

West Area Planning Committee

11th March 2014

Application Number: 13/02563/FUL

Decision Due by: 14th January 2014

Proposal: Reconfiguring part of existing Redbridge Park and Ride Site to accommodate for a temporary period (4 years from completion of development) coach and HGV parking, and associated fencing) (further information)

Site Address: Redbridge Park And Ride, Abingdon Road, **Appendix 1.**

Ward: Hinksey Park

Agent: Turley Associates

Applicant: Oxford City Council And Westgate Oxford Alliance

Recommendation: Committee is recommended to support the proposals in principle but defer the planning application and delegate to officers the issuing of the notice of planning permission, to be simultaneous with that for planning application 13/02557/OUT for the refurbishment and extension of the Westgate Centre if that application is permitted. In the event that that application is refused planning permission, committee is recommended to delegate to officers the issuing of a notice of refusal of planning permission as the application would then be contrary to policy TR9 of the adopted Oxford Local Plan which seeks to protect Redbridge for park and ride purposes only.

Reasons for Approval

- 1 The proposed development seeks to establish the principle of a temporary coach and HGV layover facility as part of a wider set of enabling works for the Westgate Development. The Redbridge Park and Ride has been identified as the most appropriate Park and Ride site for this facility as suitable capacity exists for it to be accommodated without impacting upon the operational requirements of the site. The proposal would be acceptable in terms of Highways Safety and crime prevention, and is only for a temporary period of four years. The surfacing has been designed in a manner that would not create any adverse flood risk, drainage issues, landscaping, ecological, land contamination, air quality, or noise impacts, and any such impacts could be successfully mitigated by appropriately worded conditions. The development would accord with the aims of the National Planning Policy Framework and the relevant policies of the Oxford local Plan 2001-2016, Oxford Core Strategy 2026, and West End Area Action Plan.

- 2 In considering the application, officers have had specific regard to the comments of third parties and statutory bodies in relation to the application. However officers consider that these comments have not raised any material considerations that would warrant refusal of the applications, and any harm identified could be successfully mitigated by appropriately worded conditions.

- 3 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions

To include the following

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Temporary period of 4 years
- 4 Phasing of enabling applications and reinstatement of facilities
- 5 Park Mark Award Measures
- 6 Lighting / CCTV Scheme
- 7 Parking Management Plan – to include visitor coach management, car park management, and priority arrangements for overflow car / coach parking
- 8 Surface Water Drainage Scheme
- 9 Construction Environmental Management Plan
- 10 Landscape and Ecological Management Plan
- 11 Construction Traffic Management Plan
- 12 Details of all signage / markings
- 13 Alterations to the public highway
- 14 Land Contamination
- 15 Gas monitoring

Principal Planning Policies:

Oxford Local Plan 2001-2016

- CP1 - Development Proposals
- CP6 - Efficient Use of Land & Density
- CP8 - Design Development to Relate to its Context
- CP9 - Creating Successful New Places
- CP10 - Siting Development to Meet Functional Needs
- CP11 - Landscape Design
- CP13 - Accessibility
- CP20 - Lighting
- CP22 - Contaminated Land
- CP25 - Temporary Buildings
- TR1 - Transport Assessment
- TR3 - Car Parking Standards
- TR9 - Park & Ride
- TR14 - Servicing Arrangements
- NE15 - Loss of Trees and Hedgerows

HE2 - Archaeology

Core Strategy

CS2 - Previously developed and greenfield land
CS11 - Flooding
CS12 - Biodiversity
CS13 - Supporting access to new development
CS14 - Supporting city-wide movement
CS18 - Urban design, town character, historic environment
CS19 - Community safety
CS10 - Waste and recycling

West End Area Action Plan

WE25 - Visitor coaches

Other Planning Documents

National Planning Policy Framework
Oxpens Masterplan Supplementary Planning Document

Relevant Planning History

The site has an extensive planning history not all of which are relevant to this application. Those of most relevance to this application are listed below

08/00234/FUL - Construction of decked car park structure providing 252 car parking spaces to be retained for a temporary period of 14 months required in connection with the part redevelopment and extension of the Westgate Centre: Withdrawn

Public Consultation

Statutory and Internal Consultees

Oxfordshire County Council

- General: No objection. The County Council welcome the opportunity to work with the developer and City Council to deliver an interim city centre access strategy, of which this application is an integral part while the Westgate Development is taking place. The strategy will need to include further complementary measures (including additional car parking at other city centre sites where possible). The temporary facility must cease operation and be reinstated once the new basement car park at the Westgate is complete and operational for public use and as soon as the Oxpens parking site has been returned to its former use as a car, coach and lorry park. The County seeks clarification as to whether Redbridge will need to be closed entirely for a 5 week period while the construction phase takes place, or if this will be limited to part of the site.
- Highways Authority: No objection subject to conditions. The proposal must be seen as only part of an interim city centre access strategy including further complementary measures (including additional car parking at other city centre sites where possible). It is acknowledged that the parking and ride facility will need to be closed in part during construction. The park and ride car parking should take priority over coach parking, if demand for car parking outstrips supply the number of parking spaces will be reduced accordingly. A Framework

Construction Management Plan for the three sites will be required along with a detailed Construction Traffic Management Plan for each site. Further comment is reported in the Transport section of this report.

- Ecology: No objection. Ecological mitigation and enhancements should be sought to reduce any impact on the nearby watercourses and the habitats and species they support.

Environment Agency: No objection, subject to a condition which requires the submission of a scheme to dispose of surface water.

Thames Water Utilities Limited: No objection. Recommend that petrol / oil interceptors are fitted in all car parking facilities to prevent oil-polluted discharges entering local watercourses; and that proper provision is made for drainage of surface water with storm flows attenuated or regulated into the receiving public network.

Natural England: The site is in close proximity to the Iffley Meadows Site of Special Scientific Interest (SSSI). The development will not have an adverse impact of the special features of this area if it is carried out in accordance with the details of this application. The European Protected Species Survey has identified that the development will not have an adverse impact on species such as bats. The authority should use the standing advice to assess the impact upon domestic species. The local authority should satisfy itself that it has sufficient information to fully understand the impact of the proposal on local wildlife sites. The local authority should explore opportunities for biodiversity and landscape enhancements with the proposal

Cherwell District Council: No objection

Vale Of White Horse DC: No objection

Thames Valley Police: No objection to the proposals. However if the facility is to retain its Park Mark status and maintain its very low crime levels then a condition should be attached which requires details of the measures that will be incorporated to secure this status

English Heritage: The application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice

Environmental Development: Recommend condition relating to gas monitoring.

Officers Assessment

Background to Proposals

1. The application relates to the Redbridge Park and Ride Site which is located on the Abingdon Road approximately 3km south of the City centre. The site is bordered by the Abingdon Road and A4144 to the north and east respectively; Southern By-Pass Road (A423) to the south; and Hinksey Stream to the West (**Appendix 1**). The existing Redbridge Park and Ride facility operates 24 hours a day and provides 1,389 car parking spaces. The application site comprises an area of land (1.3ha) in the north-western quadrant of the existing park and ride which currently provides 360 car parking spaces and the associated aisles for vehicle movement. The surface is a mixture of tarmac road surface and compacted soils and gravel. The site is located within Flood Zone 2. The application forms part of two enabling applications, the other being for the Oxpens Coach and Car Park (13/02558/FUL), which are connected to the outline planning application (13/02557/OUT) that has been submitted for a major retail-

led mixed-use redevelopment of the Westgate Centre.

2. The application seeks temporary permission for a period of 4 years for the following works:
 - removal of up to 360 car parking spaces at the Redbridge Park and Ride facility;
 - provision of up to 72 coach parking spaces in place of the 360 car parking spaces;
 - up to 37 of the coach parking spaces would only be used in the peak periods (i.e. during the summer), and would be available for 101 car parking spaces at other times; and
 - internal access modifications associated with the revised layout
3. The application is necessary due to the removal of the existing coach and HGV layover facility at the Oxpens Coach and Car Park (13/02558/FUL) in order to provide the temporary car parking and an optional coach pick up/drop off facility for visitors and shoppers during the construction of the Westgate Development.
4. An Environmental Statement has been prepared for the Westgate Development as a whole and includes an assessment of the two 'enabling' applications at Oxpens Coach and Car Park and Redbridge Park and Ride despite the fact that these two proposals would not require Environmental Impact Assessments if they were treated in isolation. The findings of the Environmental Statement are reported in the main Westgate report (13/02557/OUT) which appears elsewhere on this agenda.
5. Officers consider the principle determining issues to be:
 - principle of development
 - temporary permission
 - site layout and built forms;
 - operational requirements
 - transport;
 - landscaping;
 - flood risk and drainage;
 - biodiversity; and
 - other matters

Principle of Development

6. The National Planning Policy Framework (NPPF) encourages reusing land that has been previously developed. This is supported by Oxford Core Strategy Policy CS2. The Oxford Local Plan Policy TR9 states that parking provision at Redbridge would be protected for park and ride purposes. The West End Area Action Plan (AAP) has identified that the relocation of coach parking from the Oxpens site is essential to the long term aspirations for the area. As a result AAP policy WE25 states that visitor coach parking should be provided at park and ride sites, with the preamble to the policy identifying Redbridge as the most suitable in terms of long term provision. The general principle of using the existing car park to provide temporary coach parking facilities would accord with these

objectives.

Temporary Permission

7. Oxford Local Plan Policy CP25 deals with temporary buildings. It states that permission will only be granted where short term need has been clearly demonstrated, such as on sites already allocated for permanent development, buildings to house short term projects, to meet seasonal or peak demands, for urgent operational requirements, or in connection with major site development work. The application is required to replace the existing coach and HGV layover facility at the Oxpens Coach and Car Park which in turn is to be replaced with temporary car parking and an optional coach pick up/drop off facility for visitors and shoppers during the construction of the Westgate Development. The temporary facilities at Oxpens would displace 34 Coach and HGV layover spaces, and Redbridge Park and Ride site has been identified as the only Park and Ride facility capable of accommodating these spaces.
8. The timeframe for the temporary arrangements would be for a period of 4 years. This is based on the construction programme for the Westgate Development which is expected to be completed in late 2017 subject to permission plus contingency for any delays to the construction period. The development phasing of the two enabling applications would be for the temporary arrangements at Redbridge to be operational prior to the closure of the Oxpens Coach and Car Park in order to facilitate the implementation of the temporary coach and car parking at Oxpens. This would ensure that coach and HGV layover parking availability is maintained. The temporary arrangements would then cease operation and revert to their former use once the Oxpens Coach and Car Park has been returned to its former use.
9. The temporary arrangements at the Redbridge Oxpens site would represent an integral part of enabling the redevelopment of the Westgate Centre. There is a clear short-term need for these arrangements as part of operational requirements in conjunction with major site redevelopment work which would be consistent with the aims of Policy CP25. The phasing of the works and the eventual reinstatement could be secured by condition.

Site Layout and Built Forms

10. The submitted plans set out the layout of the coach parking and circulation arrangements within the site. The reconfigured layout would be achieved through the use of plastic permeable matting with a geotextile layer below which would be laid over the existing car park. This matting would provide 35 HGV bays (for coaches and lorries) and ensure the stability of the ground beneath the matting post development and the provision of filter drains beneath the matting. The layout also proposes a number of additional overspill coach bays (up to 37) which would be used at weekends during May to August only. The spaces would be formed on the existing surface of the car park which has been identified as able to withstand the loads from these vehicles for the shorter periods envisaged.
11. The coach and car park spaces would be marked out using temporary moveable

fencing with new line marking and directional signage. The existing height restriction barrier at the entrance would need to be removed. There would also be a need for additional lighting and CCTV.

12. The scale and nature of the proposed works would not have an adverse impact on the character and appearance of the existing Park and Ride site, as they largely involve alterations at surface level whose visual impact would largely be imperceptible within the site. The moveable fencing would be visible but would be inconsistent with the types of barriers that could normally be expected in parking areas.

Operational Requirements

13. A Parking Management Plan has been included with the application to outline how the temporary facility will be managed during the 4 year period. The site would be maintained and managed by Oxford City Council's Parking Team
14. Day-to-Day Operation: The park and ride site would operate on a 24 hour daily basis and would be accessible at all times through a pay and display system. The coach layover would also adopt a pay and display model, with two machines installed at the site, and a potential pay by phone service and number plate recognition system installed. The overflow coach parking spaces would be activated during the peak tourism season (May-August) and temporary staff employed to manage traffic flow at weekends. It is recognised that car traffic during the peak tourism season generally decreases which enables the park and ride site to provide the additional coach parking spaces without disruption to car users. The overflow system would use manoeuvrable barriers which would be deployed by Oxford City Council staff on Friday evenings and removed on Sunday evenings. The tariff structure for each coach and HGV would be £10.00 for up to 24 hours and there would be no limit on the length of stay.
15. Safety & Security: The Parking Management Plan makes clear that there would be an overall aim for the facilities to achieve the Park Mark award which is aimed at reducing both crime and the fear of crime in parking facilities. The site would be patrolled by enforcement staff four times per day between the hours of 07.15 and 22.00 hours. A CCTV system would be installed which has a digital recorder on site, and footage will be communicated to the Thames Valley Police control room in St Aldate's or Oxford City Council security monitoring system which is also visible in the Thames Valley Policy control room. A 24 hour help line would also be displayed on site. A lighting system would be developed for the site. The site would also follow the Oxford City Council Parking Facilities Health & Safety Procedures with testing carried out on a monthly basis. The parking area would also have clear signage throughout to encourage wayfinding through the parking facility.
16. Having reviewed the contents of the Parking Management Plan, officers consider that the site would be managed in an appropriate manner which mitigates any impact upon the remainder of the parking within the Park and Ride site. A condition should be attached which requires the parking management plan to be implemented before occupation, and for the development to adopt the relevant

principles to achieve the Park Mark status as recommended by the Thames Valley Police.

Transport

17. A Transport Statement (TS) has been submitted with the application which considers the traffic impact and highway safety of providing the layover facility within the Park and Ride site. The scope of this Transport Statement has been developed in conjunction with the Highways Authority. The Redbridge Park and Ride Site is accessed from the Abingdon Road (A4144) with the exit onto the old Abingdon Road. The park and ride has 1,389 car parking spaces. The proposed development would reduce the number of available parking spaces by up to 360. This would be through the introduction of temporary matting covering 259 car parking spaces which would provide 35 coach/HGV spaces. A further 37 coach spaces will be formed over the existing ground and brought into use at peak periods (weekends May-August) but will provide 101 car parking spaces at all other times. The facility will only act as a layover facility for coaches and HGVs, and there would be no drop-off / pick up passenger bays proposed at this location. The pick-up and drop off will occur at alternative locations in the city centre which are currently being determined by the Oxfordshire County Council as part of a wider city centre access strategy.
18. Highway Impact: The TS has identified that there is sufficient capacity within the park and ride to accommodate the coach and HGV spaces with approximately 627 spaces still available on weekdays and 865 on Saturdays. In terms of traffic generation, the Highway Authority is satisfied with the methodology, baseline traffic flows and traffic generation figures contained within the TS and that the facility would not have a material impact upon the existing park and ride site. As the temporary arrangements would include spaces that respond flexibly to demand for coach or car parking, then it would be important for the car parking to take priority over coach parking if demand for car parking outstrips supply. This should be secured by condition.
19. Layout and Access: The proposed layout shows up to 35 coach and HGV parking spaces measuring 16.5m x 3.5m, and an additional 37 coach only spaces 15m x 3.5m. The spaces would be to a standard size. The layout also includes details of the circulatory route, extent of temporary fencing and the proposed alterations to the existing access/egress arrangements onto the old Abingdon Road. These alterations would be to signage arrangements only and not the existing highway. The Highway Authority has raised no objection to these arrangements, but to ensure there is no conflict between coaches and HGVs using the layover area, and cars using the Park and Ride, new line marking and directional signage should be added to ensure that cars do not enter the coach parking area.
20. The Highway Authority has raised concerns about the ability for coaches to exit the site onto the old Abingdon Road however, and to gain access to the eastbound bus lane which leads onto the A4144 Abingdon Road. The TS recognises that a capacity assessment of the junction or road safety audit has not been carried out, primarily because the access has previously been used by similar vehicles. The TS has recommended that these matters should be

reviewed once the facility is operational, in order to consider whether any works are required to improve the junction or additional measures such as signage are necessary. The Highway Authority has raised no objection to the monitoring of these elements subject to a condition requiring any changes to the existing highway to be made at the applicant's expense.

21. Construction Traffic Management: The construction phase for the temporary coach and HGV parking would require this part of the site to be closed for up to 5 weeks but the remainder of the park and ride would remain open at that time. In order to ensure that the works are carried out in a phased programme to facilitate the other enabling car park developments, a Framework Construction Management Plan would be required covering the main Westgate site, Oxpens, and Redbridge along with the detailed site specific Construction Traffic Management Plan. This should be secured by condition. Having reviewed the Transport Assessment, officers consider that the proposed temporary arrangements would not have an adverse impact upon the existing capacity of the Redbridge Park and Ride or highway safety subject to appropriately worded conditions.

Landscaping

22. The proposal requires the removal of 12 trees (mix of maple, willow, and hawthorn trees) from within the site. An Arboricultural Survey Report has been submitted which concludes that the trees are of a moderate quality. Having reviewed the submitted details, officers consider that the Park and Ride site does not represent a significant landscape asset in its own right, though it is visible in public views from the Abingdon Road in the vicinity of the nearby roundabout so that its appearance has an influence on the quality of the public realm locally. Much of the site is screened from public view by tree belts along the eastern boundary, but tree planting within the car park also mitigates (to a lesser degree) the visual impact otherwise created by large areas of car parking.
23. The trees proposed for removal are not individually significant and the collective loss of these features would have only a limited impact to the screening function in public views. The dense planting and tree cover around the perimeter of the Park and Ride site would still provide adequate screening and mitigation for the relatively small number of tree losses involved within the development. As the proposal is of a temporary nature, the impact can ultimately be reversed over time after the development reverts back to its former use through appropriate replacement planting.

Flood Risk and Drainage

24. The site is situated within Flood Zone 2. A Flood Risk Assessment (FRA) has been submitted which includes a sequential test that demonstrates that there are no other available sites in Oxford with a lower probability of flooding to accommodate the temporary coach and HGV parking. The FRA has assessed the flood risk as low for the following reasons:
- the lowest ground levels at the Redbridge Park and Ride Site are 56.3 (AOD) which are 0.3m above the peak flood level for the 1 in 100 year fluvial flood

- level within the adjacent land (Hinksey Stream);
- the proposal would not reduce floodplain storage or increase the risk of fluvial flooding elsewhere; and
- the permeable plastic matting would allow surface water to percolate into the underlying subsoil maintaining the existing rate of surface water runoff.

25. Having reviewed the findings of the FRA officers consider that the proposal would not conflict with the aims of Oxford Core Strategy Policy CS11 which seeks to ensure that development does not increase flood risk. The Environment Agency has raised no objection to the proposal subject to the conditions being imposed which secure a surface water drainage scheme.

Biodiversity

26. The application site is not within or adjacent to any statutory nature conservation designations, although the Iffley Meadows Site of Special Scientific Interest (SSSI) is within close proximity. The Environmental Statement concludes that the proposed development would not have an impact upon the special interest of these sites. Natural England concurs with this statement provided the development is carried out in accordance with the details contained within the application.

27. The Ecological Appraisal highlights the potential for bats, nesting birds, and common invertebrates to be present on the application site, and for otter, water vole, common invertebrates, and fish and crayfish to be present in the western end of Hinksey Stream. The appraisal acknowledges that there is potential for adverse effects to occur to those habitats and protected, BAP and other notable fauna present on or adjacent to the site during the construction phase. The provision of a Construction Environmental Management Plan would minimise these effects. Natural England is satisfied that the development is unlikely to have an impact upon protected species.

28. The ES proposes potential biodiversity enhancements through soft landscaping, and the provision of bat and bird boxes, and a lighting scheme. These would be achieved through a Landscape and Ecological Management Plan which would ensure the survival of habitats and opportunities for protected, BAP and other notable fauna in the long term. Natural England has recommended that biodiversity enhancements and a landscape strategy which mitigates any ecological impact are included in the scheme. Therefore officers would raise no objection to the proposal under Oxford Core Strategy Policy CS12 subject to conditions imposing the provision of the biodiversity enhancements recommended in Environmental Statement.

Contaminated Land

29. The Environmental Statement (ES) submitted with the application includes a section on ground conditions. The Ground Conditions chapter constitutes a desk study and preliminary risk assessment and meets the requirements of phase 1 of a phased risk assessment as set out in the Environment Agency's CLR11- Model Procedures for the Management of Contaminated Land. The preliminary risk

assessment has identified a number of potential sources of contamination associated with the presence of a historic landfill on the site. The potential risks to identified receptors have been assessed as low to medium.

30. As no groundworks are proposed and the surface would be permeable, then the gas regime is unlikely to be significantly altered by the proposed development. Nevertheless gas monitoring would be prudent and a condition is suggested accordingly

Other Matters

31. Air Quality: The Environmental Statement considers the impact of the proposed development upon air quality. It concludes that the emissions from the construction plant would be small in comparison to those already present from road traffic on the existing network. Furthermore the temporary arrangements would not result in a significant change in traffic flows along the Abingdon Road and therefore the effect of the completed and operational parking on air quality would be negligible.

32. Noise & Vibration: The Environmental Statement has identified that the closest noise sensitive uses to the application site would be the residential uses on Abingdon Road. The proposal would not create any adverse noise impacts upon these uses.

Conclusion

33. The proposal is supportable in terms of the relevant policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, and West End Area Action Plan and therefore officer's recommendation to the Members of the West Area Planning Committee is to support the planning application as indicated at the head of this report.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

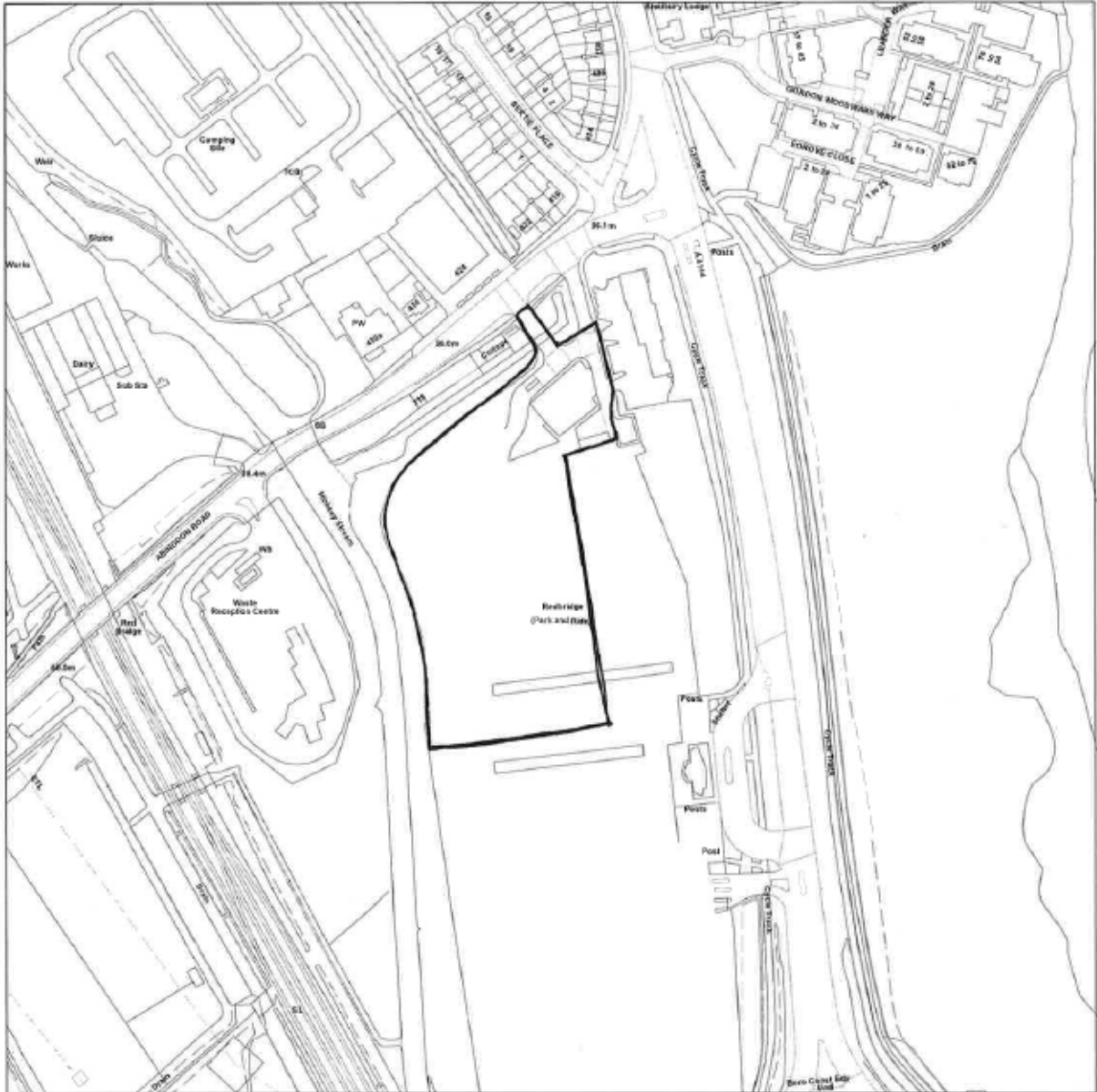
Contact Officer: Andrew Murdoch

Extension: 2228

Date: 28th February 2014

Appendix 1

Redbridge Park and Ride (13/02563/FUL)



Scale : 1:2500

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