

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

16th June 2009

SUPPLEMENTARY REPORT ON APPLICATIONS

REPORT BY DIRECTOR OF DEVELOPMENT AND REGENERATION SERVICES

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 Area

S1 Sunderland Royal Hospital, Chester Road, Sunderland.

Development Control (South Sunderland)
Sub Committee

SUPPLEMENT

Number S1

Application No.: 09/00997/FUL

Proposal: Demolition of existing Kayll Road block, Transport block, Health and Safety/Fire block and partial demolition of Catering block. Erection of 138 bed ward block and connecting lift block, conversion and extension to staff residence blocks (3, 7 & 8) to office, conversion and extension of mortuary to treatment centre with additional car parking, link road and associated works.

Location: Sunderland Royal Hospital Chester Road Sunderland SR4 7TP

INTRODUCTION

As members will recall this application was presented to the Sub-Committee on the 2nd June when it was decided to defer a decision pending further information being provided by the Health Trust regarding parking management and travel plan details. In addition, following the debate at the Sub-Committee meeting officers sought answers from the applicant to a number of questions to clarify aspects of the application, the travel plan and possible park and ride schemes.

In addition a new bat survey had just been provided and has now been assessed by the Council's Countryside Team.

In parallel, the Director of Development and Regeneration has provided a framework proposal for a residents parking scheme for the adjacent residential area. The three sets of new information are considered below under appropriate headings.

BAT SURVEY

Since the main agenda report was produced the applicant's new Bat Survey has been examined. It is recommended that:

- precautionary measures are adopted during the demolition of buildings to safeguard bats in the unlikely event that they are roosting in roof areas;
- the details of a landscaping scheme are submitted to ensure they are ecologically sound and
- details of bat boxes to be installed prior to works commencing on site are provided.

These matters can all be covered by planning conditions.

QUESTIONS AND RESPONSES REGARDING TRAVEL PLAN, ON SITE PARKING MANAGEMENT AND PARK AND RIDE SCHEMES

Following the Sub-committee meeting on 2nd June officers contacted the Trust and their agents with a number of questions, to which responses have now been obtained and these are detailed below, with the responses in italics.

- 1) Further clarify the issue of transferring bed spaces into a new ward block and the decanting/future use of wards in the main building. Is it right to assume that all 138 freed up spaces would only come into play in terms of additional spaces during the winter peak demand period? If only some of the freed up spaces will normally be in use for decants why do you need 60 new staff?

The Trust can confirm that all 138 new bedspaces associated with the newly proposed ward block would be used when demand dictates. The Hospital may well face pressures beyond just the winter peak demand and bedspace provision has been calculated with this in mind. It is difficult therefore for the Trust to dictate exactly when peak demand arises. Nevertheless, it must plan for this accordingly.

In terms of staff provision, the Trust has already confirmed that it is unable at this stage to provide a breakdown of the staff who will work in the new ward block. However, they are able to confirm that existing staff currently employed at the hospital will be transferred to work in the new ward block. In addition, 60 full-time equivalent staff will be recruited to supplement staffing levels (and to help with holiday cover and staff absences etc.). The majority of staff employed in the new ward development will be nurses.

- 2) Would the Trust to confirm the total number of staff permits issued, and the number of parking spaces generally taken up by permit-holders within the hospital grounds.

The Hospital currently employs 4,244 staff (full-time equivalent). The Trust can confirm that they currently have 2,873 active staff permits. In terms of dedicated car

parking spaces, 106 are available to consultants on the hospital site with an additional 80 dedicated staff parking spaces at Clanny House.

- 3) In the Travel Plan it shows that 62% of the hospital staff who responded to a travel survey (555 people responded) were single occupancy car drivers. Only 140 of the 344 people who drive responded to the question (Q7b of the i-Trace survey) regarding where they park their car. 25 people stated that they park on-street which is open to question. Further investigation and information is required on the current level of staff parking in the streets surrounding the hospital.

No up-to-date data is available to confirm the exact numbers of hospital staff that are parking on the streets surrounding the hospital. In any case, the requirement to provide this information is far too onerous in the context of the current planning application especially when officers have already concluded that the levels of new on-site parking provision proposed by the application is sufficient when measured against the City Council's own standards.

That said, the Trust did undertake a survey in July 2008 as reported in paragraph 4.2 of the Travel Plan (March 2009). This survey was created in consultation with the City Council's Travel Plan Officer (Laura Currie) who helped to define the questions and assess the results. The purpose of the survey was to assist the Trust in formulating a new Travel Plan to replace previous versions. The survey did include a question which asked those staff who drove to work, where they parked. Paragraph 4.19 of the Travel Plan states that the next staff survey at Sunderland Royal Hospital is programmed for 2010. Further information is therefore programmed for collection at this point. The staff questionnaire can be reviewed in advance of the next survey in consultation with the City Council's Travel Plan Officer to ensure that all necessary questions are asked at that time.

- 4) Park and Ride schemes - The Trust stated that they do not have a formal arrangement in place with Sainsbury's, and some weight was placed on the use of this service with regard to reduction of vehicle trips and parking. Details should be provided to show the use of this service, and mix of use by staff and visitors, given that the scheme was re-introduced in late 2008. Sainsbury's commitment should also be sought given their planning application to extend and develop the existing operation at Silksworth.

The Park and Ride facilities are open to the public with approximately 90% of the uptake being from the public.

Sainsbury's are only prepared to have an informal agreement in place and it has always been clear that they reserve the right to reclaim the spaces at any given time, albeit that no specific trigger exists.

Contingency arrangements have been investigated at Homebase (adjacent to Sainsbury's). Homebase has confirmed that it would be willing to rent upwards of

30 spaces if required. This option will be taken-up subject to approval by City Hospitals Sunderland if and when Sainsbury's reclaim their parking spaces.

- 5) Investigations into alternative sites for Park and Ride schemes was raised by the Trust. Potential sites mentioned included the Forge site at Pallion, the former Pyrex site (Lisburn triangle), and Dewhurst's. Further information on these schemes would be welcomed, as it is unavoidable that members, as representatives of the public, find it difficult to separate the current application from the parking impacts of the existing hospital.

Mr Hood (NHS Trust) confirmed in his presentation to the 2nd June 2009 Sub-Committee that there was instant availability for land to create an extended park and ride scheme at the Forge site (some 80 spaces). In addition, the Stadium of Light has confirmed a willingness to provide unlimited spaces. A meeting is scheduled with Gala Bingo on 15th June 2009 to confirm the take-up of 30 spaces. Peacock Tyres have offered a 30-space facility for a park and walk facility (although the cost is relatively high).

The Trust can confirm its commitment to continuing its search for other suitable sites that may be appropriate for both park and ride and park and walk facilities.

- 6) Travel Plan targets while mainly addressing staff travel issues, should also cater for visitors and out-patients, with appropriate targets.

The Trust have previously responded to this point in our letter of 18th May 2009. To reconfirm, the Trust's Travel Plan focuses on staff as this is the group that it is able to exert the greatest influence over in terms of travel patterns. That said, the Trust is committed to facilitating modal shift away from the car across all user-groups and already makes sustainable travel information available to patients, out-patients and staff both on its own premises and at GP surgeries (see paragraph 5.26 of the submitted Travel Plan). This is in addition to a number of other incentives that are directed specifically to patients and visitors including free and discounted travel to eligible persons under the Hospital's Travel Costs Scheme and NHS Patient Transport Services (see RPS Travel Plan, paragraphs 5.51 – 5.53).

We note the Council's intention to apply a condition to any planning permission granted requiring Travel Plan monitoring, delivery and enforcement. Section 8 of the Travel Plan (March 2009) sets out a strategy for monitoring and reviewing the effectiveness of the Travel Plan and paragraphs 7.6 to 7.9 set out a 'timetable' for implementation of the Travel Plan measures. Consequently, the following wording could be inserted by way of an appropriate condition:

"The Applicant will implement the approved Travel Plan in accordance with the timetable contained therein. The Travel Plan will continue to be implemented as long as any part of the development is occupied."

It is considered that the above responses provide assurance of the Trust's intentions. Only certain elements can be covered by condition through the submitted travel plan. The Park and Ride Schemes are good intentions and welcomed but cannot be covered by conditions attached to a permission for the present proposals, because the present parking proposals meet the Council's parking standards. Furthermore the excess car parking in the residential area exists as a result of the existing hospital and conditions cannot now be attached to address a pre-existing problem.

Nevertheless, the proposals for park and ride schemes and the requirement to monitor and review the travel plan would make a significant contribution to reducing parking demand at the hospital site, increase the efficiency of the on-site car parking at the hospital and thereby reduce the demand for parking in the surrounding residential area associated with the hospital use.

RESIDENTS PARKING SCHEME

In addition to the consideration of the planning application, a public consultation exercise relating to measures associated with options for a parking management scheme for the residential streets in the area of the Royal Hospital took place in January/February 2008. Consultees were asked to provide their preference and comment on 8 options, which had been identified by reviewing similar schemes operating elsewhere in the country and which were also compliant with national traffic signs regulations and general directions and had been discussed with representatives of the Department for Transport.

The problems identified and to be addressed by these options were :-

- Difficult access caused by indiscriminate parking on narrow streets and at junctions
- Additional traffic movements associated with obstructed vehicles and those looking for parking space
- Residents unable to find on-street parking spaces
- Concerns raised by emergency services relating to general access
- Potential for increased accidents resulting in personal injury to pedestrians

The findings of the consultation exercise with recommendations are to be reported to Cabinet at its meeting of 29 July 2009. In summary, these findings identify the residents main concerns as:

- the requirement to mark out parking bays on the streets causing a significant reduction in available parking; and
- the possible costs of purchasing permits.

Consequent to these concerns, and before reporting on a way forward to Cabinet in July, further discussions have taken place with the Department for Transport which has advised that it may grant special authorisation for a signing and marking scheme which

will allow for the provision of parking permits to residents without the need to mark out parking places on the streets. This approach would remove the impact of a reduction in available on-street parking space. The July Cabinet report will also present options, including the implications of a scheme that has nil costs to residents.

As part of the developing proposals, which acknowledge the concerns of residents, it will be possible for the Council to exert full control over the parking by staff of the Royal Hospital. This would be achieved by the issue of a limited number of permits to hospital staff to park in these residential streets in acceptable numbers, to be decided by the Council, and within a charging policy determined by the Council. This approach will reflect the residents' views that short term visitor parking in the area can be accommodated

CONCLUSION

As concluded in the main agenda report the development proposals which are the subject of this application are considered to be acceptable in terms of proposed land-use, design and access arrangements.

The proposals contain sufficient car parking provision (139 new spaces net) to more than meet the Council's adopted car parking guidelines contained in supplementary Planning Guidance – Development Control Guidelines (78 spaces plus 3 disabled spaces). To this extent the proposals also make a small contribution towards meeting the demand for on-site car parking associated with the existing hospital use.

Accordingly the recommendation is to approve the application subject to the conditions listed below.

It is acknowledged that at the Sub-Committee meeting on 2nd June members still had concerns that the demand for car parking at the existing hospital was leading to considerable parking associated with staff and visitors in the surrounding residential area. Consequently they wanted further information on how the Hospital Trust could help reduce the problem and this has now been provided and discussed in this report. The proposals contained would make a contribution to solving the pre-existing problem of parking in the residential area.

In parallel to the assessment of the acceptability of the development proposals, the framework for a scheme of residents parking for the area, such that the Council could control the non resident parking levels and preserve the residential amenity of the area, has been drawn up and has been discussed in this report.

RECOMMENDATION: Approve subject to conditions

Conditions

- 1 The development to which this permission relates must be begun not later than three years beginning with the date on which permission is granted, as required by section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004 to ensure that the development is carried out within a reasonable period of time
- 2 No development shall take place until a scheme of working has been submitted to the satisfaction of the local planning authority; such scheme to include , siting and organisation of the construction compound and site cabins, routes to and from the site for construction traffic, parking arrangements during construction and measures to ameliorate noise, dust, vibration and other effects, and so implemented, in the interests of the proper planning of the development and to protect the amenity of adjacent occupiers and in order to comply with policy B2 of the UDP.
- 3 Before the development hereby approved is commenced details of the means of demolition, which shall include the precautionary measures (as set out on the submitted bat survey report) to be incorporated to avoid any undue disturbance to bats, shall be submitted to and approved by the Local Planning Authority. All works shall be carried out in accordance with the agreed details in order to protect the amenities of the area and to comply with policy of the UDP.
- 4 Notwithstanding any specifications on the submitted plans details of all walls, fences or other means of boundary enclosure shall be submitted to and approved by the Local Planning Authority before the development is commenced. The agreed boundary treatment shall be completed before occupation or in accordance with an agreed timetable, in the interests of visual amenity and to comply with policy B2 of the UDP.
- 5 Before the development, hereby permitted, is commenced a plan showing the provision of adequate facilities for the storage of refuse within the site shall be submitted to and approved by the Local Planning Authority, and shall be so installed and maintained thereafter in order to ensure a satisfactory form of development and to comply with policy EN1 of the UDP.
- 6 Before the development hereby approved is commenced, the details of the space and facilities for bicycle and motor cycle parking shall be submitted to and approved in writing by the local planning authority. The facilities shall be laid out in accordance with the approved details before any part of the building is occupied, in order to ensure that adequate provision is made for cycle and motor cycle parking and to comply with policies T9, T14 and T22 of the UDP
- 7 The construction works required for the development hereby approved shall only be carried out between the hours of 08.00 and 18.00 Monday to Friday and between the hours of 08.00 and 13.00 on Saturdays and at no time on Sundays or Bank Holidays in order to protect the amenities of the area and to comply with policy B2 of the UDP

- 8 No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of landscaping and treatment of hard surfaces which shall include indications of all existing trees and hedgerows on the land, and details for their protection during the course of development, in the interests of visual amenity and to comply with policies B2 and CN14 of the UDP.
- 9 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting season following the occupation of the buildings or the completion of the development whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless the Local Planning Authority gives written consent to any variation, in the interests of visual amenity and to comply with policy B2 and CN14 of the UDP.
- 10 Notwithstanding any indication of materials which may have been given in the application, no development shall take place until a schedule and/or samples of the materials and finishes to be used for the external surfaces, including walls, roofs, doors and windows has been submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall not be carried out other than in accordance with the approved details; in the interests of visual amenity and to comply with policy B2 of the Unitary Development Plan.
- 11 A Travel Plan, which shall include measures for its delivery, enforcement and monitoring, shall be prepared by the applicant and agreed in writing by the Local Planning Authority, in order to reduce the number of staff/visitors arriving by car and increase the number of staff/visitors using public transport, walking and cycling as a means of travelling to/ from the hospital and be so implemented, in the interests of traffic mitigation and environmental sustainability and to comply with policy T14 of the UDP.
- 12 Prior to being discharged into any watercourse, surface water sewer or soakaway systems, all surface water drainage from parking areas and hardstandings shall be passed through trapped gullies installed in accordance with a scheme submitted to and approved in writing by the Local Planning Authority, before the development is commenced, in order to prevent pollution of the water environment and to comply with policy EN12 of the approved UDP.
- 13 Before the development commences details of the method of containing the construction dirt and debris within the site and ensuring that no dirt and debris spreads on to the surrounding road network shall be submitted to and approved by the Local Planning Authority. These details shall include the installation and maintenance of a wheelwash facility on the site and where necessary supplementary road cleaning facilities. All works and practices shall be implemented in accordance with the agreed details before the development commences and shall be maintained

throughout the construction period in the interests of the amenities of the area and highway safety and to comply with policies B2 and T14 of the approved UDP.

- 14 Before the development hereby approved is commenced a detailed phasing plan for the development shall be submitted to and approved in writing by the Local Planning Authority in order to ensure a satisfactory and orderly form of development in the interests of the amenities of the area and to comply with policies B2 and T14 of the UDP.
- 15 Before the development, hereby approved is commenced a parking management scheme for the development both on completion and during the phased construction shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be fully implemented in order to ensure that adequate car parking facilities remain available throughout the course of the development and shall be maintained thereafter unless otherwise agreed in writing by the Local Planning Authority, in the interests of highway safety and to comply with policies T14 and T22 of the UDP.
- 16 On completion of the development a net increase of at least 139 car parking spaces shall be provided on the site in accordance with the submitted/approved drawings and those spaces shall be retained and reserved for the parking of vehicles thereafter unless otherwise agreed in writing by the Local Planning Authority to ensure that adequate and satisfactory provision is made for the off street parking of vehicles and to comply with policies T14 and T22 of the UDP.
- 17 Before the development hereby approved is commenced the details of the bat boxes to be incorporated/placed on the buildings hereby approved and on the mature trees within the site shall be submitted to and approved in writing by the Local Planning Authority in order to ensure the retention of roosting facilities within the site for bats in the interests of maintaining/enhancing the biodiversity of the site and to comply with policies CN 18 and CN22 of the UDP.
- 18 No tree shown to be retained on the approved plans shall be cut down, uprooted or destroyed, nor shall any retained 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 British Standard 3998 "Tree Work", in the interests of visual amenity and to comply with policy CN17 of the UDP.
- 18 If any retained tree is removed, uprooted, destroyed or dies, another tree shall be planted at the same place and that tree shall be of such a size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority, in the interests of visual amenity and to comply with policy CN17 of the UDP.

- 19 The erection of fencing for the protection of any retained trees shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to 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 levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority, in the interests of visual amenity and to comply with policy CN17 of the UDP.
- 20 The erection of fencing for the protection of any retained trees shall be undertaken in accordance with the plans and particulars to be submitted to and approved by the Local Planning Authority, before any equipment, machinery or materials are brought on to 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 levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority, in the interests of visual amenity and to comply with policy CN17 of the UDP.
- 21 Before the development commences a method statement shall be submitted to the Local Planning Authority detailing the method of construction for any works to be undertaken within the crown spread of any trees on the site, such details to include methods of excavation. All works shall be carried out in accordance with the agreed details in the interests of visual amenity and to comply with policy CN17 of the UDP.