

## LOCAL MEMBER SUPPORT

COMMITTEE DATE: 19/12/2018

APPLICATION No. **18/01769/MJR** APPLICATION DATE: 14/08/2018

ED: **HEATH**

APP: TYPE: Full Planning Permission

APPLICANT: Cardiff and Vale University Health Board  
LOCATION: UNIVERSITY HOSPITAL OF WALES CONCOURSE, KING  
GEORGE V DRIVE EAST, HEATH  
PROPOSAL: CONSTRUCTION OF NEW SUSTAINABLE TRANSPORT  
HUB, INCLUDING NEW BUS ACCESS POINT, BIKE  
STORAGE, BRIDGE LINK WITH PEDESTRIAN  
WALKWAYS /CANOPY, AND SMALL RETAIL AND CAFE  
HUB AREA

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**RECOMMENDATION 1** : That planning permission be **GRANTED** subject to the following conditions :

### **PART1 - TIME LIMIT AND PLANS**

#### **TIME LIMIT**

1. The development permitted shall be begun before the expiration of five years from the date of this planning permission.  
Reason: In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990.

#### **PLANS**

2. Subject to the provisions of the conditions below, the development shall be carried out in accordance with the following approved plans and documents:

##### *Plans*

- HUB\_STL\_XX\_00\_DR\_A\_XXXX\_01001 Rev PL3 (Proposed Ground Floor Hub Building (Bike Store & Café))
- HUB\_STL\_XX\_ZZ\_DR\_A\_XXXX\_01002 Rev PL3 (Proposed Hub Building Roof Plan)
- HUB\_STL\_XX\_ZZ\_DR\_A\_XXXX\_01003 Rev PL5 (Proposed Bridge Link Walkway Floor Plan)
- HUB\_STL\_XX\_ZZ\_DR\_A\_XXXX\_01004 Rev PL3 (Bridge Link and Stair/ Lift Core Roof Plan)
- HUB\_STL\_XX\_00\_DR\_A\_XXXX\_01005 Rev PL3 (Proposed Bin Store Location Plan and Elevations)
- HUB\_STL\_XX\_XX\_DR\_A\_XXXX\_01006 Rev PL5 (Canopy Roof Plan)

- HUB\_STL\_XX\_00\_DR\_A\_XXXX\_01012 Rev PL5 (Proposed Hub & Disabled Car Park Site Plan)
- HUB\_STL\_XX\_00\_DR\_A\_XXXX\_01014 Rev PL3 (Existing Bus Stops to be Removed)
- HUB\_STL\_XX\_00\_DR\_A\_XXXX\_01015 Rev PL3 (Bus Parking Layout)
- HUB\_STL\_XX\_XX\_DR\_A\_XXXX\_01017 Rev PL5 (Canopy Plan Layout)
- HUB\_STL\_XX\_XX\_DR\_A\_XXXX\_01018 Rev PL5 (Social Club & Swimming Pool Access)
- HUB\_STL\_XX\_00\_DR\_A\_XXXX\_02001 Rev PL3 (Proposed Hub Building Elevations)
- HUB\_STL\_XX\_ZZ\_DR\_A\_XXXX\_02002 Rev PL3 (Proposed Site Elevations)
- HUB\_STL\_XX\_ZZ\_DR\_A\_XXXX\_02003 Rev PL5 (Proposed Bridge Link and Stair Lift Core Elevations 1 of 2)
- HUB\_STL\_XX\_ZZ\_DR\_A\_XXXX\_02004 Rev PL5 (Proposed Bridge Link and Stair Lift Core Elevations 2 of 2)
- HUB\_STL\_XX\_ZZ\_DR\_A\_XXXX\_02005 Rev PL5 (Canopy Elevations)
- HUB\_STL\_XX\_00\_DR\_A\_XXXX\_09001 Rev PL3 (Site Location Plan)
- HUB\_STL\_XX\_00\_DR\_A\_XXXX\_09002 Rev PL3 (Existing Site Plan)
- HUB\_STL\_XX\_00\_DR\_A\_XXXX\_09003 Rev PL5 (Proposed Full Site Plan)
- HUB-STL-XX-00-DR-A-XXXX-90003 Rev P72 (Easement/ Planting Locations)
- HUB\_STL\_XX\_00\_DR\_L\_XXXX\_91003 Rev P67 (Proposed Landscape Layout inc site wide tree planting)
- HUB\_STL\_XX\_00\_DR\_L\_XXXX\_91004 Rev PL3 (Memorial Garden and Green Gym Landscape Layout)
- HUB\_STL\_XX\_00\_DR\_L\_XXXX\_91007 Rev P67 (Bus Hub Soft Landscape Plan)
- HUB\_STL\_XX\_00\_DR\_L\_XXXX\_91008 Rev P67 (Car Park and Soft Landscape Plan)
- HUB\_STL\_XX\_00\_DR\_L\_XXXX\_91030 Rev P67 (Proposed Tree Management Plan)
- HUB\_STL\_XX\_XX\_SC\_A\_XXXX\_91040 Rev PL5 (Planting Schedule)
- HUB\_STL\_XX\_XX\_DR\_L\_XXXX\_94001 Rev PL6 (Tree Planting in Soft Landscape)
- C6678-RVW-ZZ-00-DR-C-200-P5 (Proposed Drainage Layout)
- DR-732-ME-02 Rev P4 (Proposed External Services)
- 'Proposed External Services Indicative Additional CCTV Position', LD, 02/10/2108

#### *Documents*

- 'Access Action Plan Rev A', Asbri, dated October 2018

- 'Additional Outline Soft Landscape Specification Notes (inc Soils), Stride Treglown, dated 26/07/18, ref LP(90)
- 'Air Quality Assessment', Air Quality Consultants, dated July 2018
- 'An eDNA Survey for Great Crested Newt', Just Mammals Consultancy, dated May 2018
- 'Drainage Strategy Statement', RVW Consulting, dated July 2018 (refDR-Rep01)
- 'Equality Impact Assessment Rev A, October 2018
- 'Framework Travel Plan', ARUP, dated 11 October 2018, ref 261030/00
- Holophane Lighting Brochure, D-Seroes LED
- 'Landscape Maintenance and Management Strategy', StrideTreglown, dated 02.08.18, ref STL\_REPORT\_OSAGIS\_UHW\_151101 Rev PL4
- 'Open Space Audit and Green Infrastructure Strategy', Stride Treglown, dated August 2018, ref UHW HUB\_XX\_LA\_STL\_RO\_700\_9901 Rev P01
- 'Planning Design and Access Statement', Stride Treglown, October 2018, Revision no PL5
- 'Preliminary Ecological Appraisal', Just Mammals Consultancy, dated August 2017.
- 'Scoping Transport Statement', ADL, dated October 2018, ref ADL/LER/2459/02B
- 'Soil Resources of Land at University Hospital Cardiff', Land Research Associates, dated 15<sup>th</sup> June 2018, ref Report 1438/1
- 'Tree Survey to BS5837:2012 at Lakeside, University Hospital of Wales' and 'Tree Survey Plan', Wilson Tree Surveys, dated 24/07/2018.

The following plan is provided for information only and is not an approved plan:

- HUB\_STL\_XX\_00\_DR\_L\_XXXX\_09950 Rev P67 (Link to Heath Park & Tree Mitigation Strategy)

Reason: For the avoidance of doubt.

### **PART 3: CONDITIONS TO BE DISCHARGED**

#### **DRAINAGE SCHEME**

3. Notwithstanding the provisions of condition 2, no development shall commence until a scheme for the disposal of foul, surface water and land drainage has been submitted to and approved in writing by the Local Planning Authority. Before these details are submitted, an assessment shall be carried out of the site potential for disposing of surface water by means of a sustainable drainage system, the results of which shall be provided to the local planning authority. Where a sustainable drainage scheme is to be provided, the submitted details shall:

- i) provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;
- ii) include a period for its implementation; and
- iii) provide a management and maintenance plan of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

The submitted details shall show the exact alignment of existing and any diverted/proposed functional services above and below ground (including the public sewer network) and their associated easements, and proposed landscaping and details of root barrier protection. The scheme for the disposal of foul, surface water and land drainage shall be implemented as approved prior to the development being put into beneficial use and shall be retained and maintained for the lifetime of the development.

Reason: To ensure protection of controlled waters and the environment.

#### IMPORTED AGGREGATES

4. Any aggregate (other than virgin quarry stone) or recycled aggregate material to be imported shall be assessed for chemical or other potential contaminants in accordance with a scheme of investigation which shall be submitted to and approved in writing by the Local Planning Authority in advance of its importation. Only material approved by the Local Planning Authority shall be imported. All measures specified in the approved scheme shall be undertaken in accordance with the relevant Code of Practice and Guidance Notes. Subject to approval of the above, sampling of the material received at the development site to verify that the imported material is free from contamination shall be undertaken in accordance with a scheme and timescale which shall be first submitted to and agreed in writing by the Local Planning Authority. Reason: To ensure that the safety of future occupiers is not prejudiced in accordance with policy EN13 of the Cardiff Local Development Plan.

#### CONTAMINATED LAND MEASURES – UNFORSEEN CONTAMINATION

5. In the event that contamination is found at any time when carrying out the approved development that was not previously identified, it shall be reported in writing within 2 days to the Local Planning Authority, all associated works shall stop, and no further development shall take place unless otherwise agreed in writing until a scheme to deal with the contamination found has been submitted to and approved in writing by the Local Planning Authority. An investigation and risk assessment shall be undertaken and, where remediation is necessary, a remediation scheme and verification plan shall be prepared and submitted to and approved in writing by the Local Planning Authority. Following completion of measures identified in the approved remediation scheme, a verification report shall be submitted to and approved in writing by the Local Planning Authority. The timescale for the above actions shall be

submitted to the Local Planning Authority for approval within 2 weeks of the discovery of any unsuspected contamination.

Reason: To ensure that any unacceptable risks from land contamination to the future users of the land, neighbouring land, controlled waters, property and ecological systems are minimised, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

#### KITCHEN EXTRACTION

6. The extraction of all fumes from the food preparation areas shall be mechanically extracted to a point to be agreed in writing with the Local Planning Authority. Details of the above equipment shall be submitted to, and approved by, the Local Planning Authority in writing and the equipment shall be installed prior to the commencement of use of the proposed coffee shop. The equipment shall thereafter be maintained in accordance with the manufacturers' guidelines, such guidelines having previously been agreed by the Local Planning Authority in writing.

Reason: To ensure that the amenities of occupiers of other premises in the vicinity are protected.

#### PLANT NOISE

7. Prior to implementation a noise assessment shall be carried out and submitted to the Local Planning Authority for approval to ensure the noise emitted from fixed plant and equipment on the site achieves a rating noise level of background -10dB at the nearest noise sensitive premises when measured and corrected in accordance with BS 4142:2014 (or any British Standard amending or superseding that standard).

Reason: To ensure that the amenities of occupiers of other premises in the vicinity are protected.

#### AIR HANDLING UNIT

8. Details of the proposed air handling unit and the manufacturers' guidelines for its maintenance shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of construction of the hub building. The equipment shall be implemented in accordance with the approved details prior to beneficial use of the hub building and the equipment shall be maintained thereafter in accordance with the manufacturers' guidelines.

Reason: To ensure that the amenities of occupiers of other premises in the vicinity are protected.

#### LANDSCAPE SPECIFICATION AND MAINTENANCE DOCUMENTS

9. Notwithstanding the provisions of condition 2, the 'Landscape Maintenance & Management Strategy' shall be amended in accordance with the advice provided by the Council's Tree Officer 30 August 2018 and shall also include but not be limited a methodology for the transplanted of existing memorial trees, proposals for the management of wildflower areas and canopy planting, proposals for the maintenance and management of the hub building living green roof and

a timetable for implementation. The amended document shall be submitted to and approved by the Local Planning Authority prior to commencement of development, and the landscaping shall be implemented and maintained in accordance with the approved document.

Reason: To maintain and improve the appearance of the area and in the interests of visual amenity.

#### TREE ASSESSMENT

10. Notwithstanding the provisions of condition 2, no development or site clearance shall take place until a finalised Arboricultural Method Statement (AMS) supported by a scaled Tree Protection Plan (TPP) has been submitted to and approved in writing by the Local Planning Authority. The AMS shall set out the methodology that will be used to prevent loss or damage to retained trees, and shall also address the transplantation of the existing memorial trees. The Tree Protection Plan (TPP) shall be in the form of a scale drawing showing the finalised layout and the tree and landscaping protection methods detailed in the AMS that can be shown graphically. The development shall be carried out in full conformity with the approved details.

Reason: To protect the arboricultural and ecological resource.

#### ENHANCEMENT OF LINKS TO HEATH PARK AND TREE MITIGATION

11. Further to the submission of HUB\_STL\_XX\_00\_DR\_L\_XXXX\_09950 Rev P67 (Link to Heath Park & Tree Mitigation Strategy), no development shall commence until a hard and soft landscaping scheme to reinforce the link to Heath Park and to help mitigate the loss of trees has been submitted to and approved by the Local Planning Authority in writing. The scheme shall include a scaled planting plan, plant schedule, topsoil and subsoil specification, tree pit section and plan views, planting methodology and aftercare methodology, and details of wayfinding signage, phasing and implementation. The scheme and its phasing and implementation shall be implemented in accordance with the approved details.

Reason: To help mitigate the loss of public open space.

#### MEMORIAL GARDEN AND GREEN GYM LANDSCAPE LAYOUT

12. Notwithstanding the provisions of condition 2 and further to the submission of HUB\_STL\_XX\_00\_DR\_L\_XXXX\_91004 Rev PL3 (Memorial Garden and Green Gym Landscape Layout), no development shall commence until a hard and soft landscaping scheme to enhance the part of the Memorial Garden shown on drawing HUB\_STL\_XX\_00\_DR\_L\_XXXX\_91004 Rev PL3 (Memorial Garden and Green Gym Landscape Layout) has been submitted to and approved by the Local Planning Authority in writing. The scheme shall include details for planting of new trees and shrubs, the relocation of the pergola and gym equipment, an assessment of the in-situ soil by a soil scientist to assess fitness in supporting landscaping types, a specification of soils where the in-situ soil is found to be unsuitable, and details of phasing and implementation. The scheme and its phasing and

implementation shall be implemented in accordance with the approved details.

Reason: To help mitigate the loss of public open space.

#### LIVING GREEN ROOF

13. The construction of the hub building above foundation level shall not commence until details of the living green roof have been submitted to the LPA for approval in writing. The green roof shall be implemented in accordance with the approved details prior to the beneficial use of the building.

Reason: To help mitigate the loss of public open space and promote an integrated green infrastructure approach.

#### CANOPY PLANTING BARRIERS AND PLANTING

14. Details of the canopy planting barriers, and their planting and soil specification shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of development of the canopy and shall be implemented in accordance with the approved details prior to the beneficial use of the canopy.

Reason: To help mitigate the loss of public open space and promote an integrated green infrastructure approach.

#### MATERIALS SPECIFICATION AND SAMPLES OF MATERIALS

15. A schedule of materials, colours and finishes for the 'green wall' proposed on the lift/stair tower, the hub building and the walkway canopy, and a sample of the external finishing brick proposed for the stair/lift core building shall be submitted to and approved by the Local Planning Authority in writing prior to the commencement of development of the lift/stair tower, hub building and walkway canopy and shall be implemented in accordance with the approved details prior to the beneficial use of the development.

Reason: To ensure that the finished appearance of the development is in keeping with existing buildings in the area.

#### INCLUSIVE ACCESS MEASURES -ACCESS ACTION PLAN

16. A scheme of inclusive access measures shall be submitted to and approved by the LPA in writing and shall include:

- details of facilities and signage to secure cycle dismount within the covered walkway/canopy
- details of bus terminal embarkation and disembarkation measures, including tactile paving
- a signing plan for the new development and multi storey car park to facilitate use of the site post development, and most notably following the removal of the pedestrian crossing, the blocking up of the multi-storey car park at ground level, the 2 bus stops and re-routing of pedestrian traffic to level 2 of the car park
- an amended 'Proposed Hub & Disabled Car Park Site Plan' to show proposals to close the gap shown between the proposed hedge and 1.1m high railings to the south of the disabled car park in order to prevent pedestrians walking out into the highway.

The approved scheme shall be implemented in full prior to the beneficial use of the development, the removal of the pedestrian crossing and the blocking up of the multi-storey car park at ground level.

Reason: To promote equality of access.

#### CYCLE PARKING

17. The construction of the hub building above foundation level shall not take place until details showing the provision of cycle parking spaces within the hub building have been submitted to and approved in writing by the local planning authority. The details shall include details of the racks proposed and illustration that the cycles proposed can be accommodated. The approved details shall be implemented prior to the development being put into beneficial use. Thereafter the cycle parking spaces shall be maintained and shall not be used for any other purpose. Reason: To ensure that adequate provision is made for the secure parking of cycles.

#### UPDATED TRAVEL PLAN

18. A Travel Plan based on an up to date staff survey shall be submitted to the submitted to and approved in writing by the Local Planning Authority prior to beneficial use of the development. The Travel Plan shall set out proposals and targets to limit or reduce the number of single occupancy car journeys to and from the site, and to promote travel by sustainable modes. The Travel Plan shall be implemented in accordance with the timetable which shall be set out in the plan or in accordance with a revised timetable which shall be agreed in writing by the Local Planning Authority. Reports demonstrating progress in promoting the sustainable transport measures detailed in the Travel Plan shall be submitted annually for a period 5 years beyond final occupation to the Local Planning Authority for approval in writing, commencing from the first anniversary of beneficial occupation of the first phase of development. Reason: To encourage sustainable transport and effect modal shift to non-car modes.

#### CEMP

19. Prior to the commencement of development, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. The CEMP shall include details of site hoardings, site access, contractor parking, wheel washing facilities, dust suppression measures and the methods to monitor emissions of dust arising from demolition and construction activities on site. The demolition and construction phase shall be implemented in accordance with the approved CEMP. Reason: To manage the impact of construction in the interests of highway safety, protection of the environment and public amenity

#### ECOLOGY

20. No removal of hedgerows, trees, scrub or shrubs potentially affecting breeding birds shall take place between 1st March and 15th August inclusive unless otherwise approved in writing by the Local Planning



Authority.

Reason: To avoid disturbance to nesting birds which are protected under the Wildlife and Countryside Act 1981: Part 1 1(1)(b), it is an offence to intentionally take, damage or destroy the nest of any wild bird while that nest is in use or being built.

#### **PART 4: COMPLIANCE CONDITIONS**

##### **WASTE MANAGEMENT**

21. Notwithstanding the provisions of drawing HUB\_STL\_XX\_00\_DR\_A\_XXXX\_01005 Rev PL3 (Proposed Bin Store Location Plan and Elevations), the side elevations of the bins store shall be constructed with solid sides (rather than the slatted sides shown) to prevent the bins being visible from the hospital gardens. The proposed waste storage facilities shall be laid out in accordance with the approved plans, with the above amendment, before the development is brought into beneficial use and shall be thereafter maintained and retained at all times for those purposes in association with the development. The waste shall be collected and managed in accordance with para 4.3.3 of the Scoping Transport Statement, dated October 2018, ref ADL/LER/2459/02B.

Reason: To safeguard the amenities of the area.

##### **CCTV**

22. The CCTV proposals set out on drawings DR-732-ME-02 Rev P4 (Proposed External Services) and 'Proposed External Services Indicative Additional CCTV Position', LD, 02/10/2108 shall be installed and fully operational prior the beneficial use of the development and shall be thereafter maintained and retained at all times for those purposes in association with the development.

Reason: To help prevent crime and disorder.

##### **FLOODLIGHTING**

23. No floodlighting shall be installed.

Reason: To ensure the amenities of occupiers of other premises in the vicinity are protected.

##### **SALE OF HOT FOOD**

24. No food for sale to the public shall be cooked on the hub premises other than by toasting, grilling or by heating in a microwave oven.

Reason: To ensure that odours and fumes from food preparation do not adversely affect the amenities of occupiers of other premises in the vicinity.

##### **TACTILE PAVING**

25. The layout of the site shall include tactile paving in compliance with the current guidelines and requirements for public highways.

Reason: To ensure equality of access and safe pedestrian movement.

## LANDSCAPE IMPLEMENTATION

26. Any trees, hedgerows or plants, which within a period of five years from the completion of the development die, are removed, become seriously damaged or diseased, or become (in the opinion of the Local Planning Authority) otherwise defective, shall be replaced in the current planting season or the first two months of the next planting season, whichever is the sooner, unless the Local Planning Authority gives written consent to any variation.

Reason: To maintain and improve the amenity of the area.

**RECOMMENDATION 2** : The contamination assessments and the effects of unstable land are considered on the basis of the best information available to the Planning Authority and are not necessarily exhaustive. The Authority takes due diligence when assessing these impacts, however you are minded that the responsibility for

- (i) determining the extent and effects of such constraints and;
- (ii) ensuring that any imported materials (including, topsoils, subsoils, aggregates and recycled or manufactured aggregates / soils) are chemically suitable for the proposed end use. Under no circumstances should controlled waste be imported. It is an offence under section 33 of the Environmental Protection Act 1990 to deposit controlled waste on a site which does not benefit from an appropriate waste management license. The following must not be imported to a development site:
  - Unprocessed / unsorted demolition wastes.
  - Any materials originating from a site confirmed as being contaminated or potentially contaminated by chemical or radioactive substances.
  - Japanese Knotweed stems, leaves and rhizome infested soils. In addition to section 33 above, it is also an offence under the Wildlife and Countryside Act 1981 to spread this invasive weed; and
- (iii) the safe development and secure occupancy of the site rests with the developer.

Proposals for areas of possible land instability should take due account of the physical and chemical constraints and may include action on land reclamation or other remedial action to enable beneficial use of unstable land.

The Local Planning Authority has determined the application on the basis of the information available to it, but this does not mean that the land can be considered free from contamination.

**RECOMMENDATION 3** : To protect the amenities of occupiers of other premises in the vicinity attention is drawn to the provisions of Section 60 of the Control of Pollution Act 1974 in relation to the control of noise from demolition and construction activities. Further to this the applicant is advised that no noise audible outside the site boundary adjacent to the curtilage of residential property shall be created by construction activities in respect of the

implementation of this consent outside the hours of 0800-1800 hours Mondays to Fridays and 0800 - 1300 hours on Saturdays or at any time on Sunday or public holidays. The applicant is also advised to seek approval for any proposed piling operations.

**RECOMMENDATION 4:** That the developer be advised of the advice from:

- Wales and West Utilities, dated 21.08.2018 and 05.11.18, a copy of which was sent to the Agent. WWU advise that they have pipes in the area, and that their apparatus may be affected and at risk during construction works. The developer is advised to contact them to discuss their requirements in detail prior to commencement, that any diversion works would be fully chargeable and that the developer must not build over any of their plant or enclose their apparatus.
- GGAT, dated 06/09/18, that should any archaeological features or finds be encountered the developer should contact them.
- DCWW, dated 07/09/18, a copy of which was sent to the Agent. DCWW: advise that the application site is crossed by a public sewer, the position of which shall be accurately located, marked out on site before works comment and no operational development shall be carried out within 6 metres either side of the centreline of the public sewer; provide advice in respect of connections to the public sewer network, the fact that some public sewers and lateral drains may not be recorded and that DCWW has rights of access to its apparatus at all times and that they can be contacted on 0800 917 2652 or by email at developer.services@dwrwymru.com
- Air Quality Consultants Ltd, further to paragraph 6.4 of the submitted Air Quality Assessment, that bus vehicles not fitted with stop/start engine technology be required to turn off their engines when allocated to their bay for more than two minutes.

## 1. **DESCRIPTION OF PROPOSED DEVELOPMENT**

1.1 This full application, as amended, has been submitted by the Cardiff & Vale University Health Board for a sustainable transport hub comprising:

- a new one-way bus access point and bus stopping area with modifications to existing car access /egress to facilitate one way bus use
- a hub building incorporating waiting area, coffee shop, 200 space bicycle store, bicycle repair/servicing facility and toilets, changing/shower facilities
- a replacement covered walkway extending directly from the main concourse
- a new bridge link facility from the covered walkway to level 2 of the main multi-storey car park, via a new stair and lift core building
- the removal of the existing pedestrian crossing across The Gateway - the main route to A&E - and the closure of the existing ground level pedestrian entrance to the multi-storey car park
- the removal of two existing bus stops
- modifications to the existing disabled car park, to include resurfacing, white lining and new pedestrian crossings

- tree removal and replacement works and other associated landscape works.
- 1.2 The primary aim of the proposal is to reduce reliance of site users on car transport. The Planning, Design and Access Statement, as amended, notes that the proposals will provide new facilities to improve movement to, from and within the site, bringing public transport users closer to the concourse in a facility that can accommodate multiple buses at once, as well as addressing the health board's requirement for new cycle parking. The proposal is described as a key component of the Sustainable Travel Plan, providing a single connection point, well connected to the existing hospital infrastructure, including parking, access points and the main entrance, and providing complimentary facilities including waiting areas, coffee shop, and cycle parking and maintenance to encourage wider use of sustainable modes.
  - 1.3 The proposal also aims to improve the flow of traffic around the site and improve the separation of buses, cars and pedestrians in the interest of highway safety. The proposal would improve the layout of the existing disabled car parking area and keep it separate from the parts of the site used by buses. It would also address the need to promote safer, separated and more efficient movement of vehicles and pedestrians along the main route used by ambulances on their way to A&E, by facilitating the removal of the existing controlled pedestrian crossing across the main highway - known as The Gateway - through the provision of the new bridge link. The ground floor pedestrian entrance to the multi-storey car park would be closed to encourage pedestrians to cross the main highway along the level 02 bridge. As well as helping to reduce congestion and improve pedestrian safety by separating cars and pedestrians, the removal of the pedestrian crossing is also required to allow for the introduction of yellow box road markings to control the interaction between vehicles and buses at the junctions.
  - 1.4 The proposed elements of the application include:
    - Hub Building*
  - 1.5 The single storey building would include a coffee shop (15m<sup>2</sup>), a waiting area (51m<sup>2</sup>), a staff bike storage facility for 200 bikes (191m<sup>2</sup>), a bike repair shop (25m<sup>2</sup>) and WC and shower facilities, including facilities for people with disabilities. Main entry to the hub building would be via the waiting area and the bike storage facility. A central corridor would connect the two, providing access to the WC's and showers. One of the disabled WC's would be accessible directly from the waiting area adjacent to the coffee shop. The coffee shop is described as a 'grab and go' facility where the extent of food preparation would be the heating up/ toasting of food.
  - 1.6 The hub building would be approx 3.8m high, and broadly triangular in footprint, approx 25m x 25m x 31m. It would be finished in timber, with elements of render and feature timber fins, and glazing to the waiting room area, with a sedum 'living' green roof.

### *Bridge Link and Stair & Lift Core*

- 1.7 The bridge link would extend across The Gateway (the road to the south of the disabled car park) at high level and connect the existing multi storey car park at level 2 to the new, two storey stair/ lift core building, giving access to the ground floor level and canopy. The stair & lift core building would comprise of two lifts and a staircase. The building would be accessed from the ground floor via shutters on either side that would remain open to provide east west access for pedestrians. The bridge link would be clad in vertical larch timber fins (100mm x 50mm). The stair and lift core building would be approx 10.5m high, and would be finished in brick with a green wall. (Whilst having the appearance of a 'living' green wall, this would not be living, due to maintenance constraints.)

### *Canopy*

- 1.8 The canopy walkway would provide a covered pedestrian link to the hospital, the disabled car park and the multi-storey car park (via the stair & lift core building and bridge link), the coffee shop and waiting area entrance and the bike store & repair entrance, as well as providing access to the buses for passengers. It would be approx 3.5m high. Cyclists would dismount at the start of the canopy and walk their bike through to the cycle storage. The canopy would have timber fins and planters with vertical climbing plants to the sides.

### *Bus access point and bus stopping area*

- 1.9 The bus stopping area – which would also serve as a bus interchange facility - would provide space for 6 no buses, accessed by passengers via the covered canopy. Buses would have their own dedicated bus only entrance, whilst buses and cars would combine to exit the site, with buses having priority.

### *Disabled car park*

- 1.10 The existing 82 space disabled car park would be upgraded to provide Part M Building Regulations compliant spaces, resulting in a loss of 9 spaces and reducing the allocation to 73 spaces. Access and circulation would be improved by removing the 'dead ends' at the end of the bays, which cause congestion, and providing a one way route for cars, a new east-west Central Pedestrian Walkway and pedestrians crossings.

### *Landscape strategy*

- 1.11 The proposal would result in the loss of approx 30% of the Millennium Garden, the loss of 71 trees, the relocation of 3 trees, **and the provision of 10 new trees within the application site and 26 new trees outside the application site (as shown on the Proposed Tree Management Plan)**. To help mitigate for this net loss of open space and trees, the Applicant has undertaken an Open Space Audit which has informed a Green Infrastructure Strategy that considers the whole hospital site and proposes opportunities where further planting can take place in the long term. The Applicant is also willing to accept conditions to provide an area of enhanced landscaping to the north east of the Millennium Garden, to include the relocated memorial trees, benches and green gym equipment, a scheme to improve links through to Heath Park through new planting and signage, and new tree planting beyond the application site, and has provided concept drawings of the same. The newly aligned disabled car

park would be surrounded by new planting, including the 10 no new trees noted above, and new hedges, shrubs and grass. As noted above, the canopy walkway would include raised planters which would include climbing plants, which would be trained up trellis wires to create a green screen, with the hub building's sedum green roof providing further mitigation.

- 1.12 The site would remain within private ownership, with no part of the proposal to be offered for adoption.
- 1.13 Amended plans were prepared and issued for consultation 18th, 24th and 30th October 2018 which included the following changes:
  - amended landscaping and tree planting details
  - amended drainage strategy
  - details of landscaping enhancements to the Memorial Garden and the link to Heath Park provided for information and delivery through condition
  - clarification of lighting and kitchen extraction details.
  - amended position of the stair/lift tower to improve access and improve surveillance of the courtyard area
  - amended CCTV proposals to include an extra camera for surveillance in the social club courtyard area
  - clarification and assessment of the proposed removal of the pedestrian crossing and removal of ground floor access to the MS car park
  - provision of a plan of the ground floor of the canopy
  - Travel Plan information provided in support of the application in the form of an updated travel plan - Framework Travel Plan (October 2018)
- 1.14 In addition to a package of plans and drawings, the application is accompanied by a Planning, Design and Access Statement (as amended), Tree Survey and Plan, eDNA Survey for Great Crested Newt report, Preliminary Ecological Appraisal, Soils Resource Survey, Additional Outline Soft Landscape Specification Notes, Open Space Audit and Green Infrastructure Strategy, Landscape Maintenance and Management Strategy, Drainage Strategy Statement, Transport Statement (as amended), Framework Travel Plan, Holophane Lighting Brochure D Series, Equality Impact Assessment (as amended) and Access Action Plan (as amended).
- 1.15 A Planning Committee site visit took place on 12 November 2018. **The application was intended to be considered at the Planning Committee Meeting scheduled to take place on Wednesday 21 November 2018, but was removed from the Agenda to allow the correct notices to be served by the Applicant.** Other changes made to the Committee report since made since are highlighted in bold and include:
  - Clarification of tree numbers that previously formed part of a late rep – clarifying new tree planting numbers (para 1.11 and 8.14)
  - Reference to the dimensions of the disabled car parking spaces – existing and proposed – bringing them up to standard (para 2.6)
  - Reference to the new Planning Policy Wales update (Edition 10, December 2018) (paras 4.5-4.7)

- Consideration of the visibility/safety of disabled people/pedestrians using the Central Pedestrian Walkway through the site (para 8.22)

## 2. **DESCRIPTION OF SITE**

- 2.1 The application site is located within the Heath Park Campus of the University Hospital of Wales, approx 1.5 miles to the north of Cardiff City Centre. The campus itself is located to the south of Heath Park, to the north of Eastern Avenue (A48), with residential properties located to the east and west. It can be accessed from the southwest via Gabalfa Interchange, from the north west via Rhydheilig Avenue, from the south via the A48 and from the west by Allensbank Road.
- 2.2 The campus is a major teaching hospital and services include an Accident and Emergency department, various specialist departments, retail outlets, multi-storey car parking and a helicopter pad.
- 2.3 The 0.9ha application site encompasses part of the Millennium Garden, the entrance to the multi-storey car park, the existing disabled surface level car park, the western part of the Sports & Social Club, an existing bus stop adjacent to Central Way, paths and the existing covered walkway to the main hospital concourse. The site is located immediately adjacent to the main hospital concourse entrance and to the north of the multi-storey car park.
- 2.4 The existing covered walkway extends to approx 76m and does not link directly into the concourse or multi-storey car park. The footway to the west of the Sports and Social Club and Cafe that provides the main pedestrian route from the multi-storey car park is 1.8m wide at its narrowest point.
- 2.5 The Millennium Garden is centred around a pond and the part that falls within the application site includes amenity grass, trees (b and c grade), shrubs, a small gazebo, exercise equipment and benches. It is surrounded by buildings to the north, east and west.
- 2.6 The surface level disabled car park includes 82 non-compliant spaces; **they are 3.6m wide (inc hatching) x 5.65m long (inc. hatching) in contrast to current Part M of the building regulation standards of 3.6m wide (inc hatching) and 6m long (inc hatching).** Access/Egress to the disabled car park is to the south of the site, off The Gateway. The disabled car park layout includes 'dead ends' at the end of each row of spaces, preventing ease of circulation (see below). Access/Egress to the disabled car park is to the south of the site, off The Gateway.
- 2.7 The existing pedestrian entrance to the multi-storey car park is currently provided at ground floor level and falls within the application site. Access to the walkway and concourse from the multi-storey car park is provided by a light controlled crossing across The Gateway to the east of the application site. The multi-storey car park does not include any disabled parking bays.

- 2.8 The PDAS notes that the site suffers from congestion hot spots caused in part by the layout of the disabled car park and the existing pedestrian crossing. Pedestrians exit the multi-storey car park at ground level and alight at the bus stop south of The Gateway (one of the two bus stops proposed to be extinguished) and cross the light controlled crossing to cross the road and head towards the concourse. The frequent use of these traffic lights causes traffic to back up in both directions, which is a particular problem as this is the main ambulance access route to A&E. The existing disabled car park layout has dead end situations, causing vehicles to have to do many manoeuvres if they go down a route that doesn't have a free space and they have to turn their vehicle around to exit and find another space. This causes traffic to build up which results in queuing traffic in and outside of the car park.
- 2.9 The application site is broadly level, and is crossed by 2 no. combined sewers (600mm) and a large diameter (1200mm) surface water sewer. The application site and the surrounding 'blue' land is all owned by Cardiff and Vale University Health Board, and the highways private.

### 3. **RELEVANT RECENT SITE HISTORY**

#### **Site History**

- 3.1 A succession of applications, with those of most relevance including

94/00158/MJR - Five storey multi-storey car park and access road onto the A48 (Eastern Avenue) – permitted 26/09/94

94/00589/N – New access to hospital via south side of A48 (Eastern Avenue) including bridge link over covered walk way link from entrance to car park and slip roads – permitted 26/09/94

94/00590/N – New single storey main entrance and concourse to include office and shop units – permitted 14/06/94

95/00604/N – Single storey new entrance & concourse area with adjacent car park alternations and new pedestrian access to hospital – deemed refusal 08/03/96

95/01373/N – Single storey new entrance, concourse area with adjacent car park alternations and new pedestrian access to hospital – refused 14/12/95

### 4. **POLICY FRAMEWORK**

#### **Local Policy**

- 4.1 **Cardiff Local Development Plan 2006-2026** (Adopted January 2016)

Key Policies:

KP5: GOOD QUALITY AND SUSTAINABLE DESIGN

KP6: NEW INFRASTRUCTURE

KP7: PLANNING OBLIGATIONS

KP8: SUSTAINABLE TRANSPORT

KP12: WASTE



KP13: RESPONDING TO EVIDENCED SOCIAL NEEDS  
KP14: HEALTHY LIVING  
KP15: CLIMATE CHANGE  
KP16: GREEN INFRASTRUCTURE  
KP18: NATURAL RESOURCES

Detailed Policies:

EN6: ECOLOGICAL NETWORKS AND FEATURES OF IMPORTANCE FOR BIODIVERSITY  
EN7: PRIORITY HABITATS AND SPECIES  
EN8: TREES, WOODLANDS AND HEDGEROWS  
EN13: AIR, NOISE, LIGHT POLLUTION AND LAND CONTAMINATION  
EN14: FLOOD RISK  
T1: WALKING AND CYCLING  
T2: STRATEGIC RAPID TRANSIT AND BUS CORRIDORS  
T3: TRANSPORT INTERCHANGES  
T5: MANAGING TRANSPORT IMPACTS  
T6: IMPACT ON TRANSPORT NETWORKS AND SERVICES  
R1: RETAIL HIERARCHY  
R6: RETAIL DEVELOPMENT (OUT OF CENTRE)  
R8: FOOD AND DRINK USES  
C3: COMMUNITY SAFETY/ CREATING SAFE ENVIRONMENTS  
C4: PROTECTION OF OPEN SPACE  
C6: HEALTH  
C7: PLANNING FOR SCHOOLS  
W2: PROVISION FOR WASTE MANAGEMENT FACILITIES IN DEVELOPMENT

- 4.2 The application site falls within Cardiff's settlement boundary, as identified on the adopted Cardiff LDP Proposals Map, and part of the site is identified as open space (Amenity Functional ANG) in the most recent open space survey.

**Supplementary Planning Guidance (SPG) and other local guidance**

- 4.3 Relevant SPG approved following the adoption of the Cardiff Local Development Plan:
- Food, Drink and Leisure Uses (approved November 2017)
  - 'Green Infrastructure' (approved November 2017)
  - 'Planning Obligations' (approved January 2017)
  - 'Residential Design Guide' (approved January 2017)
  - 'Safeguarding Business and Industrial Land and Premises (November 2017)
  - 'Tall Buildings' (approved January 2017)
  - 'Waste Collection and Storage Facilities' (approved October 2016)
  - 'Managing Transport Impacts (Incorporating Parking Standards)' (April 2018)

National Planning Policy

- 4.4 Planning Policy Wales (**Edition 10, December 2018**) and the Wales Spatial Plan set out the land use policies of the Welsh Government. These are supplemented by a series of Technical Advice Notes and Circulars.

**Planning Policy Wales (Edition 10, December 2018)**

- 4.5 Section 1 explains that the planning system manages the development and use of land in the public interest, prioritising long term collective benefit, contributing to improving the economic, social, environmental and cultural well-being of Wales. It notes that the planning system must reconcile the needs of development and conservation, securing economy, efficiency and amenity in the use of land, ensuring the sustainable management of natural resources and protecting, promoting, conserving and enhancing the built and historic environment. It recognises that a well-functioning planning system is fundamental for sustainable development and achieving sustainable places (para 1.2).**
- 4.6 PPW explains that the Planning (Wales) Act 2015 introduced a statutory purpose for the planning system– that any statutory body carrying out a planning function must exercise those functions in accordance with the principles of sustainable development as set out in the Well-being of Future Generations (Wales) Act 2015, noting that the planning system is central to achieving sustainable development in Wales (para 1.15). It explains that the Well-being Act requires an improvement in the delivery of all four aspects of wellbeing; social, economic, environmental and cultural (para 1.11) and has established seven wellbeing goals which are intended to shape the work of all public bodies in Wales; a prosperous Wales, a resilient Wales, a healthier Wales, a more equal Wales, a Wales of cohesive communities, a Wales of vibrant culture and thriving Welsh Language, and a globally responsible Wales(para 1.13). It also sets out that public bodies are required to have regard to ‘five ways of working’ contained in the Well-being Act; involvement, collaboration, integration, prevention and long-term factors (para 1.14).**
- 4.7 PPW sets out 5 Key Principles to help ensure decisions taken by the planning system work to deliver sustainable places, growing our economy in a sustainable manner, making best use of resources, facilitating accessible and healthy environments, creating and sustaining communities, and maximising environmental protection and limiting environmental impact (p.18) and a series of placemaking outcomes (p. 20).**

#### **Technical Advice Notes (TANs)**

- 4.8 Key TANs and Circulars include:**
- TAN 1: Joint Housing Land Availability Studies (2015):
  - TAN 2: Planning and Affordable Housing (2006)
  - TAN 4: Retail and Commercial Development (2016)
  - TAN5: Nature Conservation and Planning (2009)
  - TAN 8: Renewable Energy (2005)
  - TAN 11: Noise (1997)
  - TAN 12: Design (2016)
  - TAN 15: Development and Flood Risk (2004)
  - TAN 16: Sport, Recreation and Open Space (2009)
  - TAN 18: Transport (2007)
  - TAN 21: Waste (2014)
  - TAN 23: Economic Development (2014)

5. **INTERNAL CONSULTEE RESPONSES**

- 5.1 Pollution Control (Air Quality) confirm they have no concerns on grounds of air quality. They advise that the submitted air quality assessment (AQA) has been undertaken to a high standard and adopts best practise techniques, and conclude that they are in agreement with the consultant's conclusions that the operational air quality impact of the proposed development will not be significant. They note that the report recommends mitigation measures to discourage idling bus vehicles, with a 'no idling' policy recommended at the transport hub, with bus vehicles not fitted with stop/start engine technology required to turn off their engines when allocated to their bay for more than two minutes. Pollution Control request this policy is noted as a recommendation.
- 5.2 Pollution Control (Noise and Air) request conditions to require a floodlighting scheme, to control plant noise, to require kitchen extraction and an advisory notice in respect of construction site noise, and have no objection to the recommended conditions.
- 5.3 Pollution Control (Contaminated Land) have no objection and recommend standard conditions to control unforeseen contamination and imported aggregates, and an advisory notice in respect of contamination and unstable land.
- 5.4 Waste Management advise that plans detailing waste storage are acceptable.
- 5.5 Drainage Services have no objection.
- 5.6 Parks Services provide detailed comments in relation to the original submission which are summarised as follows:
- Express disappointment that the proposed loss of open space (approx 30%) required to build the transport hub indicated at pre-application stage remains, noting its importance for informal recreation and as therapeutic space, as well as its indirect benefits when viewed from buildings and wards
  - Disagree with some of the analysis of the relative health benefits of the Millennium Garden and the sustainable transport hub, but accept that at this stage, further comments on the loss of open space is unlikely to result in design changes to the transport hub.
  - Agrees that there is potential for design improvements to the retained area of Gardens outside the application site, but notes that only limited tree planting is possible without creating excessive shading.
  - Welcomes the Open Space Audit and Green Infrastructure Strategy which set out a valuable analysis of remaining green spaces and proposals for improvement. A budget and timetable for design/delivery must be set out to ensure it results in improvements, noting that enhancing the design of the retained Garden and links to Heath Park are particularly crucial to offset the loss of open space.

- Welcome the proposals for additional tree planting across the wider site are welcome.

5.7 In respect of the final set of amended plans, Parks Services advise:

*Following our earlier comments, a number of issues have been addressed with the wider green infrastructure improvements across the site, notably improved links from the Millennium Gardens and main hospital entrance to Heath Park via the existing ramp, and adjacent to Ty Dewi Sant, accompanied by increased signage. These, along with improvements to the retained area of Millennium Gardens, are welcome and provide some mitigation for loss of a significant area of the Gardens to accommodate the new transport hub.*

*I believe that further work to assess green infrastructure and other improvements to the entrance from Allensbank Road will need to be considered, particularly if any of the previously discussed cycleway proposals go forward, but we accept that this doesn't directly relate to the hub scheme at this stage.*

5.8 The Council's Tree Officer provides detailed comments in relation to the original submission which are summarised as follows:

- Appreciates that it will be necessary to remove a large volume of soil to accommodate the development and that according to the Soil Resource report only a small volume (top soil only) is suitable for re-use as part of landscaping.
- The soil specification is unclear and must be clarified in respect of the storage and use of useable topsoil, and use of imported soils. It is also noted that the Soil Resource Report does not consider the soils in the peripheral landscape beds in the southern part of the re-line site or soils outside of the red-line site where new planting is proposed, such that their fitness for purpose is unclear.
- Soils in retained area of the Gardens where planting is proposed should be assessed by a soil scientist to assess fitness of the soils and to specify imported soils where soils are found to be unsuitable.
- The submitted tree pit section and plan view need to be amended in line with the annotations provided.
- The landscape specification and maintenance documents should be amended in line with the annotations provided.
- A finalised Arboricultural Method Statement is needed, supported by a scaled tree protection plan and should address the transplantation of existing memorial trees.
- It should be conditioned that no development takes place that is not in full accordance with the Soil Resource Report., noting that this may require updating to include areas outside of the red-line site.

5.9 The Council's Tree Officer provides detailed comments in relation to the first amended plans submission (18/10/18) which are summarised as follows:

- raises concern that whilst the previous version of the landscape plan proposed 10 no trees within the application site, the amended plan reduces the number to 4 no, all of which adjoin the eastern boundary of

the car park and 3 no of which are fastigated trees in a narrow verge . Moreover, in an effort to off-set losses within the red line, the amended plan shoe-horns new trees into the remaining part of Millennium Gardens, which is not considered to be acceptable mitigation for the very substantial loss of trees and vegetated soil that would result, overall, would result in a more oppressive space with mutually supressing trees. The previous landscape scheme made the best of the limited soft landscape areas and new planting within Millennium Gardens was sensibly considered to prevent over-stocking and over-dominance. It is concluded that the amended plan conflicts with policy EN8 since the loss of trees for overriding design reasons is not satisfactorily mitigated by new planting.

- express concern that a major service easement should have been a design consideration at the outset, not dropped in at this late stage in the consultation process.
- advise that the Welsh Water guidelines might be considered unreasonable considering BS 5837:2012 (Trees in relation to design, demolition and construction) and advise that the use of root barriers and other methods should be considered.
- suggest that Welsh Water and the Applicant should consider an alternative approach to their standard at this site, otherwise key components of the soft landscape design, which was already a compromise due to the very large footprint of the hub, will be compromised to a very significant extent.
- note that their previous comments regarding soils and the landscape specification have not been addressed and that further amendments are required to the tree pit section.

5.10 Further to the second amended plans submission (re-instating 10 trees within the red line), 24/10/18, the Council's Tree Officer:

- confirms that the tree pit detail is acceptable
- has no adverse observations to the amended submission but reiterates their previous comments with regard to the need for an amended landscape specification which could be secured via a pre-commencement condition.

5.11 Further to the third amended plans submission (submitting drawings and tree protection details discussed with DCWW) 30/10/18, the Council's Tree Officer confirms they have no adverse observations and recommend that a pre-commencement condition be attached to require an amended landscape specification, as previously requested.

5.12 The County Ecologist provides detailed comments in relation to the original submission which are summarised as follows:

- welcomes the recognition that piecemeal development of the hospital site over the years has resulted in there being very little open space where people can sit and relax, that this a concern for the hospital and that open green space is seen as a vital connection to good health
- the Open Space Audit should have included an assessment of the visual benefits of open space, a wider range of green infrastructure

- components apart from just trees, consideration of the extent, accessibility and quality of open space (in addition to connectivity)
- welcomes one of the conclusions of the Open Space Audit that identifying open spaces on the site led to the discovery of areas which could benefit from 'green' design interventions, which should be considered in a strategy to compensate for the loss of green infrastructure as part of this and previous schemes, and to improve it for the benefit of all campus users. Does not see that the Open Space Audit puts forward any feasible strategy for enhancing links to Heath Park.
  - The Green Infrastructure Strategy seems to focus on trees and GI connectivity which should only be part of the overall strategy. Accepts that it is not possible to compensate for tree loss by re-planting in the remaining area of the Millennium Garden, but raises concern as to whether improvements elsewhere can adequately compensate for the reduction in the extent and quality of this garden.
  - the Landscape Maintenance and Management Strategy must include management prescription for wildflower areas
  - welcomes the attempt in the DAS to weight up the impact of the reduction in green infrastructure value of the Millennium Garden against the benefits of the Sustainable Transport Hub, the recognition that both bring benefits to health, air quality and climate change mitigation. Whilst questioning some of the research quoted, confirms they are ultimately satisfied that the Applicant recognises that the Millennium Garden and green infrastructure of the campus as a whole is of value to the well-being of campus users that that efforts should be made to see an overall enhancement of the green infrastructure of the campus, noting that this should include feasible measures to compensate for the loss or quality and quantity of the Millennium Garden, to counteract the on-going reduction of green infrastructure and to increase accessibility to Heath Park.
  - accepts the conclusions of the eDNA survey report
  - accepts the conclusion in the Preliminary Ecological Appraisal that no trees within the site are deemed suitable to support roosting bats, but would have preferred to have more supporting evidence. Notes that the site supports protected species, in that it supports feeding and nesting birds and foraging bats.
  - advises that the recommendations set out in section 9 of the PEA should be secured by condition.

5.13 Further to the first amended plans submission (18/10/18), the County Ecologist:

- advises that in general their previous comments remain with the following additions
- advises that they agree with the comments of the Tree Officer that the proposals to increase the planting of trees within the remainder of the Millennium Garden are not appropriate and that if there is to be further loss of trees or reduced planting, an alternative to increasing the tree planting in the Millennium Garden should be found
- the previous configuration of trees is shown in the DAS, such that this now needs to be amended.

- 5.14 Further to the final amended plans, the County Ecologist welcomes the proposal to create a green wall and green sedum roof, which would reduce the overall amount of green infrastructure to be lost.
- 5.15 The Operational Manager Transportation provides detailed comments in relation to the original submission which are summarised as follows:
- confirms that Transportation has reviewed the proposed amendments (further to the pre-application enquiry) to the existing disabled car park, access to/from the multi-storey car park and hospital entrance, staff cycle store, improved bus stop/terminal facility and cafe/coffee shop
  - welcomes the width of the proposed walkway to allow more space for pedestrian/passenger waiting and circulation and advises that any table top within the bus station needs to be 6m
  - advises that the removal of the existing pedestrian crossing leading from the MS car park to the hospital entrance will require the internal signing and layout of the MS car park to be amended. It is suggested that ground level pedestrian access points are closed, disabled parking bays are located adjacent to the bridge facility, internal signage is updated to illustrate the new arrangements with possible additional fencing installed across the extinct crossing point, details of which are to be secured by condition
  - advises that it would be an opportune moment to improve internal pedestrian signing to/from car parks and the hospital entrance
  - queries whether the cycle store is to be a staff provision and notes that there is no additional facility for patients/ visitors within the site, noting that the Transport Statement implies a 2% in cycle use for patients, visitors and staff
  - notes that suggested reduction in vehicle movements are based on targets agreed as part of the 2012 TP, which they question have already been achieved as part of the five year plan
  - recommend a condition to require plans of the internal signing to be provided which should indicate how an attendee would find their way to the appropriate car park/hospital entrance/ A&E
  - recommend a condition to secure an updated Travel Plan and appropriate travel targets to set the existing base (rather than that of 2012) and determine updated travel targets
- 5.16 In response to the final amended plans submission, the Operational Manager Highways & Transportation advise that they are fully supportive of the proposed amendments to the disabled car parking, the bus hub and the provision of additional cycle parking space and cyclist facilities on the site of the University Hospital of Wales (UHW). The provision of a local bus interchange (hub) is seen as an important element supporting the council's stated approach of achieving the modal shift required to facilitate a wider 50/50 split between car borne and alternatives modes of transport. The UHW hub will provide the opportunity to improve bus links with the existing Cardiff East P&R and the proposed local bus interchange at Waun Gron (to the west of the city). The provision of improved cycle facilities for staff at the UHW will also support the increased use of cycling as a means of commuting to work for NHS staff and

students working at the hospital. Conditions are recommended to request an updated Travel Plan based on an up to date staff survey, a signing strategy, to require details of the proposed dismount cycle facility at the entrance to the canopy and details to ensure that pedestrians cannot walk south from the proposed new crossing onto the roundabout.

## 6. **EXTERNAL CONSULTEE RESPONSES**

- 6.1 The Glamorgan-Gwent Archaeological Trust (GGAT) advise that the Historic Environment Record does not show any archaeological features within the vicinity of the application area and that, given the current information, it is unlikely that the work will encounter archaeological material of significance and that they do not recommend any archaeological mitigation or conditions. They note, however, that the Record is not definitive and that should archaeological features or finds be encountered they should be contacted.
- 6.2 Natural Resources Wales note that the submitted eDNA Survey which identified that Great Crested Newt DNA was not found and advise they have no adverse comments to make in relation to GCN. They note the Preliminary Ecological Appraisal identifies that trees on site are not suitable to support roosting bats and recommend that the advice of the Council's in-house ecologist be sought to determine if a bat survey may be required.
- 6.3 South Wales Police confirm they have no objection, recommend that the development is built to a standard to achieve a Secured by Design award, and make detailed recommendations in respect of the design of the bus bays, car park and building, CCTV, lighting, entrance doors and windows, location of the bicycle storage area, seating and benches, graffiti, landscaping, bin storage and smoke and fire alarms.
- 6.4 Dwr Cymru Welsh Water, in response to the initial submission:
- confirm that discussions have taken place with the Applicant's drainage consultant and understand that a further plan is to be submitted
  - confirm that they are satisfied with the covered walkway being within the easement of the public sewers and understand that sections will be demountable to allow for any future access
  - request further information regarding the landscaping strategy, advising that only approved planting (Sewers for Adoption 7th Edition) be allowed within the public sewer easement with suitable root barrier protection introduced to avoid any root ingress to the sewers
  - note their understanding that, in respect of surface water, further attenuation is to be provided to reduce the overall surface water discharge rate down to 20 l/s and that no new connections are required direct to the public sewer.
  - request a condition requiring a drainage scheme for the disposal of foul, surface and land water, including an assessment of the potential to dispose of surface and land water by sustainable means.



- 6.5 Further to the latest amended plans submission, DCWW confirm they have been working with the applicant to progress matters and based on the latest plans are satisfied that there would be no detrimental impact on the public sewer.
- 6.6 Wales and West Utilities provide advice in respect to pipes owned by them in the area.

## 7. **REPRESENTATIONS**

- 7.1 The application was advertised by means of 21 no site notices, and neighbour notification. No objections have been received.
- 7.2 The Local Ward Member Cllr Hinchey SUPPORTS the application, providing the following comments:

*Thank you for giving Local Members an opportunity to comment on the new proposed Bus Hub at UHW, near the concourse.*

*You will recall, as former Cabinet Member for Strategic Planning & Highways, that I was proposing the use UHW as potential strategically positioned site for a Metro and/or Bus Hub as far back as 2013.*

*Not only will the proposed 6 Bay Bus Hub provide a viable transport alternative for the 10,000 staff, visitors and out patients who visit the largest hospital in Wales everyday but it will also provide a geographical cross city hub alternative, allowing commuters to change direction other than in the city centre. The adjacent A48M, A470, A469 and other key routes close by will much improved cross city travel options to be developed to the east, west and northern parts of the city, therefore reducing congestion on Cowbridge Rd East, Newport Rd City Rd and Llandaff Rd.*

*The problems of on street car parking by hospital staff and other city bound car users in Heath & Birchgrove has been progressively worse over the last decade, with more development on the site and reduced space for staff and visitors. This has meant the area is now saturated by commuters taking every available space outside people homes during the week, resulting in careers, house maintenance, and family and friends not being able to visit.*

*At a recent Heath Residents Association meeting, attended by around 80 local people, I showed plans and discussed these proposals. There was overwhelming support for the scheme because of the above and I was given support to write to you on their behalf.*

*The project also delivers better connectivity to the UHW Site for less abled people, with the lift and covered walkway over the main access road providing much needed improvements to and from the main car park.*

*The inclusion of extensive cycle provision, lockers and changing facilities will complement the Nextbike hire station due to be installed shortly, providing and encouraging a healthy alternative*

*The cafe hub building provides an up to date waiting facility that will also encourage car users to make the "model shift" the Council is supporting. The cafe and waiting building will provide a commercial income opportunity that could support improved services and connectivity in the nearby areas of Heath and Birchgrove and into UHW.*

*I have met with Geoff Walsh, Director of Planning and Estates and gone through the proposals as part of the local Member pre application consultation process*

*In short, and for the above reasons, I fully support the proposals of a new Bus Hub and improved ancillary facilities at UHW*

## 8. **ANALYSIS**

8.1 The key issues for consideration are:

### ***(i) Assessment of Retail Proposals***

8.2 The proposed transport hub includes a Class A3 coffee shop (15m<sup>2</sup>) and an A1 retail unit (25m<sup>2</sup>). The Applicant has advised that both units would provide an active retail use to complement the facilities provided in the concourse, that the retail A1 unit is expected to be occupied by a bicycle retailer/ servicer to compliment the storage facilities on site, and that the A3 element would operate as a satellite 'grab and go' facility to the main facility located in the hospital concourse, with the extent of food preparation being the heating / toasting of food for those wanting to purchase food before travelling.

#### *Class A3 Coffee Shop*

8.3 The A3 café use should be assessed against Policy R8 (Food and Drink Uses) of the adopted LDP and the Food Drink and Leisure Uses SPG (November 2017). Policy R8 states that food and drink uses are most appropriately located within existing retail centres and are unlikely to be acceptable within or adjacent to residential area, where they would cause nuisance and loss of amenity, or result in the loss of a residential property. Paragraph 1.4 of the SPG also acknowledges that there are instances where the provision of appropriately sized retail (including A3) units may be actively encouraged or required as part of redevelopment plans.

8.4 It is noted that the proposed floorspace of café is small in scale and the site is not located within or adjacent residential property. In addition, the proposed café forms part of the redevelopment of the site for a new transport hub and will both complement this new facility, and complement and enhance the existing retail facilities in the hospital concourse. Given this, the A3 coffee shop raises no land use policy concerns.

#### *Retail A1 Unit*

8.5 The A1 use should be assessed against Policy R6 (Retail Development (Out of Centre)) of the adopted LDP. Policy R6 states that retail development will only be permitted outside exiting retail centres if the proposal can demonstrate it meets the following criteria:-

- (i) There is a need for the proposed floorspace;
- (ii) That need cannot satisfactorily be accommodated within or adjacent to an existing defined centre;
- (iii) The proposals would not cause unacceptable harm to the vitality, attractiveness or viability of the defined centres or a proposal or strategy including the Community Strategy, for the protection or enhancement of these centres;

- (iv) The site is accessible by a choice of means of transport; and
- (v) The proposal is not on land allocated for other uses. This especially applies to land designated for employment and housing, where retail development can be shown to limit the range and quality of sites for such use.

8.6 Given the A1 retail floorspace will perform an ancillary function to the new transport hub it could be argued that there is a need for the proposed as part of the redevelopment proposals for a new transport hub. In addition, the scale of the proposed floorspace would not impact on designated centres or have any negative effect on shopping patterns in the catchment, as it will perform an ancillary retail function to the new transport hub and will complement and enhance existing retail facilities on the hospital site. Given this, the proposed new A1 retail use raises no land use policy concerns

***(ii) Loss of Open Space***

8.7 The application would involve the development of circa 0.3ha of the Millennium Garden, equating to approx 30% loss in the overall size of the area. As this land is identified as amenity open space in the most recent open space survey (2017), the application falls to be assessed against policy C4: Protection of Open Space and approved the Green Infrastructure SPG Technical Guidance Note (TGN) relating to Protection and Provision of Open Space in New Developments (November 2017). The submission (PDAS) includes an assessment of the loss of open space.

8.8 Policy C4 states that '*development will not be permitted on areas of open space unless:*

- (i) It would not cause or exacerbate a deficiency of open space in accordance with the most recent open space study, and*
- (ii) The open space has no significant functional or amenity value; and*
- (iii) The open space is of no significant quality; or*
- (iv) The developers make satisfactory compensatory provision; and, in all cases;*
- (v) The open space has no significant nature or historic conservation importance.*

8.9 The assessment of the loss of open space against policy C4 is considered below:

*Impact on existing local provision of open space (criterion i)*

8.10 The TGN clarifies that this criterion is not relevant as it relates to the provision of functional open space, rather than amenity open space.

*The functional or amenity value of the open space (criterion ii)*

8.11 In terms of assessing functional and amenity value the TGN states:  
*The characteristics of these open spaces can vary considerably and their particular amenity value may be based on different factors. The basis of assessing the amenity value of an area, whether recreational or amenity open space, will relate to:*

a) **Visual Amenity** - For a site to possess visual amenity value, it must be located where the general public can gain significant “visual access”. It must contribute to the visual character and environmental quality of the surrounding area. There will be an objection to proposals which would adversely affect the appearance of open spaces which significantly contribute to the visual appearance of an area.

b) **Leisure Amenity** - Areas of woodland, allotments, ornamental gardens and public rights of way, by definition are not considered suitable for active sports and recreation. However, such amenity open spaces can provide an important informal open space resource for local people and accommodate passive activities such as walking, dog exercise and nature studies. The importance of such areas is heightened if there are limited alternative areas of recreational and amenity open space in the locality or if the areas make a contribution to the city-wide provision of open space. Proposals which would cause unacceptable harm to areas of leisure amenity value will be opposed (para 4.3.4).

- 8.12 The Millennium Garden provides important amenities to assist patient recovery, whilst also providing an outdoor social area for staff and visitors. The part of the garden that falls within the application site includes amenity grass, trees (b and c grade), shrubs, a small gazebo, exercise equipment and benches, but excludes the pond. Whilst not having city-wide or strategic importance that would require ‘special protection’ status noted in para 5.323 of the policy’s written justification, the garden has significant value as one of a few amenity open spaces that remains available to staff, patients and visitors to slow down and relax in an otherwise hectic and stressful environment. The gardens are also significant for their visual amenity value, in providing attractive gardens in an otherwise built up hospital campus, and providing an opportunity for passive leisure activities, such as walking and use of the outdoor gym. The open space proposed to be lost also contains a large number of trees which have their own health benefits in aiding patient recovery, and reducing stress levels, which is critical for both staff and visitors. Parks Services note the importance of the open space for informal recreation and as therapeutic space, as well as its indirect visual amenity benefits when viewed from buildings and wards.
- 8.13 In considering the functional and amenity value of the open space (ii), the Applicant notes the Millennium Garden functions as a social space for staff, visitors and patients and assists in patient recovery, that the garden has significant visual amenity value because of its location and the absence of a similar area on the hospital site, providing opportunities for relaxation, contemplation and an outdoor gym. Whilst having an outdoor gym, it is noted that its function is as a quiet amenity area, rather than a recreational area.
- 8.14 In recognition of the important functional and amenity value of the space and the loss of amenity value resulting from the loss of part of the garden, the Applicant has prepared a Tree Management Plan, and undertaken an Open Space Audit, which has informed a Green Infrastructure Strategy that considers the whole hospital site and proposes opportunities where further planting can take place in the long term. The Applicant is willing to accept conditions to provide an area of enhanced landscaping to the north east of the Millennium Garden to improve the quality of the remaining garden area, which would

include the relocated memorial trees, existing benches and green gym equipment, and a scheme to improve links through to Heath Park through new planting and signage, with further new tree planting beyond the application site, and has provided concept drawings of the same. The newly aligned disabled car park would benefit from new planting, including 10 new trees, and new hedges, shrubs and grass. The Proposed Tree Management Plan notes the proposal would result in the removal of 71 trees, the relocation of 3 trees, **and the provision of 10 new trees within the application site and 26 new trees outside the application site, with further trees to be secured through the discharge of condition 11.** In the design of the buildings, their height and materials, the Applicant has sought to retain a 'green' character and protect the open nature of the gardens as far as possible. As noted above, the canopy walkway would include raised planters with climbing plants to create a green screen, and the proposed sedum green roof and green wall would provide further mitigation. These measures are welcomed and would help mitigate the reduction in amenity value resulting from the loss of part of the Millennium Garden.

*The quality of the open space (criterion iii)*

- 8.15 In terms of the assessment of quality (iii), the Applicant concludes that overall the quality of the area to be lost is not significant. This assessment is accepted, noting that: the site has been assessed as having moderate ecological value, that the trees to be lost are mostly of low quality and value (42), with the rest considered of moderate quality and value with no high value trees affected, the area to be lost is mostly amenity grass, that the facilities the space offers (benches, pergola and gym equipment) are proposed to be relocated as part of the enhancement works to the NE corner of the Millennium Gardens (to be secured under condition 12), that management and maintenance arrangements of the Millennium Gardens would not change in principle with condition 9 recommended to secure amended Landscape Specification and Maintenance details and that the value of the space is not strategic, but local to the hospital campus. The contribution to local amenity is considered as part of criterion ii.

*Compensatory provision for loss of open space (criterion iv)*

- 8.16 Similar to criterion i), the TGN clarifies that this criterion does not apply to amenity open space.

*Whether the open space has significant nature or historic conservation importance (criterion v)*

- 8.17 In terms of the final criterion (v), it is agreed that the open space has no significant nature or historic conservation importance. It has no known historic importance, whilst its ecological value has been assessed as being of moderate ecological value due to the presence of hedgerows, scattered trees and a pond. The pond would not be directly affected by the proposals.
- 8.18 In summary, the proposal would comply with policy C4 on the basis that the part of the garden to be lost is not of significant quality and has no significant nature or historic conservation importance. However, it is acknowledged that the gardens as a whole have significant amenity value and that some of this would

be lost as a result of the development. The development of the Green Infrastructure Strategy for the wider hospital campus and the mitigation measures proposed described above are welcomed and are a material consideration of significant weight, but are not, in themselves, considered to fully compensate for the loss of this important amenity open space, such that the proposal is considered to conflict with policy C4.

***(iii) Impact on wildlife and habitats***

- 8.19 The site largely consists of grassland, paths, scattered trees and a disabled car park. No part of the site contains or is within a statutory site of nature conservation interest. The site is within close proximity to two Sites of Importance for Nature Conservation, with Cathays Cemetery located around 300m to the east and Heath Wood and pond located 500m to the north of the site. A Preliminary Ecological Appraisal (PEA) was carried which identifies the site as having a moderate ecological value due to the presence of hedgerows, scattered trees and a pond. The pond would not be affected by the proposals and lies outside the red line boundary. No evidence of protected species was found, whilst the trees were not deemed suitable to support roosting bats. An eDNA Survey for Great Crested Newts was carried out in May 2018 which indicates that GCN are highly likely to be absent from the pond and that no further surveys are required. With respect to trees, the PDAS notes the proposal would result in the removal of 71 trees, the retention of 64 trees, 33 new trees and 3 relocated memorial trees within the central green space. The Tree Officer, NRW and the County Ecologist have no objection to the proposals. With respect to the recommendations of the PEA that the County Ecologist requests be conditioned, downward facing lighting is proposed by the Applicant and conditions are recommended to protect nesting birds, to retain as much of the ecological value of the site through appropriate replacement landscaping and to require appropriate landscaping specification and maintenance, including a management prescription for wildflower areas as required by the County Ecologist. Subject to the conditions and mitigation proposed, the proposals would not have a significant adverse effect on habitats and species, and would not cause unacceptable harm to trees of significant public amenity value, in accord with policies EN7 and EN8.

***(iv) Placemaking***

- 8.20 The development is welcomed in design terms and is considered to accord with national and local design policy and guidance, being of a modern aesthetic, appropriate in terms of scale and layout, with natural external facing materials which complement its location within the Millennium Garden. The proposals have sought to help compensate for the loss of green space through integrating the natural environment into the proposals through the use of a green wall, living green roof, climbing plants on the sides of the covered walkway and timber cladding, in addition to a wider landscaping strategy. The proposals include well defined routes and boundaries that help separate pedestrians, buses and vehicles, and a good standard of lighting and CCTV proposals. Conditions are recommended to require materials specification and samples.

***(v) Impact on air quality, noise and vibration, light pollution and contaminated land***

8.21 The application is supported by an Air Quality Assessment and the Council's Air Quality Officer has confirmed they have no concerns on grounds of air quality. The Pollution Control (Noise and Air) Team has no objection and has recommended conditions to require details of floodlighting, and to control plant noise and kitchen extraction, and an advisory to control construction site noise. The Applicant has confirmed that no flood lighting is proposed, with lighting designed to achieve an acceptable level of access lighting for vehicle and pedestrian traffic to the car park and bus drop off area. Given this a condition is simply recommended to prevent the installation of floodlighting. They have also confirmed that the coffee shop would only provide hot and cold drinks and snacks, and only requires a duct mounted extract fan, rather than a full canopy supply & extract system, grease filters and deodorising filter. As such, the standard kitchen extraction condition is recommended, but amended to remove the specific reference to a de-odorising filter to allow for future consideration of its need. The Applicant has also advised that an air handling unit serving the hub building is proposed, to be housed internally. A condition is, therefore, recommended to require details of this to be submitted for approval and necessitates the recommendation of the plant noise condition advised by Pollution Control. The development is not considered to cause or result in unacceptable harm as a result of air quality, noise and contaminated land, taking into consideration the recommended conditions and comments from Pollution Control, in accordance with policy EN13.

***(vi) Whether the proposal would make satisfactory provision for access, parking and circulation***

8.22 The proposed development seeks to provide improved facilities for public transport users and cyclists, whilst also taking the opportunity to improve the flow of traffic by removing the need for a traffic light controlled pedestrian crossing to the main multi-storey car park through a new covered link facility. The proposals would also improve the existing disabled car parking facility, bringing the spaces up to building regulation standards, improving the layout through the removal of congestion-causing 'dead ends' and providing a safe east west route for pedestrians (the Central Pedestrian Walkway). **The 1.2 m wide safety zone provided as part of the disabled car parking spaces is considered to provide an acceptable level of visibility for pedestrians using the Central Pedestrian Walkway, including wheelchair users and those pushing buggies etc.**

8.23 These proposals would help promote highway and pedestrian safety, and reduce congestion, particularly along the main route to A&E. Whilst the reconfiguration of the disabled car park would result in the loss of 9 spaces, this loss is considered to be outweighed by the benefits arising from the reconfigured layout. The Transport Statement also predicts that the proposals could reduce daytime demand for staff and visitor parking by around 270 car parking spaces, reducing congestion in the area, and this is welcomed.

8.24 The Operational Manager Highways & Transportation advise that they are fully supportive of the proposed amendments to the disabled car parking, the bus hub and the provision of additional cycle parking space and cyclist facilities on the site of the University Hospital of Wales (UHW). The provision of a local bus

interchange (hub) is seen as an important element supporting the council's stated approach of achieving the modal shift required to facilitate a wider 50/50 split between car borne and alternatives modes of transport. The UHW hub will provide the opportunity to improve bus links with the existing Cardiff East P&R and the proposed local bus interchange at Waun Gron (to the west of the city). The provision of improved cycle facilities for staff at the UHW will also support the increased use of cycling as a means of commuting to work for NHS staff and students working at the hospital. Conditions are recommended to request an updated Travel Plan based on an up to date staff survey, a signing strategy, to require details of the proposed dismount cycle facility at the entrance to the canopy and details to ensure that pedestrians cannot walk south from the proposed new crossing onto the roundabout, to ensure appropriately designed tactile pavement and to require a Construction Environmental Management Plan.

- 8.25 Overall, the provision of improved public and sustainable transport infrastructure at a major employment and visitor site will contribute towards the 50:50 modal split target set out in policy KP8, improve facilities for cycling in line with policy T1, support interchange and provide high quality passenger facilities in line with policy T3, provide safe and convenient provision for pedestrians, cyclists, pedestrians, bus users and disabled people in line with policy T5, whilst the overall works will assist in improving traffic flow around the site, in line with policy T6. The proposed development is warmly welcomed in public transport and highway terms.

***(vii) Water Resources, Drainage and Flood Risk***

- 8.26 The current mechanism for surface water disposal from the site is a combination of positive drainage to the on-site private surface water drainage system for the impermeable areas, and gradual soakage to ground for the soft landscaped areas. The proposal would increase the impermeable area of the site and in turn the volume of surface water run-off. The drainage strategy notes that initial investigations have confirmed that discharge to ground is not a viable means of disposal for the development due to the underlying strata and lack of infiltration. It is therefore proposed to collect surface water from impermeable areas and convey it via a series of gravity drains to a new connection onto an existing surface water drain within the existing car park. Attenuation storage is to be provided beneath the surface level car park to attenuate/store the additional volume of run-off during peak storm events. Foul flows from the proposed development would be connected to the dedicated private foul water drain that crosses the existing surface level parking area. Drainage Services and DCWW have no objection to the proposals, subject to the recommended condition to require a drainage scheme to be submitted for approval.

***(viii) Crime and Disorder Act 1998***

- 8.27 Section 17(1) of the Crime and Disorder Act 1998 imposes a duty on the Local Authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area. This duty has been considered in the evaluation of this application. The canopy, hub building and bridge link would



be well lit and are proposed to be used 24 hrs a day, providing a direct link into the hospital at all hours. The canopy will be permeable with hit and miss timber boards, vertical cladding and the soft vertical planting. CCTV would be installed in and around the site. The lifts would have an operational alarm system in the event of an emergency and would be connected to the main hospital network. The shutter entrance doors to the stair and lift core would remain open at all times, and only closed as a security measure if needed. With respect to the recommendations provided by SWP, it is noted that: the scheme has been designed to provide physical separation and protection between vehicles and pedestrians, lighting and CCTV details are proposed, the building and site layout has been designed to maximise surveillance and bin storage areas are to be secure. Taking into consideration the above, it is considered that there would be no significant or unacceptable increase in crime and disorder as a result of the proposed decision.

***(ix) Equality Act 2010***

- 8.28 The Equality Act 2010 identifies a number of 'protected characteristics', namely age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation; marriage and civil partnership. The Council's duty under the above Act has been given due consideration in the determination of this application.
- 8.29 The Applicant has undertaken an Equality Impact Assessment and prepared an Access Action Plan with support from the Council's Access Officer. The Action Plan notes that a number of measures are proposed to improve access for all users, including: clear marking of areas for cyclists to dismount and routes to the bike storage area, reduction in potential areas of conflict between pedestrians and cyclists, the provision of a controlled crossing to the west, the provision of a canopy in the waiting area to reduce the potential for slipping due to adverse weather, the provision of tactile paving surface for bus embarkation and disembarkation, the bringing up to standard of the disabled car park including new crossing through the car park, the provision of a new lift and stairs for all users to access the new pedestrian footbridge, the provision of pedestrian safety barriers to minimise conflict, the positioning of the stair/lift tower to ensure access to the social club and pool is unaffected, and the removal of the pedestrian crossing and bus stop and re-routing of pedestrian traffic to level 2 of the car park in the interests of highway and pedestrian safety.
- 8.30 These measures are welcomed. It is considered that the proposed development does not have any significant negative implications for, or effect on, persons who share a protected characteristic, and should have a positive impact on persons who share a protected characteristic. The proposal is centrally located, immediately adjacent to the hospital main entrance to encourage use by the widest range of users, with immediate covered connections provided to the main disabled car park and multi storey car park. The canopy and bridge link provides a suitable means for people to travel around the site and avoid having to cross a busy road to access facilities. The hub facility has been inclusively designed to enhance opportunities for independent travel for a wide range of disabled people and should help increase user confidence and make users feel safer. The removal of the

pedestrian crossing and bus stop and re-routing of pedestrian traffic to level 2 of the car park help will promote highway and pedestrian safety, and reduce congestion. There are no disabled parking spaces in the multi-storey car park and existing height restrictions to the car park prevent transit vans from accessing the car park, such that there would not be an unacceptable impact on users of disabled car parking from the overhead link.

**(x) Well-Being of Future Generations Act 2016**

- 8.31 Section 3 of this Act imposes a duty on public bodies to carry out sustainable development in accordance with the sustainable development principle to act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs (Section 5). This duty has been considered in the evaluation of this application. It is considered that there would be no significant or unacceptable impact upon the achievement of wellbeing objectives as a result of the recommended decision. An assessment is set out on p.80 of the PDAS and this is considered acceptable.

**(xi) The Environment (Wales) Act 2016**

- 8.32 The Environment (Wales) Act 2016 enshrines in law principles and polices for managing natural resources in a sustainable way. Amongst other things, it introduces a new biodiversity duty on public authorities to seek to maintain and enhance biodiversity when exercising their functions, and in so doing to promote the resilience of ecosystems, so far as consistent with the proper exercise of those functions. This duty and the resilience of ecosystems have been considered and discharged in the evaluation of this outline application, and has taken into consideration the following aspects of ecosystems - diversity, connections between and within ecosystems, scale, condition and adaptability. The mitigation measures sought in respect of green infrastructure, habitat connectivity, habitat compensation and protection of species are aimed at delivering the Biodiversity and Resilience of Ecosystems Duty (BRED).

**(xii) Response to third party and other objections**

- 8.33 No objections have been received at the time of writing this report. The support from the Local Ward Member is noted and welcomed.

**9. CONCLUSION**

- 9.1 The assessment, within this report, of the loss open space acknowledges that the Millennium Gardens as a whole have significant amenity value and that some of this value would be lost as a result of the development. Whilst the development of the Green Infrastructure Strategy for the wider hospital campus and the mitigation measures proposed are welcomed, demonstrate the Applicant's commitment to green infrastructure and its enhancement and are a material consideration of significant weight, they are not, in themselves, considered to fully compensate for the loss of this important amenity open space, such that the proposal is considered to conflict with policy C4. Whilst the open space to be lost is only 0.3ha and does not have city wide status or strategic importance that would warrant the 'special protection' status noted in

para 5.323 of the policy's written justification, the garden, nevertheless, has significant value as one of a few amenity open spaces that remains available to staff, patients and visitors to slow down and relax in, in an otherwise hectic and stressful environment.

- 9.2 In weighing up the impacts, whilst the development would result in a loss of 0.3ha of open space of significant amenity value to the users of the hospital campus, the wider sustainable transport benefits of the scheme are, in this instance, considered to outweigh the loss of open space. In coming to this conclusion, it is noted that the sustainable transport hub facility would provide a much needed local bus interchange that is integral to the Councils transport strategy both at a local and city-wide level, would support and encourage healthy and sustainable forms of transport -thus having preventative health benefits that would serve a greater number of people, would help reduce parking pressure in the local area, and would help reduce congestion on the campus and improve the separation of buses, cars and pedestrians to the benefit of highway safety. Fundamentally, whilst both have health benefits, the loss of the open space would be felt at a local campus level, whereas the benefits of the transport hub would be wider and experienced at both a local and strategic level, benefitting greater numbers. It is noted that the application proposes significant compensation measures to mitigate the effects of the loss of open space and impact on green infrastructure, including the development of a long term Green Infrastructure Strategy, a scheme for the enhancement of the existing Millennium Garden, a scheme for improvement of links to Heath Park and replacement tree planting beyond the Millennium Garden (to be secured by condition). It is also a significant material consideration that the nature of the hub proposals are such that there are no alternative site options for the proposed development, given the design requirement for the sustainable transport hub to be centrally located, immediately adjacent to the hospital main entrance to encourage use by the widest range of users.
- 9.3 Taking the above into consideration, it is recommended that planning permission be granted, subject to the recommended conditions.





Red Line Boundary  
Site Area = 8,543 m<sup>2</sup>

Ownership boundary

**Key**

- Pergola
- Fenced Area - Contains power
- Noah's Ark Charity Well
- Fixed Monument
- Seating Area
- Fruit & Veg Stall

**GIG CYMRU NHS WALES**

Bwrdd Iechyd Prifysgol  
Caerdydd a'r Fro  
Cardiff and Vale  
University Health Board

STATUS	REV	DATE	DESCRIPTION	REVISED BY	CHECKED BY	ORIGINATOR
PL	PL3	27/07/18	Planning Submission			
S1	P41	05/07/18	Issued to RVW for Information			
PL	PL1	11/04/18	Pre Application Issue			
SO	P11	21/11/17	Pre Application Issue			
SO	P10	15/11/17	Issued to design team			
SO	P7	23/10/17	DRAWINGS REQUESTED BY NICOLA @ GLEEDS FOR BUILDING CONTROL CONSULTANT			
SO	P6	29/09/17	Stage 2 WIP Issue			

CLIENT: Cardiff and Vale University Health Board

CONSULTANT  
**STRIDE TREGLOWN**  
www.stridetreglown.com

PROJECT  
UHW Sustainable Transport Hub

DRAWING TITLE  
Existing Site Plan

18/01/20

SUITABILITY STATUS  
PL: PLANNING

PROJECT | ORIGINATOR | ZONE | LEVEL | TYPE | ROLE | CLASSIFICATION | NUMBER  
HUB-STL-XX-00-DR-A-XXXX-09002

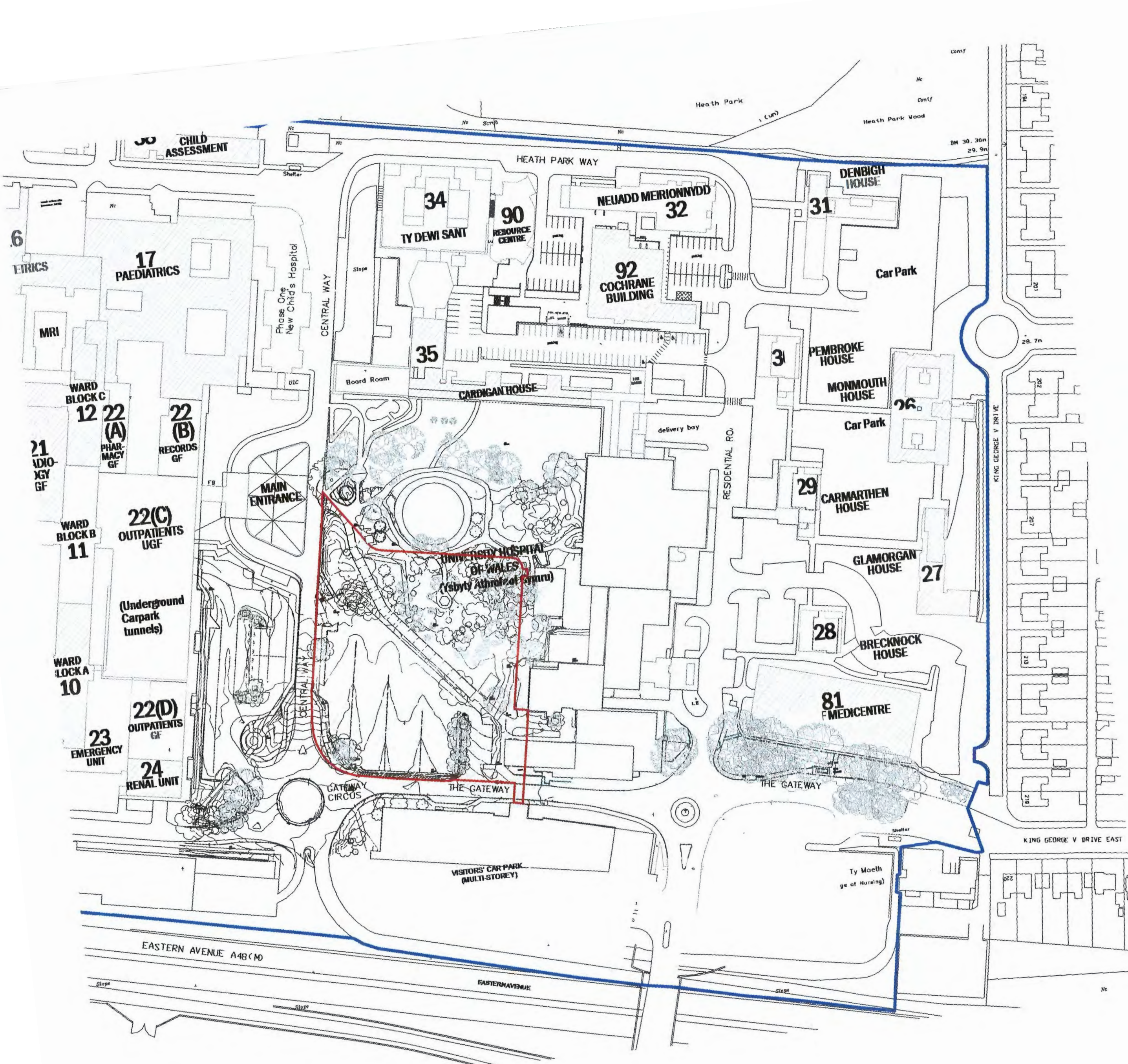
AVENUE A48(M)

STERN AVENUE

Slope

Slope





Red Line Boundary  
Site Area = 8,543 m<sup>2</sup>

Ownership boundary

Site Location Plan  
1 : 1250



PL	PL1	27/07/14	Planning Submission
SO	P11	21/04/15	Pre Application Issue
SO	P10	19/11/17	Issued to design team
SO	PT	23/10/17	DRAWINGS REQUESTED BY NICOLA @ GLEDS FOR BUILDING CONTROL CONSULTANT
SO	PG	28/08/17	Stage 2 WIP Issue
SO	PH	07/08/17	Pre Stage 2 Issue

STATUS	REV	DATE	DESCRIPTION	REVISION BY
				FM

CLIENT: Cardiff and Vale University Health Board  
CHECKED BY: SB/JE  
ORIGINATOR NO: 151101

CONSULTANT: **STRIDE TREGLOWN**  
PROJECT: UHW Sustainable Transport Hub

DRAWING TITLE: Site Location Plan

SUITABILITY STATUS PL : PLANNING	As indicated
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASSIFICATION   NUMBER HUB-STL-XX-00-DR-A-XXXX-09001	





- Key**
- Red Line Boundary  
Site Area = 8,543 m<sup>2</sup>
  - Ownership Boundary
  - - - Proposed Railings 1100mm High
  - Proposed Box Junction Floor Markings, Placement and configuration TBC
  - Controlled Crossing Figures, Location indicative only and to be confirmed by specialist
  - Existing Pergola to be relocated to this location
  - Existing retained trees
  - Proposed trees
  - Relocated memorial trees
  - Fenced Area - Contains power Pergola
  - Noah's Ark Charity Well
  - Fixed Monument
  - Seating Area
  - Fruit & Veg Stall

**NOTE:**  
Refer to Landscape  
All Tree Position TBC by Landscape Architect  
ALL DIMENSIONS TO BE CHECKED ON SITE

STATUS	REV	DATE	DESCRIPTION	REVISED BY
PL	PL5	15/10/18	Tower position adjusted to address consultant feedback	FM
S2	P61	09/10/18	Issued to RVW for information	FM
S2	P47	15/08/18	Dimensions added to site plan for QS Pricing	FM
PL	PL3	27/07/18	Planning Submission	KW
S1	P43	24/07/18	Issued to Design Team for information	KW
S2	P42	19/07/18	Issued to ADL Traffic for information	KW
S1	P38	19/06/18	Updated Site Plan to Client Comments	KW
PL	PL3	13/06/18	Red Line and Cycle Route updated	KW
PL	PL2	08/06/18	Updated red line boundary	KW
PL	PL1	11/04/18	Pre Application Issue	KW
SO	P31	20/03/18	Issued for Pre Application Information	KW
SO	P27	08/03/18	Issued to DRACS for information	KW
SO	P20	06/02/18	Issued to DRACS for information	KW
SO	P11	21/11/17	Pre Application Issue	KW

CLIENT  
**Cardiff and Vale University Health Board**

ORIGINATOR NO  
**151101**

CONSULTANT  
**STRIDE TREGLOWN**  
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PROJECT  
**UHW Sustainable Transport Hub**

**AMENDED PLAN** ①  
CARDIFF COUNTY COUNCIL  
STRATEGIC PLANNING  
& ENVIRONMENT

DRAWING TITLE  
**Proposed Full Site Plan**

DATE  
**18/10/18**

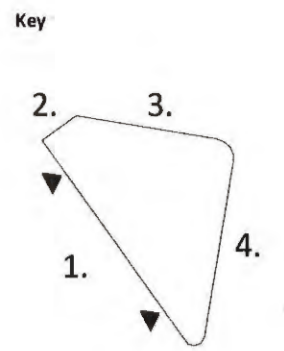
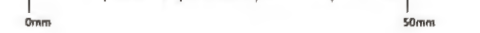
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**PL: PLANNING**

As indicated

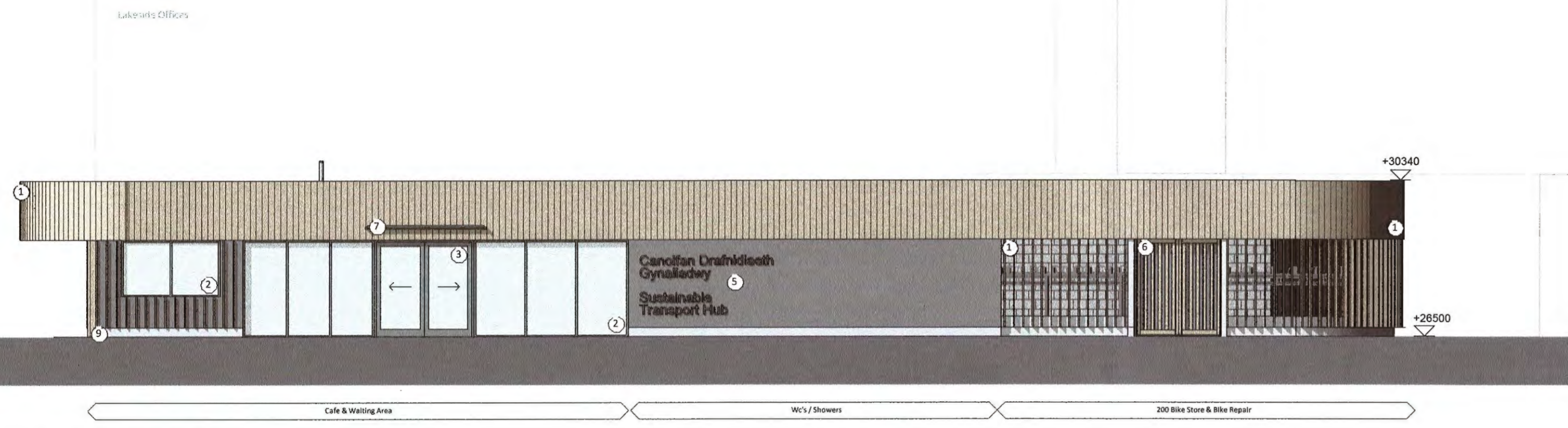
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**HUB-STL-XX-00-DR-A-XXXX-09003**



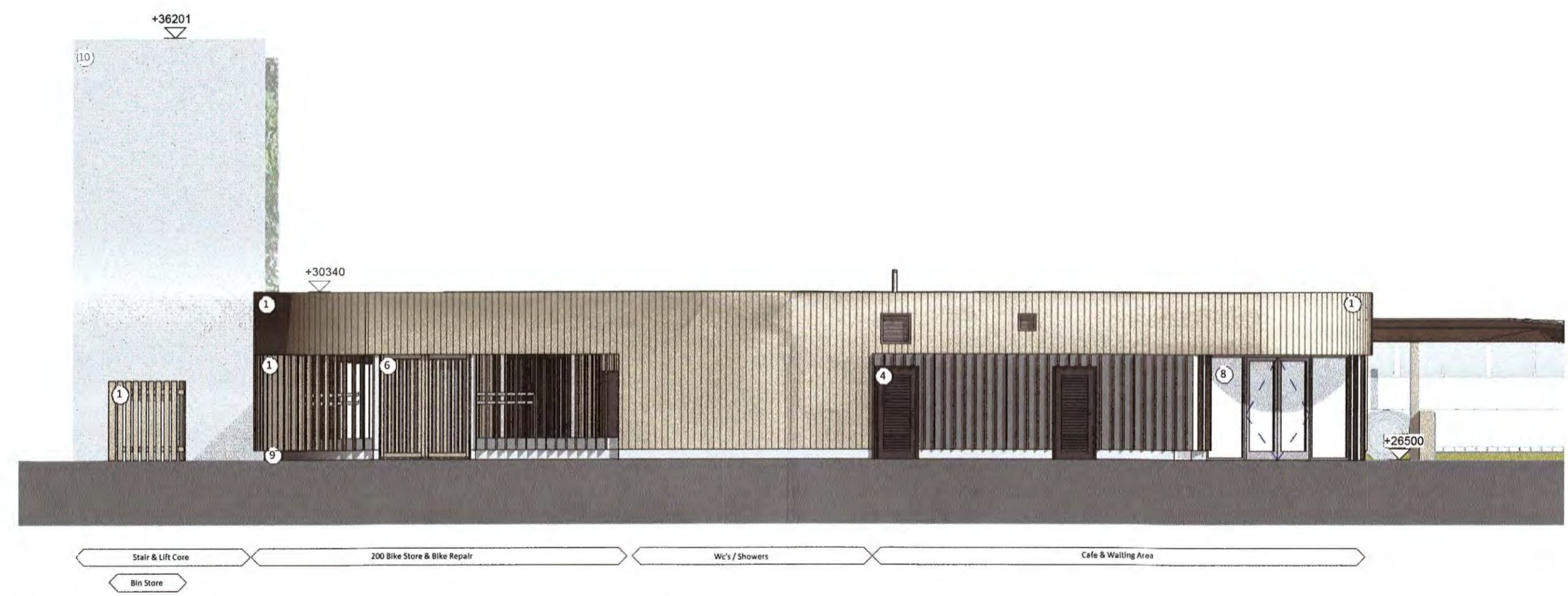
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All construction information should be taken from figured dimensions only.



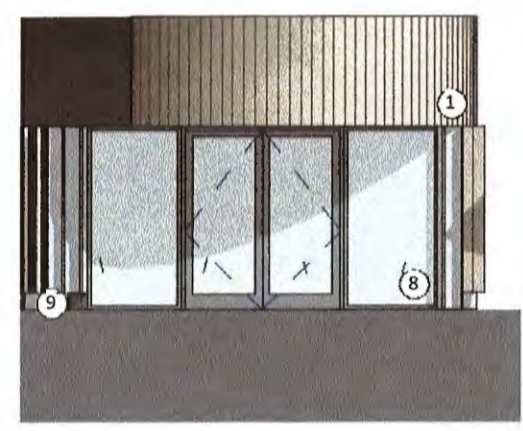
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- ① Larch Timber Cladding
  - ② Glazed Windows
  - ③ Glazed Sliding Door
  - ④ Louvered Plant Door
  - ⑤ Aluminium Signage TBC. Building Name TBC. On render colour TBC
  - ⑥ Timber Door to Match Cladding
  - ⑦ Glazed Link Between Hub & Canopy
  - ⑧ Glazed Double Doors & Windows
  - ⑨ Concrete Plinth
  - ⑩ Grey Engineering Brick



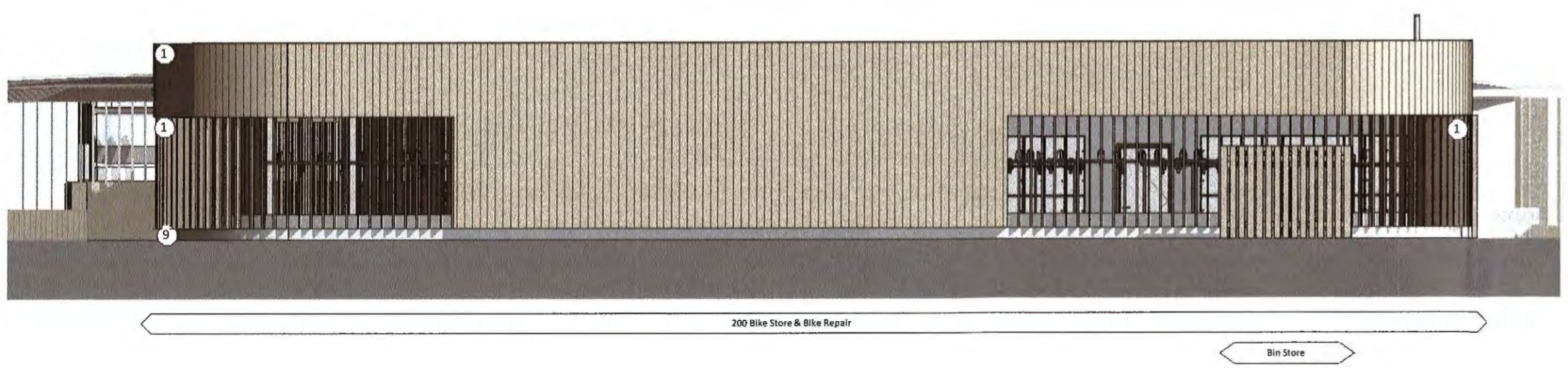
1. Elevation - Access to Cafe, Waiting Area & Bike Store



3. North Side Elevation - Overlooking Lake  
1 : 100



2. Cafe Doors  
1 : 100



4. East Side Elevation  
1 : 100



STATUS	REV	DATE	DESCRIPTION
PL	PL3	27/07/18	Planning Submission
PL	PL2	12/04/18	Pre Application Issue
SO	P15	23/01/18	Update for viewing at meeting with Bus Companies
SO	P11	21/11/17	Pre Application Issue
SO	P10	15/11/17	Issued to design team

CLIENT	REVISOR
Cardiff and Vale University Health Board	FM
	CHECKED BY
	KW
	ORIGINATOR NO
	151101

CONSULTANT  
**STRIDE TREGLOWN**  
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PROJECT  
UHW Sustainable Transport Hub

DRAWING TITLE  
Proposed Hub Building Elevations

SUITABILITY STATUS	SCALE
PL : PLANNING	As indicated @ A2
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASSIFICATION   NUMBER	REVISION
HUB-STL-XX-DR-A-XXXX-02001	PL3

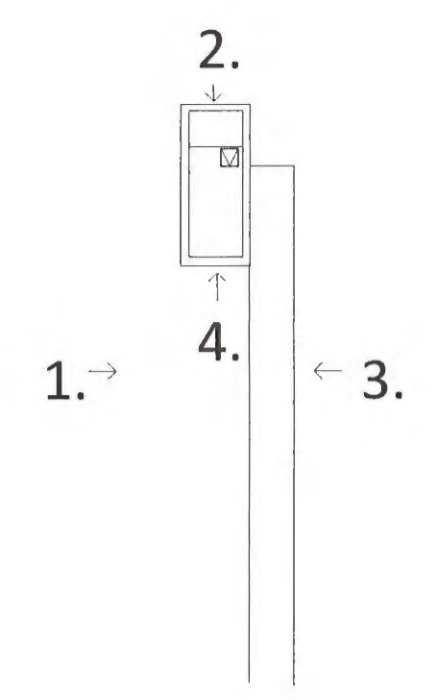
18-07-2018



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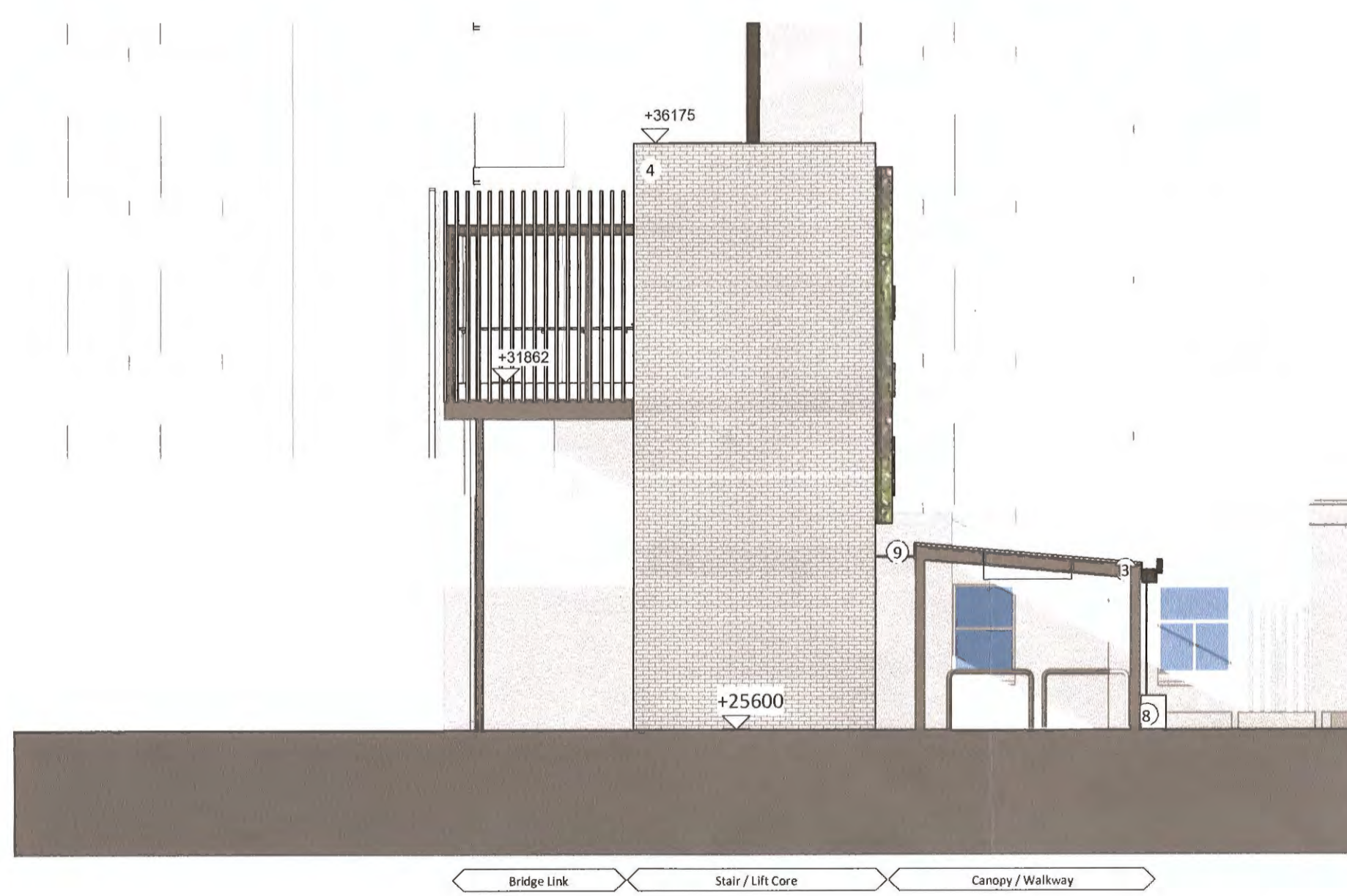
Key



- Building Material Key**
- ① Green Wall
  - ② Aluminium Signage & Name TBC
  - ③ Canopy Walkway with Metal Deck Roof. Colour TBC
  - ④ Grey Engineering Brick. Colour TBC
  - ⑤ Entrance Shutter
  - ⑥ Bridge Link - Larch Timber Fins 100 x 50mm
  - ⑦ Existing Multi Storey Car Park
  - ⑧ Planter Barriers With Intermittant Timber and Wire Planting
  - ⑨ Glazed Canopy Link
  - ⑩ Hopper and Rainwater Downpipe



1. Front Elevation - Bridge Link & Stair/Lift Core  
1 : 100



2. Side Elevation Towards MSCP - Bridge Link & Stair/Lift Core  
1 : 100

STATUS	REV	DATE	DESCRIPTION
PL	PL5	15/10/18	Tower position adjusted to consultee feedback
PL	PL3	27/07/18	Planning Submission
PL	PL1	11/04/18	Pre Application Issue

CLIENT	REVISOR
Cardiff & Vale University Health Board	FM
CHECKED BY	KW
ORIGINATOR N/O	151101

AMENDED PL  
 CARDIFF COUNTY COUNCIL  
 STRATEGIC PLANNING  
 & ENVIRONMENT  
 DATE 18/10/18

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DRAWING TITLE  
 Proposed Bridge link and Stair/Lift Core Elevations 1 of 2

SUITABILITY STATUS	SCALE
PL : PLANNING	As indicated @ A1
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASSIFICATION	REVISION
HUB-STL-XX-ZZ-DR-A-XXXX-02003	PL5



Pond



Ground Floor GA  
1 : 100



PL	PL3	27/07/18	Planning Submission
PL	PL1	11/04/18	Pre Application Issue
SD	P31	20/03/18	Issue for Pre Application Information
SD	P17	24/01/18	Updated floor plan - Coffee Shop flipped and doors/windows introduced overlooking lake
SD	P15	23/01/18	Update for viewing at meeting with Bus Companies
SD	P11	21/11/17	Pre Application Issue
SD	P10	15/11/17	Issued to design team
SD	P6	11/10/17	Stage 2 WIP Issue
SD	P1	26.07.17	FIRST ISSUE

STATUS	REV	DATE	DESCRIPTION	REVISED BY
CLIENT				FM
Cardiff and Vale University Health Board				CHECKED BY
				KW
				ORIGINATOR NO
				151101

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PROJECT  
UHW Sustainable Transport Hub

DRAWING TITLE  
Proposed Ground Floor Hub Building (Bike Store & Cafe)

SUITABILITY STATUS PL : PLANNING	SCALE 1 : 100 @ A1
PROJECT   ORIGINATOR   ZONE   LEVEL   TYPE   ROLE   CLASSIFICATION   NUMBER HUB-STL-XX-00-DR-A-XXXX-01001	REVISION PL3



Responsibility is not accepted for errors made by others in scaling from this drawing. All construction information should be taken from figured dimensions only.

- General Notes:**
- Do not scale from this drawing, use figure dimensions only.
  - This drawing is to be read in conjunction with all relevant Architects, Engineers and Specialists drawings and the Specification.
  - All dimensions should be checked on site, prior to starting work on site.
  - Contact utility companies for location of services. Check precise location before undertaking any works on site.
  - Foundations, footings and haunching to be to engineers specification.
  - For drainage details and specification, refer to engineers drawings.
  - All manholes within paving areas to be recessed. For Manhole cover specification, refer to Engineers schedules.
  - For External lighting layout and specification, refer to M&E drawings.
  - Any ecology works to be completed in co-ordination with a qualified Ecologist.
  - All soil is subject to detailed testing and analysis and will be in accordance with the soft landscape specifications.
  - All treatment of softwork areas to comply to BS4428 Code of Practice for general landscape operations.

**Paving and Edging**

- Bound gravel paving
- Wet pour surfacing
- Stepping stones (concrete block paving in grassed area)

**Furniture**

- Relocated benches
- New benches

**Soft Landscaping**

- Existing retained trees
- Proposed trees
- Relocated memorial trees
- New shrub planting
- New grassed areas
- New hedgerows
- Existing planting to be retained



STATUS	REV	DATE	DESCRIPTION
S1	P67	24/10/18	Tree locations demonstrated within easement
PL	PL5	15/10/18	Trees relocated outside DCWW easement
D2	P53	31/08/18	Issue for Tender
PL	PL3	27/07/18	Planning Submission

CLIENT	REVISOR
Cardiff and Vale University Health Board	MN
	CHECKED BY CS
	ORIGINATOR NO 151101

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PROJECT  
**UHW Sustainable Transport Hub**  
 CARDIFF COUNTY COUNCIL STRATEGIC PLANNING & ENVIRONMENT  
 DATE 29/10/18

DRAWING TITLE  
**Proposed Landscape Layout (inc. site wide tree planting)**

SUITABILITY STATUS	SCALE
S1 : SUITABLE FOR CO-	As indicated @ A1
PROJECT ORINATION   LEVEL   TYPE   ROLE   CLASSIFICATION	REVISION
HUB-STL-XX-00-DR-L-XXXX-91003	P67

