

**Committee Report**

<b>Application No:</b>	<b>DC/19/01189/FUL</b>
<b>Case Officer</b>	<b>Joanne Munton</b>
<b>Date Application Valid</b>	<b>3 December 2019</b>
<b>Applicant</b>	<b>Gateshead Health NHS Foundation Trust</b>
<b>Site:</b>	<b>Mossheaps Recreation Ground Moss Bank Gateshead</b>
<b>Ward:</b>	<b>High Fell</b>
<b>Proposal:</b>	<b>Retention of Park and Ride Facility until 30 November 2021 (additional information received 15.01.2020 and 24.06.2020)</b>
<b>Recommendation:</b>	<b>GRANT</b>
<b>Application Type</b>	<b>Full Application</b>

**1.0 The Application:**

**1.1 DESCRIPTION OF THE APPLICATION SITE**

Mossheaps Recreation Ground lies to the west of Old Durham Road, Beacon Lough, opposite Cardinal Hume Catholic School and is formed as a series of plateaus with land levels higher at the north than the south. It is approximately 800m to the south of the Queen Elizabeth Hospital (QEH) site. The part of the Mossheaps that this application relates to is situated towards the north of the Recreation Ground. It is separated by a minimum of 40m to both north and west from the residential properties that back onto Mossheaps. To the south are football pitches.

1.2 The houses to the north are at a higher level than the application site that, in turn, sits above the level of Old Durham Road. There are trees along the Old Durham Road frontage and on the embankments within Mossheaps, but otherwise there is no boundary treatment.

1.3 Planning permission was granted on the 1 October 2012 (DC/12/00832/FUL) for the Change of use of open space to a temporary 383 space park and ride facility for Queen Elizabeth Hospital (QEH) staff) with ancillary works including soil storage, external lighting, site cabin and boundary treatment with public parking on evening and weekends in connection with use of pitches. This also included the laying of asphalt, the erection of crash barriers and the formation of an access on to Old Durham Road. Temporary Planning Permission was granted until the 30 September 2015 to compensate for car parking spaces lost during construction of the Emergency Care Centre (ECC), at the QEH site. This permission was extended to the 30 September 2016 through permission

DC/14/01027/FUL and extended further to 30 November 2019 through permission DC/16/00944/FUL.

- 1.4 The area of Mossheaps as a whole is 10.6ha and the application site has an area of 1.22ha i.e. approximately 11% of the overall. None of the application site overlaps any of the playing pitches.
- 1.5 DESCRIPTION OF THE APPLICATION  
This application proposes an extension to use the Mossheaps Park and Ride, approved under application DC/16/00944/FUL until the 30th November 2021.
- 1.6 This is due to the demand from new staff, including the 400 additional staff members conducting community services such as community midwifery, podiatry and dental services. New patients and new services, including the QEH becoming a centre for excellence for gynaecology and orthopaedics, has also increased the demand for car parking at the QEH.
- 1.7 RELEVANT PLANNING HISTORY

DC/12/00832/FUL - Temporary planning permission Approved until the 30 September 2015 for a change of use of existing area of open space to temporary 383 space park and ride facility (for Queen Elizabeth Hospital staff) with ancillary works including soil storage, external lighting, site cabin and boundary treatment with public parking on evening and weekends in connection with use of pitches (amended 08/08/12).01.10.2012

DC/14/01027/FUL - Temporary planning permission approved for the retention of 382 car space park and ride facility (for Queen Elizabeth Hospital staff) for a period of up to 30 September 2016. 20.11.2014

DC/16/00944/FUL - Planning permission approved for the retention of Park and Ride Facility at Mossheaps, Gateshead until 30 November 2019. 25.01.2017

The following applications on the QE site are also considered relevant to this case:

DC/12/00785/FUL - Planning permission approved for the erection of new Emergency Care Centre with supporting 35 short stay inpatient bedrooms, hospital central stores with delivery point, ancillary support services for building and wider hospital, new hospital arrival space with reception, cafe and retail outlets and associated parking and landscaping. 07.01.2013

DC/14/01050/FUL - Planning permission approved for the creation of an additional 527 space surface car parking spaces on the hospital site and relocation of the waste compound (Additional info 17/3/15 and amended 20/08/15). 10.12.2015.

There have also been a number of applications for prior approval to demolish buildings on the QE site, submitted to and approved by the Local Planning Authority.

## **2.0 Consultation Responses:**

Sport England                      No objection

## **3.0 Representations:**

3.1 Neighbour notifications were carried out in accordance with formal procedures introduced in the Town and Country Planning (Development Management Procedure) Order 2015.

3.2 No representations have been received.

## **4.0 Policies:**

NPPG National Planning Practice Guidance

NPPF National Planning Policy Framework

DC1C Landform, landscape and after-use

DC1J Substrata Drainage-Water Quality

DC2 Residential Amenity

ENV3 The Built Environment - Character/Design

ENV44 Wood/Tree/Hedge Protection/Enhancement

ENV54 Dev on Land Affected by Contamination

ENV61 New Noise-Generating Developments

CFR21 Neighbourhood Open Spaces

CFR22 Area Parks

CFR23 Protecting and Imp Existing Open Space

CS13 Transport

CS14 Wellbeing and Health

CS15 Place Making

CS18 Green Infrastructure/Natural Environment

## **5.0 Assessment of the Proposal:**

- 5.1 The main planning issues in this case are considered to be the principle of development and the impact on access and parking as well as amenity.
- 5.2 **PRINCIPLE**  
The principle of using this area of Mossheaps as a temporary Park and Ride car park, for staff at the Queen Elizabeth Hospital (QEH) has established through the approval of three previous applications DC/12/00832/FUL, DC/14/01027/FUL and DC/16/00944/FUL.
- 5.3 As part of those applications it was considered the development was not contrary to policy CFR20 of the Unitary Development Plan (UDP), as there was not a shortfall of open space in this locality. In addition it was demonstrated that in accordance with policy CFR23 of the UDP, the area of open space was of the lowest quality and in accordance with policies CFR21 and CFR22 the distance residents would have to travel to recreational land did not increase. This remains the case.
- 5.4 Whilst it is recognised that National Planning Policy Guidance advises against Local Planning Authorities granting development successive temporary planning permissions, NPPG also states that an exception to this would be in cases where changing circumstances provide a clear rationale for doing so.
- 5.5 Sport England has been consulted on this proposal to extend the time period and originally expressed concerns with further temporary retention of the car park, given that the works at the main hospital site were no longer a reason for the parking facility. However, Sport England withdrew their objection based on the understanding that the future use and arrangement of the Moss Heaps site is subject to review in relation to other developments and actions arising from the Local Football Plan, which are either underway or due to progress. Therefore, it is considered that a further temporary permission would be appropriate, from a playing pitch perspective, to allow for this review and for clarity on the likely future need of the current car park land.
- 5.6 Conditions are recommended requiring that the site be returned to a playing field following the expiration of the temporary permission (CONDITION 5 AND 6).
- 5.7 Whilst this application would extend the loss of playing field until the 30th November 2021, the availability of other open space within the neighbourhood and the assessment of the quality of these spaces, indicates that there is no policy objection to the principle of this development.
- 5.8 On this basis it is considered that the development does not conflict with the aims and objectives of the relevant paragraphs in the National Planning Policy Framework (NPPF), policies CS14 and CS18 of the Core Strategy and Urban Core Plan (CSUCP) and policies CFR20, CFR21, CFR22 and CFR23.
- 5.9 As such, it is considered the retention of the car park is in principle acceptable, subject to all other material planning considerations being satisfied.

#### 5.10 ACCESS AND PARKING

As part of the previous applications, an explanation for the number of parking spaces proposed for the Park & Ride car park was provided and this has been supplemented with a Travel Plan for this application.

5.11 It is understood that the 527 additional parking spaces at the QEH site (as granted under DC/14/01050/FUL) are now in use. As part of this development there will be a focus on strengthening parking enforcement within the hospital site and a greater emphasis on promoting alternate forms of transport.

5.12 Whilst the additional spaces are understood to now be in place, the applicant has confirmed that parking demands have increased as a result of an increase in services at the QEH and subsequent staff and patients. It is considered by officers that there continues to be a reasonable justification for the parking proposed, as well as the extension to the time period.

5.13 A Travel Plan has been submitted and updated as part of the application and provides a clear indication of the current situation across the sites in terms of sustainable travel, including measures being implemented such as discouraging staff from parking in nearby residential areas.

5.14 A review of the existing Travel Plan measures identifies several changes since 2016, including the following:

- Queen Elizabeth Hospital regularly posts information regarding cycling and different events and opportunities. Other emails are also circulated through the cycling group email;
- All new staff are provided information on cycling, public transport and other sustainable modes during induction;
- Continued use of in-house system to promote and match people who could car share;
- The QEH currently has 9 pool cars;
- Park and Ride is cheaper to park at, the park and ride continues to be popular with many staff choosing to Park and Stride;
- All staff are required to reapply for a parking permit, the permit is based on the emissions rating of employee vehicles.
- The Trust has also introduced disciplinary measures when staff are found to be parking on surrounding residential streets; and
- Visiting hours are staggered.

5.15 However, a number of the measures within the action plan are already out of date, it is considered that the targets should be more challenging, and some facilities on site remain less than adequate, for example:

- The percentage of staff that cycle is reported at 0.9%, this equates to approximately 41 staff, yet there are only 34 long stay cycle storage points

- The targets for modes, other than drivers using the QEH car park, have all been grouped together, including drivers using other car parks, putting little emphasis on encouraging use of sustainable modes.

- 5.16 There is also a significant amount of emphasis on the review of the Travel Plan in 2021. That said, it is acknowledged that the ongoing Covid-19 pandemic has impacted on acquiring up-to-date information, and it is considered reasonable in this case to capture the commitment to review the Travel Plan and car park management plan again in 2021 through the imposition of conditions (CONDITIONS 3 AND 4).
- 5.17 With regards to access into the park and ride site, this was also assessed as part of the previous applications and found to be acceptable. The safety of the access will continue to be monitored.
- 5.18 Therefore it is considered the extension of time will not lead to any increased parking issues and it is hoped it will enable the QE Hospital, in the long term, to deal more robustly with the issue of hospital staff and visitors parking in surrounding residential streets.
- 5.19 The proposal is subsequently considered to satisfy the aims and objectives of the NPPF as well as policy CS13 of the CSUCP.
- 5.20 AMENITY  
The car park is generally open for Park and Ride to the Hospital between the hours of 7am and 7pm, Monday to Friday with peak activity understood to be primarily between 7am - 9.30am and 4pm - 6.30pm. Outside of these times there is much reduced activity at the site. From a residential amenity point of view, these peak times are at the times when there is already greater activity in the general area and the more sensitive times of early morning, late night and weekends are avoided.
- 5.21 The car park is available for use by users of the football pitches in the evenings and weekends, but this would normally only be for the duration of matches, not into the hours of darkness (as the pitches are not illuminated) and does not appear to result in additional people using the pitches. This was considered acceptable as part of the previous applications and has not resulted in issues whilst the car park has been operational.
- 5.22 The scheme includes nine, five metre high lighting columns within the car park. The position of the lighting columns and the directional nature of the illumination means that upward lighting is minimal and the sideways spread of illumination is within the car park, or a small distance around. A condition was attached to the previous applications restricting the use of the lights to between 7am and 7pm and this can be carried over should this application be approved (CONDITION 8). It is not considered necessary to allow the lights

to be used for longer periods, as the only use beyond 7pm would be by people using the pitches, who would not be able to play in any event, if light levels after 7pm were too low.

- 5.23 The impact on residential properties from vehicles leaving the park and ride was addressed as part of the previous applications and was found to be acceptable.
- 5.24 However due to the general proximity of residential properties, it is considered appropriate to impose a condition relating to construction hours for when the area is being returned back to a playing field (CONDITION 7).
- 5.25 The impact on the visual amenity of the area was considered acceptable as part of the previous applications and a further extension would not have a significantly greater impact.
- 5.26 Therefore, subject to the use of the conditions referred to above, it is considered the application is in accordance with the requirements of the NPPF, policies CS14 and CS15 of the CSUCP and UDP policies DC2 and ENV3.
- 5.27 OTHER MATTERS  
The Environment Agency have previously advised that oil interceptors are provided but the construction work was all carried out under application DC/12/00785/FUL and it is understood the required surface drainage measures have already been implemented. The bollards to prevent vehicles from getting onto the playing pitches shall be retained and this can be conditioned (CONDITION 9).

## **6.0 CONCLUSION**

- 6.1 Taking into account all relevant planning issues, it is considered the application does not conflict with the aims and objectives of national and local planning policy, and it is recommended that the application is granted subject to conditions as allowing the car park to be in operation until the 30th November 2021.

## **7.0 Recommendation:**

That permission be GRANTED subject to the following condition(s) and that the Strategic Director of Communities and Environment be authorised to add, vary and amend the planning conditions as necessary:

1

The development shall be maintained in complete accordance with the approved plan(s) as detailed below -

C-GA-01 P4 - Proposed Layout  
C-GA-03 P2 - Site Sections  
SK1959 1 - Shelter Details  
SA21 - Anti Vandal Office  
Moss Heaps Car Park Entrance Gate

Any material change to the approved plans will require a formal planning application to vary this condition and any non-material change to the

plans will require the submission of details and the agreement in writing by the Local Planning Authority prior to any non-material change being made.

Reason

In order to ensure that the development is carried out in complete accordance with the approved plans and any material and non-material alterations to the scheme are properly considered.

2

The permission hereby granted shall be until the 30 November 2021 and on the expiration of this period, the use and all associated structures hereby approved shall cease/be removed and the site returned to the condition in accordance with the requirements and timescale for restoration in condition 5.

Reason

To enable the Local Planning Authority to ensure that site is restored to its former condition in acknowledgement of the temporary justification for this use, the interests of visual amenity and to reprovide the temporarily lost recreation land in accordance with policies DC1, DC2, CFR20, CFR21, CFR22 and CFR23 of the Unitary Development Plan.

3

Within 12 months of planning permission being granted an updated Travel Plan for the Queen Elizabeth Hospital and its wider parking strategy shall be submitted to the Local Planning Authority for approval. The updated Travel Plan shall identify measures to improve the use of the Park and Ride Facility whilst at the same time reducing car usage and increased the use of public transport, walking and cycling. Timescales for implementation as well as a programme of continuous review of the approved details of the Travel Plan and the implementation of any approved changes to the plan shall also be included.

Reason

In order to accord with policy CS13 of the Core Strategy and Urban Core Action Plan.

4

The updated Travel Plan shall be implemented in accordance with the timescales approved under condition 3.

Reason

In order to accord with policy CS13 of the Core Strategy and Urban Core Action Plan.

5

Prior to the expiry of the temporary permission a restoration scheme (based upon Sport England's design guidance note 'Natural Turf for Sport') shall be submitted to and approved in writing by the Local Planning Authority following consultation with Sport England. The scheme shall include details of all of the following:

- a) Restoration of the playing field; including the removal of all structures
- b) Restoration of the land used for soil storage
- c) Removal of the vehicular access and restoration of that land
- d) Removal of the diverted footpath and restoration of that land
- e) Reinstatement of existing footpaths
- f) Reinstatement of the cycle lane markings on Old Durham Road

#### Reason

To enable the Local Planning Authority to ensure that site is fully restored to its former condition in the interests of visual amenity and to re provide the temporarily lost recreation land in accordance with policies DC1, DC2, CFR20, CFR21, CFR22 and CFR23 of the Unitary Development Plan and policies CS14 and CS18 of the Core Strategy and Urban Core Action Plan.

6

The restoration scheme approved under condition 5 shall be fully implemented within six months of its approval.

#### Reason

To enable the Local Planning Authority to ensure that site is fully restored to its former condition in the interests of visual amenity and to re provide the temporarily lost recreation land in accordance with policies DC1, DC2, CFR20, CFR21, CFR22 and CFR23 of the Unitary Development Plan and policies CS14 and CS18 of the Core Strategy and Urban Core Action Plan.

7

Unless otherwise approved in writing by the Local Planning Authority, all works and ancillary operations in connection with reverting the site back to a playing field, including the use of any equipment or deliveries to the site, shall be carried out only between 0800 hours and 1800 hours on Mondays to Saturdays and at no time on Sundays, Bank Holidays or Public Holidays.

#### Reason

To safeguard the amenities of nearby residents and in accordance with the NPPF, saved policies DC2 and ENV61 of the Unitary Development Plan and policy CS14 of the Core Strategy and Urban Core Plan.

8

The lights within the car park shall only be illuminated between the hours of 7am and 7pm Monday to Friday and at no other times.

Reason

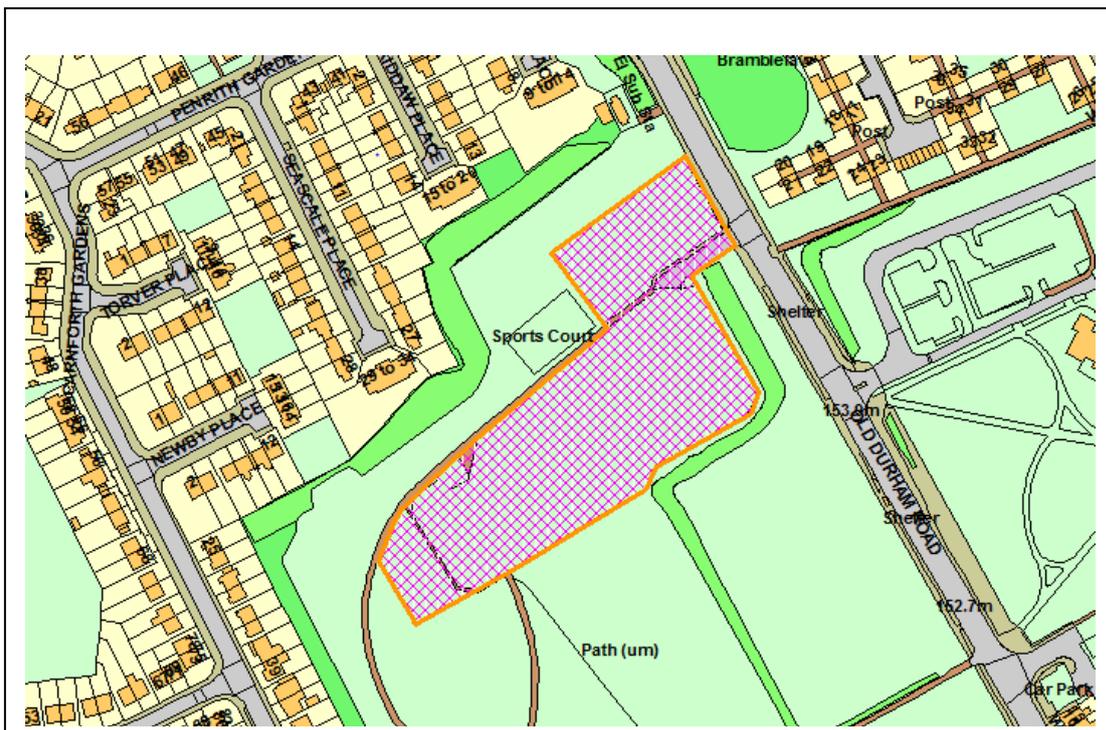
In the interests of residential amenity, in accordance with Policy DC2 of the Unitary Development Plan and policy CS14 of the Core Strategy and Urban Core Action Plan.

9

The bollards that are in place to prevent vehicular access onto Mossheaps playing pitches shall be retained for the duration of the temporary use.

Reason

In the interests of effective use of the site and visual amenity in accordance with Policy ENV3 of the Unitary Development Plan and policy CS14 of the Core Strategy and Urban Core Action Plan.



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