

Southampton City Planning & Sustainability  
 Planning and Rights of Way Panel meeting 28 September 2010  
 Planning Application Report of the Planning and Development Manager

<b>Application address:</b>			
Southampton General Hospital, Tremona Road.			
<b>Proposed development:</b>			
Reconfiguration Of The Coxford Road Car Park And Construction Of A Deck Above To Provide Additional Parking. (114 Spaces)			
Application number	10/00921/FUL	Application type	FUL
Case officer	Andy Amery	Public speaking time	15 minutes
Last date for determination:	13 October 2010	Ward	Coxford
Reason for Panel referral	Major development	Ward Councillors	Cllr Morrell Cllr Thomas Cllr Walker

<b>Applicant:</b> Southampton University Hospitals Nhs Trust	<b>Agent:</b> Mrba
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<b>Recommendation Summary</b>	<b>Conditionally approve</b>
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<b>Appendix attached</b>			
1	Planning Policies		

**Reason for Granting Permission**

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. The provision of additional car parking spaces within the allocated campus of Southampton General and Princess Anne Hospitals to make up some of the currently permitted shortfall of parking on the site is fully in accordance with Policy CS10 of the Core Strategy and Policy HC1 of the City of Southampton Local Plan Review which promotes and safeguards the Hospital site for the development of Healthcare and support facilities. Other material considerations such as light pollution, visual impact, loss of privacy, noise disturbance, air quality and impact on ecology have been mitigated through the design of the car park and do not have sufficient weight to justify a refusal of the application. on the site In

accordance with Section 38 (6) of the Planning & Compulsory Purchase Act 2004 Planning Permission should therefore be granted.

“Saved” Policies – SDP1, SDP5, SDP7, SDP9, SDP10, SDP12, SDP15, SDP16 and HC1 of the City of Southampton Local Plan Review - Adopted March 2006 as supported by the adopted LDF Core Strategy (2010) policies CS10, CS13 and CS22, and the Council’s current adopted Supplementary Planning Guidance. National Planning Guidance contained within PPS1 (Delivering Sustainable Development) and PPG13 (Transport) are also relevant to the determination of this planning application.

## **Recommendation in Full**

### **Conditionally approve**

#### **1. The site and its context**

1.1 The General Hospital is located 4km to the north west of the City centre in the Coxford area of the city. The Southampton University Hospitals Trust, who own and operate the site, provides health care facilities to over half a million people on an annual basis and employ 7,500 members of staff. It is a site of regional and national importance for healthcare, research and teaching.

1.2 The site is tightly constrained being surrounded by residential roads on all sides. The limited site area combined with the continual need to provide new and improved healthcare facilities served by appropriate transport options means that development proposals have to be carefully managed. The Trust has therefore developed a Vision document and an Estates Strategy to guide new development up to 2020.

1.3 At the present time the Hospital has authorisation to provide up to 3120 car parking spaces across the General and Princess Anne Campuses. This figure does not include an additional 120 park and ride spaces currently operated by SUHT at Lordshill. At the present time, due to site area constraints and continuous development pressures, only a maximum of 2737 spaces are capable of being provided, of which at any one time, some may not be available or accessible.

1.4 The most recent data for August 2010 indicates up to 98 of the 2737 on site spaces not being able to be utilised bringing a total shortfall of the total number of spaces permissible up to 481 spaces.

#### **2. Proposal**

2.1 The proposal seeks to provide a long-term solution to reducing the shortfall of spaces by the provision of a raised deck car park in the western corner of the site.

2.2 A total of 114 additional spaces would be provided

2.3 The maximum height of the structure, including the privacy screen to avoid overlooking and car headlights disturbing neighbours is 5m above ground level. The height of the lighting columns serving the car park would be 8m above ground level which is similar to the height of the lighting columns used in the open air surface columns along the south-west boundary of the site backing onto houses and flats in Laundry Road.

2.4 The closest residential property at 132 Coxford Road would be 10m away from the external wall of the raised deck car park. The rear of houses in Laundry Road are 35m away and the front elevations of houses the opposite side of Coxford Road to the north are 25m away. The existing surface level car parks immediately about the rear boundary's of houses and flats in Laundry Road.

2.5 The car park would be for staff permit holders only and would be accessed from the existing internal access roads which already benefit from barrier access controls to ensure proper management of the on-site parking areas.

2.6 The proposals would therefore potentially free-up 114 parking spaces in the main car park which is used by visitors and staff.

### **3.0 Relevant Planning Policy**

3.1 The Development Plan for Southampton currently comprises the "saved" policies of the City of Southampton Local Plan Review (March 2006) and the City of Southampton Core Strategy (January 2010). The most relevant policies to these proposals are set out at **Appendix 1**.

### **4.0 Relevant Planning History**

4.1 Accompanying the planning application in 2002 (02/01358/Ful) for an additional storey to be provided to the main multi-storey car-park was a s106 agreement which formed the basis for the management of car parking on the site.

4.2 An audit of spaces undertaken as part of that application identified the total number of spaces available on the site at that time. Since that date any additional parking spaces had to be attributable to new development providing parking in accordance with our adopted standards.

4.3 The current permitted total stands at 3120 of which currently up to a maximum of 2737 can be accommodated within the overall campus. The layout of the site dictates that car parking is generally limited to the periphery of the site with the central core and other zones being dedicated to building infrastructure.

4.4 Mention has been made to a previous planning consent on the site by both the applicant and one of the neighbours. That consent, 06/00560/Out was an outline consent comprising the principle of a new Oncology centre with a decked car park facility. That consent was not implemented and has expired. It has no direct relevance to this application and was considered under earlier, now superseded policies. It is neither a precedent for the currently proposed car park but equally the conditions set out in that application, which also involved significant building works, are not a precedent for the type and range of conditions that should be appropriately imposed on this current scheme.

## **5.0 Consultation Responses and Notification Representations**

5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was also undertaken which included notifying 61 adjoining and nearby landowners, placing a press advertisement and erecting a site notice. At the time of writing the report **4** representations have been received from surrounding residents.

### **5.2 Objections**

Loss of light

Loss of Privacy

Increase in traffic to the area including surrounding roads making access to peoples homes difficult or dangerous.

Additional Pollution

No Air Quality assessment provided as required by a condition of an earlier car park proposal.

No provision for cycle storage

No CCTV provided

Height of car park would be visually dominant

Immediate neighbours health problems will be affected by additional emissions from more cars on the site in immediate proximity to that property.

Impact on Ecology in particular nesting House Sparrows.

Crime and safety issues and potential mis-use by skateboarders etc

Noise disturbance

No additional need for additional parking spaces demonstrated

No alternative locations considered for the car park

No pedestrian routes have been identified as conditioned on previous car park applications

These matters are addressed in Section 6 of this report.

5.5 **SCC Highways** – Support the proposals as part of the wider initiatives being explored by the Hospital and the City Council to deliver a workable transport strategy for the site.

5.6 **SCC Environmental Health (Pollution & Safety)** – No objection is raised to the proposed lighting which is designed to direct light downwards onto the car-park deck. The lighting columns proposed on

the raised deck are no higher than existing lighting columns used on the surface car parks or closer to adjoining residential properties.

5.7 **Ecology** – The proposals are very unlikely to have any impact on protected species or ecology in general. The site is already a hard-surface car park.

## **6.0 Planning Consideration Key Issues**

6.1 The key issues for consideration in the determination of this planning application are:

- i. Principle of Development
- ii Impact on the amenities and health of Neighbours
- iii Need for additional car parking
- iv Alternative potential locations
- v Impact on surrounding road network

## **6.2 Principle of Development**

6.2.1 The application seeks to provide additional car parking to address a current shortfall in the number of already permitted parking spaces provided on the site. Access to the site for both staff and visitors/patients is essential to ensure the efficient functioning of the hospital and delivery of healthcare to the region. Parking is just one element of a complex transport strategy for the site which includes delivery of other non-car options such as public transport, cycle facilities, park and ride, car sharing and management of staff parking permits.

6.2.2 Such a facility is in compliance with the requirements of saved policy HC1 of the City of Southampton Local Plan and Policy CS 10 of the Core Strategy.

## **6.3 Impact of the Amenity of adjacent and nearby residents**

6.3.1 The most affected neighbour is the occupier of 132 Coxford Road whose property is located at it's closet point just 10m to the north-west of the raised deck of the car park.

6.3.2 The occupier of this and adjacent properties in Coxford Road will be impacted upon as a result of these proposals. These properties in Coxford Road do sit on slightly lower ground than the hospital site and therefore any development in the immediate vicinity has potential implications for shadowing during the morning period, loss of outlook and a feeling of being enclosed.

6.3.3 As part of the continuing masterplan work being undertaken on the site, officers indicated that this corner of the site only had the potential to be developed at two storey level because of the possible impact on neighbours. The height of the raised deck reflects this assessment. At 5m high it is equivalent to a two storey flat roofed building in height and therefore lower

than the typical height of the houses adjacent to it. The alignment of the raised deck means that only one corner of the deck comes closest to the adjacent property with the other elevations directed away from that property.

6.3.4 This mitigates the visual impact and avoids the sense of enclosure, loss of outlook and potential overshadowing that would have occurred had the elevation of the raised deck run parallel to the rear boundary of that and adjacent properties.

6.3.5 The screen provided to all external elevations of the deck avoids lights from cars spilling into habitable room window on adjacent houses and acts as a privacy screen between activity on the deck and the rooms and gardens of surrounding houses.

6.3.6 An air quality assessment has not been provided with the application. The proposals represent an increase of 5% in on-site parking which is not considered to represent a significant additional impact on transport activity or emissions coming from the site. The car-park is located to the east of the nearest houses and with prevailing winds generally from the south-west, any additional emissions will generally dissipate to the north-east away from these houses.

6.3.7 The lighting columns on the deck will also be visible from the adjacent houses. However, these columns will be no higher than existing columns on the site and will be designed more efficiently than the older style columns to ensure light is directed downwards and spillage is minimised.

6.3.8 The car-park will be used for staff only and will be managed and controlled by the Hospital Trust to ensure misuse by those who should not be present on the site does not occur.

6.3.9 Taking into account all the above factors, whilst acknowledging that the occupiers of these houses, and 132 in particular, will be most affected, on balance the impact is not considered to be harmful.

6.3.10 The raised deck is some 35 metres from the rear of houses and flats in Laundry Road. This separation distance combined with the privacy screen and other design matters will ensure that whilst the deck and the lighting columns will be visible from the rear of these properties, residential amenity will not be harmed.

#### **6.4 Need for Additional Car Parking**

6.4.1 For any Hospital to function effectively adequate access must be available for staff, patients and visitors. The location of the site acknowledged by all to be tightly constrained being surrounded by residential roads on all sides. This combined with the very limited site area and the continual need to provide new and improved healthcare facilities, served by appropriate transport options, means that development proposals have to be carefully managed. This is particularly so given the Major Trauma status of the Hospital

and the fact that Southampton University Hospitals Trust, who own and operate the site, provides health care facilities to over half a million people on an annual basis and employ 7,500 members of staff. It is a site of regional and national importance for healthcare, research and teaching.

6.4.2 The provision of adequate car parking is just one element of the overall transport strategy for the site which is continually monitored and reviewed. Contrary to some representations the Hospital does operate a park and ride facility which currently provides 120 spaces at Lordshill. Additional park and ride facilities are part of the review of the overall transport strategy but not directly related to this application. There are currently over 600 cycle spaces and 55 motor-cycle spaces provided across the campus. 45 additional cycle spaces being provided in May 2010.

6.4.3 However, the basis of this application is that through the mechanism of the original s106 agreement and subsequent planning permissions for new developments on this site the Hospital are not currently able to provide full quota of parking spaces permitted. The additional 114 spaces provided as part of this application are therefore already justified in terms of need on planning grounds.

## **6.5 Potential alternative locations**

6.5.1 The site is recognised as being very tightly constrained. The masterplan needs to achieve a site layout that can accommodate the construction of new buildings to deliver new and improved healthcare facilities across the campus with efficiencies of internal space, whilst at the same time satisfying the planning requirements of appropriate car-parking, landscaping and safe circulation routes around the campus.

6.5.2 This inevitably results in the need for parking to be at the periphery of the site so to allow the central core and other areas to be developed for new healthcare buildings.

6.5.3 Space within the site being at a premium also dictates that the existing surface level car parks are not an effective use of a scarce resource and an inefficient use of land.

6.5.4 In order to meet all these competing demands it is inevitable that raised car-parks of appropriate design will be sought. The current layout of the internal access roads and the configuration of the existing car parks and the proposed deck car park mean that this location has least impact on hospital operations.

6.5.5 Alternative locations would be restricted to surface car park areas along the rear of Laundry Road which at the present time would have implications for the design of internal access roads and the layout of the existing car-parks.

6.5.6 This site therefore meets the operational needs of the Hospital and should therefore be judged on whether its impact on adjacent occupiers is acceptable rather than whether it should be located elsewhere.

## **6.6 Impact on Surrounding Road network**

6.6.1 The Council's transport officers have assessed the application and do not consider that the additional 114 spaces to be provided, which already effectively have planning consent from earlier developments but are currently unable to be accommodated on the site, will not have any significant impact on the surrounding road network or on highway safety.

## **7.0 Summary**

7.1 The proposals will make up some of the existing shortfall in existing permitted parking spaces across the site. The location best meets the Hospital's operational needs. The height of the deck is typical of a two storey building which is assessed as appropriate for this part of the site taking into account the proximity to houses. The design includes privacy screens and efficiently designed lighting to avoid wider light spillage. The management of the raised deck is down to the Hospital to avoid mis-use. Whilst there will be an impact on nearby residents, and in particular the occupier of 132 Coxford Road, this is not judged to be harmful.

## **8.0 Conclusion**

8.1 Subject to appropriate conditions planning permission should be granted.

## **Local Government (Access to Information) Act 1985**

### **Documents used in the preparation of this report Background Papers**

1(a), 1(b), 1(c), 2(b), 2(c), 2(d), 3(a), 6(c), 6(h), 7(a), 8(a), 9(a), 9(b) 10(a) and 10(b)

## **AA for 28/09/2010 PROW Panel**

### **PLANNING CONDITIONS**

#### **01. APPROVAL CONDITION – Full Permission Timing Condition – Physical Works**

The development works hereby permitted shall begin not later than three years from the date on which this planning permission was granted.

Reason:

To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).

#### **02. APPROVAL CONDITION - Hours of work for Demolition / Clearance / Construction [Performance Condition]**

All works relating to the demolition, clearance and construction of the development hereby granted shall only take place between the hours of;

Monday to Friday 08:00 hours to 18:00 hours (8.00am to 6.00pm)

Saturdays 09:00 hours to 13:00 hours (9.00am to 1.00pm)

And at no time on Sundays and recognised public holidays.

Any works outside the permitted hours shall be confined to the internal preparations of the buildings without audible noise from outside the building, unless otherwise agreed in writing by the Local Planning Authority.

Reason:

To protect the amenities of the occupiers of existing nearby residential properties.

03. APPROVAL CONDITION - Details of building materials to be used [Pre-Commencement Condition]

Notwithstanding the information shown on the approved drawings and application form no development works shall be carried out unless and until a schedule of materials and external finishes including colour to be used for external walls including privacy screen has been submitted to and approved in writing by the Local Planning Authority. Development shall be implemented and maintained only in accordance with the agreed details.

Reason:

To enable the Local Planning Authority to control the development in detail in the interests of amenity by endeavouring to achieve a building of visual quality.

04. APPROVAL CONDITION - Use of Car-park by Staff only - Performance Condition

The car park shall only be used by staff entitled to parking permits as identified within the Hospital Transport Strategy.

REASON

To ensure the use of the car park is limited to those staff for whom other transport options delivered through the transport strategy are impractical given the need to ensure the effective delivery of healthcare and related services on the site.