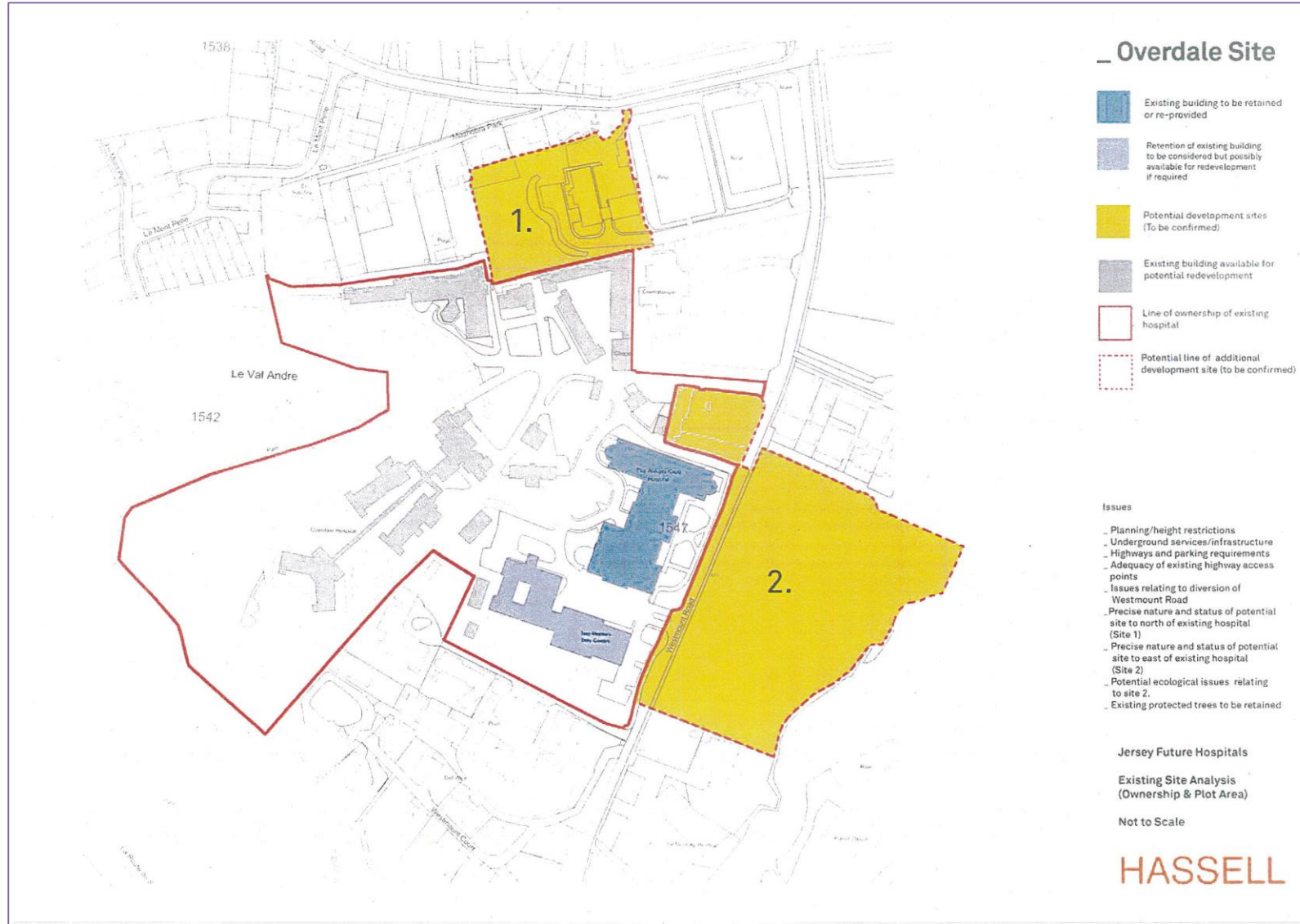
PLANNING POLICY Hospital –positive Overdale – negative	The redevelopment of the General Hospital site is focusing development in the Built-Up Area. Whilst the Overdale site is also in the Built-Up Area, it is peripheral to town, separated by local topography. Its peripheral location is manifest by its location in the Green Backdrop Zone and part of its site envelope being designated Protected Open Space.
PLANNING HISTORY Both - positive	Both sites have an established healthcare history.
ON-SITE IMPACTS Hospital - neutral Overdale - negative	The General Hospital site will continue to be intensively used whilst Overdale will have a larger quantum of buildings and greater intensity of use.
OFF-SITE IMPACTS Hospital – neutral Overdale – negative	The scale of development at the Hospital is similar to the height / parameters of the existing context, with some increase in mass on The Parade. At Overdale a 2-to-3 storey development is likely to be visible on the escarpment in distant views from the west / south, including strategic approaches to town: these might be, at least in part, mitigated.
NEIGHBOUR IMPACTS Hospital – neutral Overdale - negative	Development on the General Hospital site is largely within the existing campus and has limited direct relationships with neighbours. There is a small expansion of the site in the NE corner together with an increase in massing of buildings here which will alter relationships with neighbours and impact on approaches into the town. At Overdale there are residential neighbours in close proximity, who are likely to suffer some impacts.
VEHICULAR ACCESS Hospital – positive Overdale – strongly negative	The General Hospital is part of the established highway network with generally good road links whilst at Overdale the position on the ridge above St Helier means all vehicular routes are heavily compromised.
CONNECTIVITY Hospital – positive Overdale – strongly negative	The General Hospital is in the central urban area, well located to where people live and work: it enjoys good integration with existing transport infrastructure and is generally accessible by foot, bike and bus. Overdale is physically remote and has compromised infrastructure for all forms of travel. It would require a dedicated journey and networks would need to be enhanced to cater for the likely increase in trip generation: this would also have implications for infrastructure, and its ability to cope, in the wider locality.
BIODIVERSITY Hospital – neutral Overdale – negative	The General Hospital site is entirely previously-developed land but the project would see the Overdale site extend into the grassland and treed areas around the present buildings.
HERITAGE IMPACTS Hospital – negative Overdale - neutral	The remodelling of the General Hospital would involve clearing the 1960's block, benefiting the setting of the Grade 1 1860 Hospital and Entrance Lodge. Limited expansion to the NE results in the loss of three heritage assets at Edward Place. Heritage impacts at Overdale would likely be limited to the setting of Thorpe Cottage on St John's Road.
OTHER ISSUES neutral	The General Hospital is within an Area of Archaeological Potential

Option A Dual Site

Summary advice 26/3/15

- Having a dual site reduces impact scale by continuing to focus some of the development at the existing General hospital site.
- Overdale site had a large number of negative issues compared to existing site, e.g. contrary to green back drop zone policy, impact to neighbours, access, etc.
- This option (A) together with the existing site (C) would be the most likely to be supported in planning terms

Option B Overdale (100%)



PLANNING POLICY strongly negative	Whilst Overdale is in the Built-Up Area, it is peripheral to the town and is separated by local topography. Its more peripheral location is manifest by its location in the Green Backdrop Zone and part of its site envelope being designated as Protected Open Space. The new building is likely to have significant incursions into these areas, and car parking is likely to be required in Field 1551 on the eastern side of Westmount Road, which is Green Zone.
PLANNING HISTORY neutral	The site has an established healthcare history, but not for this intensity of use.
ON-SITE IMPACTS strongly negative	These are likely to be severe, both from the scale and the intensity of relocating the entire hospital functions to this site.
OFF-SITE IMPACTS strongly negative	Bearing in mind the scale of the structures and the site position on a visually prominent promontory, it is considered that the visual impact of the new building would be significantly detrimental, across local, mid-distance and longer views.
NEIGHBOUR IMPACTS strongly negative	There are residential properties in close proximity and the scale and intensity of the development are likely to result in significant harm to their amenities.
VEHICULAR ACCESS strongly negative	Given the position of Overdale, on the ridge above St Helier, all vehicular access routes are heavily compromised. There would likely be significant adverse impact on local transport infrastructure and capacity.
CONNECTIVITY strongly negative	Overdale is physically remote from the centre of St Helier and access would usually require a dedicated journey by car given that foot, bike and bus options are challenging and consequently limited.
BIODIVERSITY strongly negative	The proposed footprint of the Overdale building would extend significantly into presently undeveloped grassland and treed areas around the current buildings.
HERITAGE IMPACTS negative	Heritage impacts at Overdale would likely be limited to that upon both the setting of Thorpe Cottage (LBG3) on St John's Road and, more significantly, upon that of Westmount Gardens (potential listed place Grade 2).
OTHER ISSUES positive	The transfer of all the hospital functions to the Overdale site would leave the opportunity of a development site at the existing General Hospital.

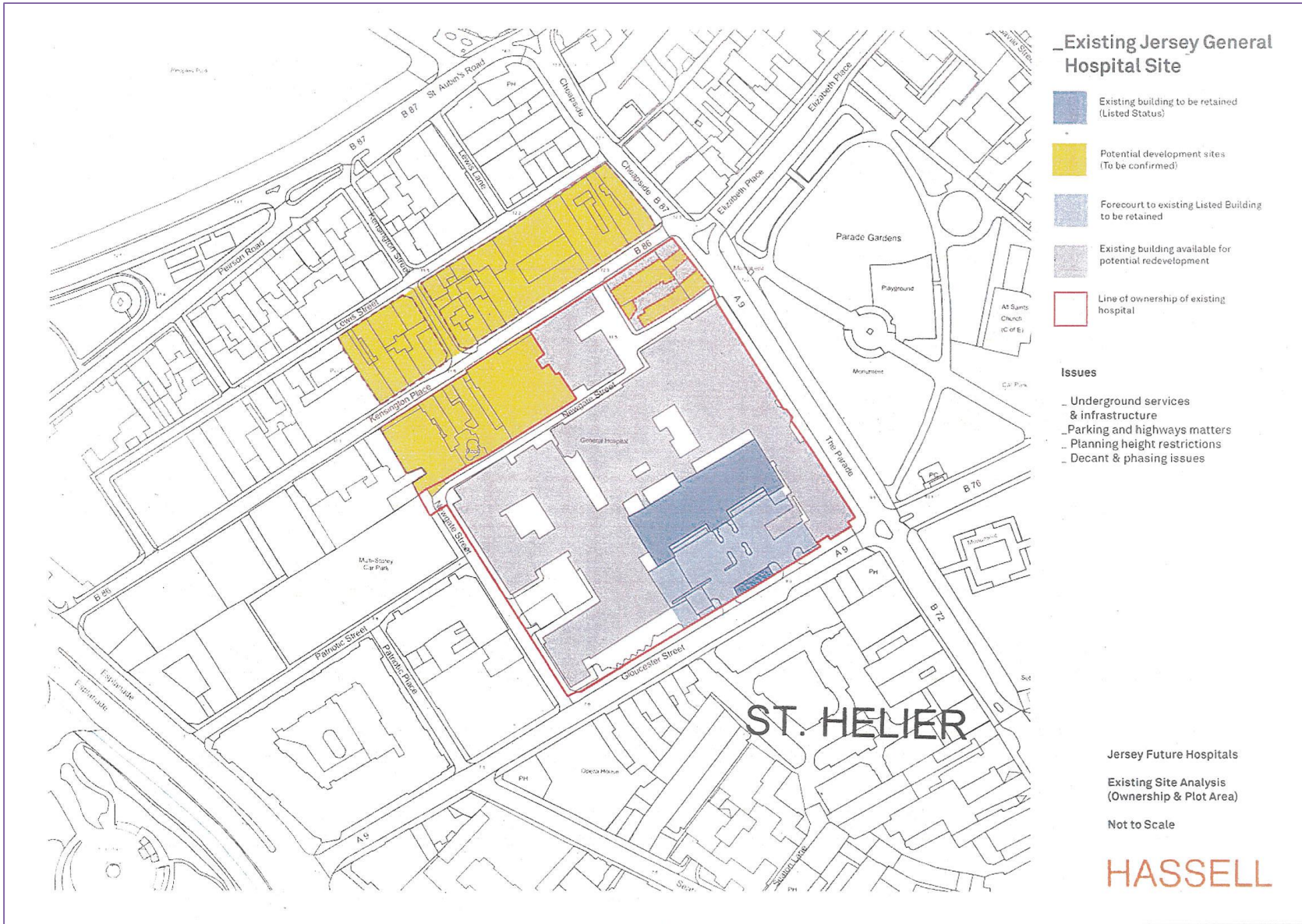
Option B Overdale (100%)

Summary advice 26/3/15

- Numerous ‘strongly negative’ issues
 - Scale and impact of buildings
 - Poor accessibility
 - Peripheral site
- “This option would be very difficult to support”

Option C1/2

Existing Site



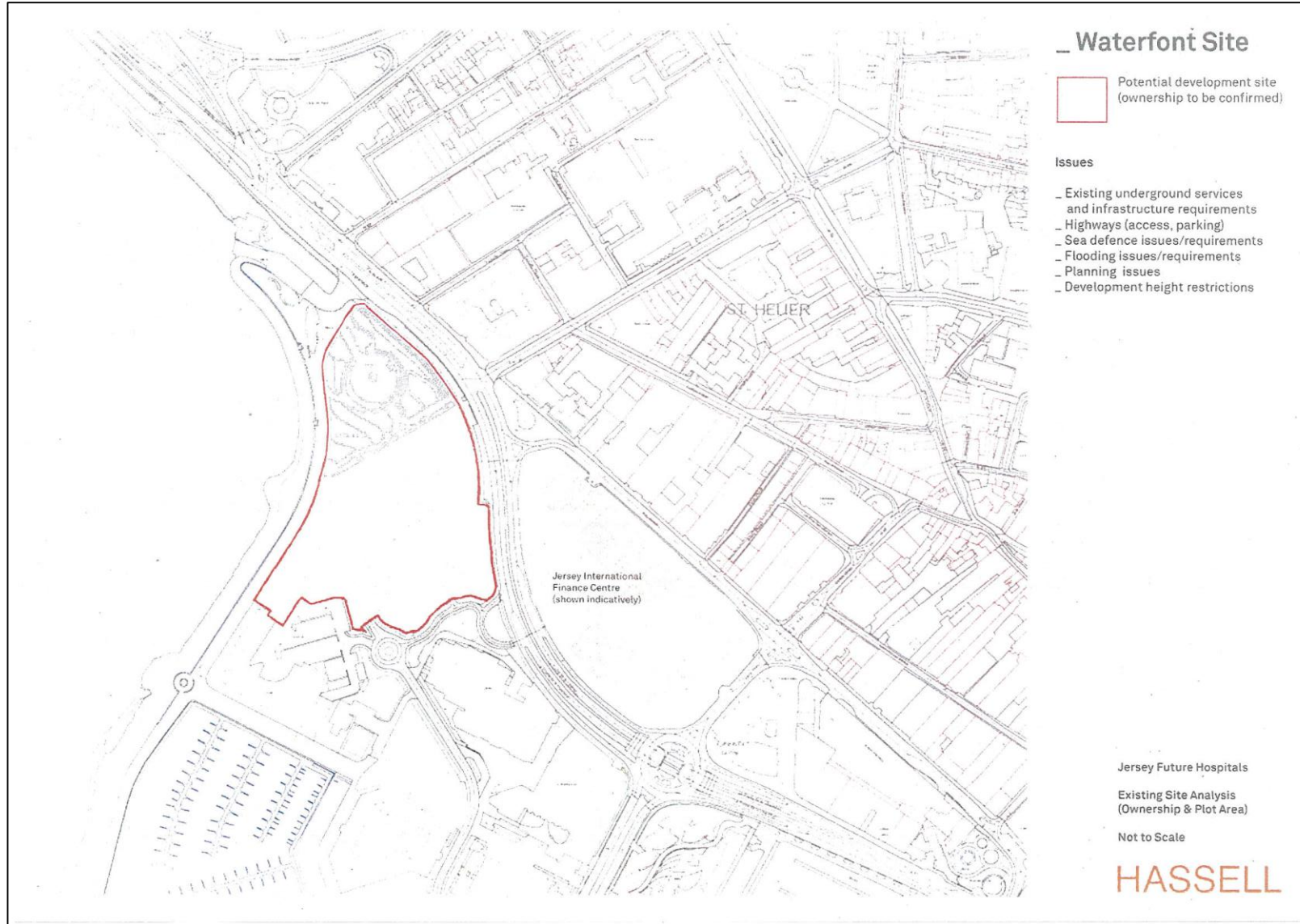
PLANNING POLICY negative	This option would all within the Built-Up Area and spatially acceptable, but would involve the loss of some residential properties between Kensington Place and Lewis Street: the quality and quantum of this is not presently known.
PLANNING HISTORY negative	The main element of the site has a healthcare history and the hotels on Kensington Place are known to have development potential, however, group of buildings to Lewis Street are predominantly residential.
ON-SITE IMPACTS neutral	The proposal would result in buildings from 5 to 6 and 7 storeys high, which is larger than the majority of the existing buildings but will sit reasonably comfortably in their immediate context: the impact of this is less severe than Option C1.
OFF-SITE IMPACTS negative	The larger buildings will form a cluster and there is already a tall building on site, but the increase in scale will be clearly distinguishable in views from higher land around St Helier: the impact of this is less severe than Option C1.
NEIGHBOUR IMPACTS strongly negative	The scale of the buildings on the extended site is likely to have a significant damaging effect on the amenities of neighbours who would remain in properties on the western side of Lewis Street.
VEHICULAR ACCESS positive	This option is likely to introduce a road link from Gloucester Street to Kensington Place, enhancing general vehicular accessibility.
CONNECTIVITY positive	The site is well placed to link to the homes and services within central St Helier: it enjoys good integration with the existing transport infrastructure and is generally accessible by foot, bike and bus. Enhancing the permeability of Kensington Place would be a positive outcome of this option, of benefit to pedestrians and cyclists..
BIODIVERSITY neutral	The site is previously development and there are not considered to be any adverse impacts emerging.
HERITAGE IMPACTS negative	The demolition of the 1960's block is likely to be beneficial to the original 1860 Hospital: the impact of a development to the rear of this building will have an impact upon its setting and relationship with other buildings, but to a lesser extent than Option C1.. Expansion of the site in the NE would likely involve the loss of three heritage assets (pLBG3) on Edward Place and four (pLBG3) in Kensington Place.
OTHER ISSUES strongly negative	This option obviously requires the acquisition of a significant number of residential properties outside the current General Hospital campus: this has an adverse effect on the number of homes that might be lost, although no information is available about the quantum or standard of accommodation currently provided here; and negative implications from the disruption and displacement of the local community.

Option C1/2 Existing Site

Summary advice 26/3/15

- **Within BUA and spatially acceptable.**
- **Large building could be well integrated into existing context & transport infrastructure**
- **Challenges around impact to neighbours and potential loss of residential units**
- **This option (C) together with the Dual site (A) would be the most likely to be supported in planning terms**

Option D Waterfront



PLANNING POLICY strongly negative	Whilst in the Built-Up Area, the site would involve the loss of the Jardins de la Mer, which is Protected Open Space. It would also take land which is proposed to be developed for alternative uses by the States-endorsed 2008 Esplanade Quarter Masterplan, including residential, tourism and public open space uses.
PLANNING HISTORY strongly negative	The majority of the site is already committed for alternative uses, including temporary replacement car parking which is integral to the Esplanade Quarter office project, plus the Zephyrus and Westwater residential schemes.
ON-SITE IMPACTS strongly negative	The scale of the buildings would be significant, and unrelated to the existing forms, or those envisaged by the Masterplan. It would also fail to deliver public amenities envisaged by the Masterplan, including significant public realm enhancements. It would result in the direct loss of existing public space provided by Jardin de la Mer.
OFF-SITE IMPACTS strongly negative	The scale and form would have the visual and physical effect of cutting-off St Helier from the sea, and the visual impact from around St Aubins Bay would be severe for long views and strategic approaches to St Helier.
NEIGHBOUR IMPACTS negative	Residential properties are generally remote, but there will be negative impacts, principally related to outlook, as a result of the scale, on both Marina Court and Century Buildings.
VEHICULAR ACCESS negative	The dual-carriageway means that direct access will be difficult to achieve without significant remodelling of the infrastructure. There are also like to be increased flows on the routes around the harbour.
CONNECTIVITY positive	The site is well located with reference to the homes and services within the central area of St Helier. Local severance of the site from the existing town would need to be addressed, as identified in the Waterfront Masterplan.
BIODIVERSITY neutral	The land is previously developed and there are no known issues in relation to habitat loss.
HERITAGE IMPACTS negative	The scale of the proposed buildings is so large that they may be considered to have a negative impact on the setting of Elizabeth Castle in mid-distance views of the harbour area.
OTHER ISSUES strongly negative	This is reclaimed land and there may be contaminated land issues to resolve. The water-side location may make the site vulnerable to flooding in the context of climate change. The existing General Hospital is released as a development site. The planning policy position may take many months to resolve, due to the wider 'opportunity-cost' implications of this option.

Option D Waterfront

Summary advice 26/3/15

- Numerous 'strongly negative' issues
 - Scale of buildings
 - Loss of strategically important public open space
 - Disruption to existing masterplan
- "This option would be extremely difficult to support"

Option E Peoples' Park



OPTION E
People's Park

Option E Peoples' Park

Summary advice dated 8/10/15

- **Loss of open space a significant challenge, although could be justified under policy SCO4 if suitable equivalent replacement delivered.**
- **Option E may have potential but requires replacement open space provision**

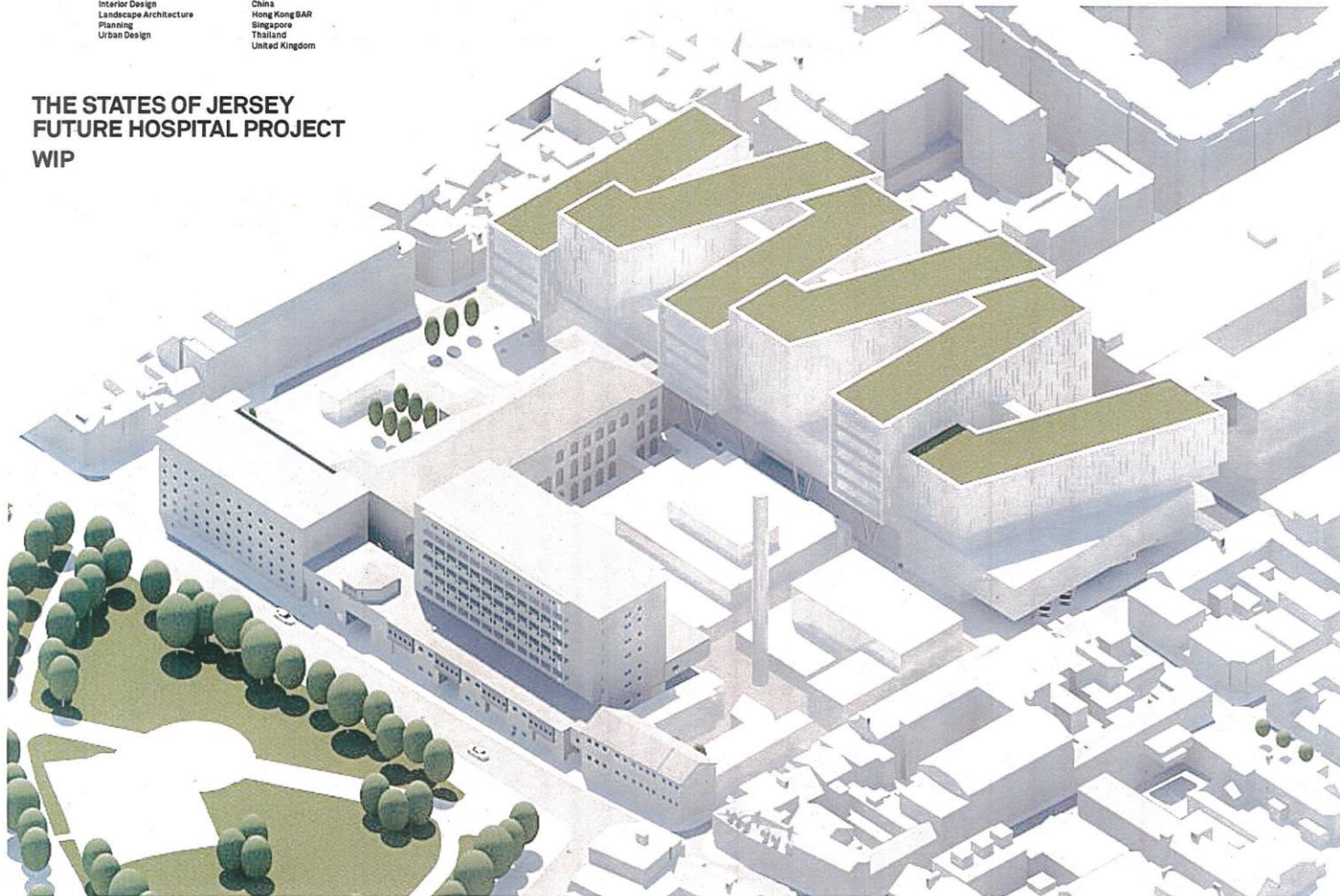
PLANNING POLICY strongly negative	People's Park is in the defined Built-Up Area, and is designated as Protected Open Space.
PLANNING HISTORY negative	The site has no relevant history of comparable development proposals.
ON-SITE IMPACTS strongly negative	The site is currently open and landscaped, providing a high degree of public amenity. Its loss, to be replaced by a substantial building, would completely erode this context.
OFF-SITE IMPACTS strongly negative	The adjacent topography limits the wider views, but from the south, on a key approach to St Helier, there are clear views across the space. The scale of the new building means impacts will be significant. There may be design options to mitigate this, but impacts will still be negative.
NEIGHBOUR IMPACTS strongly negative	The attractive outlook of numerous properties will be lost. Whilst loss of a view is not a planning consideration, significant harm is likely to result from visual incompatibility and overbearing impacts by reference to scale and mass, plus the introduction of a new high-intensity use.
VEHICULAR ACCESS strongly positive	The immediate access infrastructure will need to be reconsidered, but east-west roads converge on the south end of the site, providing good strategic highways links.
CONNECTIVITY positive	The site is well connected to the central areas of St Helier, with level access to facilitate walking and cycling. Public transport already passes close to the site.
BIODIVERSITY strongly negative	The greenspace is presently undeveloped and would be lost. The western backdrop would remain but will be impacted by the development. It is not yet known which trees would need to be cleared, or whether mitigating planting is envisaged.
HERITAGE IMPACTS negative	People's Park is a Potential Listed Place (proposed as Grade 3) recognising its heritage value as a mid/late C19 public park, laid out on the edge of a growing town. The majority of the park's heritage value would be lost as a result of the proposal. There are numerous Listed Buildings on Pierson Road, and a pair on Westmount Road – their setting is not likely to be preserved or enhanced by the proposal. The site is outside, but adjacent to an Area of Archaeological Potential and evaluation may be required.
OTHER ISSUES neutral	This option provides the opportunity for the release of a development site at the current General Hospital site. The Island Plan policy context indicates that justification for the loss of Open Space might include the greater benefit of the proposed new community resource, or alternative Open Space provision, but no approach to justification has yet been presented.

Option F Existing site

Architecture
Interior Design
Landscape Architecture
Planning
Urban Design

Australia
China
Hong Kong SAR
Singapore
Thailand
United Kingdom

THE STATES OF JERSEY
FUTURE HOSPITAL PROJECT
WIP



HASELL

VEHICULAR ACCESS Positive	In a strategic context given that the site is currently the hospital existing conditions will still apply. Access to the site will be improved for emergency vehicles and proposed closer integration with the adjoining Patriotic Street car park should improve immediate access.
CONNECTIVITY Strongly positive	The site is well connected to the central areas of St Helier, with level access to facilitate walking and cycling. The proximity of the bus station makes the site extremely well connected. Strengthening pedestrian and cycle links through and around the site will help integrate the building into the neighbourhood, and may create additional permeability.
BIODIVERSITY Neutral	There are unlikely to be any significant biodiversity issues as previous surveys have identified. Any potential bat roosts can be managed appropriately.
HERITAGE IMPACTS Negative	<p>The 1860 Grade 1 Listed Hospital Building on the site will be retained and its setting will be significantly altered. Some of those changes may be positive, but a new large building so close to its southern side will inevitably have a serious harmful effect upon its setting. At this stage, it appears that the 1960s block would remain and so the opportunity for setting enhancements to the north appear to have been missed.</p> <p>The site is also of potential archaeological sensitivity and any development proposal will need to make adequate provision for appropriate archaeological evaluation to be undertaken. There are further listed buildings on Elizabeth Place and Kensington Place and the impacts on these are not yet known.</p>
OTHER ISSUES Positive	<p>The development of this site for the future Hospital is supported in principle. Developing in the manner proposed will allow the functions of the existing facilities to continue in a far better manner than would be the case with previous schemes that use the existing hospital site.</p> <p>The use of existing States assets to support the regeneration of St. Helier accords with the objectives of this strategic priority. There may be an opportunity for the lobby of the hospital to provide a significant public space that could add to the diversity of the immediate area. However, the lack of any proposals for the existing range of buildings fronting Gloucester Street is a concern. The department would like to see this settled at an early stage – there are multiple opportunities for building regeneration, or other public spaces, in that area, some of which might be used to offset the impact of the primary new building. There could also be the opportunity to use the hospital as an anchor for a wellbeing quarter to be developed through the Future of St Helier programme.</p> <p>The 'decanting' implications are currently at an early stage and need to be better understood.</p>

Option F Existing site

Summary advice dated 5/08/16

- Update from previous commented schemes (C1/2) – very similar scoring and comments
- Concern about the scale and height
- Uncertain why a wider footprint could not be used.

Planning Inquiry

- **November 2017**
 - [Planning Inquiry](#) Existing site option
- **January 2018**
 - [Application](#) refused by Planning Minister after recommendations taken from planning [Inquiry Report](#)
- **April 2018**
 - Revised Planning (in principle) [Application](#) submitted
- **September 2018**
 - [Planning Inquiry](#) Existing site option (revised)

Planning challenges – FH summary

How different sites compare against Island Plan policies					
Planning Policies	Overdale Hospital	Waterfront	Warwick Farm	St Saviour's Hospital	New proposal
Concentrate development in St Helier	NO	YES	NO	NO	YES
Respects the natural and historic environment including listed buildings	NO	NO	NO	NO	YES
Reduces the use of the car	NO	YES	NO	NO	YES
Limits impact on neighbours and highways	NO	NO	NO	NO	YES
Respects skylines views and vistas – the townscape	NO	NO	NO	NO	YES
Protects the Green Zone	n/a	n/a	NO	n/a	n/a
Delivers St Helier Waterfront	n/a	NO	n/a	n/a	n/a
Tall buildings	NO	tbc	NO	NO	YES