

ITEM: 13

Application Number: 10/00238/FUL

Applicant: Plymouth Hospitals NHS Trust

Description of Application: Retrospective planning application for retention of existing car park extension at Derriford Hospital Park and Ride

Type of Application: Full Application

Site Address: CAR PARKING AREA, BREST ROAD PLYMOUTH

Ward: Moor View

Valid Date of Application: 09/03/2010

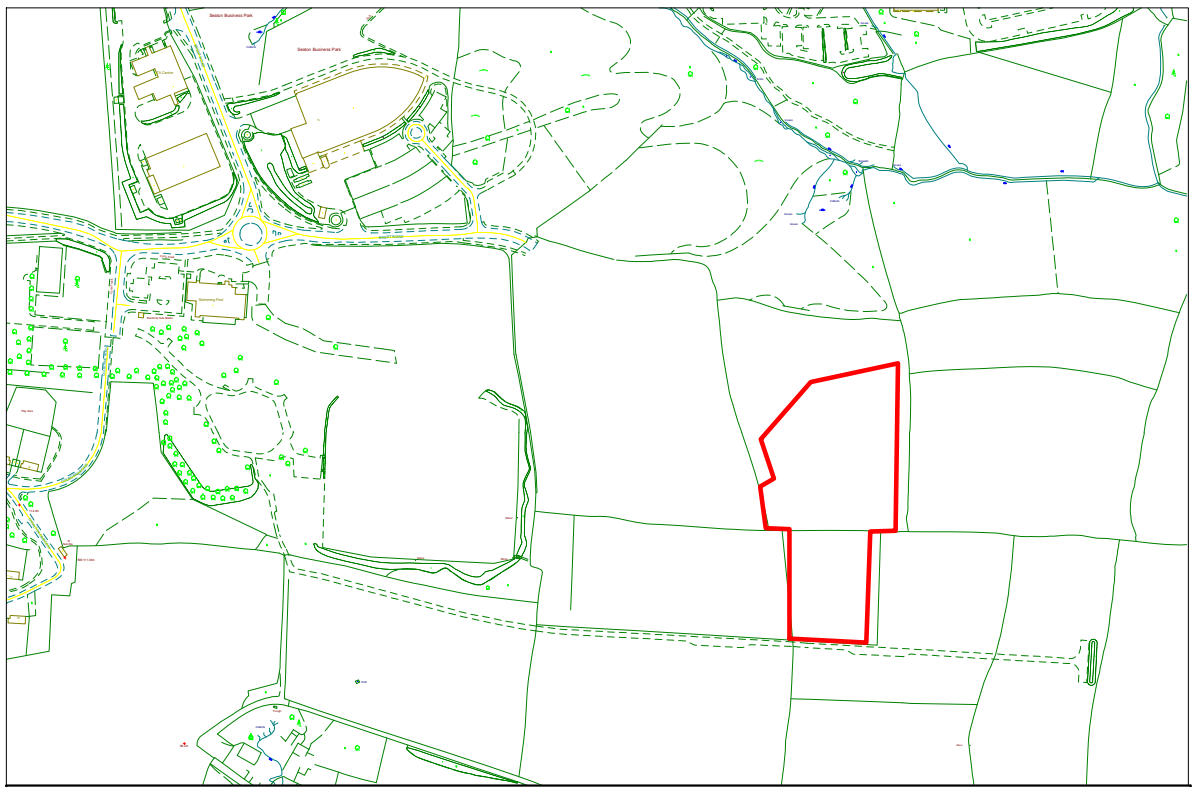
8/13 Week Date: **08/06/2010**

Decision Category: Major Application

Case Officer : Robert McMillan

Recommendation: Grant Conditionally

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OFFICERS REPORT

Site Description

The site is to east of the roundabout junction of Brest Road and William Prance Road at the eastern end of the Plymouth International Medical and Technology Park. It has an area of 2.07 hectares. The northern part is an existing temporary Park and Ride Park site which is in use. There is a mature hedgebank on the eastern boundary and another on the southern boundary with the extension. There are bunds on the northern and western boundaries. The southern part comprises part of a field with a mature hedgebanks on the western boundary. The applicant has started work and created two earth bunds on the eastern and southern boundaries and laid the hard surface. There is open land to the east, south and west all of which is in the development area of Core Strategy Area Vision 9 – Derriford / Seaton and the Derriford and Seaton Area Action Plan – Issues and Preferred Options Consultation document.

The northern area and possibly some or all of the southern part will be developed as the Planned Care Centre by the applicant. To the west is the site of a proposed private hospital. The land to the south west is proposed, (subject to a future application and possible permission) for residential mixed use development with the new Forder Valley Road coming in from the south east linking the junction of Forder Valley Road/Novorossisk Road to the roundabout. It is also proposed to locate a local centre by the roundabout. The proposed North Plymouth Community Park would lie to the north, east and south in the Bircham and Forder valleys.

Proposal Description

The proposal is for retention of the existing temporary park and ride site for 400 spaces (250 in the existing facility and 150 in the extension) and the surfacing and bund works. The surfacing comprises tarmac aisles and footpaths and compacted gravel surfaced parking areas. Access is from the roundabout and existing park and ride side through an entrance in the dividing hedgebank. New timber post and rail fencing will be provided along the eastern, southern and western boundaries. Floodlighting will be provided on portable telescopic columns with generator units.

The spaces are for staff who will lose on site spaces to the public as a result of the building works associated with the new entrance and multi storey car park. About 400 staff spaces will be lost to public spaces The need is for 400 spaces, 250 in the existing facility and 150 in the extension.

The applicant states in the supporting evidence how it would operate:

“The facility will remain exclusively for staff parking permit holders with three 16 seat staff minibuses operating at peak times between 07.30 - 09.30 and 16.00 - 18.00 and one bus operating at all other times, Monday – Friday excluding bank holidays. One of these vehicles also operates as a patient shuttle bus service around the site and to other off site locations as and when required 09.30 - 16.00 Monday - Friday.”

The temporary period is for five years until 2014 to cope with the building programme at the main hospital site.

Relevant Planning History

Application site

09/00219 - TEMPORARY APPLICATION - Retention of the use of the existing temporary hospital staff car park off the roundabout at Brest Road/William Prance Road, and extend it onto adjacent land, to provide an additional 200 spaces - WITHDRAWN

04/01676 – TEMPORARY APPLICATION - Formation of temporary car park for Derriford Hospital staff use – WITHDRAWN.

02/00922 - OUTLINE APPLICATION -Develop land by the erection of a new Plymouth Area Diagnostic and Treatment Centre and residential accommodation for NHS key workers together with new access roads and pedestrian footbridge link – GRANTED subject to a Section 106 Agreement (Not implemented – spent).

98/0461 - OUTLINE APPLICATION - Demolish existing buildings and redevelop land for Class B1 (business), B2 (general industrial), and B8 (storage/distribution) purposes, including details of means of access and landscaping, with retention of Seaton Pool for leisure use and retention of officers mess for Class B1/B2.

Land to the west

07/02211 - Development of a centre of clinical excellence (private hospital) 14,500 sq m building, 250 parking spaces and associated landscaping – APPROVED – awaiting completion of the S106 Agreement.

Land to south – Hawkins Trust

06/01325 – SCOPING OPINION – For scope and contents of the Environmental Statement for a proposed Environmental Impact Assessment development – ISSUED.

Consultation Responses

Environment Agency

No objection subject to a condition.

Highways Agency

Directs that conditions be attached to any permission relating to it being a temporary consent until December 2014 or upon commencement of the use of the multi storey car park at the NWQ, reference 08/01418.

Highway Authority

No objection subject to similar conditions to those suggested by the Highways Agency and others relating to a restriction on the number of spaces and construction details.

Representations

None received.

Analysis

The main issues with this application relate to transport matters, surface water drainage and nature conservation. The key policies are Area Vision AV9 – Derriford/Seaton, CS01 – Development of Sustainable Linked Communities, CS02 – Design, CS31 – Health Care Provision, CS28 Local Transport Considerations, CS18 – Plymouth's Green Space, CS 19 – Wildlife CS21 Flood Risk and CS34 – Planning Application Considerations. The Design and Development Guidelines SPDs are material as is the emerging Derriford and Seaton AAP.

Background

The proposals are on the site of the proposed Planned Care Centre (PCC). The scale of the facility has been reduced from that envisaged in the earlier lapsed outline permission, 02/00922 and the development programme has been put back due to budgetary issues with the Trust. The land is available for temporary uses until such time that the Trust proceeds with the PCC. The Trust applied for the main part of the park and ride (P&R) facility in 2004. It was recommended for approval subject to a section 106 agreement relating to the management of the P&R. This was never completed and the applicant withdrew the application in 2006 with the intention to re-apply. The Trust then carried out the works before obtaining permission, presumably in 2007 - 08. It also applied for the extension in 2009. It had not carried the flood risk assessment for any part of the P&R and withdrew the application. It carried out the works for the extension without the benefit of planning permission. The Council did not consider it expedient to take enforcement action as the principle of the development was not in dispute and it was not causing harm to any adjoining owners. There were technical issues to resolve in particular to ensure there would be adequate surface water drainage to prevent increased risk of flood risk off-site. The applicant has carried out the technical work and is applying to regularise the existing P&R.

Principle

The principle of the temporary Park and Ride use is acceptable as the land is not needed for built development in the immediate future. The Planned Care Centre (PCC) is not going ahead in the short term. At previous meetings with the Trust it stated that the PCC would be smaller than that proposed in the lapsed outline permission – 02/00922 and could only require the land covered by phase 1 of the temporary Park and Ride.

Officers have been negotiating with the Hawkins Trust the owners of the land to the south. It is working on an informal masterplan for the area. Current thinking indicates that the area covered by the extension to the Park and Ride could possibly be used for mixed use development and a primary school.

It has the potential to become a prominent site if the Forder Valley Link Road is constructed at the important junction with Brest Road and William Prance

Road. A permanent park and ride site is not likely to be acceptable in urban design terms.

Transport

The Highways Agency (HA) and Local Highway Authority (LHA) do not object to the proposals. This is provided there is no increase in parking for the current hospital facilities, on site, at the application site and the other Trust park and ride sites at The George Park and Ride and Plymouth City Airport park and ride next to Marjons. This is to prevent the already congested Northern Corridor intensifying to unacceptable levels.

Through the use of staff postcode data the Hospital Trust have been able to re-assign staff to the most appropriate park and ride site (others being The George and land at Plymouth City Airport) depending on the route they use to travel to work. This has helped to reduce any associated traffic impact at key locations on the local network which currently suffer from congestion in the 'peak' hours such as Derriford Roundabout.

Originally the HA directed and the LHA advised imposing a temporary condition until 2014 or the start of the of the multi storey car park (MSCP) on the NWQ site – 08/01418 whichever is the sooner. This caused problems for the applicant as the Trust could suffer a shortfall of parking that would prejudice the operation of the hospital. The LHA has reviewed the information with the application and is prepared to vary the condition by deleting reference to the MSCP. However the HA is still directing that the Council includes the stricter condition. As it is a direction the Council has to impose it. HA is reviewing the evidence and officers will inform members at the meeting if the HA changes its direction.

The layout of the extension is unusual in that the double parking bays are narrower than those for phase 1, nine metres compared with 13 metres. This will affect the number of cars that can be parked depending on the size of the vehicles given the limited room for manoeuvring with the narrow three metre wide aisles. This is an internal management issue for the Trust to resolve and it is aware of these facts.

The application subject to the temporary permission complies with Area Vision AV9 and Core Strategy policy CS28.

Drainage

One of the causes for the long delay in regularising this matter was the need for the Trust to satisfy the Environment Agency that the surfaced water drainage would be adequate to avoid an increased risk of flooding off-site. The Trust's drainage engineers worked with the EA to achieve a solution prior to making the application. Initially EA raised objections but has now withdrawn them subject to a condition requiring details of the maintenance and management of the drainage system. As such the application complies with Core Strategy policy CS21.

Trees and nature conservation

Officers are satisfied that the hedgerows, trees, protected species and nature conservation interest will be safeguarded subject to the applicant carrying out the recommendations in the ecological reports submitted with the application thereby complying with Core Strategy policies CS18 and CS19.

Link with the proposed North Plymouth Community Park

The North Plymouth Community Park Feasibility Study, 2007 proposes a "One Planet Learning Centre" to the south east of the site which is shown indicatively on Hawkins Trust's draft masterplan. If this goes ahead a route from Brest Road through the site to it should be safeguarded as an interim measure until the Hawkins Trust masterplan is developed when there would probably be other more direct means of access.

Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Equalities & Diversities issues

The facility is only available for use by people working at Derriford Hospital. It is available for all equality groups within this category. It does not affect people with disabilities as they can park close to the Hospital.

Section 106 Obligations

None required as the matters can be dealt with by conditions.

Conclusions

The process of consideration various applications for this temporary facility has extended for several years in order to deal initially with legal issues and then resolving the drainage matters. The Local Highway Authority and Highways Agency no longer require a legal agreement and the Environment Agency is satisfied with the surface water arrangements. The hedgerows and nature conservation interest has been protected. It is likely that the land will be required for built development in the future as part of the growth agenda proposed for Derriford and Seaton. The permission is temporary so as not to prejudice the future planning of the area. For these reasons the application is acceptable.

Recommendation

In respect of the application dated **09/03/2010** and the submitted drawings, **Site location plan, 1:500 Layout plan, Design and Access Statement, Transport Statement, Evidence to support planning application, Letter and information from John Grimes Partnership to the Environment Agency dated 23/12/09, Flood Risk Assessment, Further Ecology Survey Report, December 2008, Vanguard Biodiversity Enhancement Plan, May 2009, Updated January 2010.** , it is recommended to: **Grant Conditionally**

Conditions

TEMPORARY OPERATION AND USE

(1) The use hereby permitted shall be discontinued and the land restored to its former conditions upon commencement of the use of the multi storey car park granted planning permission under reference 08/01418 or the 31st December 2014 (whichever is the sooner) in accordance with a scheme of work submitted to and approved in writing by the Local Planning Authority before any works commence on site, unless a further permission has been granted for it to continue.

Reason:

In order that the use hereby permitted does not result in an over-provision in terms of the level of car parking serving Derriford Hospital in the interests of sustainability and to avoid increased congestion on the local highway network and that the development does not prejudice the future planning of the area to comply with policies CS28 of the City of Plymouth adopted Core Strategy Development Plan Document, 2007.

TRAVEL PLAN

(2) A review of the existing Derriford Hospital Travel Plan shall take place for all elements of the development hereby permitted and the travel plan revised accordingly. No part of the development hereby permitted shall be brought into use unless and until the revised travel plan has been agreed in writing by the Local Planning Authority and Local Highway Authority (who shall consult with the Highways Agency on behalf of the Secretary of State for Transport). The revised Travel Plan shall be in line with prevailing policy and best practice and shall include as a minimum:

- The identification of targets for trip reduction and modal shift;
- The methods to be employed to meet these targets;
- The mechanisms for monitoring and review;
- The mechanisms for reporting;
- The penalties to be applied in the event that targets are not met;
- The mechanisms for mitigation;
- Implementation of the travel plan to an agreed timescale or timetable and its operation thereafter; and
- Mechanisms to secure variations to the Travel Plan following monitoring and reviews.

Reason:

In order that the development promotes the use of public transport, walking and cycling, and limits the reliance on the private car to reduce levels of congestion in the area to comply with policies CS28 of the City of Plymouth adopted Core Strategy Development Plan Document, 2007.

RESTRICTED USE

(3) The park and ride facility hereby permitted shall only be used by people who work at Derriford Hospital.

Reason:

To ensure that the facility is not used by people other than those who work at Derriford Hospital to avoid increased congestion on the local highway network to comply with policy CS28 of the City of Plymouth adopted Core Strategy Development Plan Document, 2007.

DRAINAGE MANAGEMENT DETAILS

(4) Details of a plan for the future maintenance and management of the system and overland flow routes shall be submitted to the local planning authority within four weeks from the date of this permission and approved in writing by the Local Planning Authority. Thereafter the drainage system shall be maintained and managed in accordance with the approved details.

Reason:

To prevent the increased risk of flooding and minimise the risk of pollution of surface water by ensuring the provision of a satisfactory means of surface water control and disposal after development to comply with policy CS21 of the City of Plymouth adopted Core Strategy Development Plan Document, 2007.

PROVISION OF PARKING AREA

(5) Each parking space shown on the approved plans shall be constructed, drained, surfaced and made available for use before the unit of accommodation that it serves is first occupied and thereafter that space shall not be used for any purpose other than the parking of vehicles.

Reason:

To enable vehicles used by occupiers or visitors to be parked off the public highway so as to avoid damage to amenity and interference with the free flow of traffic on the highway in accordance with Policies CS28 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

CAR PARKING PROVISION

(6) The total number of park and ride spaces provided shall not exceed 600 spaces.

Reason:-

To ensure that the proposal does not result in an over-provision of staff car parking in the interests of sustainability and to avoid increased congestion on the local highway network and that the development does not prejudice the future planning of the area to comply with policies CS28 of the City of Plymouth adopted Core Strategy Development Plan Document, 2007.

EXISTING TREE/HEDGEROWS TO BE RETAINED

(7) In this condition "retained tree or hedgerow" means an existing tree or hedgerow which is to be retained in accordance with the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of 4.5 years from the date of this permission.

(a) No retained tree or hedgerow shall be cut down, uprooted or destroyed, nor shall any tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the Local Planning Authority. Any topping or lopping approved shall be carried out in accordance with BS 3998:1989 (Recommendations for Tree Work).

(b) If any retained tree or hedgerow is removed, uprooted or destroyed or dies, or is lopped or topped in breach of (a) above in a manner which, in the opinion of the Local Planning Authority, leaves it in such a poor condition that it is unlikely to recover and/or attain its previous amenity value, another tree or hedgerow shall be planted at the same place and that tree or hedgerow shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority.

(c) The erection of fencing for the protection of any retained tree or hedgerow shall be undertaken in accordance with Section 9 of BS 5837:2005 (Guide for Trees in relation to construction) before any equipment, machinery or materials are brought onto the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground areas within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

Reason:

To ensure that trees or hedgerows retained in accordance with Policies CS18 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007 are protected during construction work and thereafter are properly maintained, if necessary by replacement.

NATURE CONSERVATION

(8) Details of the timing of the implementation of the nature conservation mitigation measures in the Further Ecology Survey and Report, December 2008 and biodiversity enhancement measures set out in the Vanguard Biodiversity Enhancement Plan, May 2009 and January 2010 shall be submitted to the local planning authority within four weeks from the date of this permission and approved in writing by the local planning authority. The measures shall be carried out in accordance with the approved timings.

Reason:

To protect the protected species and nature conservation interests of the site and surroundings and provide a net gain in biodiversity to comply with policy CS19 of the City of Plymouth adopted Core Strategy Development Plan Document, 2007.

PARKING LAYOUT

(9) The existing parking layout of the extension will not lead to the most efficient use of the area owing to the narrow aisles and narrower width of the double parking bays relative to the layout of phase 1. If the applicant changes the layout details shall be submitted to and approved in writing by the local planning authority.

Reason:

To ensure that a satisfactory parking layout is achieved in the interests of safety to comply with policies CS28 and CS34 of the City of Plymouth adopted Core Strategy Development Plan Document, 2007.

ACCESS TO THE PROPOSED LEARNING CENTRE INFORMATIVE 1

The North Plymouth Community Park Feasibility Study, 2007 shows a proposed One Planet Learning Centre to the south east of the site. If this centre is developed in advance of the Park and the Hawkins Trust development site the applicant is asked to consider allowing temporary access to it, through the application site from the Brest Road/William/Prance Road Roundabout. This would help in the establishment of the Learning Centre for the public's benefit.

Statement of Reasons for Approval and Relevant Policies

Having regard to the main planning considerations, which in this case are considered to be: transport matters, surface water drainage, nature conservation and the requirement not to prejudice the future planning of the site and surroundings the proposal is not considered to be demonstrably harmful. In the absence of any other overriding considerations, and with the imposition of the specified conditions, the proposed development is acceptable and complies with (a) policies of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007 and supporting Development Plan Documents and Supplementary Planning Documents (the status of these documents is set out within the City of Plymouth Local Development Scheme) and the Regional Spatial Strategy, (b) non-superseded site allocations, annex relating to definition of shopping centre boundaries and frontages and annex relating to greenscape schedule of the City of Plymouth Local Plan First Deposit (1995-2011) 2001, and (c) relevant Government Policy Statements and Government Circulars, as follows:

PPG13 - Transport
PPS9 - Biodiversity and geological conservation
PPS1 - Delivering Sustainable Development
CS34 - Planning Application Consideration
CS18 - Plymouth's Green Space
CS19 - Wildlife
CS21 - Flood Risk
CS01 - Sustainable Linked Communities
CS02 - Design
PPS25 - Development and Flood Risk
AV9 - Derriford/Seaton
CS31 - Healthcare Provision
SPD1 - Development Guidelines