

ST JAMES HOSPITAL, LOCKSWAY ROAD, SOUTHSEA, PO4 8LD

APPLICATION TO DISCHARGE CONDITION 10 OF PLANNING PERMISSION
20/00204/FUL (CEMP)

[24/00884/DOC | Application to discharge condition 10 of planning permission
20/00204/FUL \(CEMP\) | St James Hospital Locksway Road Southsea PO4 8LD](#)

Application Submitted By:

Mr Richard Lawrence - PJ Livesey Holdings Ltd

On behalf of:

PJ Livesey Holdings Ltd

RDD: 22nd July 2024

LDD: 16th August 2024

1. SUMMARY OF MAIN ISSUES

- 1.1 This application is being presented to Planning Committee at the request of Councillor Sanders.
- 1.2 The key issues for consideration in the determination of the application are considered to be as follows:
 - Residential amenity; and
 - Highways and transportation impacts.

2. SITE AND SURROUNDINGS

- 2.1 The application site extends to approximately 9.54 hectares in size and is located in Milton, on the eastern side of Portsmouth.
- 2.2 The St James' Hospital building was listed as Grade II in December 1998. The building has a footprint of circa 16,000m², and its height varies from 2 to 3 storeys. The main hospital has in parts previously undergone substantial alteration through the addition of linked and modern extensions. In addition, the chapel located within the grounds of the hospital building is Grade II listed.
- 2.3 The site is owned by PJ Livesey Ltd, and a residential redevelopment is currently underway in connection with the planning permission (ref. 20/00204/FUL) and listed building consent (ref. 20/00203/LBC) granted on appeal in August 2023 as referenced below.
- 2.4 There are a number of trees present on the application site, and all are subject to a Tree Preservation Order (TPO). However, a number of the trees are of poor quality or have not been managed for a number of years and are showing signs of neglect.

- 2.5 The main accesses to the site are from Locksway Road to the south, via The Driveway, and Longfield Road to the north. Woodlands Walk provides a vehicular route to the east. Parking is currently located throughout the site with significant areas of hard surfacing around the Grade II Listed hospital building.
- 2.6 The southern part of the site comprises a cricket pitch and club which was accepted as an Asset of Community Value in 2017 under the Localism Act 2011, having been used as a cricket pitch since 1987. The allowed appeal scheme retains this pitch and provides it with a dedicated access and parking along Solent Drive, accessed from Locksway Road.
- 2.7 St James' Hospital is located in a primarily residential area. The application site is bound by residential dwellings to the north and west and to the south by Locksway Road. To the east of the site are healthcare uses provided by the NHS Solent Trust, the wider St James Hospital site owned by Homes England (and proposed to be developed by Vistry), and the Langstone Campus of the University of Portsmouth.
- 2.8 An application was approved at Forest Lodge immediately to the south of the application site, and adjacent to Locksway Road under application reference 19/01322/FUL, for a three-storey building to provide a 66-bed care home and associated works. The care home, known as Admiral Jellicoe House, was opened in 2022.
- 2.9 To the east of the site, an application for 58 dwellings has been submitted by Vistry Southern on part of the Homes England site, currently under consideration under application 24/01117/FUL and also on this Committee agenda (recommended for approval). Members should note that this 'Phase 1' site excludes the two Victorian Villas that were deemed to be curtilage listed by the Planning Committee on 30 March 2021 as part of their consideration of application 18/00288/OUT for 107 dwellings which was subsequently withdrawn in September 2024 in favour of the current 'Vistry' application. A scheme for the two curtilage listed villas would come forward separately.
- 2.10 To the immediate south of the site is the 601 Cycle Route that connects the site into the centre of Portsmouth. There are also bus stops within close proximity to the site providing sustainable travel to the wider city. It is therefore considered to be a very sustainable location.

3. PROPOSAL

- 3.1 This application seeks to amend the CEMP (Construction Environment Management Plan, Revision C dated 12.02.24) previously approved in May 2024 under application 23/01401/DOC discharging Condition 10 of planning permission 20/00204/FUL.
- 3.2 Condition 10 states the following:

10) No works shall take place at the site until a Construction Environmental Management Plan shall have been submitted to and approved in writing by the Local Planning Authority to include, but not limited to details of:

- Site storage of construction materials/chemicals and equipment;
- Location of construction compound
- Movement of construction traffic/routes and delivery times
- Contractor's parking area
- Wheel washing facilities
- Method Statement for dust suppression and control of emissions from construction and demolition
- Assessment and Method Statement for the control of construction noise/visual/vibrational impacts for the site specifying predicted noise levels, proposed target criteria, mitigation measures and monitoring protocols • Chemical and/or fuel run-off from construction into nearby drains or watercourse(s)
- Demolition and waste disposal
- Percussive piling or works with heavy machinery (i.e., plant resulting in a noise level in excess of 69dbAmax – measured at the sensitive receptor*) shall be avoided during the bird overwintering period (i.e., October to March inclusive).

**Note: The sensitive receptor is the nearest point of the SPA or any SPA supporting habitat (e.g., high tide roosting site). If such a condition is problematic to the applicant than Natural England will consider any implications of the proposals on the SPA bird interests on a case by case basis through Discretionary Advice Service.*

The development shall be carried out in accordance with the approved Construction Environmental Management Plan (CEMP) and shall continue for as long as construction/demolition is taking place at the site.

3.3 This application now seeks to amend the CEMP previously agreed under application 23/01401/DOC. The contents of the CEMP would remain largely unchanged to that already approved, with permission only being sought to amend the site access for construction and waste vehicles to Edenbridge Road via Warren Avenue, rather than the currently approved access from Locksway Road (as shown in Appendix A of the CEMP). This would match the egress route for construction vehicles already approved under application 23/01401/DOC.

3.4 A comparison between the approved and now proposed route of site access of construction and waste vehicles is shown in **Figure 1** and **Figure 2** below.

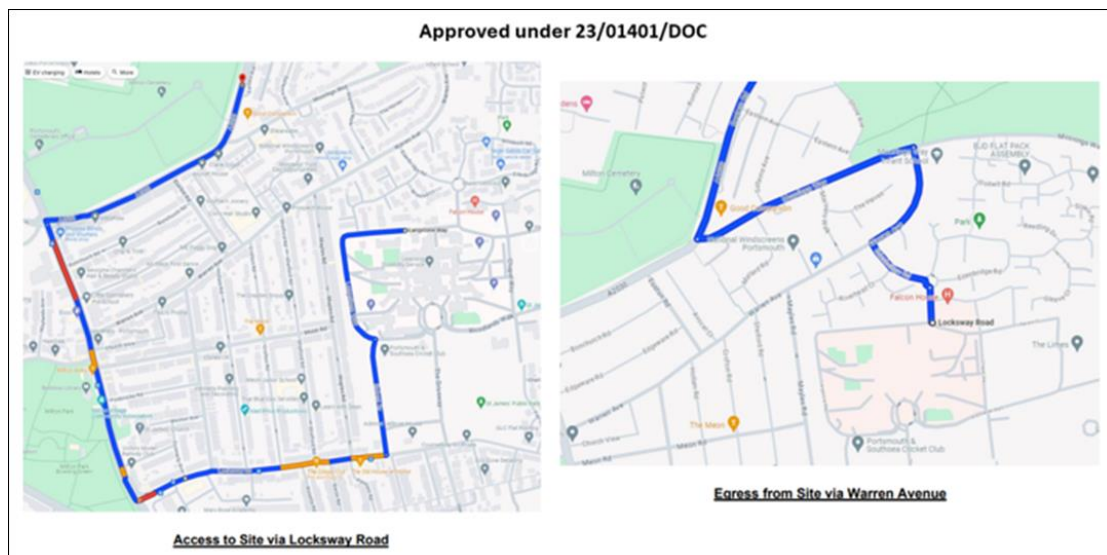


Figure 1 - Route of site access of construction and waste vehicles approved under application 23/01401/DOC

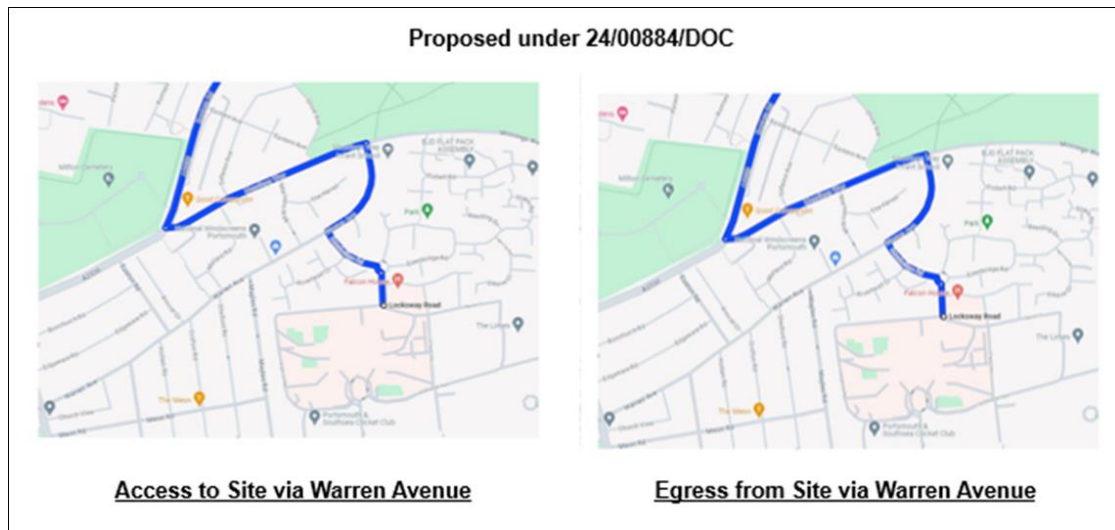


Figure 2 - Route of site access of construction and waste vehicles now proposed under this application

4. RELEVANT PLANNING HISTORY

- 4.1 Planning permission (ref. 20/00204/FUL) and listed building consent (ref. 20/00203/LBC) were granted on appeal in August 2023 for the redevelopment of the site to provide 209 dwellings with 151 flats being provided through the conversion of the main listed hospital buildings and chapel and the construction of 58 new build two and three storey houses and flats. As part of the proposal, existing extensions to the hospital and ancillary buildings would be demolished; the cricket pitch, club house and changing rooms would be retained; and associated landscaping, parking areas and pedestrian footways would be provided.
- 4.2 Condition 10 of the above planning permission, relating to the submission and agreement of a Construction Environmental Management Plan (CEMP), was subsequently approved in May 2024 under application ref. 23/01401/DOC.

5. CONSULTATIONS

- 5.1 The following consultation responses have been received:

<p>PCC Transport Planning</p>	<p><u>NO OBJECTION</u> to the proposal. It is noted that the original CEMP submission intended to use this route, as discussed at the time, the LHA and its partner (COLAS) did not consider this to be an unacceptable route. Taking into account recent appeal decisions, which note that whilst some inconvenience was inevitable, this would not amount to a reason to refusal.</p> <p>Similar to the conclusions of such appeal decisions, it is considered that</p>
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	the configuration of the local streets does not encourage anything other than slow and careful driving and PCC Transport Planning are satisfied that there would be adequate safety with the traffic flows generated.
Milton Neighbourhood Forum	<p>OBJECTION to the proposal. The Milton Neighbourhood Forum opposes the application to permit access to the former St James' Hospital site for construction traffic from Moorings Way, Warren Avenue and Edenbridge Road. This intended route is considered inappropriate for large heavy goods vehicles (HGVs) due to the limited carriageway width and little or no room to manoeuvre between parked cars. The use of this route would lead to an adverse impact on highway safety and the free flow of traffic.</p> <p>A one-way operation of access from Locksway Road in the south to St James' Hospital and egress via Edenbridge Road, Warren Avenue and Moorings Way is acceptable but suggest that morning and afternoon School opening/closing times are avoided.</p>
Cllr Darren Sanders	OBJECTION to the proposal for the same reasons given by The Milton Neighbourhood Forum. The proposal will have a detrimental impact on traffic and parking.

6. POLICY CONTEXT

Portsmouth Plan (2012)

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications must be determined in accordance with the development plan for an area, except where material considerations indicate otherwise. The development plan in this case comprises the Portsmouth Plan (2012) and the saved policies of the Portsmouth City Local Plan (2006) and the Milton Neighbourhood Plan (2022).

6.2 The following policies are of particular relevance in this case:

The Portsmouth Plan (2012)

- PCS17: Transport
- PCS23: Design and Conservation

Milton Neighbourhood Plan (2022)

6.3 The relevant policies within the Milton Neighbourhood Plan policies (2022) include:

- TSP1: Highway Capacity and Impacts

Pre-Submission Portsmouth Local Plan 2020-2040

6.4 The draft Pre-Submission Portsmouth Local Plan 2020-2040 was adopted at full council on 28 May 2024 and consultation on the Pre-Submission Local Plan closed in September 2024. The relevant policies include:

- PLP8: St James' and Langstone Campus
- PLP35: Air Quality and Pollution
- PLP47: Movement and Transport

6.5 Having regard to paragraph 49 of the National Planning Policy Framework (NPPF) and the stage the emerging plan has reached in its preparation, limited weight is given to the above policies at this precise time.

6.6 Supplementary Planning Documents and Guidance

6.7 The following have been adopted by the Council as Supplementary Planning Documents and are relevant to the proposal:

- Portsmouth Local Transport Strategy (2021)
- The Parking Standards and Transport Assessments Supplementary Planning Document (2014)
- Air Quality and Air Pollution SPD (2006)
- Sustainable Design and Construction SPD (2013)

National Guidance

- National Planning Policy Framework (2024)
- National Planning Practice Guidance (2024)

7. COMMENT

7.1 The main issues for this application relate to the following:

- Residential amenity; and
- Highways and transportation impacts.

Residential amenity

7.2 Policy PCS23 of the Portsmouth Plan requires that development should protect the amenity of existing neighbouring and local occupiers.

- 7.3 The impact of the proposal upon the residential amenity of neighbouring residential properties was fully considered by the Planning Inspector when granting planning permission (ref. 20/00204/FUL) for the redevelopment of the site in August 2023 and by the Council in its discharge of Condition 10 (ref.23/01401/DOC) in May 2024.
- 7.4 The contents of the CEMP would remain largely unchanged to that already approved under application 23/01401/DOC, with permission only being sought to amend the site access (ingress) route of construction and waste vehicles to permit access via Moorings Way, Warren Avenue and Edenbridge Road, as shown in **Figure 2** above, rather than the approved access route from Locksway Road, as shown in **Figure 1** (and Appendix A of the CEMP) above. This would match the egress route for construction vehicles already approved under application 23/01401/DOC and ultimately create a singular in/out route for construction/waste vehicles.
- 7.5 The normal working hours for construction and vehicle access would continue to be restricted to 08.00hrs – 18.00hrs Monday to Friday and 09.00hrs – 13.00hrs on Saturdays, Sundays and Public Holidays. No access would be permitted to the site outside of these hours, other than where prior notice is given; in cases of unforeseen emergencies; or unless the proposed works are deemed to be of such a nature so as not to cause noise or nuisance (e.g. painting, cleaning, finishing); and a strict ban on the use of radios or similar equipment would be put in place. Deliveries of heavy machinery would also not be allowed outside the proposed working hours. Construction traffic would also be prohibited during the school drop off (08:15hrs – 09:00hrs) and pick up (15:00hrs – 15:45hrs) periods. There are additional measures in the CEMP to protect residents as outlined in 7.12 below.
- 7.6 The proposed route change would also reduce the overall range or extent of local highways impacted by construction vehicles and thereby the number of residential dwellings affected. The proposal is not therefore considered to give rise to unacceptable impact on the amenities of any neighbouring residential properties and would not result in any greater impact over and above the CEMP already approved.
- 7.7 As such, the proposal would be in accordance with Policy PCS23 of the Portsmouth Plan.

Highways and transportation impacts

- 7.8 Policy TSP1 of the Milton Neighbourhood Plan states, inter alia, that '*development must have no severe impact on traffic safety or congestion and should provide any highway improvements necessary to accommodate additional traffic generated*'.
- 7.9 The highway and transport impacts of the proposal were fully considered by the Planning Inspector when granting planning permission (ref. 20/00204/FUL) for the redevelopment of the site in August 2023 and by the Council in its discharge of Condition 10 (ref.23/01401/DOC) in May 2024.
- 7.10 There are two access points into the former St James' Hospital site. One is from the south, via The Driveway and Locksway Road, and the other from the north via Edenbridge Road and Longfield Road. The revised CEMP document submitted shows that both options have been considered, however, it concludes that the northern

Edenbridge Road proposed is the shortest, most convenient, least congested, and most appropriate for construction access during the works.

- 7.11 The alternative route via Locksway Road originally approved for access has been discounted due to the increase in mileage, increase in congestion to Milton Road, and almost double (1.1mile) the travel distance via the residential streets of the A2030, Milton Road and Locksway Road. In addition to this, the existing southern access via The Driveway is significantly tree-lined, and there is a potential risk that tall HGVs may compromise the existing tree canopy of these retained trees.
- 7.12 The revised CEMP submitted confirms that all construction works would be carried out in accordance with all current British Standards and in accordance with all Health and Safety requirements. The existing Truckstop off Walton Road, less than 4 miles from the application site, would be used as a holding stop for HGVs to safely stop and call ahead to the Site Manager to ensure that the on-site team is ready to safely offload the HGV with minimal disruption to residential neighbours. The holding Truckstop is located conveniently close to the A2030 bridge to the west of Portsmouth. From here, the shortest distance to the development site is a 3.8 mile route down the A2030. HGVs would travel a total of 3.8miles from the holding stop to the application site. 0.6miles of this would be through the residential streets of Moorings Way, Warren Avenue and Edenbridge Road.
- 7.13 The proposed access route would match the egress route already approved for construction vehicles. In support of the application to use this route, a series of photographs and detailed swept path analysis drawings have been provided for Eastern Road (A2030), Moorings Way, Warren Avenue and Edenbridge Road to demonstrate that the intended vehicle access route proposed is also suitable for construction traffic.
- 7.14 No objection has been raised by the Council's Transport Planning Section to the amended CEMP submitted. The Plan, and supporting information submitted demonstrate that the proposal would not lead to any adverse highway safety or free flow of traffic concerns in accordance with Policy TSP1. As such, the Council's Transport Planning Section recommend the discharge of Condition 10.

8. CONCLUSION

- 8.1 Having considered there would be no significant/unacceptable adverse impact on residential amenity or the surrounding highway network, the proposal is considered to be acceptable and would be in accordance with both the Portsmouth Plan and Milton Neighbourhood Plan.
- 8.2 Based on the information provided and detailed above, it is recommended that Condition 10 can be discharged.

RECOMMENDATION

APPROVE DISCHARGE OF CONDITION 10.