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**DEVELOPMENT OF AN INDEPENDENT
HOSPITAL/HEALTHCARE ESTABLISHMENT
(VARIATIONS TO APPROVED SCHEME GRANTED
BY PLANNING CONSENT REF:2007/1012
INCORPORATING ALTERATIONS AND REDESIGNING OF BLOCK A TO
PROVIDE 11 SUPPORTED CARE UNITS OF ACCOMMODATION;
PROVISION OF MAINTENANCE SHED AND CYCLE SHELTER; RESITING
OF BIN ENCLOSURES AND RECONFIGURATION OF CAR PARKING
PROVISION.)**

AT FORMER PINDAR OAKS HOSPITAL SITE
UPPER SHEFFIELD ROAD, BARNSELY S70 4PW

PLANNING, DESIGN AND ACCESS STATEMENT

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On behalf of Voyage Care

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1.0 INTRODUCTION

- 1.1 This Planning Design & Access Statement is submitted in support of the revised planning application made by Headwind for the redevelopment of the former Pindar Oaks Hospital site to provide an independent hospital/healthcare establishment. This Statement is an updated version of the one that was submitted with the *original planning application* and sets out the key changes now currently under consideration.
- 1.2 The Planning Inspectorate granted conditional planning permission for the development of a 32-bed independent healthcare establishment under appeal reference APP/R4408/A/04/1143424 dated 8th December 2004. Following this, planning consent was granted under ref:2007/1012 in December 2007 for an alternative layout and format. Conditions for this consent were cleared during February to March 2008 and construction is advancing on site, implementing the 2007 consent.
- 1.3 The scheme has been fine tuned still further and in working up the detailed drawings in preparation for developing out the scheme, the opportunity has been taken to improve the layout, form and design of unit A to provide 11 supported care units which encourage independent living. Other alterations include provision of a maintenance shed, cycle shelter, re-siting of bin enclosure and re-configuration of car parking provision. The remainder of the site including units B,C,D,E and F remain unaltered.
- 1.4 In summary, the alterations relate to the variations to the scheme under construction.
- 1.5 The application site is situated off of the Upper Sheffield Road to the south of Barnsley town centre and adjoins the former Yorkshire Traction Bus Depot site.
- 1.6 Following the grant of planning permissions in the late 1980s and an outline planning permission in 1990, detailed planning permission was granted in 1991 for the redevelopment of the site with a 64-bed nursing home. This

was supported in the recent appeal decision in 2004 with the granting of permission of a 32-bed healthcare establishment. There is no in principle objection therefore to a residential care home/hospital use and a significant number of the planning considerations and concerns raised with the original application have been addressed with the outstanding planning permission.

2.0 USE - WHAT IS PROPOSED AT PINDAR OAKS

- 2.1 The development proposed at Pindar Oaks is for an Independent Hospital which will provide a therapeutic approach to care for people with mental health needs or a learning disability. The Voyage Care (formerly known as Headwind) development at Barnsley is intended to be a market leader for this type of care facility.
- 2.2 This purpose designed and built facility at Pindar Oaks will comprise a total of 32 bedrooms subdivided into four units each containing 8 bedrooms. The design and layout of the units allows flexibility in order to accommodate changing needs in mental health provision. The revisions to unit A allow for an additional 11 individual supported care units to provide controlled accommodation as part of the rehabilitation process.
- 2.3 For information the layout currently under construction will allow one unit to accommodate residents during their initial reception in order that a full and competent assessment is completed before individual rehabilitation plans are developed. *Within the remaining units, one will be a specialist unit catering specifically for the needs of female residents whilst the other two will provide rehabilitation for male residents. These two units will cater for male residents in need of longer term rehabilitation.*
- 2.4 Each of the four units under construction provides self contained living accommodation with ample communal space. Each building (living unit) has an enclosed garden area with additional outdoor open areas for residents as well as an all weather multi use games area.

- 2.5 All of the specialist care requirements, education, recreational and training facilities essential to support the rehabilitation plans for individual residents are provided within the proposed care facility.
- 2.6 The model for the service incorporates several key professional appointments—Consultant Psychiatrist and Consultant Psychologist, Clinical Services Manager, and therapists alongside a Social Worker—who, together with a high level of qualified and vocationally trained staff in the individual living units, will enable the facility to be at the forefront of provision in this sector in terms of quality and effectiveness of the service.
- 2.7 All staff at the new facility will be under the overall management of the Hospital Director. In addition to the specialist professionals identified above, there will be various qualified and support staff including housekeeping assistants, catering staff, administrative staff and care support staff. An estimate of up to 113 staff could be employed on various shift and different work patterns depending upon the job or care being provided through out the site. The variations now proposed will require a similar number of people on site at anyone time compared with the approved scheme.
- 2.8 Of these 113 staff it is anticipated that over 60 will not require specific professional medical or social work qualifications. Some of these posts will require appropriate experience and/or NVQ qualifications. A full range of training opportunities will be available including the encouragement of staff to progress with formal qualifications.
- 2.9 Voyage Care will actively encourage the appointment of staff from the local area and will work with appropriate local training and recruitment agencies.
- 2.10 The facility will be appropriately staffed 24 hours a day. Certain staff will work a standard 5 day week whilst others will work as part of the 3 shift system or on a 7 day rotation basis.

3.0 CARING FOR RESIDENTS

- 3.1 The whole specialist facility will provide accommodation for 32 people plus the 11 individual care units now proposed. It is expected that a high proportion of residents will originate from Barnsley or the wider South Yorkshire area. Set out below is the same information submitted with the approved application showing the type of people and their possible health backgrounds so that the planning authority and local residents may better understand the nature of the care and the people for whom that care will be provided. It is important to understand that the purpose of facility is to offer rehabilitation for residents it is neither a prison nor a high security mental institution. The proposed use remains the same as that accepted by the Planning Inspector. Although the use at the time of the planning appeal fell squarely within the Residential Institutional use class C2, subsequent to that appeal the Use Classes Order were amended slightly to create a further sub group - Class C2A which covered secure residential institutions. The proposed hospital will continue to be operated as low secure although the physical environment would be compliant for low/medium secure as per the approved scheme.
- 3.2 Residents will have mental health needs requiring a period of rehabilitation in an environment providing low levels of security in advance of returning to their own homes. Residents will be admitted from a variety of secure and non-secure settings. Most residents will be formally detained under sections of the Mental Health Act 1983, all residents will have been assessed by Consultant Psychiatrists and their health care management team prior to being considered suited to this particular type of accommodation.
- 3.3 It is envisaged that about half of the residents will come to the facility from non-secure community based settings including NHS wards. These will be people with a range of mental health and other special needs for whom the programme of rehabilitation will enable them to return to their homes with help from local support agencies.
- 3.4 Reference has been made already to the assessment procedure carried out

by experienced and qualified persons prior to the decision to place the client at the facility. This assessment is part of the risk assessment and management procedure which is a requirement of the standards for independent hospitals contained in the Care Standards Act 2000. The service will be regulated by the Healthcare Commission and they will inspect the hospital regularly to ensure that standards are being adhered too.

- 3.5 The standards require risk management to achieve the optimum balance between good quality care, treatment and rehabilitation of residents. This will be achieved through an ongoing process of identifying and assessing risks, with the objective of improved prevention, control and containment of risk.

4.0 Design & layout of buildings

- 4.1 The buildings are designed to meet the strict requirements of the registration authority responsible for this type of care facility, the national minimum standards for Low Secure Services, produced by the Department of Health. The revised unit A development follows the design approach of the units under construction that have previously been approved. Operating as a stand alone and somewhat isolated site the buildings have been designed with a degree of individuality creating an attractive modern group of buildings. The use of a mix of materials including brickwork, timber cladding and render helps to break up the scale and mass of the building, giving it a light feel. A profiled silver sheet cladding is proposed for the roof in line with the remainder of the site. The full schedule appears on plan no 423/2008-05A samples of which have previously been agreed.

Trees and landscaping

- 4.2 The principle of tree removal and the layout of buildings has been accepted in the granting of the approved scheme. Tree protection areas have been laid out on site and remain unaffected by the proposed revisions. Similarly the tree survey and impact analysis remains unchanged to that approved with the detailed planning conditions. The main site layout plan shows the protected areas requiring exclusion of development or construction.

- 4.3 The constraints imposed by the trees were acknowledged at the outset by the architects and the decision was taken to work within the agreed access arrangements for the site and on the areas where the approved buildings have already been granted. The combination of site topography, trees, access position and the influence of surrounding buildings on the site boundary have determined the approved development envelope of the whole site. This remains unaffected by the current revisions to the unit A site.
- 4.4 The original Jonathan Cocking Arboricultural Report identified the condition of trees on the site, the impact of the development proposals, recommended tree surgery and tree re-planting. The results of this assessment remain valid for the current proposal which has been developed outside of the main tree constraint areas. As before, there will be a beneficial impact on the trees in the area with supplementary planting and tidying up of the site to ensure that the original amenity of the area is safeguarded.

Soil contamination and ground conditions

- 4.5 The approved soil contamination and ground condition survey and mitigation measures approved with the consent scheme and subsequent planning conditions remains valid and is not affected by the current revisions. Remedial works have already been undertaken on the site.
- 4.6 As with the original proposal, regard has been paid to the advice in SPG note 28 by Barnsley Council. There is no land contamination, mining or adverse ground conditions that affect the proposed development of the site providing that recognised and accepted design and construction methods are adopted. These have duly been considered and incorporated into the revised scheme.

5.0 Highway and Parking

- 5.1 It is recognised that C2 care uses are generally low traffic generators with the traffic movements that do take place largely being related to staff. It is envisaged that a similar traffic movement profile will prevail with regard to the

proposed development. In particular the net effect between the approved scheme and the current revisions will be negligible.

- 5.2 The land use allocation within the UDP provides for the development of the site with both the previously approved 64 bed nursing home and 22 dwellings.
- 5.3 Based on traffic data from TRICS we calculate that a 64 bed nursing home could generate nearly 200 vehicle movements (3.1 vehicle movements per resident per day x 64 = 198.40). Also using the TRICS data we calculate that the 22 dwellings, if developed as sheltered housing, could generate some 42 vehicle movements (1.9 vehicle movements per dwelling x 22 = 41.8). In reality, we take the view that a higher level of traffic generation would occur for the residential use both because of the type of residential accommodation likely to be provided on the site and having regard to the less than satisfactory location for a sheltered housing development. As a minimum we calculate that the UDP development proposals for the site could generate as a minimum some 250 vehicle movements per day.
- 5.4 Although there is no TRICS data available for the type of specialist care facility proposed at Pindar Oaks, we estimate that the level of vehicle movements from the proposed development will not exceed that which has already been accepted and in fact will almost certainly be less. Based on the anticipated shift staffing levels, the day shift between the hours of 0800 hrs and 2200 hrs is likely to be a maximum of 40 staff, although about a quarter will work a "9 till 5" day. Shift change over will be outside morning and evening peak. Even allowing for deliveries etc., total vehicle movements can be demonstrated as being less than the already accepted level of 250 vehicle movements per day.

6.0 SUSTAINABILITY

- 6.1 As previously accepted the application site is in a highly sustainable location close to the town centre and on a public transport route with bus stops on Upper Sheffield Road close to the site entrance.

- 6.2 As part of the operation of the site, the applicants proposed to implement a "Green Travel" plan which could include the provision of a mini bus to be used to pick up and drop off staff from locations to determined following consultation with staff. A mini bus would also provide transport for residents during escorted trips from the care facility. The "Green Travel" plan will also encourage staff to share transport and use public transport where appropriate.
- 6.3 The proposals provide for a total of 39 car parking spaces. We have been advised by the Council that it does not have a specific car parking standard for the type of development proposed. From our experiences elsewhere with this type of development the location of the site and its accessibility are the key considerations in assessing potential car parking requirements. Given the highly sustainable location of the site we take the view that the number of spaces proposed is appropriate and consistent with advice in PPG13.
- 6.4 In assessing the possible level of car parking required it should be remembered that the spaces will substantially be used by staff and visiting clinical/medical staff. Experience shows that visitor levels for residents are low.
- 6.5 The cycle shelter has been provided close to the main turning area along with 3 dedicated wider parking bays for those with impaired mobility.

7.0 SITE ACCESS

- 7.1 No material change to the access road, access and visibility splays result with these elements remaining as per the current approved plans and condition clearance.

8.0 PLANNING CONSIDERATIONS

- 8.1 In granting the planning appeal, the Inspector considered that development of

the site with a healthcare establishment would be in accordance with the site-specific policy (Policy BA1/10) and policy H4 that seeks to ensure that *housing proposals are developed primarily for residential purposes*. Although policy BA1 allocates the land for housing development, the text of BA1/10 expressly envisages a permitted class C2 use part of the site.

- 8.2 The principle of an institutional residential use of this nature is wholly in accordance with the Unitary Development Plan and in particular, policies H5 and H5B being to meet the full range of housing needs, including that for people with mental illnesses as well as aiming to meet the need for residential care homes in residential areas.
- 8.3 The Inspector also concluded that in terms of meeting policy BA1/10 with respect to the encroachment of the proposed built development onto the eastern third of the eastern portion of the site, the recent growth of the deciduous trees planted outside and immediately to the east of the site adequately mitigates against any longer view visual impact.
- 8.4 The site comprises previously developed land within the urban area and this benefit carries significant weight in terms of Government guidance on housing in Planning Policy Statement 3.
- 8.5 The current proposal proposes relatively minor amendments to the principal issues established with the previous consents.

9.0 VISUAL AMENITY OF THE GREEN BELT

- 9.1 Having regard to the site's location adjacent to the Green Belt, policy GS9 states that development conspicuous in the Green Belt should not, by reason of its siting, materials and design, result in significant harm to the visual amenity of that Green Belt. Design policy BE6 also sets out a number of design criteria in assessing the proposals for development.
- 9.2 In this part of Barnsley the Green Belt comprises a "tongue" area of open

parkland extending into the urban area along the Measbrough Dike. The park itself is surrounded by buildings which look down upon the valley. In the vicinity of the application site, there is a substantial element of buildings comprising fairly extensive commercial and industrial buildings, a scrap yard, a petrol station, cemetery and a conspicuous housing estate.

- 9.3 In allowing the appeal the Inspector had no concern about the visual impact of the proposed buildings. He was satisfied with regard to the use of materials, design and the overall layout and this revised proposal maintains the same layout and form with unit A. The existing planting and vegetation to the east and north of the site is already providing an increasingly effective screen and views of the development are slightly enhanced by the proposed revisions to the unit A.
- 9.4 As before, having regard to the existing development to either side, the proposal would not be seen as projecting intrusively into the adjacent Park.
- 9.5 Similarly, the principle of perimeter fencing up to a maximum of 5m in height, subject to appropriate details, was not objected to by the Inspector. Although this is no longer a requirement of the current proposals and a smaller boundary treatment has been approved and remains unaltered as part of the current proposals. Overall, the amended specification, elevational treatment, use of materials and layout represent an improvement to the visual impact of the site and its surroundings and is fully in accordance with policies GS9 and BE6 of the UDP.

10.0 PROPOSED HOSPITAL AND FEAR OF CRIME

- 10.1 The operation of a healthcare establishment of this nature would be subject to a regulatory regime that requires statutory regulation and continual monitoring. These requirements provide adequate protection to the local community by ensuring that the movement of patients are controlled and subject to an appropriate degree of supervision.
- 10.2 Whilst the fear of increased crime can be a material consideration, and has

understandably been raised by residents in the past, the tight regulatory controls and the nature of the potential residents would not give rise to material harm.

11.0 LOCAL REGENERATION AND EMPLOYMENT

11.1 In allowing the planning appeal the Inspector accepted that parts of the surrounding area suffer from significant deprivation. The Inspector accepted that the scheme had several positive aspects, for example it would improve the derelict appearance of the site and remove any present tendency for it to attract other unrelated activities and anti-social behaviour. It would also “represent a considerable investment in the area, creating up to 130 jobs, a substantial proportion of which could benefit the local community.” In itself it would assist in the regeneration of the area.

11.2 In conclusion the Inspector accepted that the scheme would have a positive economic effect and would not undermine efforts to encourage the regeneration of the area. This remains equally as relevant to the current proposals.

12.0 CONCLUSIONS

12.1 The current proposal seeks variations to the scheme granted by the Planning Inspectorate in December 2004 and subsequently amended by planning consent reference 2007/1012 December 2007 by incorporating alterations to unit A to meet current operational requirements of the applicant and to meet current registration requirements.

12.2 In working up the detailed proposals due regard has been made of all Local Plan policies, the wider impact within the Green Belt and areas of open parkland and upon the amenities of residential properties in the locality.

12.3 Those elements subject to consideration within this application therefore should concentrate on the detailed changes to building A with the main principles and details having been accepted with the grant of the 2007

planning permission and subsequent clearance of detailed planning conditions.