

Report of the Head of Planning, Sport and Green Spaces

Address HILLINGDON HOSPITAL PIELD HEATH ROAD HILLINGDON

Development: Formation of 48 additional parking spaces on land adjoining the main car park at Hillingdon Hospital and associated highway, access and landscaping works

LBH Ref Nos: 4058/APP/2015/4041

Drawing Nos: 11 Rev. P2
130 Rev. P1
02 Rev. P2
22 Rev. P1
Planning and Design Statement
1404 L.10 Rev. A
Agent's letter dated 13.1.16
50 Rev. P
1404 A.2 Rev. A
Report on increases in patient numbers and reduction in car parking provision, 2007 - 2014
100 Rev. P

Date Plans Received: 01/11/2015 **Date(s) of Amendment(s):** 01/11/2015

Date Application Valid: 01/11/2015 13/01/2016

1. SUMMARY

A previous scheme at the hospital for a temporary decked car park, together with associated enabling works, car parking management and landscaping, which was presented to the Major Applications Planning Committee meeting on 9/12/14 (4058/APP/2014/2373 refers). This scheme would have resulted in a net increase of 89 spaces (from 390 to 379) on this part of the hospital grounds in order to assist with meeting parking demand and thus reduce queuing to access the car park on the surrounding roads. The Hospital Trust advise that this scheme is economically unviable so have submitted this alternative scheme which attempts to increase car parking capacity on site by providing a net increase of 48 surface spaces within two locations, 16 spaces within the grass verge along Pield Heath Road to the north as previously approved and 41 spaces within the green space surrounding the Greenacres Centre to the south. As part of the works, the car park would be segregated into visitor/ patient and staff parking, which was included as part of the previously approved decked scheme and involves a similar alteration to the exit on Royal Lane to allow staff to access this part of the car park. Unlike the previous scheme which proposed a barrier free access to the visitor parking area on the Pield Heath Road entrance, controlled by an Automatic Number Plate Recognition system (ANPR) with parking tariffs being paid on exit, this scheme would retain the barrier.

The extension of the surface car park into the grassed verge would not be harmful to the visual amenities of the street scene. The loss of part of the grass verge would be mitigated by additional planting which has been conditioned. The parking spaces would also be sufficiently remote from surrounding residents so that their amenities would not be adversely affected. The proposal does involve tree loss, but since the scheme has been revised to include more mature replacement tree planting, the Council's Tree and

Landscaping Officer raises no further objection, subject to an appropriate landscaping condition.

This application, as did the previous decked scheme application, does demonstrate that there is a genuine need for additional parking provision on site, as a result of increased activity and staff numbers at the hospital, coupled with a reduction in parking spaces elsewhere within the hospital grounds.

The Council's Highway Engineer, whilst not raising any objections to the new car parking layout and its access, subject to the scheme securing the non-implementation of the decked scheme, a car parking management system, which should assess options for maximizing the efficient operation of the entrance on Pield Heath Road and a revised/ updated Travel Plan to manage parking demand to maximize the alleviation of the problems of traffic queuing and congestion outside the hospital.

These would be covered by a S106 Agreement and condition. Additional disabled parking has also been covered by condition.

2. RECOMMENDATION

That delegated powers be given to the Head of Planning and Enforcement to grant temporary planning permission, subject to the following:

A) That the Council enter into a legal agreement with the applicants under Section 106/Unilateral Undertaking of the Town and Country Planning Act 1990 (as amended) or other appropriate legislation to secure:

1. Highways: A s278/s38 Agreement will need to be entered into to secure the highway works and their phasing within the construction process.

2. A revised Green Travel Plan for the Hospital Trust, based upon the Trust's suggested Heads of Terms dated 28/01/16

3. Non- implementation of the temporary decked car parking scheme granted permission on 4/6/15 (App No. 4058/APP/2014/2373 refers).

B) That the applicant meets the Council's reasonable costs in the preparation of the S106 Agreement and any abortive work as a result of the agreement not being completed.

C) That officers be authorised to negotiate and agree the detailed terms of the proposed agreement and conditions of approval.

D) That if any of the heads of terms set out above have not been agreed and the S106 legal agreement has not been finalised before the 28th February 2016, or any other period deemed appropriate that delegated authority be given to the Head of Planning and Enforcement to refuse the application for the following reason:

'The applicant has failed to ensure that the necessary highway works and revised Travel Plan would be undertaken/prepared in a timely manner and to an appropriate standard and ensure that further additional car parking is not provided on site with the implementation of planning permission granted on 4/6/15 (App No. 4058/APP/2014/2373 refers). The scheme therefore conflicts with Policies AM2 and AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies

(November 2012).'

E) That subject to the above, the application be deferred for determination by the Head of Planning and Enforcement under delegated powers, subject to the completion of the legal agreement under Section 106 of the Town and Country Planning Act 1990 and other appropriate powers with the applicant.

F) That if the application is approved, the following conditions be attached:-

1 COM3 Time Limit

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON

To comply with Section 91 of the Town and Country Planning Act 1990.

2 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 11 Rev. P2, 130 Rev. P1, 02 Rev. P2, 22 Rev. P1, 1404 L.10 Rev. A, 50 Rev. P, 1404 A.2 Rev. A and 100 Rev. P and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2015).

3 COM6 Levels

No development shall take place until plans of the site showing the existing and proposed ground levels and the proposed finished floor levels of all proposed buildings have been submitted to and approved in writing by the Local Planning Authority. Such levels shall be shown in relation to a fixed and known datum point. Thereafter the development shall not be carried out other than in accordance with the approved details.

REASON

To ensure that the development relates satisfactorily to adjoining properties in accordance with policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

4 COM8 Tree Protection

No site clearance or construction work shall take place until the details have been submitted to, and approved in writing by, the Local Planning Authority with respect to:

1. A method statement outlining the sequence of development on the site including demolition, building works and tree protection measures.

2. Detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details. The fencing shall be retained in position until development is completed. The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

- 2.a There shall be no changes in ground levels;
- 2.b No materials or plant shall be stored;
- 2.c No buildings or temporary buildings shall be erected or stationed.
- 2.d No materials or waste shall be burnt; and.
- 2.e No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

REASON

To ensure that trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

5 COM9 Landscaping (car parking & refuse/cycle storage)

No development shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

- 1. Details of Soft Landscaping
 - 1.a Planting plans (at not less than a scale of 1:100),
 - 1.b Written specification of planting and cultivation works to be undertaken,
 - 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate
- 2. Details of Hard Landscaping
 - 2.c Means of enclosure/boundary treatments
 - 2.d Car Parking Layouts (including demonstration that 10 parking spaces are served by electrical charging points)
 - 2.e Hard Surfacing Materials
 - 2.f External Lighting
 - 2.g Other structures (such as barrier equipment and tariff machines)
- 3. Details of Landscape Maintenance
 - 3.a Landscape Maintenance Schedule for a minimum period of 5 years.
 - 3.b Proposals for the replacement of any tree, shrub, or area of surfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.
- 4. Schedule for Implementation
- 5. Other
 - 5.a Existing and proposed functional services above and below ground
 - 5.b Proposed finishing levels or contours

Thereafter the development shall be carried out and maintained in full accordance with the approved details.

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and

AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 6.9 and 6.13 of the London Plan (March 2015).

6 COM10 Tree to be retained

Trees, hedges and shrubs shown to be retained on the approved plan shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority. If any retained tree, hedge or shrub is removed or severely damaged during construction, or is found to be seriously diseased or dying another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs'

Remedial work should be carried out to BS BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and to comply with Section 197 of the Town and Country Planning Act 1990.

7 NONSC Car Parking Management Scheme

Prior to the parking spaces being brought into use, details of a car parking management scheme, which shall include details of a feasibility study and the preferred option for improving the efficiency of the operation of the Pield Heath Road entrance, shall be submitted to and approved in writing by the Local Planning Authority. The management scheme, including the preferred option shall be implemented and maintained as approved for so long as the development remains in existence.

REASON

To ensure that the operation of the enlarged car park is not prejudicial to highway safety, in accordance with Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

8 NONSC Sustainable Water Management

Prior to commencement, a scheme for the provision of sustainable water management shall be submitted to, and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate how it:

A) Manages Water:

The scheme shall demonstrate ways of controlling the surface water on site by providing information on:

a) Suds features:

incorporating sustainable urban drainage in accordance with the hierarchy set out in

Policy 5.13 of the London Plan. Where the proposal does not utilise the most sustainable solution, justification must be provided, calculations showing storm period and intensity and volume of storage required to control surface water and size of features to control that volume to Greenfield run off rates at a variety of return periods including 1 in 1 year, 1 in 30, 1 in 100, and 1 in 100 plus Climate change, overland flooding should be mapped, both designed and exceedance routes above the 100, plus climate change, including flow paths depths and velocities identified as well as any hazards, (safe access and egress must be demonstrated).

b) Receptors

i. Capacity demonstrated for Thames Water foul and surface water network, and provide confirmation of any upgrade work required having been implemented and receiving watercourse as appropriate.

ii. Where infiltration techniques (soakway) or a basement are proposed a site investigation must be provided to establish the level of groundwater on the site, and to demonstrate the suitability of infiltration techniques proposed on the site. (This should be undertaken at the appropriate time of year as groundwater levels fluctuate).

iii. Where groundwater is found within the site and a basement is proposed suitable mitigation methods must be provided to ensure the risk to others is not increased.

iv. Identify vulnerable receptors, ie WFD status and prevent pollution of the receiving groundwater and/or surface waters through appropriate methods;

c) Long Term Management and Maintenance of the drainage system.

Provide a management and maintenance plan for the lifetime of the development of arrangements to secure the operation of the scheme throughout its lifetime. Including appropriate details of Inspection regimes, appropriate performance specification, remediation and timescales for the resolving of issues. Where there is overland flooding proposed, the plan should include the appropriate actions to ensure the safety of the users of the site should that be required.

Where the maintenance will not be the responsibility of an individual householder, the details of the body legally responsible for the implementation of the management and maintenance plan must be provided.

d) During Construction

How temporary measures will be implemented to ensure no increase in flood risk from commencement of construction.

Thereafter the development shall be implemented and retained/maintained in accordance with these details for as long as the development remains in existence.

REASON

To ensure that surface water run off is controlled to ensure the development does not increase the risk of flooding contrary to Policy EM6 Flood Risk Management in Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012) Policy 5.12 Flood Risk Management of the London Plan (March 2015) and National Planning Policy Framework (March 2012) and the Planning Practice Guidance (March 2014).

Water to be handled as close to its source as possible in compliance with Policy 5.13 Sustainable Drainage of the London Plan (March 2015).

To conserve water supplies in accordance with Policy 5.15 Water use and supplies of the London Plan (March 2015).

To ensure developments have suitable infrastructure in place to support them and improve water quality in accordance with Policy 5.14 Water quality and wastewater

infrastructure, (March 2015).

9 NONSC Disabled Parking

Prior to the commencement of works on site, details shall be submitted to and approved by the Local Planning Authority to show 5 additional blue badge spaces and 3 brown badge spaces within the application site.

REASON

To ensure that adequate provision is made for disabled visitors and staff, in accordance with Policy AM15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Council's SPD Accessible Hillingdon, May 2013.

10 NONSC Lighting Scheme

Prior to the commencement of works on site, details of any lighting scheme shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details which shall thereafter be permanently retained.

REASON

To safeguard the visual amenity of the area, in accordance with Policy OE1 of the Hillingdon Local Plan: Part Two - Saved UDP Policy (November 2012).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to GRANT planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

2 I53 Compulsory Informative (2)

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (2015) and national guidance.

NPPF1	NPPF - Delivering sustainable development
NPPF4	NPPF - Promoting sustainable transport
NPPF8	NPPF - Promoting healthy communities
NPPF10	NPPF - Meeting challenge of climate change flooding coastal
LPP 3.2	(2015) Improving health and addressing health inequalities
LPP 3.17	(2015) Health and social care facilities
LPP 5.13	(2015) Sustainable drainage
LPP 6.3	(2015) Assessing effects of development on transport capacity
LPP 6.9	(2015) Cycling
LPP 6.10	(2015) Walking
LPP 6.13	(2015) Parking
LPP 7.2	(2015) An inclusive environment
LPP 7.3	(2015) Designing out crime
LPP 7.14	(2015) Improving air quality

LPP 7.15	(2015) Reducing noise and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
LPP 7.21	(2015) Trees and woodland
BE13	New development must harmonise with the existing street scene.
BE19	New development must improve or complement the character of the area.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
R16	Accessibility for elderly people, people with disabilities, women and children
R17	Use of planning obligations to supplement the provision of recreation leisure and community facilities
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
PR21	Hillingdon Hospital
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
SPG-AQ	Air Quality Supplementary Planning Guidance, adopted May 2002

3 115 Control of Environmental Nuisance from Construction Work

Nuisance from demolition and construction work is subject to control under the Control of Pollution Act 1974, the Clean Air Act 1993 and the Environmental Protection Act 1990. You should ensure that the following are complied with:

- (i) Demolition and construction works should only be carried out between the hours of 0800 and 1800 on Monday to Friday and between the hours of 0800 and 1300 on Saturday. No works should be carried out on Sundays, Public or Bank Holidays;
- (ii) All noise generated during such works should be controlled in compliance with British Standard 5228, and use "best practicable means" as defined in section 72 of the Control of Pollution Act 1974;
- (iii) Measures should be taken to eliminate the release of dust, odours and other emissions caused by the works that may create a public health nuisance. Guidance on control measures is given in "The control of dust and emissions from construction and demolition: best practice guidelines", Greater London Authority, November 2006; and
- (iv) No bonfires that create dark smoke or cause nuisance to local residents should be allowed at any time.

You are advised to consult the Council's Environmental Protection Unit to seek prior approval under Section 61 of the Control of Pollution Act 1974 if you anticipate any difficulty in carrying out the works other than within the normal working hours set out above, and by means that would minimise disturbance to adjoining premises. For further

information and advice, contact the Environmental Protection Unit, 3S/02 Civic Centre, High Street, Uxbridge, Middlesex UB8 1UW (tel. 01895 250155).

3. CONSIDERATIONS

3.1 Site and Locality

The 1.3 hectare irregularly shaped site comprises the north western corner of Hillingdon Hospital which predominantly comprises the main hospital surface car park, adjacent to the roundabout junction of Pield Heath Road and Royal Lane. The site includes the wide grassed verge adjacent to Pield Heath Road which extends to the back edge of the adjoining highway footpath and a bus stop shelter with the hospital's boundary within the verge marked by 0.5m high wooden post and rail fencing. There are a number of trees/shrubs within the verge, including two large Oaks. The site also includes the grassed areas with tree planting surrounding the Greenacres Centre at the southern end of the site. The main access to the car park is from the traffic lighted junction on Pield Heath Road, with a secondary access from Royal Lane.

Selected trees within the hospital grounds are protected by TPO 411 and TPO 623, but there are no protected trees within the application site. The site does form part of an Air Quality Management Area.

3.2 Proposed Scheme

The proposal is for a net addition of 48 car parking spaces within two locations, 16 spaces would be provided within the grass verge adjacent to Pield Heath Road at the northern end of the existing main surface car park and 41 spaces within the grassed areas adjacent to the Greenacres Centre to the south, including the area to the west of the Greenacres Centre building and a triangle of green amenity space concealed behind the building. A number of spaces within the existing car park would be removed to facilitate the new parking layout.

As part of the proposals, visitor/ patient and staff parking would be segregated, with the northern part of the car park, comprising 244 spaces (56% of the total) being for visitors/ patients, served by the existing entrance/ exit on Pield Heath Road and the southern area, consisting of 194 spaces (44%) would be for staff, to be served by the existing exit onto Royal Lane which would be enlarged to also provide the staff entrance. The two areas would be separated by a bollard barrier.

Planning and Design Statement:

This provides an introduction to the proposals, advising that despite implementing the measures within the approved Travel plan, there is insufficient car parking at the hospital which is causing ongoing difficulties for its operation. It goes on to advise that the temporary decked car park previously granted permission is financially unviable as opposed to the current scheme which is more cost effective to implement and manage.

The statement goes on to describe the proposals. It notes that the 16 spaces adjacent to Pield Heath Road are in the same location as the 16 spaces approved as part of the decked car parking scheme (APP. No. 4058/APP/2014/2373 refers) and the spaces around the Greenacres building would be discretely located behind existing buildings and although access to the spaces would be restricted, they would be used solely for staff who

will become familiar with the geometry of the access through regular use.

Relevant planning history is then briefly described. Relevant national planning policy is described, together with a brief assessment of how the proposals comply with specific national policy. Relevant regional and local policy is then listed. The statement then goes on to consider the key planning issues, with a brief discussion on design, scale and appearance, impact on adjoining land uses, car parking/ transport, landscaping and flooding / drainage. It concludes by stating that the Hillingdon Hospitals NHS Foundation Trust wish to continue to deliver high quality healthcare services to residents of the Borough but the lack of sufficient on site car parking continues to cause difficulties for patients, staff and visitors and this scheme would assist in providing some alleviation to this problem. As the assessment demonstrates that the scheme is compliant with relevant planning policies, permission should be granted.

Report on increases in patient numbers and reduction in car parking provision, 2007 - 2014:

This report comments on the success of the Travel Plan by describing the growth in patient numbers attending the hospital from 2007 to 2013, with admissions up 1,341 from 45,890 to 47,231 (2.9%) and appointments up 49,686 from 187,314 to 237,000 (26.5%). To serve the increase, there has been an 18% increase in staff numbers, from 2476 in 2007 to 2916 in 2014 (excluding volunteer staff, contractors on maintenance and other building work, catering employees, visiting staff etc). In contrast, the report states that parking spaces on site have reduced from 1040 in 2004 to 909 in 2015. It goes on to advise that the lack of available staff car parking spaces and the initiatives of the Travel Plan has resulted in a reduction in the number of staff who travel to work alone by car. In order for staff to park on site without incurring the £5.20 daily tariff, they need a permit and due to tightening of the qualification criteria, the number issued has reduced from 1804 in Dec. 2006 to 1299 in June 2014 so that in 2007, although almost 88% of staff were issued with a permit, this had fallen to 44% in 2014.

3.3 Relevant Planning History

Comment on Relevant Planning History

The larger Hillingdon Hospital site has an extensive, somewhat ad hoc development history. In April 2005, outline planning permission for a comprehensive redevelopment of the site was granted, in which a phased redevelopment of the site was envisaged, funded by PFI. However, due to the changing economic climate, a redevelopment of that scale will not now come forward in the foreseeable future. Since then, a number of more minor developments have come forward, the most recent being the two storey Acute Medical Unit (AMU) granted in August 2013 (App. No. 4058/APP/2013/99 refers). The S106 entered into by the Hospital Trust effectively restrict schemes for additional floor space over 250sqm unless progress on a Masterplan for the re-development of the hospital site can be demonstrated through a review mechanism. The Trust advise that work has commenced on the preparation of the site wide masterplan that will guide future development proposals

Of particular relevance to this application is the planning permission granted on 4/6/15 for the erection of a temporary decked car park for a period of 5 years, which together with 16 additional surface spaces and associated landscaping and enabling works would have increased the overall car park capacity from 390 to 479 spaces (App No. 4058/APP/2014/2373). The hospital advise that this scheme is financially unviable and therefore the current application represents an alternative proposal to increase parking on this part of the site.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.EM1 (2012) Climate Change Adaptation and Mitigation
- PT1.EM6 (2012) Flood Risk Management
- PT1.EM8 (2012) Land, Water, Air and Noise
- PT1.T1 (2012) Accessible Local Destinations

Part 2 Policies:

- NPPF1 NPPF - Delivering sustainable development
- NPPF4 NPPF - Promoting sustainable transport
- NPPF8 NPPF - Promoting healthy communities
- NPPF10 NPPF - Meeting challenge of climate change flooding coastal
- LPP 3.2 (2015) Improving health and addressing health inequalities
- LPP 3.17 (2015) Health and social care facilities
- LPP 5.13 (2015) Sustainable drainage
- LPP 6.3 (2015) Assessing effects of development on transport capacity
- LPP 6.9 (2015) Cycling
- LPP 6.10 (2015) Walking
- LPP 6.13 (2015) Parking
- LPP 7.2 (2015) An inclusive environment
- LPP 7.3 (2015) Designing out crime
- LPP 7.14 (2015) Improving air quality
- LPP 7.15 (2015) Reducing noise and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
- LPP 7.21 (2015) Trees and woodland
- BE13 New development must harmonise with the existing street scene.
- BE19 New development must improve or complement the character of the area.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
- R16 Accessibility for elderly people, people with disabilities, women and children
- R17 Use of planning obligations to supplement the provision of recreation, leisure and

	community facilities
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
PR21	Hillingdon Hospital
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
SPG-AQ	Air Quality Supplementary Planning Guidance, adopted May 2002

5. Advertisement and Site Notice

- 5.1 Advertisement Expiry Date:- Not applicable
- 5.2 Site Notice Expiry Date:- **30th December 2015**

6. Consultations

External Consultees

92 neighbouring properties have been consulted on this application and a site notice with a closing date of 30/12/15 was displayed on site from 9/12/15. 1 response has been received raising the following concern (summary):-

(i) As proposal will increase vehicle activity affecting Royal Lane residents, the dilapidated wooden beam fence should be replaced as part of this proposal and the addition of more quality shielding foliage.

Internal Consultees

HIGHWAY ENGINEER (Summary):

The previous approval (ref: 4058/APP/2014/2373) was for a temporary car park with 89 additional spaces. It was also proposed to remove the barrier at the entry to the car park and replace with a pay on exit system which would also assist in removing the regular backing up of queuing traffic on to Field heath Road. It was also stated that whilst the proposals for additional parking spaces are intended to remove queuing and congestion at the main entrance, the current trends in clinical procedures, the increase in parking provision may be taken up by anticipated growth in visitation to the hospital. With this in mind, the Trust had proposed to continue to develop its travel plan.

In lieu of the previous approval of 89 car parking spaces, no objections are raised on highway grounds for the current proposal of 48 spaces subject to the following S106 Heads of Term/Conditions:

1. Non implementation of the previous consent for 94 spaces.
2. Submission of a Travel Plan or addendum to the existing with inbuilt financial penalties for not meeting set targets. The aim of the targets is to seek an eventual reduction in staff parking.

3. That removes the barrier at the entrance to the car park and provides a pay on exit system that would offer 10 minutes free access to the car park to wait inside for a vacant space or leave the car park within 10 minutes without incurring any charge, to be operational prior to the commencement of the development so as to remove the congestion on the approach to the car park as well as on the public highway.

TRANSPORTATION AND AVIATION TEAM MANAGER (Summary):

In view of the ongoing traffic congestion problems along Pield Heath Road arising from cars queuing to enter the hospital car park, I consider a Travel Plan is required to be submitted alongside application 4058/APP/2015/4041 - planning application for a further 48 car parking spaces.

The Heads of Terms for S106 Agreement for planning application 4058/APP/2014/2373 - planning application for a temporary decked car park appears to be a good starting point for negotiation

As already mentioned I consider the following essential:-

3. That removes the barrier at the entrance to the car park and provides a pay on exit system that would offer 10 minutes free access to the car park to wait inside for a vacant space or leave the car park within 10 minutes without incurring any charge, to be operational prior to the commencement of the development so as to remove the congestion on the approach to the car park as well as on the public highway.

LANDSCAPING/ TREE OFFICER (Summary):

Selected trees on the hospital campus are protected by TPO 411 and TPO 623. However, there are no Tree Preservation Orders and no Conservation Area designations affecting trees connected with this proposal.

No tree survey has been submitted in spite of the presence of trees and pre-application advice which confirmed that a survey and impact assessment is required.

The Planning and Design Statement confirms that the 16 spaces alongside Pield Heath Road are the same as those approved as part of the 2014/2373 approval. In this case one young oak will be removed to facilitate the development. The two large oaks will be retained (and protected) and three replacement trees are proposed. The replacement tree planting is very mean in terms of size (at the time of planting) and quantity. - There is space and opportunity for additional tree planting along this boundary. Trees should be planted as larger specimens, say 16-18cm girth.

An additional 40No. is to be provided around, and behind the Greenacres Centre according to the report, (the annotation on plan shows 41No.), of which 37No. will constitute a net increase (40No. according to the plan).

No tree or landscape assessment has been submitted. However, this space will result in the loss of an increasingly rare piece of green amenity space and at least 10No. trees.

If the application is recommended for approval, landscape conditions should be imposed to ensure that the proposals preserve and enhance the character and local distinctiveness of the surrounding natural and built environment, namely levels (COM6), tree protection (COM8), Landscaping Scheme (COM9, Parts 1, 2, 4, 5 and 6) and tree retention (COM10).

FLOOD AND WATER MANAGEMENT OFFICER (Summary):

In principle there are no objections to the extended car parking as they propose to ensure that the

car parking is porous. However more detail is required to ensure the drainage has been designed appropriately particularly as there is a loss of existing landscaping. It is also noted that Hillingdon Hospital have promised to undertake a masterplan for the site including planning for drainage to ensure that it is managed appropriately and an update on this work would be appreciated.

Therefore a condition requiring that details of a sustainable drainage scheme is submitted is requested.

EPU (NOISE):

No objections subject to an informative advising of requirements for construction works to comply with environmental health and related legislation/ guidance.

EPU (AIR QUALITY):

No objections from air quality but we would require provision of 10 fast charging electric points being provided. The best way is to have a electric charging bay.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The NPPF (March 2012) generally seeks to safeguard existing community facilities and services and seeks to ensure that they are able to develop and modernise in a sustainable way. The NPPF also encourages transport solutions which support a reduction in greenhouse gas emissions and reduce congestion.

The London Plan seeks to promote the continued role of London as a national and international centre of medical excellence and specialised facilities, promoting expansion where appropriate. It goes on to advise that the networks, research and associated facilities that support London's role as a centre of medical excellence should be supported.

Hillingdon Hospital is located within the 'developed area' and is covered by site specific Policy PR21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

Policy PR21 states "At the Hillingdon Hospital site, the Local Planning Authority will encourage redevelopment where appropriate for health purposes associated with Hillingdon Hospital subject to key provisos including:-

- Comprehensive proposals showing the health authority's intention for the whole site;
- Appropriate phasing including the provision of associated access, servicing, car parking provision and landscaping in accordance with current policies and standards;
- Safeguarding and improvement of local residential amenity."

As previously advised on the former application for the decked car park, the hospital is currently generating levels of traffic that is resulting in queuing and congestion on Pield Heath Road and surrounding roads that is detrimental to transport sustainability objectives and highway safety. Whilst the proposed additional parking spaces and new parking management system would assist in relieving these problems, the potential exists that the additional parking provision could encourage more staff and visitors to arrive by car. However, this has to be balanced against the improved energy efficiencies associated with improved traffic flow, including more reliable bus services on adjoining roads which might

encourage their greater use. Furthermore, this application would provide 41 fewer spaces than the consented, albeit temporary scheme and the current proposal, as did the previous application presents the opportunity for a more robust travel plan that would now include a £20,000 bond to be put in place that will encourage and support alternative means of travel to the site. This, and given that it is likely that greater patient turnaround and use of this hospital site will be made in the future suggests that there are grounds to justify additional parking provision (albeit stringent efforts need to be made through the travel plan process to seek to reduce parking demand) which weighs in favour of the proposal. The Trust also advise that the masterplan for the whole site is in the process of being prepared.

It is therefore considered that on balance, the additional car parking spaces and associated works can be supported.

7.02 Density of the proposed development

Not applicable to this proposal for additional car parking spaces.

7.03 Impact on archaeology/CAs/LBs or Areas of Special Character

The proposal would not impact upon a conservation or area of special character nor would it effect the setting of any heritage asset, nor is the site considered to be of archaeological interest.

7.04 Airport safeguarding

The proposal does not conflict with aircraft safeguarding criteria.

7.05 Impact on the green belt

The site does not fall within nor is sited close to land designated as Green Belt and therefore raises no Green Belt issues.

7.07 Impact on the character & appearance of the area

The proposed additional parking spaces would be in two locations, one within the wide grassed verge adjacent to Pield Heath Road and the other around the Greenacres Centre which is sited well away from the hospital's road frontages.

As regards the 16 new spaces within the central section of a wide grass verge adjacent to Pield Heath Road, these have been previously approved, albeit for a five year period, as part of the temporary decked car parking scheme. In terms of the assessment for their suitability for permanent provision, obviously the inclusion of an approximately 1,980sqm decked car park, even for a 5 period temporary period would have had a far greater impact upon the visual amenity of the street scene which was previously considered to be acceptable. Specifically in terms of the impact of the 16 surface spaces, these would reduce the depth of the grassed verge in front of them, narrowing to 1m at its narrowest point over a very short distance behind the bus shelter, but overall, it is considered that a reasonable area and depth of grassed verge would be retained. The proposal would involve the loss of one young Oak, although the two large Oaks at each end of the verge will be retained and by way of mitigation, three replacement trees are proposed.

It is considered that this element of the proposal would not materially harm the visual amenities of the street scene.

As regards the 41 spaces that would surround the Greenacres Centre, these would be remote from the hospital site's road frontages and largely concealed behind existing buildings. As such they would not harm the character or appearance of the surrounding area. Tree issues are discussed in the Section 7.14 below.

The Council's Tree and Landscaping Officer does not raise any further objections to the scheme following the receipt of amended plans / details and the scheme is therefore considered to be compliant with Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.08 Impact on neighbours

The closest residential properties to the application site are those within the three and four storied flatted blocks located within Arklay Close and Morton Close on the opposite side of Pield Heath Road to the north and on the opposite side of Royal Lane to the west. Given the nature of the proposal and the separation distances involved, across busy roads, the proposal would not have a material impact upon their amenities.

Noise and disturbance impacts are considered in Section 7.18 below.

7.09 Living conditions for future occupiers

Not applicable to this application.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policies AM2 and AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) advise respectively that proposals for development will be assessed against their contribution to traffic generation and impact on congestion, having regard to the present and potential capacity of public transport and that the traffic generated by proposed developments would need to be accommodated on principal roads without increasing demand along roads or at junctions already used to capacity, not prejudice the free flow of traffic, nor diminish environmental benefits brought about by other road improvement schemes or infiltrate local roads. Policy AM9 supports cycle provision, including the need for cycle storage provision within development schemes and Policy AM14 advises that development should accord with adopted car parking standards.

There are no specific car parking standards for hospitals, with development proposals being assessed on an individual basis using a transport assessment. On the previous application, the supporting documents advised that part of the justification for the proposal is to increase parking provision at the hospital to reduce on-street parking and help alleviate congestion on the surrounding roads. In particular, vehicles currently cause queuing at the barriered main entrance as they seek to gain access to the main car park. This queuing extends along Pield Heath Road in both directions, which disrupts traffic and delays bus services and results in un-safe traffic movement with straight on westbound traffic utilising the right-turn only lane at the signals to by-pass the queuing traffic.

The proposal, in addition to 48 extra car parking spaces also seeks to separate staff and visitor/ patient parking. Visitors will continue to use the main entrance /exit on Pield Heath Road whereas staff will use the Royal Lane exit which will be widened to also provide a staff entrance. A barrier would be constructed within the car park to ensure segregation of the staff and visitor parking.

The Council's Highway Engineer advises that the layout of the new car parking spaces is acceptable, no objections are raised to the separation of visitor/ patient and staff parking which with an estimated 191 staff that would no longer use the Pield Heath Road entrance, should relieve congestion on the Pield Heath Road entrance and as this current scheme would be in lieu of the previous approval for a temporary decked car park with a net increase of 89 car parking spaces, no objections are raised on highway grounds for the current proposal providing a net increase of 48 permanent spaces subject to conditions/ S106 Agreement to ensure that the extant permission for the decked car park is not implemented, submission of a Travel Plan or addendum to the existing with inbuilt financial

penalties for not meeting set targets and the removal of the barrier at the entrance to the car park to be replaced with a pay on exit system that would offer a 10 minute free access to the car park to wait inside for a vacant space or leave the car park within 10 minutes without incurring any charge, the need for which has also been re-iterated by the Transportation and Aviation Team Manager.

The hospital has agreed to the non-implementation of the previous permission and submission of a revised/ up-dated Travel Plan with £20,00 bond to be covered by a S106 Agreement, but advise that allowing unrestricted access into the car park has caused conflict and anti-social behaviour in the past as motorists fight over spaces. They advise that other options might be available such as increasing the length of time the barrier opens. A condition is therefore recommended to ensure that options are explored and an agreed car park management plan is put in place.

Additional cycle parking would be controlled by condition. There are 24 disabled spaces and no alterations are proposed to these.

7.11 Urban design, access and security

ACCESS

This issue is addressed in Section 7.12 of the report.

7.12 Disabled access

The Planning and Design Statement states that of the 244 proposed visitor/ patient spaces, 24 will be allocated for blue badge holders and that provision will also be made for brown badge holders.

A condition has been attached to ensure that appropriate additional pro-rata increases in disabled spaces are made for blue and brown badge holders.

7.13 Provision of affordable & special needs housing

Not applicable to this development.

7.14 Trees, landscaping and Ecology

Trees and Landscaping

Saved policy BE38 of the Hillingdon Local Plan advises that new development should retain topographical and landscape features of merit and that new planting and landscaping should be provided wherever it is appropriate.

The Council's Tree/Landscaping Officer advises that there are no protected trees on this part of the hospital site, but there are two important Grade 'A' Oak trees and a couple of younger trees within the grass verge on Pield Heath Road and a number of lesser quality trees within the site. No tree survey or landscape assessment has been carried out. In terms of the Pield Heath Road frontage, the proposal would involve the loss of a young Oak tree but would provide adequate protection for the mature Oaks. Although three replacement trees being proposed, the officer advises that the replacement tree planting is very mean in terms of size (at the time of planting) and quantity, whereas there is space and opportunity for additional and larger specimen tree planting along this boundary (ideally 16-18cm girth).

As regards the Greenacres Centre, the proposal would remove much of its surrounding green space, including the loss of 10 trees. In particular, the Council's Tree/ Landscaping Officer notes that the triangular space adjacent to the centre contains a number of trees, which although not of high amenity value are visible from Royal Lane above the low-rise /

single-storey Greenacres Centre. The scheme would provide for replacement planting of some 40 trees, but the proposal will result in the loss of an increasingly rare piece of green amenity space at the hospital. On this basis, the Officer advises that the scheme can only be supported with conditions to ensure that details of existing and proposed ground levels are submitted, tree protection measures, a landscape scheme is provided and retained trees are safeguarded. These have been attached to the recommendation.

Ecology

With only grassed areas and young trees being lost, and suitable provision has been made for their replacement, the proposal would not result in any significant material impact on the ecological value of the site.

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

The proposal would replace green areas within the hospital with additional hardstanding. The Council's Water and Flood Management Officer raises no objection to the scheme as the hardstanding is intended to be porous. Subject to a recommended condition to control the details of the sustainable drainage, the officer raises no objection.

7.18 Noise or Air Quality Issues

Noise

The overall potential for greater noise exposure associated with the provision of an additional 48 parking spaces at the hospital site is not considered to be significant, given that the nearest residential properties are sited on the opposite side of surrounding roads and are sufficiently separated from the proposed additional parking spaces, the existing levels of parking on the hospital site and the relatively busy nature of surrounding roads.

Air Quality

The Council's Environmental Health Officer advises that no objections are raised to the proposals on air quality grounds, subject to the provision that 10 parking spaces would be served by electric charging points.

7.19 Comments on Public Consultations

The suggestion to replace the fencing is not considered to relate directly to this proposal for additional parking and therefore this would be onerous. Enhanced landscaping can only reasonably be secured adjacent to the new parking which would be controlled by condition.

7.20 Planning obligations

Policy R17 of the Council's Unitary Development Plan states that: 'The Local Planning Authority will, where appropriate, seek to supplement the provision of recreation open space, facilities to support arts, cultural and entertainment activities, and other community, social and education facilities through planning obligations in conjunction with other development proposals'.

A S106 Agreement would be needed to secure the following:-

1. Highways: A s278/s38 Agreement will need to be entered into to secure the highway works and their phasing within the construction process.

2. A revised Green Travel Plan for the Hospital Trust, based upon the Trust's suggested Heads of Terms dated 24/11/14.

The proposal is not Mayoral or Council CIL liable.

7.21 Expediency of enforcement action

There are no enforcement issues raised by this application.

7.22 Other Issues

There are no other relevant planning issues raised by this application.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic.

Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

10. CONCLUSION

The proposed extension of the surface car park would not have a significant impact of the visual amenity of the area and tree loss would be mitigated by additional tree planting so that the overall character and appearance of the area would not be adversely affected.

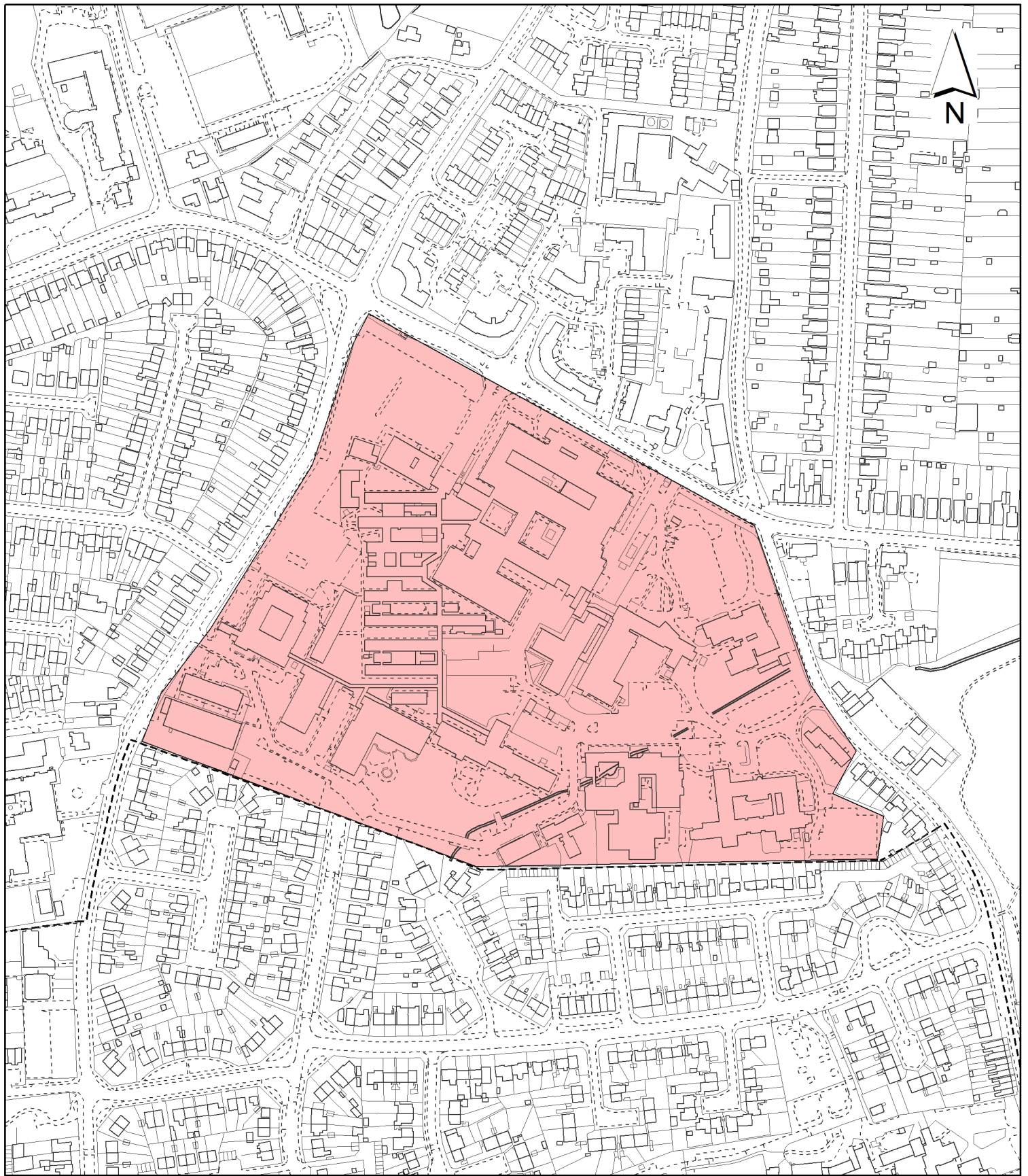
The Council's Highway Engineer, whilst not raising any objections to the new car parking layout and parking management systems which will help alleviate problems of traffic queuing and congestion outside the hospital does raise concern that more needs to be done to curtail parking demand. A more robust travel plan would be put in place which would be covered by a S106 Agreement. Additional disabled parking has also been covered by condition.

11. Reference Documents

National Planning Policy Framework (March 2012)
Planning Practice Guidance (March 2014)
London Plan (March 2015)
Hillingdon Local Plan (November 2012)
HDAS: 'Accessible Hillingdon'
Consultation responses

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Notes:

 Site boundary

For identification purposes only.

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Site Address:

**Hillingdon Hospital
Field Heath Road**

**LONDON BOROUGH
OF HILLINGDON**
Residents Services
Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW
Telephone No.: Uxbridge 250111

Planning Application Ref:

4058/APP/2015/4041

Scale:

1:3,500

Planning Committee:

Major

Date:

February 2016



HILLINGDON
LONDON