
SUPPLEMENTARY REPORT ON APPLICATIONS

REPORT BY DEPUTY CHIEF EXECUTIVE

PURPOSE OF REPORT

This report is circulated a few days before the meeting and includes additional information on the following applications. This information may allow a revised recommendation to be made.

LIST OF SUPPLEMENTARY ITEMS

Applications for the following sites are included in this report.

South Sunderland

S2 Sunderland Royal Hospital, Site of Car Park C

**Development Control
(South Sunderland) Sub-Committee**

SUPPLEMENT

26 March 2013

Number:	S2
Application Number:	12/03404/FUL
Proposal:	Erection of a Multi-Storey car park to provide 766 spaces (including 28 disabled spaces).
Location:	Sunderland Royal Hospital, Sunderland

Sunderland Royal Hospital Supplement

Further to the main report, the following issues require consideration in connection with the application under consideration, which is for the construction of a Multi Storey Car Park on the site of Car Park C at Sunderland Royal Hospital.

- The impact of the proposed development upon visual amenity (including design and layout).
- The impact of the proposal upon residential amenity.
- Proposed highway access and car parking arrangements.
- Impact upon Heritage Assets.
- Flood Risk.
- Ground Conditions.
- Archaeology.
- Ecology.
- Arborocultural Impact and Landscaping.

The impact of the proposed development upon visual amenity (including design and layout)

The proposed MSCP will comprise three storeys at its boundary with Kayll Road (closest to the residential dwellings located on Kayll Road), rising up to three storeys plus roof as it extends back from Kayll Road towards the main hospital buildings. The elevation of the building facing the residential properties in Kayll Road will have height of 8.9 metres. At its highest point the car park will have a height of 14.5 metres. The MSCP is to measure approximately 86 metres in length along its Kayll Road Frontage and will extend approximately 47.7 metres back into the hospital site.

In terms of the design of the building, the car park has been designed to minimise its height and massing adjacent to Kayll Road, increasing in height as it extends away from Kayll Road into the hospital site.

Although the appearance of the proposed MSCP is clearly subjective, it is considered that the applicant has attempted to minimise the massing of the building by the introduction of horizontal banding and louver features and via the use of recessed brick work and a curved low profile roof.

The materials proposed include buff colour bricks to match existing buildings on the hospital site and muted grey tones to blend with the other construction materials. In the event that Members are minded to approve this application a condition will be attached requiring the submission of samples and/or a schedule of materials to be used in the construction of the car park to be submitted for the further written approval of the Local Planning Authority.

It is acknowledged that the MSCP is of an entirely different scale to the residential properties located on Kayll Road, however it is similar in scale to the other buildings on the hospital site, given the separation distance of at least 26 metres between the proposed MSCP and the residential properties on Kayll Road, the scale of the proposal is considered to be acceptable on the hospital site.

The design of the proposal is considered to be acceptable. Furthermore, it is not considered that a refusal of planning permission could be sustained on the grounds of poor design, appearance or materials.

The impact of the proposal upon residential amenity

The proposed MSCP is located directly opposite to two storey residential dwellings on Kayll Road.

In terms of the impact of the proposal upon residential amenity, the Local Planning Authority must consider likely impacts through overlooking towards residential dwellings; overshadowing of residential dwellings; the creation of poor outlook for residential occupiers and the likely impact the noise and disturbance will have,

Overlooking

In terms of overlooking: The proposed car park is three storeys in height where it faces Kayll Road.

In the case of residential development a separation distance of 21 metres is required between the main facing elevation of existing and proposed two storey development. An increased distance of five metres for every additional storey in height is required. These distances are required in order to protect the residential amenity of occupiers from overlooking and visual intrusion.

These separation distances are transferable to other types of development fronting residential properties. Due to the three storey height of the proposed car park a distance of 26 metres is required between the front elevations of the properties in Kayll Road and the facing elevation of the proposed car park.

A distance of 26 metres at the nearest point will be retained between the frontages of the residential dwellings in Kayll Road and the south western (facing) elevation of the proposed car park. This is considered a sufficient separation distance to protect the residential amenity of the occupiers of Kayll Road and prevent any unacceptable levels of overlooking towards these properties.

Considering this issue in context, it should be acknowledged that a 26 metres separation distance between residential properties, where it could reasonably be expected that people would spend time looking directly out of facing windows, is acceptable. It is not considered that individuals will use the outlook from the car park in the same way and would not normally be expected to spend time enjoying views from the proposed multi-storey car park. Rather, those using the car park will enter and exit the car park in quick succession.

It is therefore considered that the proposed MSCP will not result in any unacceptable levels of overlooking towards the existing residential dwellings in Kayll Road and that there will be no detrimental impact upon residential amenity as a result of overlooking.

Overshadowing

In terms of overshadowing of properties and loss of light to the front elevations of the dwellings located in Kayll Road, the application is accompanied by a sunlight and daylight assessment which demonstrates that there will be no unacceptable detrimental impact upon the level of sunlight and daylight reaching the properties located on Kayll Road, post development. The submitted assessment also successfully demonstrates that the shadowing created by the proposed multi storey car park upon the properties located in Kayll Road will be minimal and the only time that the sun-path towards these residential properties is altered as a result of the multi-storey car park is before 7am during the summer months.

The applicant has used BRE guidance and a computer model to analyse the likely impact that the construction of a new multi storey car park at the Sunderland Royal Hospital could have on the sunlight and daylight to the neighbouring residential properties.

The initial calculation in the BSRIA Guide is to calculate the difference in height of the top of the proposed building and the ground floor window height of the existing building. If the horizontal separation of the buildings is more than three times this height the impact of the proposed development will have little affect on the daylight to the existing building. The proposed MSCP is located 26 metres away from the residential properties on Kayll Road; therefore, the daylight to the houses will not be affected. However, further analysis of the impact of the building has been undertaken.

The proposed building does not lie within a 25 degree angle from horizontal from the existing dwellings which also shows that the building will have little impact upon the daylight to the existing residential dwellings.

The vertical sky component from the ground floor window of the houses directly opposite the proposed development exceeds the BSRIA specified 27% which shows that the daylight to the houses will not be significantly affected by the development.

The sunlight availability and sun-path indicator plots show that due to the orientation of the houses (north east facing) the sunlight to the houses is currently poor and this is not greatly affected by the construction of the proposed car park. Plotting the shadow path created by the car park demonstrates that the only time that the sun-path is altered is in the summer before 7am.

Given that the sun-path which affects the frontages of the Kayll Road properties will only be altered prior to 7am during the summer months, it is not considered that the proposed MSCP will create any unacceptable levels of overshadowing towards these properties. Further it is not considered that there will be any detrimental impact upon the residential amenity of these occupiers as a result of overshadowing from the proposed MSCP.

In terms of overshadowing created towards other hospital buildings, IES software has been used to establish the effect that the proposed MSCP will have on the surrounding hospital buildings. Sun-cast is used to calculate the percentage of the buildings façade that is exposed to sun-light throughout the year. Looking at the Children's Outpatients building, the Fracture Clinic, the Wards and the Education Centre, the percentage reduction in sunlight that the façade of each building sees is less than 20%.

Overbearing Effect

It is not considered that the proposed multi-storey car park will create any overbearing effect upon the properties located in Kayll Road due to the 26 metre separation distance between the proposed car park and the residential properties and due to the design of the building and the minimisation of the height of the car park to three storeys opposite to Kayll Road.

Noise and Disturbance

A noise assessment accompanies this planning application. The assessment has been prepared in accordance with the guidance given in Annex F of BS 5228-1:2009 Code of Practice for noise and vibration control on construction and open sites - part 1: Noise.

The assessment measured the existing ambient noise levels using specialist equipment and assessed the predicted increase in noise levels at the nearest noise sensitive receptors (three locations on Kayll Road (A, B & C) , the Education Centre and Hospital Wards and Accident and Emergency Department).

The assessment was undertaken for one week between 11:30 on Friday 3 August and 11:30 on Thursday 9 August 2012. This is considered to give an accurate indication of ambient background noise levels.

Noise During Construction

The results of the noise report demonstrate that there will be some disturbance experienced by the nearest noise sensitive receptors during the site preparation phase of the development but that during the construction and finalisation phases of the construction of the proposed car park there would be no significant increase in ambient background noise levels.

It is inevitable with any construction project that there will be some degree of noise

associated with works. However, mitigation is proposed by the applicant to minimise noise disturbance during the site preparation phase of the development. In addition, if Members are minded to approve this application, a condition will be attached to any approval given requiring the submission of a Construction Environmental Management Plan (CEMP) for the approval of the Local Planning Authority which will contain detail of how the site will be managed during the preparation and construction phases of the development in order to minimise disturbance to the surrounding area.

The mitigation measures proposed to minimise disturbance during the construction phase of the development include:

- Limiting working hours, for example to between 08:00 and 18:00 Monday to Friday; 08:00 to 13:00 on Saturdays and no working at all on Sundays or Bank Holidays.
- Routing construction traffic ways from noise sensitive receptors.
- Use of quieter alternative methods of construction and plant and equipment where this is practical.
- Use of site hoardings, enclosures and portable screens and/or screening noisier items of plant from noise sensitive receptors.
- Positioning plant, equipment, site offices, storage areas and worksites away from noise sensitive receptors where practical.
- Maintaining vehicles, plant and machinery in good order to minimise any unnecessary noise generation.

Noise from Operational Car Park

The noise assessment also examined the noise impact of the proposed car park once operational. The impact upon the same noise sensitive receptors was assessed. The report takes in to account both predicted day time and night time noise from the proposed car park and demonstrates that a maximum increase in noise of 0.1dB will be created as a result of the operational car park. Given that an increase of 10dB roughly corresponds to doubling the perceived loudness of a sound, an increase of 0.1dB is considered to be of negligible significance and is unlikely to be a detectable increase at the nearest noise sensitive receptors.

In addition to considering noise change, noise levels have been considered with regard to the maximum noise levels in BS 8233 for reasonable sleeping conditions. At all three points on Kayll Road and at the hospital wards and A&E department, the predicted noise levels from the multi storey car park are below 45dB(A). Therefore there should be no sleep disturbance as a result of noise from the proposed car park.

Traffic Noise Assessment

The noise assessment undertaken considers the implications of noise increase as a result of the proposed car park in isolation and also considers the likely increase in noise taking in to account the proposal plus future developments at the site.

The assessment successfully demonstrates that in all cases noise change associated with traffic noise will be below 3dB and will therefore be of negligible significance.

On the above basis, although there will be some disturbance likely during the site preparation phase of the development, (which is inevitable with any construction project and not unique to this development), the noise survey submitted clearly demonstrates that there will be a negligible increase in background noise level as a result of the proposed development. It is therefore considered that there will be no detrimental impact upon the residential amenity of near neighbouring properties as a result of increasing noise levels from the proposed MSCP.

Proposed highway access and car parking arrangements

Policy T14 of the adopted Unitary Development Plan (UDP) is relevant to the consideration of this application. Policy T14 requires that:

Proposals for new development should:

- I. Be readily accessible by pedestrians and cyclists as well as users of public and private transport from the localities which they are intended to serve;
- II. Not cause traffic congestion or highways safety problems on existing roads. Where this criterion cannot be met modifications to the highway concerned must be proposed to the satisfaction of the relevant highway authority and the cost of these must be met by the developer;
- III. Make appropriate safe provision for access and egress by vehicles, pedestrians, cyclists and other road users, paying particular attention to the needs of people with mobility impairment;
- IV. Make provision for the loading and unloading of commercial vehicles;
- V. Indicate how parking requirements will be accommodated.

The City Council's Network Management Team has been consulted regarding the proposed development. The Network Management Team has raised no objection to the proposed development.

Supporting Documentation

The planning application is supported by a Transport Assessment, which includes an appraisal of the transport issues relating to the development and a workplace Travel Plan.

Highways Policy Context

The National Planning Policy Framework published in March 2012, emphasises that opportunities for sustainable transport modes should be considered as part of the planning process, as well as ensuring that safe and suitable access can be achieved for all people.

The Third Local Transport Plan for Tyne and Wear (2011-2021) policies include a strategy

to co-ordinate the provision of public car parks and to discourage pavement parking.

It is considered that the principle of the additional parking achieves the above policy objectives to provide suitable parking provision at the Sunderland Royal Hospital, alongside existing Travel Plan measures to minimise the impact of parking on local streets.

Capacity Issues

In terms of site capacity, the total number of car parking spaces which are currently provided across the entire hospital site are 1,130. The proposed development is for a new multi storey car park which would have a total of 766 spaces, replacing an existing surface parking area of 360 spaces. The development proposal would therefore result in an increase of 406 spaces within the hospital grounds.

The proposed siting of the multi storey car park would increase capacity in the area which currently experiences the highest demand, adjacent the main hospital entrance and near the Kayll Road access.

Assessment of Development impact

Traffic surveys were carried out in October 2012, and the Transport Assessment submitted includes capacity analysis for the main junctions in the vicinity. The assessment assumes a worse case scenario whereby the increase in parking capacity would lead to a proportionate increase in demand on the local highway network. In practice the majority of vehicles will already be on the network but would be parking in the adjacent streets.

The Chester Road / Kayll Road junction already operates at or near to capacity at certain peak times. The assessment concludes that the development will not have a severe detrimental impact on a day to day basis, however the analysis indicates the potential for significant increases for queuing on the approaches to this junction. Table 6.3 in the Transport Assessment shows an increase in the degree of saturation on the eastbound approach from 99% to 112%, and a corresponding increase in mean maximum queue (eastbound approach) from 30 to 69 vehicles in the morning peak period.

It is therefore considered that capacity improvements may need to be carried out to the existing signals on Chester Road, which operate in conjunction with the hospital access/egress. It is considered that the signals can be made more efficient by modifying the provision for pedestrian movements and altering the stop line positions.

In order to address the capacity improvement issue highlighted above, the Council is in negotiation with the applicant regarding improvements to the junction arrangements around the hospital site. It is envisaged that these improvements will be facilitated via an agreement under the provisions of Section 106 of the Town and Country Planning Act, 1990. Further information in this regard will be reported at the Committee meeting.

Proposed Mitigation Measures for Development Impact

A Travel Plan for the hospital is already in operation, and has targets to reduce single occupant car use, and encourage sustainable modes of transport. An updated Travel Plan has been submitted with this application.

In addition to the existing travel plan initiatives, there would be a temporary loss of on-site parking during the construction period of the MSCP. The Transport Assessment includes a list of options which the hospital authorities are exploring, with the aim of providing approximately 375 replacement parking spaces outside of but close to the hospital site. Comprising free park and ride and walk and ride facilities. The hospital is currently in negotiation regarding the allocation of the car parking spaces required but it is anticipated that facilities will be available from Gala Bingo, Pallion; from the city centre Vaux Site and from the University of Sunderland. Given that the hospital has ongoing negotiations regarding the exact location of the park and walk and park and ride facilities it is recommended that in the event that Members are minded to approve this application, a condition is attached to any approval granted requiring the submission of precise details of the off site car parking to be provided during the construction phase of the MSCP to be submitted for the approval of the Local Planning Authority prior to any development taking place.

Highways - Summary

In summary, it is considered that the proposed MSCP is acceptable from a highways perspective and in accordance with UDP Policy T14, subject to the improvements to the Chester Road signals referred to above. It should also be noted that in general, the principle of the development is considered to be compatible with the operation of the Council's Parking Management Scheme in the adjacent residential streets.

Impact upon Heritage Assets

The City Council's Heritage Protection Team has been consulted regarding the proposed development and has raised no objection to it.

The application is accompanied by a detailed heritage statement which considers the impact of the proposal upon the surrounding listed buildings and other heritage assets in the area.

The Council's Heritage Team advises that there will be very limited impact upon the heritage assets near to the site. The proposal is therefore considered to be acceptable in terms of impact upon listed buildings and heritage assets.

Flood Risk

The application is accompanied by a flood risk assessment.

The application site is located in Flood Zone 1 of the Environment Agency's Flood Map, which has the lowest probability of flooding.

The submitted assessment recognises that the majority of the existing site is already covered with hardstanding. Consequently the amount of impermeable surface, and the anticipated rates of surface water run-off from the site, is unlikely to change considerably.

It is therefore considered that the proposed development will not create any problems relating to flooding or flood risk and is acceptable on this basis.

Ground Conditions

A Ground Investigation Report was submitted with this planning application. The City Council's Pollution Control Team has been consulted regarding the submitted report and has raised no objection to the proposed development and has advised that the overall risk is likely to be low due to the relative insensitivity of the land use proposed and the previous history of the site.

Some additional ground investigation work is required, for example, gas monitoring, and specification for import of landscape materials. On this basis it is recommended that if Members are minded to approve this application the standard ground contamination conditions are applied to any approval granted.

Archaeology

The Tyne and Wear Archaeology Officer was consulted regarding this application and provided the following response:

There are several archaeological features close to the development site. The Lambton Waggonway and Glebe Engine, Glebe Farm and the Union Workhouse, which later became the hospital. These are shown on the 1877 Ordnance Survey map.

There is no evidence that structures and landscape associated with the post-medieval industrial archaeological remains (Lambton Waggonway and associated features) extended on to the Proposed Development Site as map evidence shows that the railway line was located to the south of the Proposed Development site. Archaeological evidence appears to confirm this.

Glebe Farm lay just to the east of the development site, but the track which led to it ran through the site.

The Union Workhouse buildings were not located on the proposed development site with the earliest hospital building being constructed here in the early 20th Century. The foundations and remains of early 20th Century hospital buildings do not, based on the evidence from the recent Site Investigation boreholes, appear to be present on the site.

As such the proposed development will not have an impact on identified buried archaeological remains and is considered to be in accordance with the requirements of Policy B11 of the adopted unitary Development Plan which requires that:

The City Council will promote measures to protect the archaeological heritage of Sunderland and ensure that any remains discovered will be either physically preserved or recorded.

Ecology

The site is generally covered in hardstanding and consequently has little ecological merit. Nevertheless the application is accompanied by an ecological walkover survey which was used to identify any potential ecological issues.

The survey undertaken confirmed that the site was considered highly unlikely to support

protected species or otherwise notable species, and did not support any habitats of intrinsic conservation value. Consequently it is not considered that there are any ecological constraints to developing the site.

Arborocultural Impact and Landscaping

The application is accompanied by a Tree Survey. The survey was conducted by a suitably qualified arboriculturalist completing the survey on site at ground level. No arboricultural constraints to the proposed development are identified by the survey.

A new landscaping scheme is proposed and will comprise new tree and shrub planting including along the south-eastern and north-western elevations of the proposed multi storey car park. It is considered that this planting will help to soften the appearance of the built structure, particularly when viewed from Kayll Road.

Thirteen existing trees are proposed to be felled to facilitate the development and nine will be lost due to ill health or general decline. However, 24 new trees are proposed to be planted including along the south-west boundary.

This is considered to be acceptable.

Summary

The proposed Multi Storey Car Park is considered to be acceptable in all respects, as detailed above. Negotiations are ongoing regarding the Section 106 agreement (as discussed in the highway section of this report). Members are therefore requested to delegate the final decision regarding this application to the Deputy Chief Executive, who is minded to approve the application, subject to the completion of the S106 agreement and any conditions considered to be necessary. In the event that the Section 106 agreement is not signed within three months of the date of this Committee (26 March 2013), the application will be referred back to Members for their final determination.

RECOMMENDATION: Delegate to the Deputy Chief Executive