
Jersey Future Hospital

Executive Summary of the Planning Application

Prepared on behalf of
Department for Infrastructure
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BDP.

1 Introduction

1.1 Introduction

- 1.1.1 This Planning Application is submitted by the Department for Infrastructure ('Dfi') for the Jersey Future Hospital ('JFH') project.
- 1.1.2 JFH is a project to deliver a modern, purpose-built general hospital to serve Jersey's future healthcare needs, and forms a key part of the wider strategy for health and social care on the Island.
- 1.1.3 In 2012 the States of Jersey, through Proposition P82/2012 – 'Health and Social Services: A New Way Forward', resolved to bring forward plans for a new hospital. An extensive site selection exercise reviewed 41 sites across Jersey for their suitability, and concluded in December 2016, with the adoption of P110/2016 – 'Future Hospital: Preferred Site', that the most suitable and sustainable site on the Island is the current JGH site.
- 1.1.4 The existing JGH is evidenced to have reached the end of its useful operational life and is no longer fit for purpose to provide modern healthcare. The health need evidence base and the history of decision-making underpinning the JFH project is summarised in the Case for The Future Hospital document which accompanies this application.
- 1.1.5 The proposals represent the largest ever public infrastructure projects on the Island, at a cost of £466 million. The Outline Business Case for the future hospital was approved by the States Assembly in December 2017 (P107/2017).

1.2 The 2017 scheme and the new proposals

- 1.2.1 A previous outline planning application was submitted on 11 July 2017 (App. Ref. PP/2017/0990), and a Public Inquiry into the proposals held in November 2017. The Planning Inspector concluded that the application site area was too small to accommodate the amount of floorspace proposed, and its height and massing caused unacceptable harm to listed buildings, the townscape of St Helier and neighbouring residential amenity. The planning application was subsequently refused in January 2018 by the Minister for the Environment, for the reasons cited by the Inspector.
- 1.2.2 Following the refusal of the previous planning application, the JFH team has revised the proposals, resulting in the scheme contained in this new planning application.
- 1.2.3 The new JFH scheme will be constructed over a two phase programme instead of a single phase, meaning that more of the existing JGH site can be redeveloped. A decision to pursue a fully electric hospital has also enabled space that accommodates existing energy plant to be redeveloped. The redevelopment of the two buildings fronting The Parade known as the 1980s and 1960 blocks has also been added. Their inclusion enables the whole of the existing JGH site to be developed comprehensively, whereas the previous scheme redeveloped half of the JGH site. This has enabled the massing and height of the proposals to be greatly reduced, moderating the previous adverse impacts. This change in the project strategy supports the provision of a new hospital of civic stature and presence that enhances the character of this part of St Helier.
- 1.2.4 The proposals now include Westaway Court, which was previously due to be submitted as a separate planning application.
- 1.2.5 The new proposals are a revised version of the 2017 scheme, and respond to the issues raised by the Planning Inspector. A positive process of engagement has taken place with officers of the Department of the Environment and the Jersey Architecture Commission. The feedback of planning officers and Commissioners has been instrumental in developing the new JFH proposals.
- 1.2.6 A public exhibition of the proposals was held in St Helier on 12-17 March 2018. The events were attended by more than 400 people, and the feedback received has helped to shape the proposals.

2 The planning application



Illustrative scheme- aerial view

2.1 Description of development

2.1.1 Planning permission is sought for the following:

“Outline planning application for the demolition of Stafford Hotel, Revere Hotel, 36-40 and 44 Kensington Place including Sutherland Court, and parts of the General Hospital including: Peter Crill House, Gwyneth Huelin Wing, link block, engineering block and chimney, 1960s and 1980s blocks on the Parade, temporary theatre block and Westaway Court. Phased construction of new hospital buildings at the General Hospital site and at Westaway Court, refurbishment of the Granite Block for continued non-clinical hospital use, improvements and construction of one half-deck of parking to Patriotic Street Car Park, and all associated landscaping and public realm, highways and access, plant and infrastructure works.”

2.1.2 This application seeks planning permission in ‘outline’. This form of permission establishes whether development is acceptable in principle, while the final form and appearance of buildings will be determined through subsequent applications known as Reserved Matters, following further design stages. The approach is consistent with Jersey planning law and guidance.

2.1.3 At this outline stage, the proposals are described in a set of Parameter Plans, which specify maximum parameters for the development. These plans are accompanied by a set of binding Design Principles, which describe rules and mitigation that will control how the final design is developed. Subsequent Reserved Matters applications will be determined in accordance with the Parameter Plans and Design Principles.

2.2 The ‘illustrative scheme’

2.2.1 The Design and Access Statement contains an ‘illustrative scheme’ for the future hospital. This depicts, for indicative purposes, one way in which the Parameter Plans and Design Principles may be built out, whilst reserving flexibility for the design to vary within the parameters and principles stated. For the avoidance of doubt, the illustrative scheme is not a final design for which approval is sought, but is provided to aid interpretation of the Parameter Plans and Design Principles.

2.2.2 This approach provides a degree of certainty about the nature of development that will be delivered, whilst enabling a further stage of design development to take place. Although the planning application does not contain as much detail as a full planning application, the Parameter Plans and Design Principles set the overall form and scale of development, and enable judgments about planning and environmental impacts to be considered.

2.2.3 The planning application is supported by a full suite of planning documents, including Design and Access Statement, Environmental Impact Statement, Planning Statement, Transport Assessment and drawings package.

2.2.4 The application proposals comprise:

- Demolition of existing buildings on two sites (Stafford Hotel, Revere Hotel, 36-40 and 44 Kensington Place including Sutherland Court, Peter Crill House, Gwyneth Huelin Wing, Link Block, Lab Block, Engineering Block and chimney, 1960 and 1980s blocks facing The Parade, temporary theatre block and Westaway Court)
- Block A – a building fronting Kensington Place of four storeys (max 20.6m), stepping down to three storeys (max 15.6m) at the street frontage. This will be the first block delivered in Phase 1A.
- Block B – a building occupying the centre of the site and to the rear of the Granite Block, with frontages to Gloucester Street and Newgate Street, rising to a maximum of six storeys plus a non-occupied plant/flue level above (max. 34m). An entrance and active frontages including retail uses face Gloucester Street.
- Block C – the new ‘front door’ of the hospital, facing The Parade via new hospital gardens and patient drop-off zone.
- Granite Block – the existing 1860 Grade 1 listed hospital building will be retained for non-clinical hospital use such as offices, delivery of education and meeting rooms. Its façade and forecourt will be restored to their historic appearance, so far as is practicable, removing the temporary theatre block and existing car parking area.
- Patriotic Street Car Park – addition of one half deck of car parking (58 spaces), and provision of an upper level connection to Block A and Block B across Newgate Street.
- Westaway Court – a new building for outpatient use fronting Elizabeth Place and Savile Street, rising to 2, 3 and 4 storeys.
- Offsite highways works including junction improvements to accommodate construction traffic, access drop-offs and traffic flow rearrangements, new/improved pedestrian crossings, and an extension to Newgate Street connecting Kensington Place to Gloucester Street.

2.2.5 The scheme will be delivered in two main phases. Phase One will accommodate all clinical functions in Block A and B, then once these areas are operational by the end of 2024, Phase Two can proceed with the demolition of the remaining buildings, the construction of Block C, refurbishment of the Granite Block and the completion of landscaping and public realm works by 2026/7.

2.3 Site Description

2.3.1 The ‘Granite Block’ is the original hospital building on the JGH site, dating from 1860, and is a Grade 1 listed building. The rest of the JGH site has been developed in a piecemeal fashion since 1945, resulting in an uncoordinated group of buildings. The proposals will retain the Granite Block and replace all of the following elements:

- Peter Crill House (1949) - A six storey block housing training and administrative facilities, and 24 bed-sits for the use of hospital staff.
- Gwyneth Huelin Wing (1979) - A four storey block housing outpatient clinics, antenatal clinics, physiotherapy, day surgery, ENT, audiology, ophthalmology, dermatology and renal dialysis. It also has an underground car park, accessed from Newgate Street.
- 1960 Block - A five-storey wing facing The Parade, housing the Emergency Department and theatre suites.
- 1980s Block - An eight-storey building facing The Parade, housing wards, paediatric and maternity departments and the catering unit. This is the tallest block in the local vicinity at 39.6m.
- Engineering Block, Boiler House and Chimney (1980s) – facing Kensington Place.
- Laboratory Block (1980s) – in the centre of the site, housing pathology labs, pharmacy and hospital kitchens.
- Link Block (2007) – a three-storey extension providing day surgery, acute and general administration and HR functions.
- Temporary operating theatre building (2013) on the Granite Block forecourt.

3 Planning considerations

3.1 Introduction

- 3.1.1 The legal framework for the planning system in Jersey is captured in the Planning and Building (Jersey) Law 2002. The planning system is 'plan-led', and the Revised 2011 Island Plan (2014) is the primary basis for deciding planning applications, supported by supplementary guidance.
- 3.1.2 Article 19 of the Planning and Building (Jersey) Law 2002 states that in general, planning permission shall be granted where development is in accordance with the Island Plan. However, planning permission may also be granted where the proposed development is inconsistent with the Island Plan if there is sufficient justification for doing so. All material considerations shall be taken into account in the determination of an application.

3.2 Principle of development and land uses

- 3.2.1 As described in Section 1, the need for a new hospital for Jersey and the preferred site has been established by Proposition P110/2016, which contains the project brief and the site selection process. The demographic and operational needs have been well evidenced, as summarised in the supporting Case for the Future Hospital document.
- 3.2.2 The proposed location accords with Policy SCO2, which requires new healthcare development to be located within the grounds of existing healthcare facilities and within the Built-Up Area. In sustainable development terms, the location of the hospital in central St Helier also fits with the following strategic objectives:
- Contribution to the regeneration of St Helier, supporting the Island Plan sustainability objective of directing development to the Built Up Area, and recycling a large town centre brownfield site.
 - Contributing vitality and trips to St Helier's town centre, retaining activity in the town centre and helping to counteract the displacement of town centre activities to the Waterfront.
 - Improvements to navigation and legibility across this part of the town, with the provision of a new civic building that acts as a landmark, and stitches together the townscape with a more coherent building form, enhanced routes and spaces.
 - A sustainable location in transport terms – the location supports and encourages sustainable transport choices, rather than visitors and staff relying solely on car travel. This will be increasingly important as society transitions towards more sustainable lifestyles to counteract climate change.
- 3.2.3 Therefore the principle of development is acceptable in accordance with the Revised 2011 Island Plan.



Illustrative scheme - The Parade

3.3 Design



- 3.3.1 The design of a new hospital has many drivers: clinical, urban, and civic, in the sense of contributing to both place-making and community identity. It is an important environment that plays a key role in people's lives, in their health outcomes, and in the quality of experience that patients and their families receive at pivotal and often vulnerable times. Above all, it is a place that must champion the idea of wellbeing and put care at its heart.
- 3.3.2 In planning terms, design is about creating good places. Urban development of a significant scale must respond to a range of policies relating to design, character, townscape, visual impact, tall buildings and neighbourliness. The development of the current proposals has balanced these planning considerations with the needs of the clinical content of the future hospital, in pursuit of a high quality healthcare environment, and a set of landmark quality buildings that make a positive contribution to St Helier.
- 3.3.3 A thorough design process has taken place to define an appropriate scale and form of development which responds to heritage assets, local and longer views, and the relationship to other St Helier buildings. The JFH concept incorporates a series of landscaped spaces and a network of streets and spaces, which will divide the proposal into a group of buildings, and connect its internal spaces into the local streetscape, and to Westaway Court.
- 3.3.4 The proposals include therapeutic spaces that will enhance the wellbeing of the hospital's users. Around 1,300sqm of outdoor garden space, and roof decks will allow visitors and patients to enjoy access to open space. Wards will enjoy views out to sea and consist of individual rooms, which will vastly improve the privacy and end of life care that can be offered, and improve infection control. At Westaway Court, the provision of a courtyard and outdoor gym will enhance the clinical provision.
- 3.3.5 The proposals on the JGH site and Westaway Court present a much improved aspect to Parade Gardens, replacing existing unattractive buildings with high quality new frontages. This will define the hospital as a new civic landmark in the St Helier townscape and skyline.
- 3.3.6 The proposals therefore represent a positive response to the urban design context of St Helier, and the civic and clinical challenge of designing a modern hospital. As a result, they accord fully with the Revised 2011 Island Plan's design policies.

3.4 Townscape and visual impact



View looking east from the A1 roundabout west of Victoria Park (VP 10) – illustrative scheme

- 3.4.1 Consistent with the need for a hospital to be a large, civic building, the proposals will change aspects of the St Helier townscape, resulting in some beneficial and some adverse impacts. For example, the replacement of an uncoordinated group of buildings with a single architectural proposal that is lower than the 1980s Block is a benefit. Decluttering the setting of the Grade 1 listed Granite Block is also a benefit. However, there will be adverse impacts on the scale of buildings along the narrow Kensington Place, although this can be mitigated by setting back the upper levels and through façade design. The application is accompanied with a full Townscape and Visual Impact Assessment, contained in the Environmental Impact Statement, which assesses the impact of the proposals on the St Helier townscape and views from key places around the town. In balancing the various aspects, it is concluded that the net effect on townscape overall is neutral.
- 3.4.2 Policy BE5 of the Revised 2011 Island Plan prevents ‘tall buildings’, which are those greater than 18m in height or taller than neighbouring buildings by 7m, unless they can be justified in urban design terms. At 34m, the main site proposal qualifies as a tall building while the Westaway proposal at 17.9m, 6.5m higher than the adjacent Maison Le Pape building, does not. The application contains a justification for the proposal against the policy criteria. As a result of the approach to massing and the various urban design strategies employed by the proposals, it is considered that the exceptional circumstances criteria of Policy BE5 are fulfilled, and that for this important public building, a ‘tall building’ with a landmark function, is acceptable in this location. Moreover, the proposals are lower in height than the 1980s Block and chimney which are being replaced. Their removal has a substantially beneficial impact on the St Helier townscape.
- 3.4.3 Whilst there may be some areas of non-compliance with planning policy on townscape, overall the beneficial aspects balance these out to have a net neutral effect, which is considered acceptable in policy terms.

3.5 Heritage



Illustrative scheme - Granite Forecourt

- 3.5.1 The impact of the proposals on the historic environment has been carefully considered. A full assessment and understanding of the significance of the Grade 1 listed Granite Block and the other heritage assets surrounding the site, has shaped the emerging proposals, and defined how sensitive elements should be protected and enhanced. An assessment of all impacts is fully catalogued in the Heritage Impact Assessment submitted with the application.
- 3.5.2 The General Hospital (the Granite Block) is a Grade 1 listed building, which is the highest level of protection afforded to listed buildings in Jersey. The JFH proposal will have both positive and negative impacts upon the fabric and setting of this listed building, as follows:
- The proposal secures the future use of the building for non-clinical healthcare uses including offices and training, delivering a beneficial impact in continuing the building's tradition of hospital use;
 - The removal of modern glazed linking structures and the reinsertion of original style doors and windows will benefit both fabric and setting;
 - The reinstatement of the historic forecourt, to function as a therapeutic garden for patient and visitor use. High quality landscaping will replace the existing car parking and temporary theatre building, the overall impact of which will be to significantly increase the visual prominence of the listed building from Gloucester Street and the Parade;
 - Retention of the historic boundary wall on Gloucester Street respects the original setting;
 - Block B of the JFH will be a significant building sited behind the Granite Block. The scale and massing will be significantly greater than the current form of JGH, although setbacks and offsets will minimise its visibility in the Granite Block's background. While this is a significant improvement to the 2017 JFH scheme, it will still result in some adverse impact to the Granite Block's setting.
- 3.5.3 Any adverse impact is expected to be more than offset by the positive benefits outlined above.
- 3.5.4 There is potentially some adverse impact upon the setting of listed buildings in neighbouring streets. Mitigation methods will ensure the implementation of a varied and human scale street scene on Gloucester Street, Kensington Street and Elizabeth Place, and a tiered building form with setbacks. These should be capable of addressing the potential impacts.

- 3.5.5 In distant views from landmark heritage assets including Westmount, Almorah Crescent and Fort Regent, the top of the proposed hospital will be visible. However, the buildings will be lower than the existing 1980s Block and will be seen in the context of a varied townscape which already includes numerous buildings of similar height.



- 3.5.6 The Revised 2011 Island Plan gives high priority to the protection of the Island's historic environment. Taking all the above into account, the overall heritage impacts are considered to be beneficial to heritage interests.

3.6 Residential amenity

- 3.6.1 The application site is surrounded by a mix of residential and commercial properties in close proximity. The Revised 2011 Island Plan protects the amenity of neighbours, and requires development to avoid 'unreasonable harm' to levels of amenities which owners 'might expect' to enjoy, including level of daylight, sunlight and privacy.
- 3.6.2 A full assessment of the impacts on daylight and sunlight availability is submitted with the application, using the industry accepted Building Research Establishment (BRE) guidance used in England.
- 3.6.3 The outline assessment results show a number of major adverse impacts to neighbouring occupiers on Newgate Street and Kensington Place, particularly where large buildings are replacing very low scale development which is not wholly characteristic of the urban area. On Newgate Street, dual aspect flats with bedrooms facing the proposed development (Metro Apartments) form the majority of affected receptors, and these are considered less sensitive receptors than living rooms and kitchens. In these instances, some qualitative judgment about the reasonableness of the reported impacts should be applied.
- 3.6.4 Overall, the scheme performs well given that it is a large scale building. Of the 1429 receptors (windows) analysed, 84% are compliant with the BRE's daylight target. The submitted report also puts forward a justification for a lower target than 27% being suitable, based on benchmarked characteristics in the St Helier urban context (a BRE approved approach that is commonly applied in the UK). When a more contextual target of 15% VSC is assessed, 93% of receptors pass.
- 3.6.5 The scheme will lead to adverse impacts in sunlight and daylight terms, although the contextual interpretation of the results suggests that many of these impacts should be deemed 'reasonable', based

on the local urban and built context. It is accepted that residual impacts mean the development does not comply fully with the Revised 2011 Island Plan; however the applicant team have taken all possible steps to minimise these impacts to a small percentage overall, and will continue to seek solutions at the detailed design stage.

- 3.6.6 The privacy of neighbouring residential properties on Kensington Place; Newgate Street and the residential properties on Savile Street opposite Westaway Court will be protected by mitigation set out on the scheme's Design Principles. These will include the use of external brise-soleil and interstitial blinds within the glazing systems, both for solar control and for privacy. On external roof deck areas, set-back balustrades will be installed to prevent overlooking.

3.7 Transport

- 3.7.1 The JGH site is well served with transport links both within St Helier and the rest of Jersey. This sustainable location gives access to a range of sustainable transport options, and is already integrated into the St Helier traffic system, requiring only modest highway works to accommodate the proposal.
- 3.7.2 The proposals include the construction of one new half deck of parking to Patriotic Street MSCP (approximately 58 spaces). To contribute to the objective of reducing peak hour congestion by 15%, the Revised 2011 Island Plan Policy TT10 limits new off-street public parking spaces in St Helier unless the total level of public off-street parking falls below 4,000 spaces, or where new off-street parking is replacing the loss of private off-street parking. As the new Patriotic Street parking will be provided in lieu of existing parking, including 64 staff spaces, the additional half deck is compliant with Policy TT10. The policy also supports the proposed increase in the proportion of short-stay off-street parking which reduces the amount of long-stay off-street public parking.
- 3.7.3 To encourage sustainable travel, the proposal will double the level of cycle parking for staff onsite to 150 spaces, with showers and changing facilities. The proposed layout of the JFH site is designed to maximise the potential number of trips made to the hospital by walking, cycle and public transport. Proposals will also contribute to existing infrastructure for pedestrians and cycles by constructing signalised pedestrian crossings and improving footway widths.
- 3.7.4 Overall the proposals are wholly consistent with the strategic and policy objectives to accommodate the transport needs of new development, while contributing to a reduced dependence on car travel.

3.8 Environmental matters

- 3.9 The environmental impacts of the proposals, and a set of corresponding mitigation strategies, have been comprehensively assessed through a process called Environmental Impact Assessment, as required by Jersey law for a proposal of this size. The results are contained in the submitted Environmental Impact Statement. This provides the basis for ensuring that environmental effects are fully reported and mitigated, with residual effects fully understood.
- 3.9.1 In terms of energy and sustainability, a BREEAM Pre-Assessment is provided, demonstrating that the proposal will achieve a rating of Excellent, the highest category of sustainable construction.
- 3.9.2 The EIS sets out how the proposals will protect the natural environment including water resources, ecology and air quality, and guard against impacts on a range of topics such as socio-economics, waste and microclimate.
- 3.9.3 A Health Impact Assessment also addresses how the health impacts of the construction and operation of the hospital, including the construction stage impacts such as noise and dust will be controlled

4 Planning conclusion

- 4.1.1 The new proposals for the JFH seek to accommodate the level of development needed for the operation of the JFH in an appropriate form for the surrounding urban context, and which meets the policy requirements of the Revised 2011 Island Plan. The proposals represent the comprehensive redevelopment of the existing JGH site in a manner that delivers a high quality clinical facility, improving healthcare outcomes and securing benefits for the Jersey population, whilst respecting urban context.
- 4.1.2 There are positive and negative aspects of this scheme, which is inherent in a scheme of this size. The Planning Statement submitted with the application provides a full appraisal of the scheme against Revised 2011 Island Plan policies. The final stage in reaching a planning conclusion is to weigh the significance of all matters, both beneficial and adverse, to reach an overall conclusion. This process is known in planning as the 'balancing exercise'. As a result of the JFH proposals, the following adverse impacts may arise:
- Amenity (daylight) – Some major impacts on the daylight received by neighbours on Kensington Place and Newgate Street will be experienced, even after mitigation measures are applied. These adverse impacts represent a fraction of the overall performance of the scheme, but overall this is considered to be a limited breach of Policy GD1.
 - Amenity (privacy) – There may be instances where the privacy of neighbouring residents cannot be guaranteed at this stage of design development. This may lead to a limited breach of Policy GD1.
 - Heritage – there will be some adverse impacts to the setting of local heritage assets, due to the presence of larger buildings eg to Kensington Place and the background of the Granite Block. This could be considered a limited breach of Policy HE1.
 - Tall buildings – it is the view of the applicant that the proposals comply with Policy BE5 (tall buildings) via its exceptional circumstances test. The decision maker may conclude that the proposals breach Policy BE5: if so, it is considered that the harm is minor/moderate by virtue of mitigation proposed in the Design Principles.
- 4.1.3 Balanced against this, the positive benefits flowing from the scheme are as follows:
- Healthcare benefits - Provision of new healthcare facilities will meet a key strategic development need for the future healthcare and wellbeing of the Jersey population. The project is focused on the upgrade of facilities and creation of a modern 'healing place', including single inpatient rooms, which will result in significantly improved clinical outcomes.
 - Townscape benefits – The replacement of a fragmented uncoordinated arrangement of postwar buildings including the negatively perceived 1980s and 1960 blocks and the Westaway Court tower, with high-quality modern buildings will enhanced aspects of the townscape as well as town centre navigation, sense of place, and contribution to an emerging character.
 - Heritage benefits – The refurbishment, continued use and improved setting of the Granite Block, through the removal of the 1960 and 1980s blocks and modern annexes, the heritage-led reinstatement of the forecourt, and the minimising of the modern Block B in its background, on balance result in a significantly beneficial impact to the Grade 1 listed Granite Block. An improved frontage to the listed Parade Gardens is also secured.
Regeneration benefits - Contribution to the regeneration of St Helier and the sustainability objective of directing development to the Built Up Area, whilst recycling a key town centre brownfield site. The continued operation of the hospital will contribute ongoing vitality and trips to central St Helier, retaining activity in the town centre, counteracting the drawing away of trade to the Waterfront.
 - Urban design benefits - Improvements to wayfinding, public realm and legibility across this part of the town with the provision of a new central landmark, a dramatically improved backdrop to Parade Gardens and new landscaped spaces.
 - Transport benefits – The location supports and encourages sustainable transport choices and future mode shift to non car-based travel, compared to a location that relies solely on car travel.
- 4.1.4 On balance, in weighing the beneficial and adverse factors above, it is concluded that the benefits flowing from the proposal are substantial, whilst the areas of non-compliance with planning policy are considered to be limited. It is therefore clearly concluded, as a result of this balancing exercise, that the proposals are acceptable in planning terms, and represent sustainable development. Moreover, the proposals will be of substantial public benefit to the population of Jersey. As a result, planning permission should be granted in accordance with the Revised 2011 Island Plan.