

**Southampton City Planning & Sustainability  
 Planning and Rights of Way Panel meeting 25 October 2011  
 Planning Application Report of the Planning and Development Manager**

<b>Application address:</b> Southampton General Hospital, Tremona Road.			
<b>Proposed development:</b> Demolition of the Transport Depot Building and extension of the adjoining Fast Park Car Park to create new ground and first floor parking. (94 additional Spaces)			
<b>Application number</b>	11/01270/Ful	<b>Application type</b>	FUL
<b>Case officer</b>	Andy Amery	<b>Public speaking time</b>	15 minutes
<b>Last date for determination:</b>	13 October 2010	<b>Ward</b>	Coxford
<b>Reason for Panel referral</b>	Major development	<b>Ward Councillors</b>	Cllr Morrell Cllr Thomas Cllr Walker
<b>Applicant:</b> Southampton University Hospitals NHS Trust		<b>Agent:</b> Mr Mark Burman (Mrba)	
<b>Recommendation Summary</b>	<b>Conditionally approve</b>		

<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 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 SUHT at Lordshill. At the present time, due to site area constraints and continuous development pressures, only a maximum of 3169 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 2011, following recent car park only permissions, indicates a shortfall of 71 spaces. However, this figure regularly fluctuates and there is often a greater shortfall.

#### **2. Proposal**

- 2.1 The proposal seeks to extend the recently approved decked car park (114 spaces granted under planning permission 10/00921/Ful) as part of a long-term solution to reducing the shortfall of permitted parking spaces on the site. The works would require the demolition of the existing Transport Depot – a single storey building previously used for maintenance of vehicles.
- 2.2 A total of up to 94 additional spaces would be provided (37 spaces at ground level and 57 on the upper decked area).
- 2.3 The structure would be similar in design and materials to the decked car-park already approved. 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 rear of houses in Laundry Road are approximately 30m away. As the proposed extension to the deck sits behind the approved and constructed decked area it would not be visible from houses in Coxford 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. Access to the upper deck would be from the existing ramp facing the rear of houses in Laundry Road. The access to the ground level car park would be from the internal access road served directly from the existing priority junction in Coxford Road.
- 2.6 The proposals would therefore potentially free-up 94 parking spaces in the main car park which is used by both visitors and staff.

### **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 policies of the South East Plan, Southampton’s Core Strategy and Local Plan Review have been taken into account in the consideration of this application. The Core Strategy is in general conformity with the South East Plan, and it is not considered that the policies in the South East Plan either conflict with or add particular weight to the policies in the Core Strategy for this application. Consequently only the local statutory development plan policies (Core Strategy and Local Plan Review) have been cited in this report.

### **4. 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 3240 of which currently up to a maximum of 3169 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 The recently approved and now operational decked car park (10/00921/Ful) was the first phase at looking at a long term solution 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.

## 5. 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 1 representation has been received from surrounding residents.

### 5.2 Objections

- The planning application highlights surplus parking spaces
- The existing Coxford Road junction will be operating at full capacity
- The capacity and arrangements for this junction should be reviewed as part of this application and not at a later date
- The Hospital had previously indicated that the decked car park was a temporary solution but this now appears to be an early phase of a permanent solution
- Access to adjacent residential properties will become more difficult due to increased congestion
- The increase in traffic will cause safety problems for pedestrians who need to cross that junction
- Increase in fumes and emissions which puts health at risk.

These matters are addressed in Section 6 of this report.

- 5.3 **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 including additional visitor spaces being freed up in the entrance car park as a result of reducing the current shortfall of staff parking. The capacity issue of the junction on Coxford Road is noted but this can be done as a proper review over a period of time (suggested that this be 6 months after the car park becomes operational) to identify what measures, if any, need to be implemented. It is not considered that the application be delayed or refused on the grounds of lack of capacity of this junction as there is no evidence that this is the case.

- 5.4 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.

## **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. 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 on the amenities and health of Neighbours**

- 6.3.1 The most affected neighbours by the physical form of car park deck are those in Laundry Road whose properties are located 30m from the raised deck of the car park. The use of privacy screens has been successful on the existing deck to avoid overlooking. The height of the car park deck is similar to that of the existing car park and therefore issues of visual impact will be similar.

- 6.3.2 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 nearest to it.

- 6.3.3 The existing building to be demolished is of similar height and distance from the nearest houses in Laundry Road. The visual impact and any sense of enclosure, loss of outlook or potential overshadowing would be no greater than currently exists.
- 6.3.4 The privacy screen to be provided avoids light from cars spilling into habitable room window on the closest houses and acts as a privacy screen between activity on the deck and the rooms and gardens.
- 6.3.5 An air quality assessment has not been provided with the application. The proposals represent an increase of less than 5% 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.
- 6.3.6 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.
- 6.3.7 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.
- 6.3.8 The raised deck is some 30 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 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, 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 are to be 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 the full quota of parking spaces permitted. The additional 94 spaces provided as part of this application could potentially lead to 23 spaces being provided over and above those that are currently permitted from existing consents. This scenario is unlikely to occur however due to the day to day unavailability of spaces for logistical reasons across the site.

## **6.5 Alternative potential 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 94 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 a significant impact on the surrounding road network or on highway safety.

6.6.2 The occupiers of properties in Coxford Road may experience additional traffic and queuing times at the existing priority junction into the site. This has been assessed as is not considered to represent a major problem for highway safety. It is suggested however that a review of this junction be undertaken after the car park has been operational for 6 months to identify if improvements to the flow of traffic can be made.

## **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 mis-use. 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), 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 25.10.2011 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.

**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)

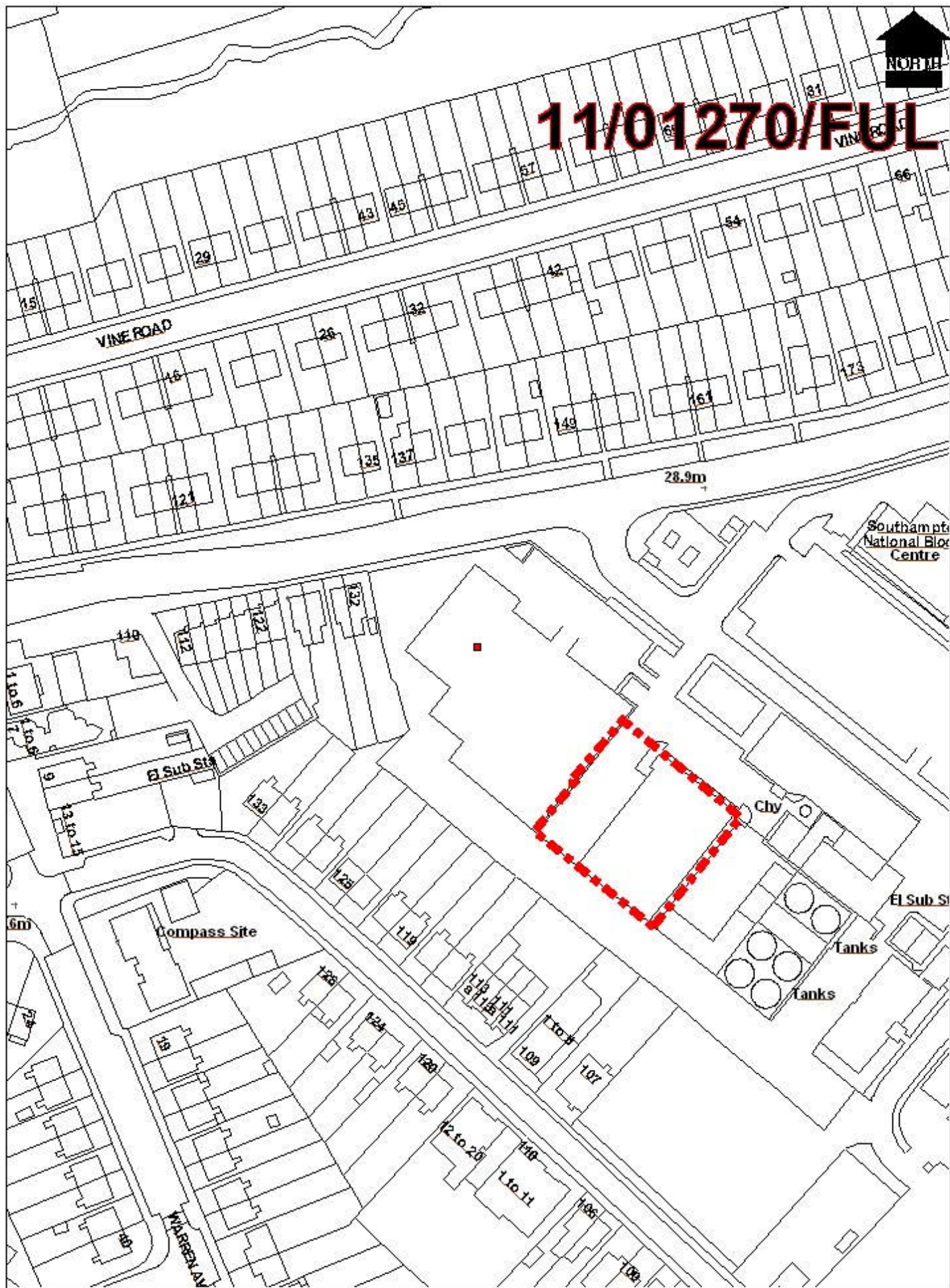
SDP1	Quality of Development
SDP5	Parking
SDP7	Urban Design Context
SDP9	Scale, Massing & Appearance
SDP10	Safety & Security
SDP11	Accessibility & Movement
SDP12	Landscape & Biodiversity
SDP15	Air Quality
SDP16	Noise
HC1	Hospital related development

Other Relevant Guidance

PPS1	Delivering Sustainable Development (2004)
PPG13	Transport (2001)
PPG24	Planning & Noise (2004)



**11/01270/FUL**



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