PLANNING AND ENVIRONMENTAL PROTECTION COMMITTEE

AGENDA ITEM No. 6

8 JUNE 2010

PUBLIC REPORT

Cabinet Members responsible:		Lead Member – Marco Cereste (Cabinet Member for Growth, Strategic Planning and Economic Development)	
Contact Officers: Reporting Officer:		Andrew Edwards (Head of Delivery) Richard Kay (Policy and Strategy Manager)	

PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: THE PETERBOROUGH DISTRICT HOSPITAL SITE SUPPLEMENTARY PLANNING DOCUMENT

RECOMMENDATIONS		
FROM : Head of Delivery	Deadline date :	
That Committee offers any comments on the Peterborough District Hospital Site Supplementary Planning Document before it is submitted to Cabinet on 14 June for adoption as formal planning policy for the site.		

1. ORIGIN OF REPORT

1.1 This report is submitted to Committee following approval of the Council's Local Development Scheme by the Secretary of State for Communities and Local Government and in accordance with the Peterborough Local Plan (First Replacement) 2005.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to enable the Committee to offer any comments on the Peterborough District Hospital Site Supplementary Planning Document (hereafter referred to as the Hospital Site SPD) before it is submitted to Cabinet for adoption as formal planning policy for the site.
- 2.2 The officer-recommended Hospital Site SPD is available on the Council's web site at: <u>http://democracy.peterborough.gov.uk/ecSDDisplay.aspx?NAME=Peterborough+District+H</u> <u>ospital+Supplementary+Plan&ID=291&RPID=136781&sch=doc&cat=12992&path=12992</u> and copies have been placed in the Members group rooms.
- 2.3 Members will recall that on 23 March 2010, the PEP Committee considered a draft version of the Hospital Site SPD and made comments known to Cabinet on 29 March 2010. The draft version has now been subject to public consultation, and the final version has subsequently been prepared for consideration and adoption.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	No	If Yes, date for relevant Council Meeting	
		Date for submission to Government Dept	N/A

4. PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH DISTRICT HOSPITAL SITE SUPPLEMENTARY PLANNING DOCUMENT

Introduction

- 4.1 The Peterborough District Hospital site will be vacated by the end of 2011 following the transfer of remaining medical services to the new city hospital on the Edith Cavell site. The site will become vacant and will require comprehensive regeneration. The purpose of the Hospital Site SPD is to provide detailed guidance to prospective developers as to the type and level of development the Council will expect to see come forward on the site, and in turn meet the objectives of the Local Plan, the emerging LDF, the Local Area Agreement and the Sustainable Communities Strategy.
- 4.2 The Hospital Site SPD has been prepared jointly by King Sturge (acting on behalf of the Peterborough and Stamford NHS Trust) and PCC Officers. However, as the SPD will become official Council planning policy once adopted (post consultation), the final text as presented to PEP Committee is that as recommended by PCC planning officers.

Summary of the Hospital Site SPD

- 4.3 Your report of 23 March 2010 summarised the content of the draft Hospital Site SPD, and is not repeated here, other than the basic headlines of the proposals those being:
 - **Site Area:** 10 hectares (25 acres), currently containing a range of hospital and residential buildings. Most of the site will be cleared to make way for new development.
 - **Residential development:** The Hospital Site SPD makes provision for 350-550 new houses, mainly in a mix of family housing and apartments, at varying densities (generally higher to the east). 30% of all new dwellings proposed to be affordable; and a minimum of 20% to meet lifetime homes standards.
 - **Retail** Small-scale retail facilities of no larger than 500 sq.m gross in total.
 - **Historic buildings** Historic buildings of local importance on the site should be retained and re-used, namely The Gables and the core part of the Memorial Hospital.
 - **Transport/access** Redevelopment of the site will create and improve access to and through the site. New east and west links are proposed and an opportunity for direct connectivity, particularly for pedestrians and cyclists, into the Station Quarter/Railway station and surrounding residential suburbs.
 - **Trees** trees that are protected by a Tree Preservation Order and those that are not protected by law but make a positive contribution to the character of the area will need to be retained and preserved.
- 4.4 The Hospital Site SPD has fuller details as to what is expected from the site, and the above should therefore be considered only as a summary.

5. CONSULTATION

- 5.1 The draft Hospital Site SPD was presented to the LDF Scrutiny Group (17th March), PEP Committee (23rd March) and Cabinet (29th March). The draft Hospital Site SPD was then published for formal consultation for the statutorily required 4 weeks, between 9th April 6th May 2010. To advertise the consultation period, leaflets were dropped in the surrounding residential area, two radio interviews were given, formal press notices and informal press articles appeared in the local newspaper, and the documents were available in both Hospital reception areas and in Bayard Place reception. All material was available on the Council's website.
- 5.2 Following the consultation, the representations have been considered and a statement has been prepared setting out a summary of the main issues raised and how these issues are to be addressed in the final document. This is attached at Appendix 1. Overall, there were no significant issues raised which meant that the SPD needed a fundamental rethink.
- 5.3 As a result of the comments received, together with a final review of the document by officers, the following substantive changes are proposed to be made compared with the

draft Hospital Site SPD. As can be seen, they are relatively few, and reflect the limited amount of suggestions received during the consultation process:

- Additional references to historic assets (listed buildings etc) incorporated to the text, further ensuring they are carefully considered as part of detailed planning application process.
- New reference added to the SPD for the need for a single wider Nature / Biodiversity / Open Space / Green Infrastructure Strategy as part of a future planning application.
- Reference added to the need to consider the RECAP Waste Management Design Guide Toolkit Assessment.
- 5.4 Some suggestions have not been taken forward, either because they were not considered appropriate or because they were detailed matters more appropriate to a full planning application stage. Please see Appendix 1 for full details.

6. ANTICIPATED OUTCOMES

6.1 It is anticipated that Cabinet, at the meeting on 14th June 2010, will adopt the Hospital Site SPD, assisted in its decision by comments made by this PEP Committee.

7. REASONS FOR RECOMMENDATIONS

7.1 Committee is recommended to make its comments known to assist Cabinet in reaching its decision. At the meeting on 14th June 2010, Cabinet will be recommended to adopt the Hospital Site SPD as formal planning policy for the site.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 Various development options for the site have been considered and have been tested for the viability of each. The development proposed in the document is, in simple terms, considered to be the 'preferred option', and there were no overriding reasons given during the public consultation period to warrant an alternative solution to be investigated.

9. IMPLICATIONS

- 9.1 The SPD will guide regeneration of the hospital quarter; it will help to deliver a mix of housing and a small amount of ancillary retail.
- 9.2 **Legal Implications -** The Council must follow due Regulations in preparing the SPD. Once the SPD is adopted, the Council has a legal duty to refer to it when determining planning applications for the hospital site and, to some extent, the surrounding area.
- 9.3 **Financial Implications -** There are no immediate financial implications flowing from the approval of the Hospital site SPD. However, Members should be aware that there could be:
 - Indirect financial implications for the Council in terms of its Vawser Lodge asset. This
 falls within the SPD area, and is labelled as possibly coming forward for housing.
 However, the SPD is sufficiently flexible for this to happen or not happen depending on
 what the Council wishes to see happen to that asset (hence, the SPD only has indirect
 financial implications).
 - Indirect financial implications arising from the development of the hospital site (e.g. provision of infrastructure and services for the new residents, s106 arrangements, and increased council tax or other receipts).

10. BACKGROUND DOCUMENTS

- Peterborough Local Plan (1st Replacement) July 2005
- Peterborough Core Strategy Proposed Submission Version (as approved by Council December 2009 and published in January 2010).

• Draft Hospital Site SPD, April 2010

The Peterborough District Hospital Supplementary Planning Document Consultation Draft

Comments Received and Responses to the Key Issues May 2010

(DRAFT FOR P.E.P. COMMITTEE 8 JUNE 2010)

Explanatory Note:

This document sets out a summary of the comments and issues raised at the consultation stage of the draft Peterborough District Hospital Supplementary Planning Document, together with the Council's response to the key issues raised.

This is a public document, and helps meet Peterborough City Council's commitment to consult and keep people informed of progress on the Local Development Framework (which the Supplementary Planning Document forms a part). Full details on Peterborough City Council's commitments on community consultation can be found in its Statement of Community Involvement, available on the Council's website.

This document has been prepared by the Planning Policy Team at Peterborough City Council.

1. Introduction

- 1.1. Peterborough City Council wishes to particularly thank all those who took the time between April and May 2010 to complete the response form or to write to us with thoughts, ideas and concerns about the draft Hospital Site SPD.
- 1.2. This document is to highlight to everyone a summary of what was said and how we propose to take those comments forward.
- 1.3. Some responses were detailed in nature and clearly this document cannot summarise every point made, but rather it tries to capture the most important or frequently mentioned issues. However, rest assured that all comments received have been read and considered in detail, even if you cannot explicitly see it summarised here.
- 1.4. On the following pages, we set out in a standard format the comments received for each paragraph or issue.

Next Steps

1.5. Taking account of the findings set out in this report we will shortly be publishing a final version of the SPD for consideration by the Cabinet. This is expected in June 2010.

2. Consideration of the Issues Raised

Please note that all references to 'section x' are referring to such items as can be found in the Consultation draft of the Peterborough District Hospital Site Supplementary Planning Document (April 2010).

Paragraph Reference: Section 2 – SPD Area		
Summary of Comments Received	 No reference in the SPD to Grade II listed Westwood House. 	
Response	 Reference to Westwood House will be added into the Site History section. 	

Paragraph Reference: Section 2.4 – Wider Location		
Summary of	 No mention of the character to the north of the site. 	
Comments		
Received		
Response	• The final document will be updated with a paragraph on the character to the north of the site.	

Paragraph Reference: Section 4.1			
Summary of Comments Received	• Support for retention of the Memorial wing; encouraging use of cycles and pedestrian use; using existing mature vegetation.		
Response	This support is noted.		

Paragraph Refe	erence: Section 4.1 - Opportunities
Summary of Comments Received	 Reference to the listed buildings should include Westwood House and any other BLI's in terms of improving their setting. The referencing to the retention of the Gables is weak and at odds with the much firmer wording of policy CBE11. It also conflicts with the Councils commitment to enriching the potential of heritage buildings within regeneration schemes contained in the emerging LDF Core Strategy.
Response	 Comments noted and will be considered further, with further text added to the SPD if appropriate.

Paragraph Refe	Paragraph Reference: Section 4.2 - Constraints			
Summary of Comments Received	 Question why the set back of the listed Sessions House is identified as a "constraint" when this could equally be an opportunity for improved public space. Why is the Memorial Wing identified as a "constraint" when text seems to refer to the building as an "opportunity"? 			
Response	 The land to the front of the Sessions House is under private ownership and not included within the redevelopment area. Given its private ownership, the area to the front of Sessions House is unlikely to be made available for public open space. The Memorial Wing can be viewed subjectively as both an opportunity and constraint and is referenced as such. 			

Paragraph Refe	erence: Section 4.3 – Overarching Vision
Summary of Comments Received	
Response	 The city centre is some distance from the site, separated by a railway line. The expected height of the scheme suggests it will have no impact upon the conservation area. The general relationship of the site with the city centre has been an important consideration in preparing the SPD. No changes considered necessary.

Paragraph Refe	erence: Section 5.1 – retail element
Summary of Comments Received	 Support for provision of a small scale retail facility. Cannot see the need for new retail uses. Would prefer expansion of existing shops in the area. Hospital Quarter is 'out of centre' and not suitable for town centre or food retailing uses.
Response	 The retail element will be a small element of the wider scheme. The retail element is expected to provide convenience basket sized shopping for new residents. Due to its size and nature, it is not envisaged that the retail offering will compete with other surrounding local centres.

Paragraph Reference: Section 5.1 – Mix of Uses			
Summary of Comments	Urgent need for a new Primary School Should be built an eurrant asheel playing field adjacent to Angue Court		
Received	 Should be built on current school playing field adjacent to Angus Court 		
Response	 The SPD draft is worded so as to be non prescriptive as to the location of educational facilities. The SPD draft does highlight a demand for educational provision across all age groups. The need for a Primary School in the general locality (not just the hospital site) is an ongoing debate within the Council and its specific size, location and timing of delivery are still to be decided. 		

Paragraph Reference: Section 5.1 – Mix of Uses			
Summary of	• Residential led scheme is the most suitable form of development for the area.		
Comments			
Received			
Response	Comment noted		

Paragraph Reference: Section 5.1 – Mix of Uses

Summary of Comments Received	• Welcomes the removal of the need for office space in the Hospital Opportunity Area.
Response	Comment noted.

Paragraph Reference: Section 5.4 – Environmental Sustainability	
Summary of Comments Received	• Add in paragraph which requires a drainage strategy for Sustainable Urban Drainage Systems (SUDS) to be submitted with the Masterplan.
Response	• This matter can be consider at a detailed application stage rather than this broad strategic stage.

Paragraph Reference: Section 5.4 – Environmental Sustainability	
Summary of Comments Received	 Planning applications should be supported by a detailed ecological assessment, particularly due to the presence of bats on the site. Welcome the fact that development proposals will be designed to benefit bats and other priority BAP species in and around the site.
Response	Comments noted

Paragraph Reference: Section 5.4 – Environmental Sustainability	
Summary of	 Will the scheme provide extra care/ sheltered accommodation?
Comments	
Received	
Response	• A variety of different residential dwelling types may be forthcoming through the application process. The SPD is not prescriptive on this.

Paragraph Reference: Section 5.5 – Design Parameters	
	The treatment of the area of the site situated between the listed Wagon Repair Shop
Comments	and Sessions House needs careful consideration.
Received	
Response	 The listed buildings are referenced in the SPD. Design considerations will come forward further in future planning applications.

Paragraph Reference: Section 5.6 – TPO issue	
Summary of Comments Received	• There is currently no TPO on the corner of Midland Road and Thorpe Road, contrary to the referencing in section 5.6. The TPO is currently draft
Response	This factual inaccuracy will be addressed in the final document.

Paragraph Refe	Paragraph Reference: Section 5.6 – Memorial Wing	
Summary of Comments Received	 Memorial Wing to be converted into residential accommodation for the over 60's with supporting services including shops, doctors 	
Response	 Retention of the Memorial Wing core is a key theme of the SPD. Community uses are advocated for it's re-use. Any alternative uses will need to be discussed through the planning application process. 	

Paragraph Refe	Paragraph Reference: Section 5.6 – The Gables	
Summary of Comments Received	 The Gables is referenced as "A Building of Local Townscape Merit". This description understates the attractiveness of the building. The city needs to retain such distinctive buildings. The SPD needs to conform to PPS5 guidance on the historic environment with regards to The Gables. The LPA should take into account the desirability of sustaining and enhancing the significance of heritage assets. The Gables, from a place-shaping and local distinctiveness perspective will need to be weighed against the other public benefits arising from the redevelopment of the hospital site. 	
Response	• The referencing comes from the adopted Local Plan. As the building does not benefit from a statutory listing, no further weight of protection can be afforded through the SPD.	

Paragraph Refe	Paragraph Reference: Section 5.6 – Layout & Urban Form	
Summary of Comments Received	 The two storey building on the corner of Thorpe Road and Aldermans Drive should be retained. Re-development as a whole should go some way to re-establishing Aldermans Drive as a visually pleasing vista. 	
Response	 The corner building is referenced in the SPD as having a level of positive townscape merit and the emphasis is on its retention and re-use. One of the overarching themes of the document is to produce high quality urban design across the whole SPD area. 	

Paragraph Reference: Section 5.6 – Link to Station Quarter	
Summary of	Any forthcoming proposals will need to be mindful of the adjoining Station Quarter
Comments	• Reference to a co-ordinated approach to masterplanning, with Station Quarter is
Received	welcomed.
Response	 The draft SPD references the need for a co-ordinated approach to masterplan development with adjoining sites. Comment noted

Paragraph Reference: Section 5.6 – historic assets	
	 No reference to the setting of the Grade II* and Grade II listed railway structures.
Comments	 No reference to the setting of 64 Thorpe Road and The Lodge.
Received	• Should be noted that the Grade II listed Westwood House. Its setting could be
	affected depending on existing and proposed landscaping.
Response	All comments noted
	• Further reference will be made to the listed railway structures in the final document.

Paragraph Reference: Section 5.6 – education issues	
Summary of	• Site 1 would make an ideal location for University buildings associated with a
Comments	Medical School.
Received	 The current site is largely publicly owned (albeit through the Trust and PCC). A public facility such as a University Centre, Community Centre, Arts Centre and new Primary School would better recognise this previous use rather than private housing. The North end of Site 4 (to the north of 'The Gables') would be an ideal location for a replacement for West Town Primary School with access from Aldermans Drive.

Response	• All comments noted, some of which will be important issues at a planning application stage.
	• The need for a Primary School in the general locality (not just the hospital site) is an ongoing debate within the Council and its specific size, location and timing of delivery are still to be decided.
	• The provision of a university on this site is no longer considered appropriate or deliverable.

Paragraph Ref	Paragraph Reference: Section 5.6 – cycling / access	
Summary of Comments Received	 Improve pedestrian and cyclist safety along Thorpe Road by redeveloping the frontage to the north side of Thorpe Road and taking the cycle and footpath to the north of the line of mature trees. Attention also needs to be given to westward movement of cyclists. There are too many accesses proposed off Thorpe Road. These junctions just lead to traffic congestion and potential accident spots. Improved junctions at Aldermans Drive and Midland Road would provide sufficient access. 	
Response	 All comments noted Specific cycle and pedestrian routes will be formalised through the planning application process and Green Travel Plan which will put forward proposals for cycle routes. 	

Paragraph Refe	Paragraph Reference: Section 5.6 – open space	
Summary of Comments Received	Site 2 would make a good Allotments area to replace those lost at Westfield Road/The Grange	
Response	 The provision of open space, including allotments, wither on-site or off site will form part of the detailed planning application process, in line with the Council's adopted Local Plan policy on the need for open space provision as part of new developments. 	

Paragraph Reference: Section 5.8 - parking	
Summary of Comments Received	 Overspill car parking along Westwood Park Road and other street is currently overused by hospital workers and train commuters. Please consider the parking requirements for both workers and visitors to avoid local roads being taken up for parking.
Response	• On site car parking may be regulated through any forthcoming planning application, and we can consider a controlled parking zone around the site.

Paragraph Ref	Paragraph Reference: Section 5.8 – Highways/ Transport	
Summary of	Supports the development principle to deliver sustainable modes of transport.	
Comments	• Support for requirement for a comprehensive Transport Assessment and Travel	
Received	Plan.	
	• Requests that the Transport Assessment also considers the impact of development on the trunk road, in particular it's junction with the A15 and A1260.	
	• Redevelopment should include cycle paths linking Westfield Road, Mayors Walk, Aldermans Drive and Thorpe Road.	
	A new pedestrian/ cycle bridge to the city centre would be welcomed	
	• Future developers should make appropriate contributions to ensure the delivery of Peterborough Station upgrades/ improvements.	
	• There is an argument to make that the pedestrian/ cycle bridge is unnecessary. If such a link were developed further, all developers benefiting from such a proposal should contribute to providing the non-railway elements of this link.	
	Transportation and traffic issues will need to be fully addressed.	
	• Welcome the reference to a co-ordinated approach with nearby sites insofar as transportation matters are to be addressed.	
	• Welcome the clear requirement for a cycle/ walking route through the site and its future connection through to the Station Quarter.	
Response	• The SPD requires the submission of a Green Travel Plan at planning application stage.	
	• Cycle routes and linkages through the site and beyond will be an important consideration at the planning application stage.	
	• Planning obligation contributions will be expected from any proposal to assist delivery of new pedestrian / cycle routes.	
	• Station upgrade contributions will be realised through a wide variety of partners,	

including developers and landowners. It will be at the planning application stage to
determine what level of contribution to infrastructure works are needed by
developers of the hospital site.

Paragraph Reference: Section 5.11 – Environmental Assessment	
Summary of Comments Received	• Welcome the requirement identified in 5.11 that all planning applications will be supported by a screening request for an EIA.
Response	Comments noted. Screening process underway.

Paragraph Refe	Paragraph Reference: Section 6 – Application Stage	
Summary of Comments Received	 Welcome the proposal that a Nature Conservation report will be required at application stage. May be better to refer to a biodiversity strategy which could incorporate public open space and vegetation/ landscaping proposals. Support the proposal to seek innovative solutions to open space provision 	
Response	 Comments noted. Reference to the need for a single wider Nature / Biodiversity / Open Space / Green Infrastructure Strategy to be added to the SPD 	

Paragraph Reference: Section 6 – Application Stage	
Summary of Comments Received	 Long term management and maintenance proposals should be included within the strategy.
Response	 SPD amended as appropriate to reflect long term management and maintenance of the site.

Paragraph Reference: Section 6 – Application Stage	
Summary of Comments Received	 Suggest that the need to make provision for off-site indoor community sports facility provision becomes an integral part of the SPD.
Response	 There is currently referencing to the Council's POIS document in the draft SPD. Off site sports facility provision will be dealt with through planning obligations.

Paragraph Refe	Paragraph Reference: Section 6 – Application Stage	
Summary of Comments Received	 Reference should be made to a Site Waste Management Plan and the submission of a RECAP Waste Management Design Guide Toolkit Assessment will also be required as part of a planning application. 	
Response	 The list contained within section 6 is not expressed to be exhaustive. However, reference to RECAP Waste Management Design Guide Toolkit Assessment to be added to the final SPD 	

Paragraph Refe	erence: Section 6 – Application Phase
Summary of Comments Received	 All Briefs and applications for development in this SPD area should be submitted at pre-application stage to the Design Review Panel. A retail impact assessment at planning application stage should be referenced. This should investigate the impact of the proposals on the Mayors Walk Shopping Centre.
Response	 This is standard practice for all large applications in Peterborough. A retail impact assessment may or may not be necessary dependent on the size of the retail offering proposed.

Paragraph Reference: Section 6 – Application Stage			
Summary of Comments Received	 Recommend that redevelopment of Brownfield land is undertaken in accordance with CLR11 'Model Procedures for the Management of Land Contamination' and PPS23 'Planning and Pollution Control'. Welcome early liaison with the EA with regard to assessing the potential risk posed to controlled waters from the past use of the site. 		
Response	 All planning applications will need to be in line with national planning guidance. The EA will be a statutory consultee in any forthcoming planning application. 		

Paragraph Reference: Opportunities & Constraints Plan				
Summary	of •	Not included within contents page. Essential that it is included in the final document.		

Comments Received	
Response	This reference in the contents page will be updated as appropriate.

Paragraph Reference: Overall document				
Summary of Comments Received	•	Supports the overall objectives and opportunities which the SPD seeks to address		
Response	٠	Comments noted		

Paragraph Reference: General Questions			
Summary of Comments Received	 Is it envisaged to continue to restrict access from the Holditch Street site to the back of Percival Street? 		
Response	• It is too early to be sure, as this will be dependent on the final design of site 3.		

Paragraph Reference: General Questions				
Summary of Comments Received	• Will residents be subject to parking charges and will there be sufficient parking spaces?			
Response	Parking will be provided in line with adopted development plan policy.			