

**Planning, Transport & Sustainability Division**  
**Planning and Rights of Way Panel 24<sup>th</sup> June 2014**  
**Planning Application Report of the Planning and Development Manager**

<b>Application address:</b> Southampton General Hospital, Tremona Road			
<b>Proposed development:</b> Replacement of existing ground level car park and erection of a two tiered, fast park car park			
<b>Application number</b>	14/00574/FUL	<b>Application type</b>	FUL
<b>Case officer</b>	Mathew Pidgeon	<b>Public speaking time</b>	15 minutes
<b>Last date for determination:</b>	10/07/2014	<b>Ward</b>	Shirley
<b>Reason for Panel Referral:</b>	Major planning application subject to objection	<b>Ward Councillors</b>	Cllr Chaloner Cllr Coombs Cllr Kaur

<b>Applicant:</b> Southampton University Hospital NHS.	<b>Agent:</b> Bell Cornwell Chartered Town Planners
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<b>Recommendation Summary</b>	<b>Conditionally approve</b>
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<b>Community Infrastructure Levy Liable</b>	<b>Not applicable</b>
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**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 the two tiered car park within the allocated campus of Southampton General and Princess Anne Hospitals is required to free up space within the site for additional development to ensure that the hospital remains a world class centre for treatment and research. The proposal 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, privacy, noise, disturbance localised congestion and air quality have been considered and have been mitigated through the design of the car park and do not have sufficient weight to justify a refusal of the application; and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus planning permission should therefore be granted. In reaching this decision the Local

Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by paragraphs 186-187 of the National Planning Policy Framework (2012).

“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.

<b>Appendix attached</b>	
1	Development Plan Policies
2	Relevant Planning History

## **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/Shirley area of the city and is a site of regional and national importance for healthcare, research and teaching. 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 full time equivalent members of staff.
- 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 3240 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 Southampton University Hospital Trust at Lordshill or the further space provided at B&Q Nursling. At the present time, due to site area constraints and continuous development pressures, the maximum number of parking spaces allowed are not provided on site.

#### **2 Proposal**

- 2.1 The proposal seeks to provide a new two level car park on the south west edge of the hospital site adjacent to Laundry Road. The proposal is required so that the current car parking arrangement within the site can be redistributed. This will enable the current disabled car parking area to be vacated and in its place a world class cancer sciences research facility provided. The research facility will be the subject of a future planning application.
- 2.2 The proposed position of the two level car parking area is currently used for surface level car parking and therefore the nature of the use will not alter,

however the concentration of cars parked on the application site will increase from 155 to 261; a net gain of 106. The scheme will however only result in a net gain across the whole of the hospital site of 23 car parking spaces.

- 2.3 The structure would have the same design and use the same materials as the decked car-park which exists on site at present (please refer to section 4 below). The maximum height of the structure, including the privacy screen to avoid overlooking and car headlights disturbing neighbours, is 5.5m above ground level. The height of the lighting columns serving the car park would be 7.5m 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 position of the car park would be on the north east side of Laundry Road opposite properties 2 to 26 Laundry Road (evens only). As such the proposed car park would be at least 5m from the boundary of the site with Laundry Road and 16.5m from the front elevation of those properties opposite.
- 2.5 The car park would be for staff permit holders only and would be accessed from the existing internal roads which already benefit from barrier access controls to ensure proper management of the on-site parking areas. Access to the upper deck would be from a ramp adjacent and parallel to Laundry Road. The access to both ground and first floor would be from the internal access road. There are no newly proposed access arrangements into the hospital site as a consequence of the development.

### **3 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**.
- 3.2 The National Planning Policy Framework (NPPF) came into force on 27<sup>th</sup> March 2012 and replaces the previous set of national planning policy guidance notes and statements. The Council has reviewed the Core Strategy to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.

### **4 Relevant Planning History**

- 4.1 In 2002 planning permission was granted for the erection of additional floor to a multi-storey car park on site, reconfiguration of the layout to the internal road network and new landscaping. A Section 106 legal agreement accompanied the permission and now forms 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 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 The recently approved and now operational decked car park (10/00921/Ful) was extended by planning permission 11/01270/Ful. The applications contribute towards the long term long term management of parking on the site. Given the limited site area and the potential for future capital investment large areas of surface parking are not an efficient use of space. The current application represents the next stage of the strategic approach to parking management.
- 4.5 **Appendix 2** demonstrates that there is a constant requirement to review and amend the parking on site in order to make facilitate the long term positive advance of the hospital.

## **5 Consultation Responses and Notification Representations**

- 5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners, placing a press advertisement (18/04/2014) and erecting a site notice (17/04/2014). At the time of writing the report **5** representations have been received from surrounding residents. The following is a summary of the points raised:

- 5.2 *Use of Laundry Road by hospital staff travelling west after exiting from the Tremona Road site entrance. Staff park in surrounding streets irrespective of on-site parking availability. Highways safety concerns.*

RESPONSE. Whilst dealing with the planning application the Council cannot control where staff park or the route used to get to and from the hospital. The scheme does not result in additional staff being employed at the hospital therefore it will not lead to significant increase in traffic.

- 5.3 *Building of the fast park system will not solve the parking problem in surrounding streets. Un-justified proposed additional car park deck. There are more appropriate places within the site. Site is insufficient in size for continued development.*

RESPONSE. The scheme proposed is not designed to address parking concerns of local residents. The development enables new buildings to be constructed within the site where surface level parking currently exists. The purpose will be to create a world class cancer sciences facility.

- 5.4 *Un-attractive design. In-consistent design strategy across the site e.g materials and colours.*

RESPONSE. The separation distance from the road edge and properties on the opposite side of Laundry Road, coupled with the landscaped border of the hospital site together mitigates harm caused by the structure.

- 5.5 *Increase in fumes and emissions which puts health at risk. Impact of light pollution. Noise generated by the access ramp.*

RESPONSE. The Environmental Health Team have been consulted and their comments will be updated at the Panel meeting. It is anticipated that, as the Environmental Health Officer did not object to the earlier car park application, no objection will be raised to this similar scheme.

5.6 *Overlooking of neighbouring properties.*

RESPONSE. A screen is proposed at first floor level on the edge of the building that will prevent users of the car park from looking at residential properties.

**5.7 Consultation Responses**

5.8 **SCC Highways** - Southampton University Hospital is at the beginning of a chain of events which trigger the need to clear space adjacent to the University Research building. This has resulted in the need for disabled parking spaces to be relocated. The main car park will be modified to re-provide these spaces, and an additional surface level car park will be provided adjacent to the Oncology block to ensure that visitor spaces are not compromised within the hospital campus. There will be no loss of spaces.

5.9 Southampton University Hospital are working hard to ensure that the public car park is kept clear for visitors, and the number of staff permitted to park there is minimised. The hospital aim to only permit emergency staff to park within the public car park, this being consultants required at short notice or maintenance staff called as an emergency to repair failed equipment.

5.10 The hospital travel planning team have worked closely with their staff, supported by the Council, and have found new incentives to encourage alternative modes of transport and more efficient use of private cars by means of car sharing initiatives. As a consequence there has been a reduction in staff requiring parking permits.

5.11 The hospital continues to work closely with the Council to ensure that the overall transport strategy achieves a reduction in demand for parking, reduction of patient perception of lack of parking on site and to relieve the pressure on the highway network.

5.12 There are no objections to the current scheme in terms of highway safety.

**5.13 SCC Environmental Health (Contaminated Land)**

5.14 The proposal is for the construction of a two tiered car park. This is not regarded as a sensitive land use; however the mobilisation of contaminants that may be present on the site could present a risk to human health and / or the wider environment during the construction phase.

5.15 Land contamination hazards associated with such land uses includes inorganic chemicals, metals and metalloid compounds and hydrocarbons. Consequently there exists the potential for such hazards to significantly impact upon the development. Therefore if planning permission is granted a condition should be added to ensure that the risk of harm from contaminants is minimised should contaminants be discovered during construction works.

## 5.16 **SCC Tree Officer**

5.17 Supportive of the development and would like to see the following section from the Planning Support statement conditioned:

*Landscaping 1.13 The existing 2m landscaping strip will be retained along with the existing 2m high close boarded fence along the north eastern side of Laundry Road as part of the existing and established landscaping strategy of the hospital as a whole. This is consistent with the Trust's strategic landscape strategy 2005 to 2015.*

Recommend the following conditions:

- Vegetation retention and protection [Pre-Commencement Condition]
- Overhanging tree loss [Performance Condition]

## **6 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 Operational requirements
- iv Impact on surrounding road network

### 6.2 Principle of Development

6.3 The position of the application is within the allocated hospital site, as defined by the Southampton City Council Local Plan Review. Southampton General Hospital is of significant importance to the city. The Council actively encourage and promote, through its adopted policies, continued modernisation of health care facilities at the same time as managing the travel needs for hospital staff and patients.

6.4 Access to the site for staff, visitors and 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.

6.5 The result of the new dual level car parking as proposed would be an increase of 23 parking spaces within the site. The additional parking numbers would not lead to an increase over the agreed 3240 spaces. Accordingly the principle of the development is not opposed.

### 6.6 Impact on the amenities and health of neighbours

6.7 The most affected neighbours by the physical form of car park deck are those in Laundry Road whose properties are located at least 16.5m from the raised deck of the car park.

6.8 The two storey height of the structure is equivalent to a two storey flat roofed building in height and therefore would be lower than the height of typical houses

within the neighbourhood. The separation distance from the properties on Laundry Road along with the landscaped boundary to the hospital site, also help to reduce the visual impact. Whilst at 65m long the car park will change the street scene its location in close proximity to other hospital buildings is deemed to be entirely appropriate.

- 6.9 The Council have supported another dual level car park positioned adjacent to residential accommodation within the site. The proposed car park is very similar in height to that of the existing car park and therefore issues of visual impact will be similar.
- 6.10 The use of privacy screens has been successful on the existing deck on site to avoid overlooking and the potential negative impact from car headlights. The privacy screen also prevents activity on the deck from being seen from habitable rooms opposite.
- 6.11 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.
- 6.12 An air quality assessment has not been provided with the application. The proposals represent a very minor increase of 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 north 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.
- 6.13 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.
- 6.14 The raised deck is some 16.5m from the 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 residential amenity will not be harmed.
- 6.15 Operational requirements
- 6.16 For any hospital to function effectively access must be available for staff, patients and visitors. The location of the site is acknowledged to be tightly constrained as it is 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, provide health care facilities to over half a million people on an annual basis and employ 7,500 full time equivalent members of staff. Thus new development and facilities within the hospital often have an implication for parking on the site.

- 6.17 The site's 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.
- 6.18 The overall transport strategy for the site is continually monitored and reviewed; and whilst alternative modes of transport are encouraged parking for some private cars must also be provided on site as part of the overall strategy.
- 6.19 The Hospital also operates a park and ride facility which currently provides 120 spaces at Lordshill and approximately 100 spaces at B&Q. Additional park and ride facilities are part of the review of the overall transport strategy but are not directly related to this application. In addition the hospital provides motor cycle parking and in excess of 600 cycle parking spaces. Due to continued work by the trust there is also now a decline in applications for parking permits by staff, and fewer staff are applying to renew permits due to car sharing initiatives and the availability of other means of more sustainable travel.
- 6.20 The nature of the site and its use 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. 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 is an inefficient use of land.
- 6.21 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 the least impact on hospital operations, but not at the expense of existing residential amenity for the reasons outlined in this report.
- 6.22 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 or not it should be located elsewhere.
- 6.23 Impact on Surrounding Road network
- 6.24 The Council's highways officers have assessed the application and do not consider that the additional 23 spaces that are to be provided will have a significant impact on the surrounding road network or on highway safety.

## **7 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 Hospitals' 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 misuse. Whilst there may be some impact on nearby residents this is not judged to be harmful.



## **8 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), 1 (d) 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)

**MP3 for 24/06/2014 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 Clearance / Construction [Performance Condition]

All works relating to the 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 of the hospital 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.

#### 05. APPROVAL CONDITION- Unsuspected Contamination [Performance Condition]

The site shall be monitored for evidence of unsuspected contamination throughout construction. If potential contamination is encountered that has not previously been identified no further development shall be carried out unless otherwise agreed in writing by the Local Planning Authority.

Works shall not recommence until an assessment of the risks presented by the contamination has been undertaken and the details of the findings and any remedial actions has been submitted to and approved by the Local Planning Authority.

Any changes to the agreed remediation actions will require the express written consent of the Local Planning Authority.

Reason: To ensure any land contamination not previously identified is assessed and remediated so as not to present any significant risks to human health or, the wider environment.

#### 06. APPROVAL CONDITION - vegetation retention and protection [Pre-Commencement Condition]

No development, including site works of any description, shall take place on the site unless and until all the existing bushes, shrubs, and hedgerows to be retained (including the existing 2m landscaping strip and 2m high close boarded fence along the north eastern side of Laundry Road) on the site have been protected by a fence to be approved in writing by the Local Planning Authority erected around each area of vegetation at a radius from the stem or stems of 5 metres or such other distance as may be agreed in writing by the Local Planning Authority. Within the area so fenced off the existing ground levels shall be neither raised or lowered and no materials, temporary buildings, plant machinery, rubble or surplus soil shall be placed or stored thereon without the prior written approval of the Local Planning Authority. If any trenches for services are required in the fenced off areas they shall be excavated and backfilled by hand and any roots encountered with a diameter of 25mm or more shall be left un-severed.

Reason: To ensure the retention and maintenance of vegetation which is an important feature of the area.

#### 07. APPROVAL CONDITION - Overhanging tree loss [Performance Condition]

For the duration of works on the site no trees on or overhanging the site shall be pruned/cut, felled or uprooted otherwise than shall be agreed in writing by the Local Planning Authority. Any tree removed or significantly damaged, other than shall be agreed, shall be replaced before a specified date by the site owners /site developers with two trees of a size, species, type, and at a location to be determined by the Local Planning Authority.

Reason: To secure a satisfactory setting for the proposed development and to ensure the retention, or if necessary replacement, of trees which make an important contribution to the character of the area.

Note to Applicant:

Signage should be erected on site to direct visitors to the surface level car park adjacent to the oncology block.

The Hospital Trust is reminded to operate in accordance with the travel plan to reduce staff demand for parking permits and prevent the need for staff to use public car parks to ensure that the risk of traffic queuing, which could affect the public highway is kept to a minimum.

Three disabled bays should be provided within the surface level car park adjacent to the oncology unit so that provision is made for taller vehicles to park within the hospital grounds.

**POLICY CONTEXT**

Core Strategy - (January 2010)

CS10	A Healthy City
CS18	Transport: reduce – manage- invest
CS19	Car and Cycle Parking

City of Southampton Local Plan Review – (March 2006)

SDP1	Quality of Development
SDP5	Parking
SDP7	Urban Design Context
SDP9	Scale, Massing & Appearance
SDP10	Safety & Security
SDP11	Accessibility & Movement
SDP12	Landscape & Biodiversity
SDP15	Air Quality
SDP16	Noise
HC1	Hospital related development

Other Relevant Guidance

The National Planning Policy Framework 2012

**Relevant Planning History**

11/01270/Ful - Demolition of the Transport Depot Building and extension of the adjoining Fast Park Car Park to create new ground and first floor parking. – Conditionally Approved.

10/01753/FUL - Demolition of 7-11 Laundry Road (Elmwood Court) and reconfiguration of car park to provide an additional 26 car parking spaces with associated lighting (relocation of existing light columns). - Conditionally Approved.

10/00921/FUL - Reconfiguration of the Coxford Road Car Park and construction of a deck above to provide additional parking. – Conditionally Approved.

09/00272/FUL - Rationalisation and re-grading/surfacing of existing car park in southern corner of the site to provide additional 32 spaces and new lighting and cctv fittings. – Conditionally Approved.

08/00412/FUL - Creation of 24 new car parking spaces within the existing hospital car park following the demolition of 21 Laundry Road and an existing squash court. - Conditionally Approved.

07/00373/FUL - Creation of 6 car parking spaces on the site of 125 Tremona Road and changes to the layout of car parking and landscape on the site of Block 6 as approved under permission 05/00159/FUL. - Conditionally Approved.

06/00560/OUT - Demolition of the Victoria House building and erection of a new building as the final phase of the oncology centre with additional car parking to be provided within an additional deck to the multi-storey car park and in parking decks above the Laundry site and Coxford Road Car Parks (Outline application seeking approval for the siting of buildings and the means of access). – Conditionally Approved.

05/00159/FUL - Construction of a 63 space car park. - Conditionally Approved.

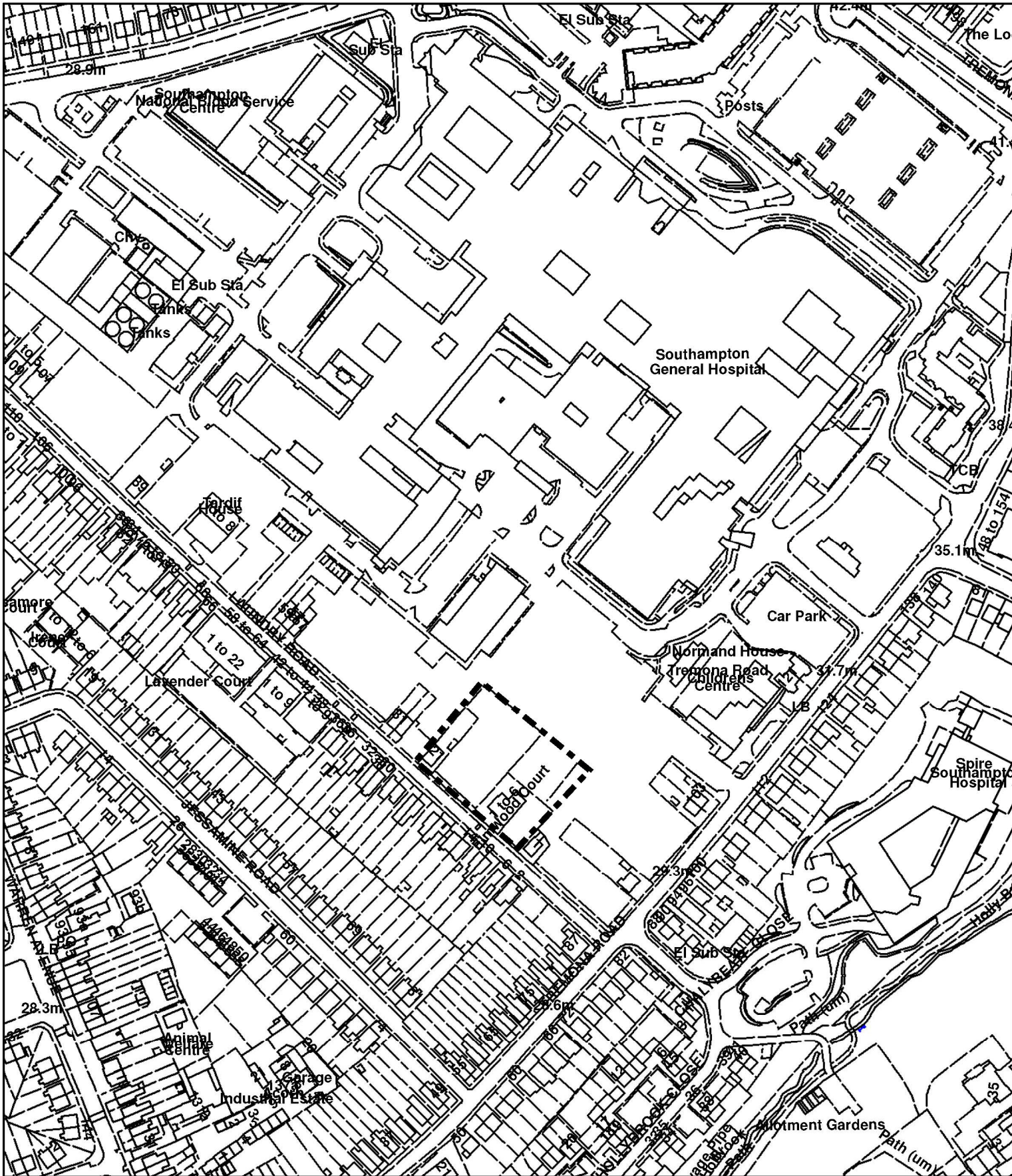
04/01360/FUL - Demolition of existing property and reconfiguration of existing parking to create additional 30 car-parking spaces. Conditionally Approved.

03/01802/FUL - Erection of single storey extension to the existing Oncology Unit (Phase 2A) with replacement car park. - Conditionally Approved.

03/01751/FUL - Creation of an additional 143 car parking spaces from the demolition of 89 Tremona Road, 17-19, 65-69, 85-87, 95-105 Laundry Road and School of Medicine and adjoining Social Club. (Departure From Local Plan). - Conditionally Approved.

02/01358/FUL - Erection of additional floor to multi-storey car park, reconfiguration of internal road layout and new landscaping to front of Centre Block. - Conditionally Approved.

# 14/00574/FUL



Scale: 1:2,500

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