

<b>Planning Committee Report</b>	
<b>Planning Ref:</b>	FUL/2018/2063
<b>Site:</b>	Land adjacent to University Hospital, Clifford Bridge Road
<b>Ward:</b>	Henley
<b>Proposal:</b>	Change of use from grass farmland to surface car park for hospital staff use, providing 1600 car parking spaces (including 34 active Electric Vehicle charging spaces and 46 passive charging spaces), 34 motorcycle parking spaces and 160 bicycle parking spaces, with associated landscaping, lighting, car parking equipment and sub-station.
<b>Case Officer:</b>	Liam D'Onofrio

## **SUMMARY**

The application seeks to provide improved hospital car parking by creating a new 1600 space car park on farmland immediately to the east of the Hospital site. The car park's entrance and exit will be via the Hospital's main Clifford Bridge Road entrance.

## **Background**

The application was first submitted in 2018; however there have been delays in reaching a recommendation whilst further supporting information has been submitted in relation to a noise survey and air quality survey and flood attenuation with associated modelling work to satisfy the Environment Agency. Further Transport Addendums have also been provided to satisfy Highways England.

A secondary time-controlled exit only was initially proposed to the northern boundary with Farber Road to allow up to 565 vehicles, within Car Park A, to exit between the hours of 4:00pm - 8:30pm; however, this element has now been deleted from the scheme.

## **KEY FACTS**

<b>Reason for report to committee:</b>	More than five objections have been received
<b>Current use of site:</b>	Farmland
<b>Proposed use of site:</b>	1600 space staff car park to serve University Hospital

## **RECOMMENDATION**

Planning committee are recommended to grant planning permission subject to conditions.

## **REASON FOR DECISION**

- The proposal is acceptable in principle.
- The proposal will not adversely impact upon highway safety.
- The proposal will not adversely impact upon the amenity of neighbours.
- The proposal accords with Policies: DE1, AC1, AC2, AC3, AC4, CO1, GB1, GE3, GE4, DS3, IM1, EM1, EM4, EM5, EM6, and EM7 of the Coventry Local Plan 2016, together with the aims of the NPPF.

## **BACKGROUND**

## **APPLICATION PROPOSAL**

Planning permission is sought for a new car park to serve University Hospital Coventry and Warwickshire (UHCW). The car park will provide 1600 car parking spaces (including 34 active Electric Vehicle charging spaces and 46 passive charging spaces), 34 motorcycle parking spaces and 160 bicycle parking spaces, with associated landscaping, lighting and car parking equipment, and a new substation.

The car park entrance and exit will be via the main Hospital entrance on Clifford Bridge Road, utilising an existing service road that runs through and around the southern edge of the site.

The proposed new car parking provision remains split into two parts; Car Park A (565 spaces) and Car Park B (1035 spaces). The Design and Access Statement indicates that the car park is split to support a potential future time-controlled exit to Farber Road, which may be the subject of a separate future planning application (staff permits for eligible people who travel northwards would be prioritised for Car Park A). Irrespective of the car park layout, the initially proposed Farber Road exit no longer forms part of the scheme and all vehicular traffic associated with the car park will use the main Clifford Bridge Road entrance/exit.

A safe and convenient pedestrian route will be provided for staff using the new car park with access into the main acute hospital building by an existing access-controlled door to the rear (south) of the building.

The supporting Design and Access Statement states that: *'University Hospital Coventry suffers from a widely recognised lack of parking and associated traffic congestion issues, affecting patients, visitors, staff, public buses and emergency vehicles. The proposed development will free up spaces in the existing car parks for patients and visitors and significantly reduce congestion on and around the site. It makes positive use of land within a designated flood zone, broadly unsuitable for other forms of development and is shown to be able to co-exist with any future housing allocation development in line with the Local Plan. The proposed car parking development is considered to be in accordance with current planning policy and achieving planning consent for the proposals would support the continued development and growth of a nationally important NHS teaching hospital'.*

The Trust have stated that: *Our patients and visitors frequently tell us that while they are happy with their care, there are not enough car parking spaces on our site. Car parking provision is also a major issue for current and prospective staff. We have therefore been working to develop plans that would significantly improve the experience for both our patients and our staff. As one of the largest employers in Coventry, this development would allow us to offer secure on-site car parking to our dedicated doctors, nurses and healthcare assistants, who work around the clock to care for our patients. It would also help the Trust to recruit more world class staff in the future.*

## **SITE DESCRIPTION**

The application site relates to an area of farmland located to the south of Farber Road and immediately east of the main hospital site. A brook, a tributary to the River Sowe,

runs along the eastern boundary of the site and sections of the site are within Flood Zones 2 and 3. Farmland lies to the south and east of the application site, with the A46 beyond.

The northern part of the application site (from Farber Road in the north to an area of the site in line with the existing hospital distributor road in the south) forms part of the Walsgrave Hill Farm housing allocation (Policy H2:3 of the Local Plan 2016). The remaining part of the site is classed as Local Green Space in the Local Plan (Policy GB1).

## **PLANNING HISTORY**

University Hospital Coventry was constructed between 2002-2006, following outline planning consent in 2000 and subsequent reserved matters and conditions approvals. There have been various applications within the Hospital site; however, there is no relevant planning history in relation to the application site, which forms part of Walsgrave Hill Farm housing allocation (Policy H2:3 of the Local Plan 2016).

## **POLICY**

### **National Policy Guidance**

National Planning Policy Framework (NPPF). The NPPF sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that is relevant, proportionate and necessary to do so. The NPPF increases the focus on achieving high quality design and states that it is "fundamental to what the planning and development process should achieve".

The National Planning Practice Guidance (NPPG) adds further context to the NPPF and it is intended that the two documents are read together.

### **Local Policy Guidance**

The current local policy is provided within the Coventry Local Plan 2016, which was adopted by Coventry City Council on 6<sup>th</sup> December 2017. Relevant policy relating to this application is:

Policy DS1: Overall Development Needs

Policy DS3: Sustainable Development Policy

Policy DS4: (Part A) – General Masterplan Principles

Policy H2: Housing Allocations

Policy GB1: Green Belt and Local Green Space

Policy GE3: Biodiversity, Geological, Landscape and Archaeological Conservation

Policy GE4: Tree Protection

Policy JE7: Accessibility to Employment Opportunities

Policy CO1: New or improved social, community or leisure premises

Policy DE1 Ensuring High Quality Design

Policy AC1: Accessible Transport Network

Policy AC2: Road Network

Policy AC3: Demand Management

Policy AC4: Walking and Cycling

Policy AC5: Bus and Rapid Transit

Policy EM1: Planning for Climate Change Adaptation

Policy EM2: Building Standards

Policy EM3 Renewable Energy Generation

Policy EM4 Flood Risk Management

Policy EM5 Sustainable Drainage Systems (SuDS)  
Policy EM7 Air Quality  
Policy IM1: Developer Contributions for Infrastructure

**Supplementary Planning Guidance/ Documents (SPG/ SPD):**

Appendix 5 Car and Cycle Parking Standards  
SPD Delivering a More Sustainable City

**CONSULTATION**

No Objections received from:  
Low Carbon Team (CCC)  
Rugby Borough Council

No objections subject to conditions have been received from:  
Highways (CCC)  
Drainage (CCC)  
Ecology (CCC)  
Trees (CCC)  
Environmental Protection (CCC)  
Environment Agency  
Highways England

Immediate neighbours and local councillors have been notified; a site notice was first posted on 03/08/18. A press notice was first displayed in the Coventry Telegraph on 02/08/18. Additional site and press notices were posted on 20/12/19, 02/01/20 and 24/01/20 respectively in relation to changes to the position of the initially proposed Farber Road exit, which has subsequently been deleted from the scheme.

88 letters of objection have been received (and a further eight with no comments), raising the following material planning considerations (comments received prior to the removal of the Farber Road exit have been included for completeness):

- Clifford Bridge Road access to the hospital cannot possibly accommodate any more traffic. Short term access via Faber Road will do little to alleviate congestion from the extra cars.
- Negative affect on the local area of Walsgrave, especially traffic adding to a congested estate, which has a primary school.
- Existing traffic at peak times is already extremely difficult. It can take 20 minutes from the junction prior to the hospital to get into the Hinckley Road. This will be made worse by the additional parking. It's agreed that additional staff parking is required however it needs access/exit onto the A46 now, not later.
- The safest and most sensible route to take would be off the A46 even if this is a more expensive option.
- Congestion and highway safety and pedestrian safety concerns.
- Concern at use of access as congregation point for smokers.
- Toxic emissions from the cars can only have a detrimental effect on health/pollution from queuing traffic.
- Absolute tragedy to Walsgrave and all its residents, the traffic increase is not suitable for a residential housing estate.
- The proposed entry is on a busy pedestrian track leading up to Coombe Country Park and young children regularly use this to play out on their bikes and walk with their families.

- Residents' comments should be recognised because they are the ones who are going to have to live with the inconvenience.
- People were always told (promised) that no access would be given to the hospital onto the estate.
- Why was a multi storey never built, there are already lots of hospital staff parking around residential streets.
- The entrance will be so dangerous/ the estate was not designed to be a main thoroughfare, roads are narrow and congested.
- Alternative options to build a multi-story, rent nearby land and provide a shuttle bus or provide an entrance off the A46 should be considered.
- Additional efforts have not been made to encourage non car-based commuting e.g. highly accessible changing rooms for cyclists/extra cycle parking. Insufficient cycle parking.
- Unacceptable, until the hospital has a workable transport strategy. There should be no more new parking spaces until the hospital learn to manage demand.
- Staring out onto a sea of asphalt will not help patients recover.
- Trust should support the ideas contained in their Active Travel Plan.
- Questions/concerns raised on how the proposed ANPR system will work/be monitored.
- A fence is needed to prevent pedestrian access/drop offs from Farber Road

A petition supported by Councillor Maton has been submitted with 278 signatures objecting to the scheme on the following grounds: *'Opposition due to the impact on the Mount Pleasant Estate because of the proposed exit onto Farber Road. Concern is raised that should this exit be approved, at a later date permission would be sought to also use it as an entrance or extend the hours of use. This additional car park is only expected to meet demand for the next five years.'*

A second petition also supported by Councillor Maton has been submitted with 192 signatures objecting to the scheme on the following grounds: *The undersigned are opposed to the application due to: 'The age of the reports and length of time since consultations were held, the impact of the additional noise, pollution and traffic on the estate and the lack of faith that the hospital will monitor the traffic if it should be passed. The loss of more hedgerow which screens residents from the hospital. The risk that later on UHCW will seek an entrance into the carpark. The risk of flooding in the future. We doubt if and when another entrance / exit from the A46 will ever be approved and will not agree to any exit onto Farber Road now or in the future.'*

118 letters of support have been received (including a further 67 with no comments), raising the following material planning considerations:

- This is a much-needed car park.
- The scheme is absolutely essential for the patients and visitors who attend the hospital and also for the staff who work there.
- The car park is necessary and long overdue. Given existing congestion it is suggested that there is more than one entrance to the new car park and to open Farber Road entrance in the morning also.
- People are regularly heard getting distressed by not being able to park because of site capacity - patients attending appointments, or visitors who need to see loved ones urgently. Doctors, nurses and healthcare assistants who work 12 hour shifts and are not able to get a pass to park on-site because UHCW don't currently have car park capacity. The shortage of car parking also affects the ability to recruit and retain staff.

- A new car park on site would free up so many spaces for patients, visitors and staff who need them transforming the experience for everyone who uses the hospital, whether attending for treatment, visiting loved ones, or working.
- Proposal will go a major way to address current issues around people parking on surrounding roads and will cause minimum disruption to local residents.
- Long awaited provision of adequate car parking provision at UHCW that should have been provided when Hospital was built. Second exit will relieve some of the congestion on Clifford Bridge Road.
- Not having enough spaces to park is a huge source of frustration for patients and their families. Proposal will also help retain staff and alleviate pressure on local residents. Many staff members work difficult shifts and/or long on call periods with high demands at unsociable working hours. Inadequate parking at the site is leading to significant dissatisfaction among training medical staff.
- Long overdue as it is an absolute nightmare to find parking at this hospital. This increases stress levels for both patients and relatives who are queuing to get in. Please, please, please approve this application.
- 34 electric charging spaces would be an excellent addition to the site.
- Parking is immensely challenging for staff and patients alike. The current road and parking infrastructure is inadequate to meet the demand. Only limited numbers of staff can park on site, which is a considerable inconvenience, particularly when a car is necessary to carry out your job when travelling between hospitals.
- Limited car parking provision under the original PFI plan grossly underestimated parking requirements.
- For patients attending appointments, it is not uncommon for them to be queuing for over an hour to get into a car park, and many arrive late and extremely distressed for their appointment. This will naturally impact on the quality of care they can receive.
- Benefit to staff, many of whom have stress and worry about where they will park. Public transport is not an option for many staff as they live far from the hospital and work in specialist areas.
- Incredible parking problem exacerbates the already problematic congestion problem driving into the hospital. Money is lost as patients miss appointments due to being unable to find a parking spot. There have also been incidents of assault when members of staff have had to walk back to off-site parking spots out of hours.
- Plans are well thought out and won't have an impact to residents.
- Help us to improve wellness and staff satisfaction at UHCW and make the lives of the patients better.
- Support, patients often wish to be referred to other hospitals to receive care due to the poor availability of parking and public transport to the hospital.

Any further comments received will be reported within late representations.

## **APPRAISAL**

The main issues in determining this application are the principle of development, the impact upon visual amenity, the impact upon neighbouring amenity, highway considerations, flood risk, contaminated land, air quality, ecology, equality considerations and contributions.

### **Principle of development**

The majority of the application site forms part of the wider Walsgrave Hill Farm housing allocation for 900 homes (Policy H2:3 of the Local Plan 2016). Policy H2:3 indicates the

following essential site-specific requirements and other uses for the housing allocation site: *Retention and enhanced setting of listed buildings at Hungerley Hall Farm. Site to incorporate blue light access linking the A46 to the University Hospital. Facilitate and work with Highways England on highways proposals linked to a new Grade Separated junction at Clifford Bridge. Provision of essential drainage and flood risk infrastructure.*

#### Impact upon the housing allocation – master planning principles

The applicant has sought to provide further supporting information to demonstrate that the proposal will not affect the ability to realise 900 new homes under the housing allocation.

The supporting information is limited to flood attenuation and suggests that there is a site (falling immediately outside of the housing allocation to the west within an area allocated Local Green Space) that would be suitable on its own to accommodate future attenuation requirements of a 900-unit residential development. Policy consider that the Local Green Space site could be used for attenuation in principle, although as the site is not within the control of the hospital it can only provide a potential solution.

It has not been clearly demonstrated that the loss of this part of the housing allocation to hospital car parking will not have an impact upon the ability to realise the full housing provision of 900 units. Officers are however sympathetic to the difficulties faced by the hospital in providing such evidence given that there is no current developer for the housing allocation and the site layout is unknown. This scheme cannot therefore come forward as part of a masterplan for the whole site.

#### Loss of Local Green Space

The smaller, southern part of the site falls within an area of Local Green Space meaning Policy GB1 of the Local Plan is relevant. Policy GB1 'Green Belt and Local Green Space' states that within areas designated as Local Green Space the erection of small buildings and structures which are ancillary to the primary use of the land may be acceptable. Other development will not be permitted unless very special circumstances are demonstrated.

It is acknowledged that the provision of additional car parking is not ancillary to the wider Local Green Space, therefore 'very special circumstances will need to be justified. In this regard Officers are mindful that this scheme is based upon providing additional and essential car parking opportunities to serve the long-term sustainable operation of the University Hospital. As part of considering the application the Hospital has undertaken a review of all reasonable alternative options to provide the car parking requirement in an alternative way. This has explored options to provide multi storey facilities in place of existing surface level car parks, development of other Greenfield sites within the Hospital campus and opportunities for more off-site provision. Alternative options have been discounted for a range of reasons, including:

- Location of overhead power lines;
- Constraints to future delivery of a new rear access from the A46;
- Significant impact on existing car parking during the construction phase (loss of spaces);
- Lack of site viability to justify delivery;
- Distance of provision from the Hospital and therefore impact on accessibility and attractiveness to patients and staff;
- Traffic impact on existing junctions; and

- Insufficient space and capacity to deliver required number of spaces.

The Hospital therefore conclude that “the site offers the only financially and logistically viable location for additional car parking on the scale proven to be required by the Trust to address current and projected needs”. The need for additional car parking to serve the Hospital is generally not disputed. Officers have given strong consideration to the opportunities for multi storey provision within the existing site, however accept that the impact, albeit for a relatively short period of time, would have a significant impact on the patient, visitor and staffing experience of the site by way of loss of spaces, construction traffic, noise, general disturbance and health and wellbeing. This would have a further knock on effect to local residential streets as car parking becomes increasingly, limited during the initial construction phases. The opportunity to avoid the existing hospital roads during the construction phase of the proposed car park (controlled by a Construction Management Plan), is therefore an important consideration in this respect. The proximity and accessibility to the hospital from the car parks is also an important consideration in terms of long-term sustainability and usability of important parking infrastructure. In this respect the Hospital also highlight the benefit the improvements to the parking offer will have in terms of the patient and visitor experience and level of care and in terms of helping attract and retain highly skilled staff.

The existing Local Green Space does have value attributed to it in the form of agricultural land, however it is not publicly accessible so has limited, if any, value in terms of children’s play, walking and cycling etc. There are other areas of Local Green Space and useable green spaces within the immediate surroundings, whilst the adjoining housing allocation offers the opportunity to deliver new green and blue infrastructure of direct benefit to new and existing communities. The proposed allocation has also accepted the principle of losing agricultural land within this location for the purposes of strategically important development.

Very special circumstances are therefore considered to exist in this instance to justify the loss of existing Local Green Space in terms of Policy GB1.

#### Sequential assessment

Officers have requested the provision of a supporting sequential approach to demonstrate which alternative sites have been considered for car parking and why they have been ruled out. The applicant has provided a sequential assessment that looks at nine different sites, including the application site.

Five of the assessed sites are existing car parks within the hospital grounds including a site where permission was granted in May 2013 (FUL/2013/0119) for the construction of a decked, multi-storey car park. The approved scheme was never implemented, and permission has since expired. The existing car park sites all have similar disadvantages: disruption to hospital site during construction, temporary loss of spaces during construction, limited net gain of spaces against cost of development (high cost per space ratio), short-span, non-user-friendly spaces on ground floor created by decked construction system, all traffic circulating around existing busy areas of site, adding to congestion issues including impact on public bus routes and sites within the PFI boundary also being subject to additional charges.



Two sites are green-field sites immediately to the south of the hospital site; however, the applicant advises that these sites are too small to provide any significant number of spaces and constrained by poor topography, underground cables and are vulnerable to flooding.

A number of representations have suggested looking at an off-site car park and a park-and-ride scheme for staff. The sequential assessment also looks at off-site parking for staff at locations including Gala Bingo and ASDA, accessed at the northern end of Brade Drive, where the Trust has historically leased spaces. Disadvantages include detailed and potentially expensive agreements with other parties/landowners which is not a cost-effective solution for the NHS, provision of such sites is normally on a temporary basis and access rights can be withdrawn at short notice, demand and take-up of off-site parking has historically been low at UHCW, especially for staff who work shifts and may be reluctant to walk to and from the parking site at night or in bad weather. The cost and timescales of implementing a park-and-ride facility are not considered to be affordable or viable and parking off-site can push the problem of congestion into a different part of the highway network.

Despite parts of the application site being within flood zone 2/3 the applicant considers that the current proposal has less disadvantages over other sites and is the most viable option in terms of the ability to fund and deliver.

### Conclusion

Significant weight is given to the fact that the additional parking provision will provide a clear benefit to the hospital operations, hospital staff and patients/visitors by reducing on site congestion around Clifford Bridge Road by reducing the number of vehicles driving around the site looking for parking spaces. The applicant has provided a clear sequential approach to show why the application site is the most suitable option in accordance with Policy CO1.

The use of the site for car parking directly linked to and for the benefit of the hospital is therefore considered to be acceptable in principle.

### **Impact on visual amenity**

Policy DE1 of the Local Plan seeks to ensure high quality design and development proposals must respect and enhance their surroundings and positively contribute towards the local identity and character of an area.

The proposed development will be well screened from the closest residential properties on Farber Road by an existing mature tree screen. The site will be read within the context of the wider hospital site and the proposed car park and its ancillary elements and structures are not therefore considered to create any significant impact upon the visual amenity of the area.

Hungerley Hall Farm, a Grade II listed farm building group, is located some 700m to the south and Coombe Abbey is located some 1.8km to the east beyond the A46. Given these distances the scheme is not considered to have any significant impact upon heritage assets in accordance with Policy HE2 of the Coventry Local Plan.

### **Impact on residential amenity**

Significant concern has been raised by local residents with regard to the proposed Farber Road exit and associated traffic movements being introduced within the adjoining housing estate via Farber Road and Brade Drive.

Officers had initially negotiated the re-positioning of this exit to directly opposite the junction with Brade Drive so that vehicles were not exiting into a quieter cul-de-sac section of Farber Road and directly opposite houses, where vehicle lights could have shone into habitable windows. Nevertheless, insufficient information to demonstrate the need for the exit has been provided and the applicant has therefore agreed to the removal of this contentious element of the scheme. All traffic movements associated with the new car park will be focussed upon the main Hospital entrance at Clifford Bridge Road and the scheme is not therefore considered to create any significant noise or disturbance to surrounding occupiers that would warrant refusal of the scheme.

Local residents have raised concern with the potential for pickups/drop offs or staff congregating on Farber Road for cigarette breaks. The vehicular exit has been deleted; however, there will also be no pedestrian access from Farber Road into the Hospital site either. The existing farm access will be maintained. Pedestrian and cycle access into the Hospital remain available at the Hall Lane access for people approaching from the north, providing a convenient alternative to the Clifford Bridge Road main entrance.

In terms of staff safety moving to and from the car park the applicant states that an existing access-controlled door will be used to enter the main acute hospital building. A step free pedestrian route runs through the hospital site to the proposed car park and there are no concerns regarding the safety or security of users of the proposed car park.

### **Highway considerations**

Policy AC1 'Accessible Transport Network' states that development proposals which are expected to generate additional trips on the transport network should: a) Integrate with existing transport networks including roads, public transport and walking and cycling routes to promote access by a choice of transport modes. b) Consider the transport and accessibility needs of everyone living, working or visiting the city. c) Support the delivery of new and improved high quality local transport networks which are closely integrated into the built form. d) Actively support the provision and integration of emerging and future intelligent mobility infrastructure.

The scheme originally proposed a time-controlled vehicle exit from the new car park onto Farber Road between the hours of 4.00pm - 8.30pm only. 565 spaces were to be designated for Hospital staff who live to the north of the city, who would have been permitted to use the exit to egress via Farber Road/Brade Drive and onto the M6 Junction 2 - Ansty Interchange.

The Hospital have expressed significant concern that without the Farber Road exit to act as a 'pressure relief valve' at peak evening times, allowing all vehicles to exit from the proposed car park onto the Clifford Bridge Road main entrance would create significant traffic congestion within the Hospital site, which in turn could affect 'blue light' emergency vehicle egress. These concerns are not reflected in the applicant's supporting Capita Transport Assessment Addendum dated October 2018, which identified the traffic flows from the Farber Road exit at PM peak times (16:15-17:15) to be just 93 vehicles and

considered that the impact of all vehicles exiting from the main entrance was likely to be minimal.

The Highway Authority have raised no objection to the scheme with or without the exit. It is therefore considered that insufficient information has been provided to demonstrate a *need* for the Farber Road exit and Officers have requested its removal given the concerns raised that the exit and associated traffic increases within Farber Road/Brade Drive will create a detrimental impact upon the amenities of local residents (concerns which are clearly expressed in residents' representations).

The Hospital have maintained their concern that the new car park, without a secondary exit, will create on-site congestion. In order to move this scheme forward Officers have requested that the Farber Road exit be deleted from the scheme but have suggested that once the new car park is operational a 'real world' traffic survey can be completed if the new car park is creating on-site traffic congestion at peak evening times. Officers are mindful that a secondary exit is not the only solution to alleviate on-site traffic congestion and should a full planning application for a secondary exit be submitted in the future this would still require clear justification for the exit's *need* with the minimum number of vehicles needed to use the exit to reduce evidenced on-site congestion, balanced against alternative on-site traffic management solutions.

The Farber Road exit for use has therefore been deleted from the scheme.

It remains necessary for construction traffic and deliveries to access from the northern part of the application site via Farber Road to avoid disruption to the operation of the Hospital during the construction period. A Construction Management Plan condition is suggested to control construction traffic/deliveries movements, site storage, wheel washing and working hours etc. The construction access will be closed prior to first use of the car park. The existing farm access will be retained to allow continued access for farm vehicles into fields to the east of the car park.

Highways England had initially asked for additional supporting information to ensure that the development does not result in an adverse impact upon the safety of, or queuing on, a trunk road. Highways England are now satisfied that the scheme will not impact upon trunk roads within their control and have raised no objection, subject to a condition to limit the maximum number of staff parking permits issued to 3,860.

### **Flood Risk**

Policy EM4 states that all major developments must be assessed in respect of the level of flood risk from all sources. If development in areas at risk of flooding is the only option following the application of the sequential test, it will only be permitted where the criteria set out in Policy EM4 are met.

The site lies partly within Flood Zone 3b land. The Environment Agency initially objected to the application requesting an updated Flood Risk Assessment to demonstrate that users can remain safe for the development lifetime, incorporating allowances for climate change. A revised Flood Risk Assessment and drainage strategy has been prepared by the applicant's specialist consultants, together with revised design proposals to provide suitable flood risk mitigation in line with Environment Agency comments.

The Environment Agency note that there will be some levelling of the land to allow the site to drain via gravity and this will lead to some localised increases (and decreases) in ground levels. These proposed levels, as detailed within the supporting Flood Risk Assessment, have shown through modelling that there will be no increased flood risk to third parties. The Environment Agency have confirmed that the proposals are acceptable and raise no objection, subject to condition.

The Council's Drainage team have raised no objection to the scheme, which they consider to be a 'water compatible' development, subject to a condition.

### **Contaminated land**

Policy EM6 seeks to ensure that redevelopment of previously developed land does not have a negative impact on water quality, either directly through pollution of surface or ground water or indirectly through the treatment of waste water by whatever means.

Environmental Protection has raised no issues regarding contaminated land. Farmland can have contamination in the form of pesticides etc. however, unlike a housing scheme there are no receptors, as the site will be a capped surface used for car parking.

### **Air quality**

Policy EM7 states that major development schemes should promote a shift to the use of sustainable low emission transport to minimise the impact of vehicle emissions on air quality.

The scheme will provide 34 active Electric Vehicle charging spaces, 46 passive charging spaces (5% of new parking spaces in accordance with Appendix 5 – Car and Cycle Parking Standards) and 160 bicycle parking spaces.

It is noted that idling vehicles have a negative impact upon local air quality and the scheme's aim to reduce on-site congestion and help keep traffic free flowing should result in a positive impact upon air quality. Environmental Protection has raised no objection to the scheme in this regard.

A condition is suggested to require a construction management plan to control, amongst other things, how dust and emissions to air will be minimised during the construction phase.

### **Ecology**

Policy GE3 of the Local Plan states that Sites of Special Scientific Interest (SSSIs), Local Nature Reserves (LNRs), Ancient Woodlands, Local Wildlife and Geological Sites will be protected and enhanced.

Policy GE4 'Tree Protection' states that development proposals will be positively considered provided: a) there is no unacceptable loss of, or damage to, existing trees or woodlands during or as a result of development, any loss should be supported by a tree survey; b) trees not to be retained as a result of the development are replaced with new trees as part of a well-designed landscape scheme; and c) existing trees worthy of retention are sympathetically incorporated into the overall design of the scheme including all necessary measures taken to ensure their continued protection and survival during

construction. Development proposals that seek to remove trees that are subject to 'Protection', without justification, will not be permitted.

The Council's Ecologist has examined the preliminary ecological appraisal (Capita, Nov 17) and agrees with its recommendations. Further protected species surveys have been carried out and the Ecologist has raised no objections, subject to conditions to secure a landscape and ecological management plan and lighting details to ensure that the car park's lighting scheme does not have any significant disruption upon protected species.

The Council's Tree Officer has commented that within this parcel of arable land are located ancient boundary hedgerows and mature trees, some of which have been protected under a Tree Preservation Order. The applicant has submitted a Tree Constraints Plan and a dimensioned Tree Protection Plan to show the protection of the site's trees and hedgerows. The Tree Officer has raised no objection to the scheme subject to a condition to ensure that the scheme proceeds in accordance with the submitted report.

### **Equality implications**

Section 149 of the Equality Act 2010 created the public sector equality duty. Section 149 states:-

(1) A public authority must, in the exercise of its functions, have due regard to the need to:

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Officers have taken this into account and given due regard to this statutory duty, and the matters specified in Section 149 of the Equality Act 2010 in the determination of this application.

There are no known equality implications arising directly from this development.

### **Developer Contributions**

Policy IM1 'Developer Contributions for Infrastructure' states that development will be expected to provide or contribute towards provision of: a) Measures to directly mitigate its impact and make it acceptable in planning terms; and b) Physical, social and green infrastructure to support the needs associated with the development.

The Highway Authority had requested infrastructure improvements amounting to £100,000 for traffic calming/management measures, relating specifically to the use of the proposed Farber Road exit. These contributions are no longer necessary as the exit has been deleted from the scheme.

### **Conclusion**

The proposed development is considered acceptable in principle and will not result in any significant impact upon neighbour amenity, highway safety, ecology or infrastructure,

subject to relevant conditions. The reason for Coventry City Council granting planning permission is because the development is in accordance with: Policies: DE1, AC1, AC3, AC4, CO1, GE3, GE4, GB1, DS3, EM1, EM4, EM5, EM6, and EM7 of the Coventry Local Plan 2016, together with the aims of the NPPF.

#### **CONDITIONS:/REASON**

1. The development hereby permitted shall begin no later than three years from the date of this permission.

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

2. The development hereby permitted shall be carried out in accordance with the following approved documents: Drg No.180119-STRIFE-XX-XX-DR-AX-10001 P10, 91002 P14, 91005 P3, 91201 P9, 91202 P7, 91203 P8, 91204 P8, 91205 P2, 30001 P5, 30002 P5, 30004 P5; Drainage plans: UHCW-ONE-ZZ-XX-DR-C-3002 P01, 3004 P01, 3005 P01, 3006 P01, 3007 P01, 3010 P01, 3011 P01, MicroDrainage Hydraulic Design Calcs, JBA Consulting Flood Risk Assessment Final Report Rev 3.0 Sept 2019; EDS 07-3102.18A, Landscape Planting Plans Beds 1-7 Rev 3-02/20; JAG Arboricultural Implications Study, Method Statement, Tree Protection Plan & Hazard Survey dated June 2018

**REASON:** *For the avoidance of doubt and in the interests of proper planning.*

3. The car park development hereby approved shall only operate in strict accordance with the following requirements:
  - (i) The applicant shall complete and maintain annual Travel Surveys, commencing 12 months after the first use of the car park hereby permitted, in order to evidence mode share and progress towards targets within the Active Travel Plan. Once completed each Travel Survey shall be submitted to the Local Planning Authority for information.
  - (ii) The use of the car park hereby approved, together with all car parks associated with University Hospital Coventry and Warwickshire (or any successor organisation), shall be limited to no more than 3,860 staff car park permits in total to be issued and available for use at any one time.

**REASON:** *To maintain the safe and efficient operation of the Local and Strategic Road Network in the vicinity of the hospital site in accordance with Policy AC1, AC2 and Ac3 of the Coventry Local Plan 2016.*

4. Notwithstanding the submitted drainage strategy, no development approved by this permission shall be commenced until the following information has been submitted to and approved in writing by the local planning authority:
  - i) A scheme for the provision of surface water drainage, fully incorporating open air SuDS with particular emphasis on attenuation techniques, for the management of surface water peak and total flows, biodiversity and water filtering.
  - ii) A detailed strategy for the long-term maintenance of the SuDS and other surface water drainage systems on site.
  - iii) Provision for the drainage of the site to ensure there are no temporary increases in flood risk, on or off site, during the construction phase.

- iv) Provision of permeable paving or similar permeable material for the management of total surface water flows, and water filtering.
  - v) Installation of vehicular traffic pollution control measures within the car parking facilities, together with oil and petrol separators with high level alarm. This should be submitted along with a periodic maintenance plan.
- All details shall be carried out as approved.

**REASON:** *To ensure that a satisfactory means of drainage is provided such as to minimise flooding and which promotes and maintains the good stewardship of the natural and built environment in accordance with the Water Framework Directive and Policies EM1, EM4 and EM5 of the Coventry Local Plan 2016, the Supplementary Planning Document 'Delivering a More Sustainable City' and the aims of the NPPF.*

5. There shall be no raising of ground levels or erection of any building or structures that generate an obstruction to flood flows within the area of floodplain as part of the development of this site.

**REASON:** *To safeguard the efficient workings of the area of floodplain from Inappropriate development in accordance with Policies EM1, EM4 and EM5 of Coventry Local Plan 2016 and the aims of the NPPF.*

6. The development hereby permitted shall not commence unless and until details of all external light fittings and external light columns have been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out otherwise than in full accordance with such approved details. In discharging this condition the Local Planning Authority expects lighting to be restricted within the development and to be kept to a minimum at night across the whole site in order to minimise impact on emerging and foraging bats. This could be achieved in the following ways: (i) Narrow spectrum lighting should be used to avoid the blue-white wavelengths; (ii) Lighting should be directed away from vegetated areas; (iii) Lighting should be shielded to avoid spillage onto vegetated areas; (iv) The brightness of lights should be as low as legally possible; (v) Lighting should be timed to provide some dark periods; (vi) Connections to areas important for foraging should contain unlit stretches.

**REASON:** *In accordance with the aims and objectives of Policy GE3 of the Coventry Local Plan 2016 and the aims and objectives of the NPPF.*

7. The development shall proceed in accordance with a combined ecological and landscaping scheme, which shall have been submitted to and agreed in writing with the local planning authority. The scheme must include all aspects of landscaping including details of any compensation for biodiversity loss, and should include details of a minimum 5m construction buffer adjacent to the stream in order to avoid disturbance and run-off/pollution issues. The agreed scheme shall be fully implemented in accordance with the approved details and maintained thereafter.

**REASON:** *In accordance with the aims and objectives of Policy GE3 of the Coventry Local Plan 2016 and the NPPF.*

8. Notwithstanding the removal of the Farber Road exit, the development shall otherwise proceed in accordance with the recommendations within the JAG Arboricultural Implications Study, Method Statement, Tree Protection Plan & Hazard Survey dated June 2018.

**REASON:** *To ensure protection of landscaping features and a satisfactory standard of appearance of the development in the interests of the visual amenities of the area in accordance with Policies GE4 of the Coventry Local Plan 2016.*

9. Within one month of the erection of new palisade railings/gates, sub-station building and associated car park structures hereby approved, they shall have be colour coated in full accordance with the details shown on the approved documentation.

**REASON:** *To ensure a satisfactory standard of appearance of the development in the interests of the amenities of the locality in accordance with Policy DE1 of the Coventry Local Plan 2016.*

10. No development (including demolition) shall take place unless and until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved statement shall be strictly adhered to throughout the construction period and shall provide for: hours of work on-site; the parking of vehicles of site operatives and visitors; details of the temporary construction vehicle/delivery access point location; the loading and unloading of plant and materials; anticipated size and frequency of vehicles moving to/from the site and hours of access restrictions; the storage of plant and materials used in constructing the development; the erection and maintenance of a security hoarding including decorative displays and facilities for public viewing where appropriate; wheel washing facilities and other measures to ensure that any vehicle, plant or equipment leaving the application site does not carry mud or deposit other materials onto the public highway; measures to control the emission of dust and dirt during demolition and construction; measures to minimise noise disturbance to neighbouring properties during demolition and construction; and a scheme for recycling / disposing of waste resulting from demolition and construction works.

**REASON:** *In the interests of highway safety and the amenities of the occupiers of nearby properties in accordance with Policies EM7, DS3 and AC1 of the Coventry Local Plan 2016.*

11. No development (including demolition) shall take place unless and until full details of the temporary construction access point utilising the existing farmer's access gate on the southern side of Farber Road has been submitted to and approved in writing by the Local Planning Authority. The approved details shall be strictly adhered to throughout the construction period and shall provide for:
  - (i) Full engineering drawings of the temporary construction access point suitable to accommodate the largest vehicles anticipated to be using the access.
  - (ii) Details of the temporary surfacing.



- (iii) Details of the removal any temporary alterations and surfacing needed to facilitate the construction access and the reinstatement of the existing farmer's access gate to a condition similar to that which was in place prior to the formation of the construction access.

The temporary construction access point shall only be used by construction traffic, deliveries and construction staff vehicles associated with the development hereby permitted and for no other purpose. Prior to the first use of the car park by staff and / or visitors the temporary construction access shall have been permanently closed to all vehicular and pedestrian traffic in accordance with point (iii) and reinstated as a farmer's access only.

**REASON:** *In the interests of highway safety and the amenities of the occupiers of nearby properties in accordance with Policies EM7, DS3, H5 and AC1 of the Coventry Local Plan 2016.*