

LOCATION: FRIMLEY PARK HOSPITAL, PORTSMOUTH ROAD,
FRIMLEY, CAMBERLEY, GU16 7UJ

PROPOSAL: Reconfiguration of existing car park and erection of extension to the existing decked car park to provide 273 visitor car parking facilities and 6 disabled parking spaces; a net increase of 121 spaces.

TYPE: Full Planning Application

APPLICANT: Mr Colin Mapperley
Frimley Health NHS Foundation Trust

OFFICER: Chenge Taruvinga

RECOMMENDATION: GRANT subject to conditions

1.0 SUMMARY

- 1.1 The application proposes the provision of 118 additional car parking spaces for visitors and patients at Frimley Park Hospital. Planning permission has previously been granted for the provision of a multi storey extension to the car park under SU/08/0376. This permission was not implemented and subsequently lapsed in 2011.
- 1.2 The report concludes that the proposed development would be an enhancement to the existing community facility and would contribute toward meeting the existing and growing demand for car parking on the site. On this basis, it is recommended that the application be approved subject to highway conditions in respect of provision for a cycle path and improvements to the car park barrier system.

2.0 SITE DESCRIPTION

- 2.1 Frimley Park Hospital is located to the north east of Frimley High Street and approximately 3 km south of Camberley Town centre. The application site comprises a section of the principal car parking area serving the hospital and includes the surface car parking area to the east of the existing decked car park located to the front of the site adjacent to the Portsmouth Road.

3.0 RELEVANT HISTORY

- 3.1. The most recent and relevant history is as follows:

- SU/08/1009 Extension of car park to provide an additional 85 car parking spaces (approved 28/11/2008)
- SU/08/0376 Erection of a 3 storey extension to existing decked car park to provide 209 additional parking spaces and to incorporate a helicopter landing pad (approved 13/10/2008)
- SU/10/0476 Extension of existing hospital building to create a new Emergency Department, Day Surgery Unit and Helipad (approved 03/09/2010)

SU/13/0647 Erection of a new emergency support ward comprising 884m² of C2 floor space to provide 34 new hospital bed spaces with ancillary kitchen, bathroom, office, storage, utility and plant room floor space (approved 31/10/2013)

SU/15/0197 Extension to emergency ward to provide an additional 27 bed spaces (currently under consideration).

4.0 THE PROPOSAL

- 4.1 The current application seeks consent for the reconfiguration of the existing surface car park and the erection of an extension to the existing decked car park at Frimley Park Hospital to provide further car parking facilities for visitors. The existing surface car park on this part of the site currently comprises 156 visitor car parking spaces and 6 disabled spaces accessed from within the adjacent decked car park. The proposal will provide an additional 118 car parking spaces for visitors and patients to the hospital and this will be accomplished by reconfiguring the existing surface car park to provide 140 spaces and 6 disabled spaced (a reduction in 16 spaces at ground floor level) and by providing an additional storey which will accommodate 134 spaces.
- 4.2 The structure would encompass the majority of this area and closely follow the boundaries of the site. The proposed structure would have a height of approximately 4 metres (from ground level) which is approximately 0.5 metres lower than the existing car park.
- 4.3 The first floor and access ramp would be clad in 2 metre high 'Trespa' panels to a similar height as the existing car park panels. On the elevations fronting the highway, these panels will be clad with Siberian larch battening.

5.0 CONSULTATION RESPONSES

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|-----|--------------------------------|--------------------------------------|
| 5.1 | Surrey County Council Highways | No objections subject to conditions. |
| 5.2 | Drainage | No objections. |
| 5.3 | Environmental Health | No objections. |

6.0 REPRESENTATIONS

At the time of preparation of this report 1 letter of objection had been received which raises the following issue:

- 6.1 Light spillage on neighbouring properties is a concern – [see para. 7.6].

7.0 PLANNING CONSIDERATION

- 7.1 The National Planning Policy Framework (NPPF); Policies CP1, CP11, DM9, DM11, and DM14 of the Surrey Heath Core Strategy and Development Management Policies 2012 (CSDMP); and, Policy NRM6 of the South East Plan are material considerations in this application.

7.2 It is considered that the main issues to be addressed in determining of this application are:

- The principle of development;
- The impact of the development highway safety and parking;
- The proposal's impact on the character and appearance of the area; and
- The proposal's impact on the amenities of neighbouring properties.

7.3 The principle of development

7.3.1 Frimley Park Hospital is the Borough's largest community and employment facility. Policy DM14 seeks to identify opportunities to enhance and improve community facilities in the Borough and it is considered that the proposed extension and re-configuration of the car park would improve the function of the hospital.

7.3.2 According to the applicant's statement of need, Frimley Park Hospital is experiencing a significant level of growth in patient numbers with 444,000 in 2008 and a projected 733,000 by 2018. Consequently pressure for additional car parking provision is related to the increased patient numbers. Officer site visit observations confirm the applicant's submission that queuing into the hospital car park can take as long as 25 minutes on occasion. As such, the provision of 118 spaces would significantly improve the level of parking provision, which in turn would enhance the community facility. On this basis, it is considered that the principle of development is acceptable, subject to the material considerations set out below.

7.4 The impact of the development highway safety and parking

7.4.1 Policy CP11 of the Core Strategy advises that the Council will work with the County Highway Authority to seek improvements to the efficient and safe operation of the highway network. The subtext of Para. 6.69 of Policy DM11 advises that effective traffic management is essential to the safe and free flow of movement on the highway network, improving accessibility and potentially reducing congestion at peak and non-peak periods. The provision of additional car parking facilitates the safe and free flow of traffic.

7.4.2 Whilst the hospital has been operating a travel plan assisted by Surrey County Council for several years, the very nature of the site as a hospital, with a purpose built Emergency Department and helicopter landing pad means that there are high levels of visitor trips daily.

7.4.3 At present there are 496 visitor car parking spaces on the site, the majority of which are located within a single area to the front of the main hospital entrance. This area provides a total of 445 visitor spaces, including 43 disabled parking bays, with 255 within the covered ground floor of a multi-storey car park and the remaining 147 in an external overflow car park accessed through the main visitor car park. The proposed extension to the existing car park will provide an additional 118 parking spaces for visitors and patients. No additional parking is to be provided for staff, given the Lyon Way staff car park that provides 450 spaces.

7.4.4 The extensive expansion of hospital facilities in recent years has resulted in a significant increase in patient numbers with a 41% percent rise in numbers between 2010 and 2015. It is anticipated that within the next 3 years patient numbers will continue to rise steadily. As a consequence, the expansion of the hospital far exceeds the parking provision on the site, and additional car parking provision is required to meet demand from increasing patient numbers. The County Highway Authority acknowledge that while it would be more preferable for patients and visitors to travel to and from the hospital in more sustainable ways, the use of the site does not always lend itself alternative transport modes. In

calculating the patient numbers compared to visitor spaces ratio, there is a yearly turnover of 895 visitors per parking space at present (1 space used by 895 visitors per year). With the current proposal of an additional 118 spaces, the above number would be reduced to 617 visitors using each parking space. With the projected increase in patient numbers however, more parking provision would be required in order to maintain the same ratio of visitors to parking spaces.

- 7.4.5 As such, the County Highway Authority concludes that the current proposal would assist in reducing traffic queuing on Portsmouth Road and contributes towards meeting the growing demand for car parking on the site. To contribute towards curbing the need for additional parking on the site, the County Highway Authority seeks to promote more sustainable travel modes for visitors through a dedicated pedestrian/cycle access from the Portsmouth Road to the main entrance. This would also include improved signage. In addition, the existing car park barrier system would need to be improved and details in respect of the existing system are to be provided and, where necessary, adjustments made.
- 7.4.6 Subject to compliance with the attached conditions, it is considered that the proposal accords with Policy CP11 and DM11 of the Core Strategy. Whilst outside the application site, it is further noted that there are proposals for the widening of the A325 Portsmouth Road by Surrey County Council to facilitate a dedicated lane for traffic flow into Frimley Park Hospital. Clearly the aim of these plans will also assist in improving the current traffic issues in the area.

7.5 The proposal's impact on the character and appearance of the area

- 7.5.1 The NPPF seeks a presumption in favour of sustainable development securing high quality design, as well as taking account of the character of different areas. Paragraph 59 of the NPPF requires design policies to concentrate on guiding the overall scale and density of new development in relation to neighbouring buildings and the local area more generally. Policy DM9 of the Core Strategy is reflective of this, requiring development proposals to respect and enhance the local environment.
- 7.5.2 Although the existing car park is functional, it has a bulky presence on the Portsmouth Road frontage, with dark render detailing that provides an unattractive setting for the hospital entrance buildings beyond. The applicant's Design and Access Statement advises that the design of the new car park elevations is intended to create a visual transition between the timber fence and landscaped area fronting Portsmouth Road and the bulk of the hospital buildings behind. The 'trespa' colour has been chosen as a neutral foil to the various cladding colours and materials of the existing hospital which will be visible from the Portsmouth Road frontage. On the elevations fronting the highway the applicant proposes the panels to over clad with Siberian larch battening to break up the monolithic appearance which will weather over time to create a more natural edge to the hospital frontage.
- 7.5.3 It is considered that the use of trespa cladding on the car park extension would provide a lighter backdrop for the hospital. When viewed in the context of the various cladding detailing visible on the hospital buildings beyond, as well as the existing multi storey car park, it is considered that the proposed car park extension's neutral detailing would integrate well within this setting.
- 7.5.4 The proposal would necessitate the relocation of four of the recently planted line of Fastigate Oaks on the western entrance drive. There is little available room to enhance the area with any mitigation planting. As a consequence, the Council's Tree Officer objects to the proposal. Whilst the loss of trees is regrettable, it is considered that the overriding need for additional car parking on the site outweighs the loss of the new vegetation on the western entrance.

On this basis, it is considered that the proposed development would be of an acceptable design and character and would accord with Policy DM9 of the Core Strategy.

7.6 The proposal's impact on the amenities of neighbouring properties

- 7.6.1 The NPPF seeks a good standard of amenity for all existing and future occupants of land and buildings. Policy DM9 of Core Strategy advises that in the consideration of development proposals, the amenities of the occupants of neighbouring properties are respected.
- 7.6.2 The development proposed is within the Frimley Park Hospital grounds, however, there are a number of residential properties in close proximity to the site. These include properties on Gilbert Road, The Grove (and adjoining roads), High Beaches and Denton Way. The development is a sufficient distance from these properties for the built form to impact on residential amenities.
- 7.6.3 It is proposed that the car park extension is illuminated through pole mounted LED floodlights at first floor level and soffit mounted tubular LED batten fittings at ground levels. A lighting statement has been submitted with the application advising that the new lighting scheme will be designed to limit the potential for light pollution/overspill to the adjacent surroundings. In order to prevent the car headlights from affecting the amenities of residential properties on The Grove as well as shining into the hospital windows to the west, the applicant's Planning, Design and Access Statement advises that the new car park will require solid panelling at ground level. The Council's Environmental Health Department have indicated that they have no objection to the proposal. Accordingly, a condition requiring compliance with the submitted lighting details has been provided.
- 7.6.4 It is therefore considered that the proposed development would not have an adverse impact on the amenities that the occupants of neighbouring properties enjoy and as such, would accord with the amenity principles set out in Policy DM9 of the Core Strategy.

7.7 Other matters

- 7.7.1 In respect of surface water drainage, the Government in April 2015 changed requirements for major developments for sustainable drainage systems (SuDS). Under these requirements the Council must be satisfied during determination of the application that SuDS can be designed into a proposal, unless demonstrated inappropriate. The Council's Drainage officer has been consulted and advised that due to the complexities of the existing drainage systems, and the minor impact associated with the additional development, no surface water drainage submission is required. An informative advising the applicant to ensure all excess surface water is contained on site and that no nuisance flooding occurs as a result of the development has been added.
- 7.7.2 The application is not CIL liable because CIL only applies to residential or retail uses. Furthermore, in line with paragraph 204 of the NPPF planning obligations should only be sought where they are necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. No such requirements have been identified.

8.0 ARTICLE 2(3) DEVELOPMENT MANAGEMENT PROCEDURE (AMENDMENT) ORDER 2012 WORKING IN A POSITIVE/PROACTIVE MANNER

In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included:

- a) Provided or made available pre application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.
- b) Provided feedback through the validation process including information on the website, to correct identified problems to ensure that the application was correct and could be registered.
- c) Have communicated with the applicant through the process to advise progress, timescale or recommendation.

9.0 CONCLUSION

- 9.1 It is considered that the proposed development would be an enhancement to the existing community facility and would contribute toward meeting the existing and growing demand for car parking on the site. On this basis, it is recommended that the application be approved subject to highway conditions in respect of provision for a cycle path and improvements to the car park barrier system.

10.0 RECOMMENDATION

GRANT subject to the following conditions:-

1. The development hereby permitted shall be begun within three years of the date of this permission.

Reason: To prevent an accumulation of unimplemented planning permissions and in accordance with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51(1) of the Planning and Compulsory Purchase Act 2004.

2. The building works, hereby approved, shall be constructed in external fascia materials; siberian larch vertical battens and trespa cladding in paprus white.

Reason: In the interests of the visual amenities of the area and to accord with Policy DM9 of the Surrey Heath Core Strategy and Development Management Policies 2012.

3. The proposed development shall be built in accordance with the following approved plans:
PH-15011-1,02,
PH/15011/001
E/15011/1, 01A, 04A, 05A, 07, 08, 09, 15, 16.
unless the prior written approval has been obtained from the Local Planning Authority.

Reason: For the avoidance of doubt and in the interest of proper planning and as advised in ID.17a of the Planning Practice Guidance.

4. Prior to the commencement of the car park development, details shall be submitted to the Local Planning Authority of the existing car park barrier entry system and where necessary, adjustments shall be made to optimise vehicle entry into the car park to accommodate the additional vehicle flow as a result of the

development. Prior to the first use of the additional car parking spaces hereby approved, the required adjustments to the barriers shall be implemented.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users and in recognition of Section 4 'Promoting Sustainable Transport' in the National Planning Policy Framework 2012.

5. Prior to the commencement of the car park development, details of a dedicated pedestrian/cycle access from Portsmouth Road to the main entrance of the hospital, shall be submitted to the Local Planning Authority. Such details should include new surfacing, improved signage and associated facilities. Once the scheme of works has been approved, such works shall be implemented prior to the additional parking spaces being brought into use.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users and in recognition of Section 4 'Promoting Sustainable Transport' in the National Planning Policy Framework 2012.

6. The proposed development shall be built in accordance with the Construction Management Plan dated February 2015 by Scott White and Hookins.

Reason: The condition above is required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users and to accord with Policies CP11 and DM11 of the Surrey Heath Core Strategy and Development Management Policies 2012 and the National Planning Policy Framework.

7. The development hereby permitted shall be built in accordance with the submitted *Outline Lighting Proposal Planning Statement* by T. A. Tompson LLP Consulting Engineers dated 3rd March 2015 prior to first occupation of car park extension building, and thereafter there shall be no changes unless otherwise agreed with the Local Planning Authority.

Reason: To limit light pollution in the interests of residential amenities and to comply with Policy DM9 of the Surrey Heath Core Strategy and Development Management Policies 2012 and the NPPF.

Informative(s)

1. Decision Notice to be kept DS1
2. Building Regs consent req'd DF5
3. Due to the complexities of the existing drainage systems, and the minor impact associated with the additional development, no surface water drainage submission is required. However, the applicant should ensure all excess surface water is contained on site and that no nuisance flooding occurs as a result of the development.