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NHS Hampshire and Solent Community Solutions Ltd

Oak Park Community Clinic

Planning Statement

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1.0 Introduction

1.1 Planning Statement

1.1.1 This planning statement is submitted in support of an important planning application to develop the Children's Services building off Lavant Drive at Oak Park, Havant on behalf of Solent Community Solutions Ltd (SCS). The proposed development is to accommodate the use of the building by NHS Hampshire as a Community Clinic.

1.2 Background

1.2.1 Application Site

1.2.2 SCS owns the planning application site occupied by the building and NHS Hampshire owns the site of the proposed additional car park. The NHS earlier proposals were to develop a new community hospital on the land to the north of Lavant Drive. However, that proposal is no longer viable and the proposals in this planning application have arisen from the NHS' review of the best way to deliver the range of community health care services that were originally planned to be part of the community hospital.

1.2.3 The proposal to re-use the existing Children's Services building will enable the planned outpatient services to be delivered from this building in a cost effective and efficient manner from the end of 2012.

1.2.4 The scheme will be funded by the NHS. In the context of the government's proposals to re-organise the NHS and abolish NHS Hampshire, the opportunity to bring forward this important scheme is significantly constrained by its cost and programme. It is therefore vital that the proposals to re-use the building and develop the extensions and additional car parking incorporated in this planning application are brought forward at the earliest opportunity.

1.2.5 If planning permission is granted for the proposals in this application, it is likely that work will begin on site next summer and that it will be complete by the end of 2012.

1.2.6 Land to the North

1.2.7 These proposals form the first phase of the development of the NHS' and Hampshire County Council's land holding to the north of Lavant Drive.

1.2.8 The land to the north of the site will be the subject of separate proposals being prepared by Hampshire County Council to develop nursing home and extra care accommodation. NHS Hampshire and the County Council have agreed to work in partnership to bring forward the development of that land and it is anticipated that proposals for its development will be the subject of public consultation in 2011.

1.3 The Proposals

1.3.1 NHS Hampshire currently provides Children's Services from the building that is the subject of this application. The NHS is intending to relocate the non clinical Children's Services elsewhere and to provide a range of outpatient services from these premises. The building will be refurbished and altered internally to accommodate the proposed Oak Park Community Clinic.

1.3.2 The applicant for this planning application is Solent Community Solutions Ltd (SCS), NHS Hamsphire's partner in "NHS LIFT", the organisation established to develop and manage new healthcare facilities in the area. SCS has been responsible for developing other important new primary care facilities in the area including:

- the original Children's Services building that is the subject of this application;
- a new surgery at Rowner;
- Fareham Community Hospital; and
- a new surgery at Gosport.

1.4 Extensions and Alterations

1.4.1 This planning application is to extend the existing building and undertake a number of minor alterations to the external elevations to:

- provide a small amount of additional consulting space;
- provide a separate entrance for Children's Services;
- improve the waiting and reception areas at the main entrance to the building;
- provide an additional lift to improve access to first floor areas; and

- incorporate specialist x-ray equipment.

1.4.2 The proposed extensions and alterations comprise:

- a two storey "atrium" style extension to the main entrance;
- a two storey extension to the southern end of the east wing of the building;
- a single storey Children's Services extension attached to the two storey extension;
- increase in the height of the roof over the southern end of the single storey central wing by about 500mm; and
- alterations to existing elevations to revise some doors and windows.

1.4.3 The gross external floor area of the proposed extensions is about 390 square metres, although much of this floor space is required to provide improved entrance, reception, waiting and circulation areas.

1.4.4 The proposed materials for the alterations and extensions will match or complement those of the existing building.

1.5 Car Park Alterations and New Car Park

1.5.1 The proposals also incorporate changes to the external environment around the building that are required to:

- provide additional car parking for patients, visitors and staff to accommodate the anticipated need for such parking arising from the proposed Clinic use;
- revise the existing car parking arrangements to accommodate a mobile diagnostic vehicle (e.g. to undertake MRI scans);

1.5.2 The proposed external alterations comprise:

- alterations to the existing car parks around the building;
- provision of additional covered cycle parking; and

- additional car parking on the north side of Lavant Drive to increase the overall number of spaces to serve the building from 66 to 100.

1.5.3 The proposed additional car park will be surfaced with tarmac with gravel parking bays. The car park will be permeable and has bean designed to have a relatively short life (up to 10 years) because it is likely that it will be redeveloped as part of the wider proposals for the land to the north of Lavant Drive (see 1.2.6 above). The proposals for that area will however need to incorporate the reprovision of this car park within the overall development.

2.0 Consultation

2.1.1 The proposals in this application have been the subject of pre-application discussions with Havant Borough Council and Hampshire County Council and have also been the subject of some public engagement.

2.1.2 The NHS has undertaken extensive consultation about its proposals to re-use the Children's Services building to provide a Community Clinic. Following the extensive consultation, the NHS' Board agreed to progress the proposals for this site in September 2010.

2.1.3 Since that time, SCS has been developing the detailed proposals for the site that are comprised in this planning application. The detailed proposals have been the subject of pre-application discussion with the Council's planning and highways officers in particular.

2.1.4 The feedback from the Council's officers has confirmed that the proposals should, inter alia:

- respect the amenity of the neighbouring properties to the north;
- mitigate the transport impacts of the proposed modest extensions to the existing building;
- include a transport assessment to outline the justification for the additional parking spaces;
- incorporate additional cycle parking facilities and incorporate a staff shower, lockers and changing facilities;

2.1.5 The proposals in this application were also presented to the Emsworth and Havant and Bedhampton Community Boards at their meetings on the 15th and 17th November. The proposals were generally well received and both the NHS and SCS answered proposals about the development at each meeting. Many of the questions raised related to the range of services to be provided in the building, rather than the planning issues. However, a number of queries were also raised about transport, including:

- access to the site (including its accessibility by walking, cycling and public transport); and
- whether the car parking would be adequate;

and the documents submitted with this application (particularly the Transport Statement) seek to address these issues.

3.0 Planning History

3.1.1 Planning permission was originally granted for this facility in 2004 under the local planning authority's reference 04/68066/001. Permission was granted subject to a s106 agreement that required, inter alia:

- arrangements being in place (in the form of Traffic Regulation Orders) to enable the closure of Lavant Drive at its western end in the event that the Council wished to pursue such a proposal;
- the installation of a Puffin crossing on Petersfield Road; and
- a contribution to the Council's Green transport Strategy (taking into account the cost of the above measures).



3.1.2 At the time that the Children's Services building was developed, aerial photographic evidence (see above) indicates that much of the land that is now the subject of the proposal to provide additional

car parking was used as a contractors' compound. Since that time, brambles have become established on the site.

3.1.3 The original planning permission for this facility envisaged that the land to the north would be developed with a community hospital that was also granted outline planning permission in 2004 under the reference 03/68066/000. That permission has however now "lapsed".

3.1.4 Subsequently, full planning permission was granted to develop a community hospital under the reference 08/68066/002 in 2009. That permission remains extant, but it does not include the site of the car park that is the subject of this application.

4.0 The Development Plan and Other Material Considerations

4.1 The Development Plan

4.1.1 Decisions on planning applications should be taken in accordance with the development plan unless material considerations indicate otherwise.

4.1.2 Although the development plan for this area includes the Regional Strategy, the relevant policies that will govern the determination of this application comprise the "saved" policies of the Havant Local Plan.

4.2 Other Material Considerations

4.2.1 The Council's Core Strategy has recently been found "sound" following public examination. Significant weight should also therefore be attached to the emerging policies in that Strategy.

4.2.2 Other material considerations include national planning policy guidance in PPG13 – Transport.

5.0 Key Planning Issues

5.1 Principle of Development

5.1.1 The principle of developing healthcare facilities on this site is supported by "saved" Local Plan Policy CS2 that allocates the application site for such purposes, and emerging Core Strategy Policies:

- CS1 that supports proposals for community facilities provided through refurbishment of existing premises; and
- CS17 that supports the development of health facilities at Oak Park.

5.1.2 The proposed development is within Havant and on previously developed land and it will therefore accord with emerging Core Strategy Policy CS15.

5.2 Sustainability

5.2.1 Emerging Core Strategy Policy CS12 requires that new developments over 500 square metres achieve a BREEAM "very good rating". Although the proposals in this application are below this threshold, the applicant will develop the proposal to achieve the BREEAM very good rating.

5.3 Transport

5.3.1 The proposed extensions to the existing building comprise 395 square metres of gross external floor area. In the context of the modest scale of the proposals, the application is accompanied by a "transport statement" prepared by i-Transport.

5.3.2 The transport statement identifies the anticipated increase in trips to and from the site arising from the development of the modest extensions to the existing building and sets out the rationale for providing additional car parking on the site.

5.3.3 The transport statement demonstrates that the site is relatively well served by public transport and is within a reasonable walking and cycling distance of a proportion of the population that it is intended to serve. The proposals will therefore accord with "saved" Local Plan policy T6.

5.4 Travel Plan

5.4.1 The transport statement also incorporates a travel plan that the NHS will implement on occupation of the building. Although planning policies do not require a travel plan for a development of this scale, the NHS is intending to implement the plan.

5.5 Parking

5.5.1 Car Parking

5.5.2 The transport statement sets out the justification for the additional car parking to serve the existing building and proposed extensions. Although the proposed extensions do not, by themselves, require substantial additional parking, the proposals to refurbish the existing building will increase the number of consulting rooms to about 40.

5.5.3 The Council's current parking standards (as set in appendices to the adopted Local Plan and emerging Core Strategy) require up to 5 no. car parking spaces per consulting room. This maximum standard is reduced to 2.5 spaces per consulting room in Havant town centre.

5.5.4 However, the transport statement demonstrates that this site is relatively accessible by a range of modes of transport for both staff and patients. The application therefore proposes a net increase of 34 no. spaces to serve the building. This is based on a provision of about 2.5 spaces per consulting room.

5.5.5 SCS and the NHS are confident that the proposed additional parking will be sufficient to serve the proposed development. The proposal for about 100 spaces is supported by the BREEAM guidance and also the applicant's own analysis of the likely demand for car parking, based on the planned activity in the existing building and proposed extensions.

5.5.6 The proposed additional car park will accommodate 42 no. spaces. This is to provide the 34 no. additional spaces and the 8 no. spaces that will be displaced by the need to accommodate a mobile scanning vehicle adjacent to the existing building.

5.5.7 The proposals will retain 5% of spaces for disabled parking in accordance with the Council's standards.

5.5.8 The proposed additional car parking and alterations to the existing parking will comply with the Council's standards for accessible locations and will not exceed the "maximum" number of spaces permitted in such areas. They will therefore accord with "saved" Local Plan policy T17.

5.5.9 Access to the car park will be off Lavant drive, an unclassified road, and it has been designed to ensure that it will be safe and will not interfere with the use of the highway. It will therefore comply with "saved" Local Plan policy T7.

5.5.10 The car park layout and access have been designed to encourage slow vehicle speeds and the proposed development will be well linked to existing footpaths and cycle routes. The proposals will therefore comply with "saved" Local Plan Policy T8 and emerging Core Strategy Policy DM14.

5.5.11 Cycle Parking

5.5.12 The existing building is currently served by covered cycle parking shelters that are capable of accommodating up to 16 no. cycles. As part of this proposal, the applicant is intending to increase the capacity of the covered cycle parking facilities to provide 22 no. spaces.

5.5.13 Although this level of provision is below the Council's standards, current experience is that the existing facilities are not heavily used and that the proposed increase in the number of spaces will be sufficient to serve the proposed extensions.

5.5.14 The building will also incorporate a staff shower, lockers and changing facilities to help encourage cycling and walking as a means of transport to and from the site.

5.5.15 The applicant and NHS Hampshire will, as part of the implementation of the submitted travel plan, monitor the use of the cycle parking facilities on at least an annual basis. In the event that the existing facilities become congested, the applicant will provide additional cycle parking on the site.

5.6 Transport Contributions

5.6.1 "Saved" Local Plan Policy IMP1 supports Policies T10 and T11 that seek to ensure that (in particular, transport) infrastructure is adequate to serve new development. Emerging Core Strategy Policies CS18, CS19, DM11 and DM12 include similar requirements and indicate that the Council will prepare an SPD about transport and other developer contributions.

5.6.2 Off Site Transport Infrastructure

5.6.3 "Saved" Local Plan Policy T10 states that where the existing highway infrastructure is unable to accommodate the demands generated by a development, the Council will require that developers enter into a s106 agreement to fund or provide any off site improvements required to mitigate the impact of the development.

5.6.4 However, in this case, the modest scale of the proposals does not require any off site works because the highways in the vicinity of the site are suitable to accommodate the modest increase in traffic arising from the development.

5.6.5 Indeed, SCS and the NHS are, as part of this proposal, providing mitigation for the transport impacts of their planned re-use of the Children's Services building (although that re-use does not require planning permission). The provision of the additional car parking will mitigate the risk that staff, patients and visitors will park in the highway and interrupt traffic flows. It will also enable the occupiers to manage car parking at the site in accordance with the submitted travel plan by enabling separate staff and patient/visitor car parks.

5.6.6 Green Transport Infrastructure

5.6.7 "Saved" Local Plan Policy T11 states that where access to a development by non car modes is "inadequate", the Council will seek a financial contribution towards improved green transport infrastructure.

5.6.8 In connection with Policy T11, the Council has adopted the County Council's Transport Contributions Policy. This document includes a formula for seeking such contributions, based on the net increase in multi modal trips arising from a development. However, it is not currently part of the development plan and has not been adopted by Havant Borough Council as a supplementary planning document (although it is referred to in the emerging Core Strategy Policy DM12). It is therefore currently of less weight than policy T11.

5.6.9 The transport statement accompanying this application demonstrates that access to this development by non car modes is more than adequate by rail, bus, cycle and on foot and therefore a financial contribution to green transport infrastructure is not included in this application. Such a contribution is not "necessary to make the development acceptable in planning terms".

5.6.10 Other material considerations to take into account in considering the need for a "green" transport contribution include that the:

- proposed development is principally to accommodate existing trips on the highway network in the area;
- the earlier proposals for the community hospital are unviable and additional cost burdens on these modest proposals could also make them unviable. The Councty Council's Transport Contributions Policy acknowledges that "viability" is an important material consideration; and
- the applicant has voluntarily submitted a travel plan that will apply to the whole of the existing building and not just the proposed extensions. The travel plan incorporates a number of mitigation measures and elements of green transport infrastructure that will encourage staff in particular to travel to and from the site by means other than the private car.

5.6.11 Finally, the development of the land to the north of this site will complete the comprehensive development of the Oak Park area. It would be more appropriate to consider opportunities to improve green transport infrastructure in the area as part of the wider proposals for the remainder of the Oak Park site.

5.7 Design

5.7.1 The proposed extensions to the existing building comprise 395 square metres of gross external floor area. They have been designed to take account of their context (see separate Design and Access Statement).

5.7.2 The "saved" Local Plan Policy D1 requires that, inter alia, development:

- achieves an attractive environment and efficient use of land;
- does not harm the amenity of neighbours; and
- maximises energy conservation.

5.7.3 The emerging Core Strategy Policy CS14 supports development that is designed to a high standard, which helps to create places where people want to live, work and relax. It also requires that development:

- respects its context and the local character of the area;
- integrates with existing features;

- is well connected to the surrounding area;
- does not cause unacceptable harm to the amenity of neighbours through smell, the loss of privacy, outlook, noise and overlooking;
- produces a positive relationship between buildings, street and spaces (the proposed development provides an enhanced main entrance and "positive" legible new entrance to Children's Services);
- is inclusive by considering the needs of those with disabilities (the proposed extension and parking areas will be accessible to all users);,
- adapts to the changing needs of the users and the changing climate over the lifespan of the building (the current proposals demonstrate that the existing building is capable of adaptation to changing circumstances).

5.7.4 The proposed extensions have been designed to relate well to the existing building and other buildings in the area. The proposed materials to be used in the extensions will generally match or be similar to those of the existing building.

5.7.5 The proposed height, mass and bulk of the proposed extensions have been designed with respect to their context, particularly the neighbouring homes to the south of the site.

5.7.6 The proposals have also been designed to achieve a BREEAM "very good" rating.

5.7.7 The proposed extensions will therefore accord with "saved" and emerging development plan policies about design.

5.8 Noise

5.8.1 The application incorporates proposals for an external condenser unit on the rear of the southern wing to serve the proposed x-ray facility. The unit will be sited in this location because it:

- will be located in the most pragmatic and economical location to service the area being controlled;
- will be at ground floor level and therefore easy to maintain;
- will not be visible in public views; and

- will be screened from the neighbours' views by existing boundary treatments.

5.8.2 This planning application is accompanied by an acoustic report which supports the proposed location.

5.9 Archaeology

5.9.1 The application is not accompanied by an archaeological investigation because previous studies have been undertaken on the site and in the area in connection with the development of the existing building and the separate planning applications for a proposed community hospital on land to the north of Lavant Drive.

5.9.2 The earlier studies (including field evaluation in 2004) have not revealed any archaeological constraints of regional or national importance on the site and the previous permissions for development in the area have been granted subject to planning conditions requiring "watching briefs".

5.9.3 The proposed extensions to the existing buildings will be in areas previously disturbed by the development of the Children's Services development and the proposed additional car park on the north side of Lavant Drive is unlikely to require substantial excavations. The proposals should not therefore need to be the subject of any further archaeological investigation.

5.10 Ecology

5.10.1 Although the most recent application for the community hospital to the north of the site did not include this application site, it concluded that the ecological value and biodiversity of that site was "low".

5.10.2 The site of the proposed car park is similar in character to the land to the north and was used as a contractor's compound during the construction of the Children's Services building (see 3.1.2). It is therefore unlikely to be of ecological interest.

5.10.3 The land around the Children's Services is unlikely to be of ecological importance, having only been planted relatively recently.

5.10.4 The application site is not therefore known or suspected to be of any ecological importance or to be occupied by any protected species.

5.10.5 The application is not therefore accompanied by an ecology survey.

5.11 Arboriculture and Landscaping

5.11.1 Although the proposals will require the removal of some landscaping that was planted as part of the original scheme for the Children's Services building, the proposals do not require the removal of any substantive trees or hedges and the application is not therefore accompanied by an arboricultural survey.

5.11.2 The submitted Design and Access Statement and plans include proposals for the landscaping of the site. These proposals have been developed to accord with "saved" Local Plan Policy L7 and will help the proposed extensions integrate successfully into the local environment.

5.11.3 The proposed car park will not incorporate any significant landscaping because it is the applicant's intention that this facility will be integrated into the redevelopment of the land in the NHS and County Council's ownership to the north of the site (see 1.2.6).

5.12 Drainage

5.12.1 Foul sewage will be disposed to the existing mains sewers that serve the Children's Services building.

5.12.2 Surface water will be drained via soakaways serving the existing building and the car park will be developed with a predominantly permeable surface. The proposals for surface water drainage will therefore accord with "saved" Local Plan Policy D1 that requires that development utilises sustainable urban drainage systems.

6.0 Conclusions

6.1.1 The proposed extensions and additional car parking are required to enhance the re-use of this existing building within the Use Class D1.

6.1.2 The proposals form an important part of a scheme to provide improved community healthcare facilities for the people of Havant and the surrounding area.

6.1.3 The proposals are modest in their scale and will:

- accord with the development plan;
- not harm the amenity of adjacent occupiers;
- be of an appropriate design for their context;
- improve parking at the facility; and
- include the implementation of a travel plan.