

# Car Park Site Selection Report

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# Car Park Site Selection Report

## 1. Introduction

1.1 Savills have been instructed by The Hillingdon Hospitals NHS Foundation Trust (subsequently referred to as 'the Trust') to undertake an appraisal to determine potential sites for a temporary car park whilst construction works are undertaken at Hillingdon Hospital.

1.2 On 18<sup>th</sup> January 2023, a Hybrid planning permission was granted at Hillingdon Hospital by Hillingdon Major Planning Committee (ref. 4058/APP/2022/1788) for the following development:

*"Full Planning Permission for the demolition of the existing Hillingdon hospital and associated buildings, and the erection of a new, replacement hospital, multi storey car park, mobility hub alongside highway works and opens space incidental to the proposed development; and for outline planning permission, with all matters reserved except for access, for a mixed use development comprising up to 327 residential units and 800 sqm of supporting commercial, business and service use."*

1.3 Due to the application being of a potential strategic importance, it was referred to the Major under category 1A, 1B, 1C and 3F of the Schedule to the Order 2008 and therefore was subject to a GLA Stage 2 referral. This was completed on 14<sup>th</sup> September 2023 and it concluded that the Mayor was content for the Council to determine the case itself as the strategic issues raised at consultation stage were successfully resolved.

1.4 Following the agreement of the S106 on 12<sup>th</sup> October 2023, the planning decision was issued.

1.5 In the S106 agreement, there is an obligation for confirmation of a Temporary Visitor and Staff Parking scheme, to come forward before the commencement of Phase 1. The S106 (ref. 4058/APP/2022/1788) defines the Temporary Car Park as "*means of an off-site area of land nominated by the Owner for use as a car park by Hillingdon Hospital NHS Trust staff and visitors which can accommodate approximately 450 cars and vehicles.*"

1.6 During the first phase of the construction period Mott MacDonald advise that a loss of 600-700 hospital parking spaces will be lost. To offset this loss, the Trust has developed a decant strategy which includes some services being provided offsite at Mount Vernon Hospital with associated temporary car parking provision for 127 spaces.

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1.7 This leaves a residual number of approximately 470 to 570 car parking spaces lost during construction of Phase 1. A temporary car park is therefore required to accommodate the shortfall during construction of Phase 1.

1.8 In order to carry out site suitability analysis for a temporary car park, we have undertaken discussion with the Trust, desk based research as well as reviewing national and local planning policy in light of the proposed development.

1.9 This document aims to set out the research undertaken, and is structured as follows:

- Site Parameters Methodology
- Findings Part I
- Findings Part II
- Findings Part III
- Conclusions
- Appendices

## 2. Proposal Parameters

2.1 As noted above, the Construction of a new Hillingdon Hospital cannot commence until a temporary car park is secured.

### Planning History – Council comments

2.2 Land at Moorcroft Lane has already been appraised by Mott Macdonald (see Appendix 1 Mott Macdonald scoping report), and it was deemed suitable for the requirements of the hospital's temporary car park, due to its close proximity to Hillingdon Hospital and availability of space for approximately 400 spaces.

### Pre-application Advice

2.3 A Pre-Application meeting with Hillingdon Council took place on the 13th April 2022, addressing the proposals for the Land at Moorcroft Lane. In their written response, dated 19<sup>th</sup> August 2022, the Council advised that a site selection process should be prepared, considering other sites within a reasonable walking distance of the site or those further away with the use of a shuttle bus.

2.4 In the pre-application advice, it was specified that in the first instance, the applicant should investigate other brownfield sites within a reasonable walking distance of the site or via use of a shuttle bus.

### Temporary car park requirements – Trust requirements

2.5 Whilst the new Hillingdon Hospital is being built, is essential for the running of the existing hospital that staff continue to be able to have access to parking.

2.6 The Construction programme envisages that the temporary car park will be required for up to 7 years, and when the new hospital is completed, it is proposed that the site of the temporary staff car park will be remediated to its original use and condition.

2.7 In discussion with the Trust, and considering realistic requirements of Hospital Staff for car parking accessible 24 hours a day, the following parameters have been defined:

- Preference is for one single site to come forward for all spaces, to maximise ease of use and management by the Trust;
- Preference is for the site to be within 15 minutes walking distance of the Hospital;
- Options with the potential for a “shuttle bus” to be used to sites further afield. These potential sites should be no more than a 15 minutes bus journey away;
- It will need to be accessible 24 hours a day, as staff undertake shift patterns meaning that they will need access at all times of day; and,
- On site security will need to be provided, alongside suitable lighting of the car park for safety.

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2.8 The temporary car park would be constructed, and after it is no longer required, it will be restored to its original use.

## **Temporary car park requirements – Planning parameters**

### Policy Context

2.9 All the sites reviewed are within the administrative area of Hillingdon Council or nearby Buckinghamshire Council. However, those in detailed assessments 2 and 3 below, all have Hillingdon Council as the Local Planning Authority ('LPA') responsible for setting planning policy requirements and decision making within the area. As such, Hillingdon policy only is reviewed below.

2.10 Section 38(6) of the Planning and Compulsory Purchase Act and Section 70(2) of the Town and Country Planning Act 1990 (as amended) outlines the requirement for planning applications to be determined in accordance with the development plan for an area, unless any material considerations indicate otherwise. This requirement is reiterated within the introduction to the National Planning Policy Framework (NPPF).

2.11 For the purposes of S.38(6) of the Planning and Compulsory Purchase Act and S.70(2) of the Town and Country Planning Act, the development plan consists of:

- Local Plan: Part 1 Strategic Policies (Adopted November 2012);
- Local Plan: Part 2 Development Management Policies (Adopted January 2020)
- The Local Plan Part 2: Site Allocations (January 2020)
- The West London Waste Plan (July 2015)
- The London Plan (March 2021)

### Other Material Considerations

#### *Hillingdon Open Space Strategy 2011-2026*

2.12 Produced in 2011, this supplementary document seeks to highlight the value of Hillingdon's open spaces, it supports the Local Plan in protecting these areas and identifies new spaces within the borough.

#### *National Planning Policy Framework (NPPF) (2023)*

2.13 In addition to the adopted development plan, the National Planning Policy Framework (NPPF) is an important material consideration. The NPPF sits outside of the adopted development plan, however outlines the Government's planning policies. The revised NPPF was adopted in December 2023.

Planning Practice Guidance (PPG) is also a material consideration.

### Planning Considerations and relevant planning policy

#### *The Green Belt*

2.14 The Green Belt serves five purposes;

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- a. to check the unrestricted sprawl of large built-up areas;
- b. to prevent neighbouring towns merging into one another;
- c. to assist in safeguarding the countryside from encroachment;
- d. to preserve the setting and special character of historic towns and;
- e. to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

2.15 NPPF (Section 13) reaffirms the government's commitment to protecting the Green Belt. Paragraph 152 notes that development in the Green Belt is 'inappropriate' and should not be approved except in 'Very Special Circumstances'. NPPF Paragraph 154 notes exceptions as:

- a) buildings for agriculture and forestry;
- b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments;
- c) as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- d) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- e) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
- f) limited infilling in villages;
- g) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and
- h) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:
  - – not have a greater impact on the openness of the Green Belt than the existing development; or
  - – not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority

2.16 Paragraph 155 notes 'Certain other forms of development are also not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it. These are:

- a) mineral extraction;
- b) engineering operations;

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- c) local transport infrastructure which can demonstrate a requirement for a Green Belt location;
- d) the re-use of buildings provided that the buildings are of permanent and substantial construction;
- e) material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds); and
- f) development, including buildings, brought forward under a Community Right to Build Order or Neighbourhood Development Order.

2.17 Policy G2 of the London plan, Policy EM2 of the Hillingdon local Plan: Part 1 – Strategic Policies, and Policy DMEI 4 of Hillingdon Local Plan part 2: Development Management policies, reflect the protection of Greenbelt and exceptions as outlined in the NPPF.

2.18 It is noted that a proposal for a car park does not meet the tests for exceptions as outlined in paragraphs 154 and 155 of the NPPF, and therefore development of this kind must demonstrate 'Very Special Circumstances' which outweigh any potential harm to the Green belt caused by the development.

2.19 NPPF paragraph 153 notes that '*Very Special Circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and other harm resulting from the proposal, is clearly outweighed by other considerations.*'

2.20 It is noted that Metropolitan Open Land is a London-wide designation which is defined in the London Plan as 'strategic open land within the urban area that contributes to the structure of London'. In terms of its purpose, Metropolitan Open Land fulfils one or more of the following:

- it defines the physical structure of London by being clearly distinguishable from the built up area;
- it includes open-air facilities, especially for leisure, recreation, sport, the arts and cultural activities, which serve either the whole or significant parts of London;
- it contains features or landscapes (historic, recreational, biodiversity) of either national or metropolitan value.

2.21 London Plan 2021 Policy G3 Metropolitan Open Land gives London's Metropolitan Open Land the same level of protection as Green Belt.

2.22 A key matter for the appraisal of sites is to place preference on sites that are not in the Green Belt or Metropolitan Open Land. As such, sites assessed within these designations will be limited, but not discounted from the assessment due to the availability of sites.

*Heritage Assets and Conservation*

2.23 Heritage assets are provided protection in policy, such that any development should not harm the significance of a listed building and its setting, and should protect and/or enhance the Character and Appearance of a Conservation Area.

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2.24 NPPF Section 16: conserving and enhancing the historic environment details the protection to be afforded to the significance of any heritage assets affected, including contribution to their setting, for any proposed development. Paragraph 206 notes that any harm, or loss to, the significance of a designated heritage asset will require justification.

2.25 The assessment of whether harm is caused to nearby heritage assets would need to be assessed, in regards to a site specific appraisal.

2.26 For this reason sites have not been excluded if they are within Conservation Areas, or adjacent to statutory designated heritage assets.

## *Recreation Grounds and Open Space*

2.27 NPPF (2023) paragraph 103 notes:

*“Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

*a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*

*b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*

*c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.”*

2.28 Developing this land would not also meet the Council's strategic policies as outlined in the Adopted Strategic Policies (November 2012). It wouldn't comply with policy SO3, which aims to improve the quality, and accessibility to the heritage value of the borough's open spaces. It would also compromise the Local Plan's aim to promote healthier and more active lifestyles through the provision of access to recreation.

2.29 The Hillingdon Open Space Strategy 2011-2026 notes that 'there is just over 7 hectares of open space with unrestricted access per 1000 population', however, 'the distribution of open space in the borough is not even'. The strategy notes that the current level of provision is sufficient to meet minimum standards set of 6 hectares per 1000 population to 2026. However, it is noted that there is insufficient provision in certain wards, and should the population grow, there would also be insufficient 'recreational' or 'formal open space', including within Hillingdon East.

2.30 Recreation grounds and parks hold significant value for the community as a place for sport and recreation which would mean development, even if temporary, would be damaging for the local area. As per the availability of such spaces, loss of recreational open space would lead to insufficient amounts of this amenity space for the community.

2.31 Statutory consultees in development that impact playing fields, such as Sport England, oppose any development that will create the loss of such provision, unless suitable and enhance facilities are provided in lieu. Alternative provision for such sites would be required, which would create additional logistical and costs challenges to the Trust, and would be of potential harm to the local community.

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2.32 It has been concluded that these sites would be unviable, and a full appraisal of these sites would not therefore be required.

2.33 Recreation grounds and parks have subsequently been removed from the final site selection due to the policy constraints which would deem these sites unviable. It is noted some of these sites would be of a suitable size for a car park.

## *Flood Risk*

2.34 The NPPF paragraph 165 encourages that development is located in areas away from those areas at risk of flooding, and that where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere. Paragraph 173 notes that application may need to be supported by a Flood Risk Assessment, and should not increase the risk of flooding elsewhere. It also notes that development should only be allowed in areas at risk of flooding where, in light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

- a) within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location;
- b) the development is appropriately flood resistant and resilient such that, in the event of a flood, it could be quickly brought back into use without significant refurbishment;
- c) it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;
- d) any residual risk can be safely managed; and
- e) safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

2.35 NPPF Annex 3 notes that 'car parks' are considered to be in the 'less vulnerable' flood risk vulnerability classification. It is noted that hospitals are cited as in the 'more vulnerable classification'.

2.36 As car parks are not considered 'water compatible development' and the proposed use of the car park is in association only with hospital use, it is considered that development of the car park should be cited in area within Flood Zone 1 (low probability of Flooding).

## *Transport and Access*

2.37 Policy T1, T5 and T6 of the London plan work together to provide a way for the strategic target of reduction in private vehicle transport, and an increase in trips within London to be made by foot, to be met by 2041.

2.38 Policy DMT 5 of the Hillingdon Local Plan: Part 2 Development management Policies reflects this target.

2.39 Policy DMT6: vehicle parking, requires that parking standards should apply to facilitate sustainable development.

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2.40 The car park is necessary for staff and the operation of the hospital and would be available 24/7, with a low level of lighting for the protection of staff and security. The new car park allows for the offset of the loss of around 400 car parking spaces whilst the Hillingdon Hospital development is constructed.

2.41 Access to the hospital within 15 minutes walk, would meet the aims of the Hospital in providing safe and secure access to the hospital for staff and visitors. However, it is noted that the shorter the distance for walking is preferable from a staff retention, highway safety and security viewpoint.

2.42 Previously developed land is preferable for limiting the impact of development on the surrounding environment, and on the road network. Such that where a site is in existing use, with transport movements, it is likely to result in less impact to the local road network.

2.43 However, the trust is prepared to provide highways development where this is required to make the site safe and suitable for access.

## *Trees and Ecology*

2.44 As highlighted in the in NPPF 2023, paragraph 186:

*"If significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused."*

2.45 Local plan 2: Development Management Policy DHMB 14: Trees and Landscaping expects that all development to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit. The policy requires that proposals that would effect trees to highlight how trees will be protected, replaced or must provide offsite contributions.

2.46 Policy DMEI 5: Development in Green Chains is only supported if it conserves and enhances the visual amenity and nature conservation value of the landscape, having regard to: maintaining visual break in built-up area, improvements to biodiversity and provision and improvement of public access and recreational facilities.

2.47 Policy DMEI 7: Biodiversity Protection and Enhancement requires that development should retain and enhance any existing features of biodiversity or geological value within the site. Where loss is avoidable, replacement is required on site or via offsite contributions. The policy notes that where significant harm cannot be avoided, development proposals will usually be refused.

2.48 The assessment of whether harm is caused to on site trees or ecology would need to be assessed, in regards to a site specific appraisal.

2.49 For this reason sites are assessed with a criteria considering trees, ecology and biodiversity as outlined in relevant policy.

## *Amenity impact*

2.50 Local plan Policy DMHB 11: Design of New Development requires that all development should be designed to the highest standards, and should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

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2.51 Policy DMEI 4: Development in the Green Belt or on Metropolitan Open Land notes that it will be permitted only where the proposal would not have a greater impact on the Green Belt or MOL openness, and purposes of land within it, having regard to:

- Height and bulk of existing buildings;
- Proportion of site already developed;
- Footprint distribution and character of existing buildings on site;
- Relationship of proposal with any development on site that is to be retained; and,
- Visual amenity and character of the Green Belt and MOL.

2.52 Policy DMEI 5: Development in Green Chains places similar requirements to development in Green Chains.

2.53 Policy DMCI 3: Public open space provision notes that public open space will be protected, and the development proposals that are within the immediate vicinity of public open space must not impact negatively on amenity, ecological value and functionality of the space.

2.54 Policy DMT 2: Highways impacts requires development to ensure that safe and efficient vehicular access is provided, that proposals do not contribute to the deterioration of air quality, noise or local amenity or safety of all road users and residents, and that impacts on local amenity and residents are minimised through routing traffic by the most direct means to the strategic road network, avoiding local distributor and access roads.

2.55 The assessment of whether harm is caused to nearby neighbours, the local transport network would need to be assessed, in regards to a site specific appraisal.

2.56 For this reason sites are assessed with a criteria considering amenity.

*Contamination*

2.57 Previously developed land is preferable for limiting the impact of development on the surrounding environment, and to restrict the need for extensive development.

2.58 A car park is at low risk for contamination. However, where contamination is known it is preferable to avoid such sites due to additional costs of construction of the trust.

## 3. Methodology

### Assessment Approach

3.1 As noted above, the key considerations for data gathering and subsequent assessment fall under the following headings:

- The Trust requirements
- The Council comments
- Planning considerations

3.2 This methodology section outlines the approach taken to assessment, and the considerations that have been applied to the considerations outlined in section 2 above.

### *Data Gathering*

3.3 Savills Data and Insights team have completed a search of sites within the local area that have the potential to be used for a temporary car park.

3.4 They have utilised data from the following sources.

Name on the map	Source name	Website link
Listed Buildings	Listed Buildings - Historic England	<a href="https://historicengland.org.uk/listing/the-list/data-downloads/">https://historicengland.org.uk/listing/the-list/data-downloads/</a>
Land Parcel	HM Land Registry + commercial ownership data	<a href="https://use-land-property-data.service.gov.uk/">https://use-land-property-data.service.gov.uk/</a>
Existing Car Parks	OpenStreetMap	<a href="https://www.openstreetmap.org/#map=7/52.018/19.137">https://www.openstreetmap.org/#map=7/52.018/19.137</a>
Conservation Areas	Conservation Areas - Historic England	<a href="https://historicengland.org.uk/listing/the-list/data-downloads/">https://historicengland.org.uk/listing/the-list/data-downloads/</a>
Green Belt	Green Belt – Ministry of Housing Communities and Local Government	<a href="https://www.data.gov.uk/">https://www.data.gov.uk/</a>
Flood Risk	Flood Map for Planning (Rivers and Sea) - Environment Agency	<a href="https://environment.data.gov.uk/">https://environment.data.gov.uk/</a>
Walking Distance	Calculated using Open Route Service	<a href="https://openrouteservice.org/services/">https://openrouteservice.org/services/</a>
Driving Distance	Calculated using Travel Time API	<a href="https://traveltime.com/data/driving-model">https://traveltime.com/data/driving-model</a>
Base map	Google Satellite	<a href="https://www.google.com/maps">https://www.google.com/maps</a>

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## *Filtering*

3.5 The insights team have applied the filters regarding site size (such that they are at least 5,000 sqm which is the measure for between 350-450 space car park), and with a filter in regards to travelling time, such that the data includes all sites that are within 15 minute walk of the hospital and those within a 15 minute shuttle bus journey, as advised by the Trust and the Council. This full list of sites is shown in Appendix 2.

3.6 To achieve the final list of sites reviewed, the sites output from the initial site search, the sites have been filtered by way of maximum and minimum journey times, such that in heavy traffic periods such as 'rush hour' times between 8am - 10 am and 4pm - 7pm, any sites that exceed the maximum 15 minutes journey times have been removed. This is in line with the hospital requirements for shift workers, visitors and staff, and keeps preference on accessibility and transport policy. Only limited brownfield sites were identified that could host the temporary car park.

3.7 Therefore, whilst brownfield land is preferable in planning policy terms, the analysis has included land that does not appear to have been previously developed, where this contributes suitably sized sites, within a reasonable walking distance of the Hospital, so that these can be assessed.

3.8 As noted above, sites have been removed that are used as recreation grounds, schools, parks and public open space on account of the harm associated with their loss from these uses.

3.9 Due to the extensive Green Belt designations within Hillingdon, this refined list of sites includes Green Belt land excluding sites designated for recreation. However, as there is a lower advantage to the use of sites that rely on a shuttle bus service compared to sites within walking distance, those sites that would require a shuttle bus service or rather, those sites exceeding 15 minutes walk, but within 15 minutes drive, only includes available Brownfield land or Green Belt land that has been previously developed.

3.10 170 sites therefore make up the initial data.

## *Assessment approach*

3.11 All sites output further to the initial filtering process outlined above, have been assessed against the following planning considerations as expanded in section 2 above:

- Green Belt
- Heritage and Conservation Areas
- Flood risk
- Transport and Access
- Trees and Ecology
- Distance from the Hospital/Safety
- Amenity
- Contamination

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3.12 They have also been assessed considering the Trust requirements, and in particular distance to the hospital and safety of travel for staff and visitors. As the preference for the trust is for the site to be within walking distance, the findings of these assessments have been split as follows:

- **Findings Part 1** – Initial filter approach
- **Findings Part 2** - Findings for sites within a 15 minute walk of the hospital.
- **Findings Part 3** – Findings for sites within a 15 minutes' drive from the hospital during rush hour.

3.13 Both parts of the assessment approach have utilised full site review, and have utilised a scaled Site suitability assessment, which evaluates the considerations against a **red**, **amber** or **green** (RAG) appraisal, whereby:

- **Red** - Sites that receive a red status for any of these considerations are deemed to be unsuitable for the use of temporary car park.
- **Amber** - Considerations that are classed as amber are viewed as having various limitations, with the possibility of being a viable site.
- **Green** - Green considerations are viewed as positive and likely to be suitable.

## *Criteria weighting*

### Green Belt assessment

3.14 It is noted that whilst it is not preferable that the Site would be in the Green Belt, due to the size and location of the site in regards to the needs of the Trust, it may be necessary for a Green Belt location to facilitate the car park.

3.15 As such the assessment marks all sites within the Green Belt with an amber rating, and all those outside it with a green rating. Subsequent Green Belt assessment is then undertaken with a review of the site specifically in relation to the proposals impact on the Green Belt in that location.

### Heritage and Conservation Areas

3.16 Assessment is taken in regards to the NPPF assessment of heritage harm in regards to adverse impact on a heritage asset's significance, or on the character and appearance of a Conservation Area, such that where the proposal is considered to have no harm it is marked Green, where there is less than substantial harm it is marked orange, and where there is total loss or substantial harm it is marked red.

### Flood risk

3.17 As noted in section 2, the vulnerability of the use in relation to providing a suitable location for staff for a hospital 24/7 hours a day meant that all sites should be in Flood Zone 1. Sites in Flood Zone 1 are marked Green, sites in Flood Zones 2 and 3 are marked red. If a site is partially within Flood Zone 1 and 2 it is marked amber as would be subject to further technical investigation.

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## Transport and Access

3.18 Where an existing access, and use that leads to transport movements is found, the green rating is applied. Where an access would need to be constructed, and some change to the nearby road network would be necessary amber is applied. Where there is no access to the site, or a very difficult construction or transport programme would be required, red is applied.

3.19 The distance between the temporary car park and the Trust is also a consideration. Sites that are within a short walking distance, defined as under 10 minutes have the green rating applied if they comply with the access considerations outlined above. Those that are between 10-15 minutes walking distance away receive a minimum of an amber rating. Sites that require a shuttle bus receive a red rating due to the logistical issues that this will entail.

## Trees and Ecology

3.20 Loss of trees, ecology and/or biodiversity should be avoided, and harm to existing trees and biodiversity should also be avoided. Where significant loss to trees and/or on site ecology would be caused by the proposal, the site is given a red rating. Where some tree loss or ecology impact may be possible the site is given an amber rating. No sites are given a green at this stage unless the land is already developed as detailed assessment would be required to understand the level of harm, if any, that the proposed development would cause.

## Amenity

3.21 The assessment of whether harm is caused to nearby neighbours would need to be assessed, in regards to a site specific appraisal.

3.22 Where some impact is likely, amber will be noted. Where significant change is likely to be found to amenity then the site will be rated red. No sites are given a green rating at this stage as detailed assessment would be required and some level of impact is inevitable given the scale of the site requirement.

## Previously developed land/Contamination

3.23 Previously developed land is preferable for limiting the impact of development on the surrounding environment.

3.24 Where contamination is known it is preferable to avoid this due to additional costs to construction and therefore a red will be noted. Otherwise, medium risk of contamination will be amber, and low risk of contamination will be green. This will be assessed on account of the site planning history.

## 4. Findings Part I – initial filter

- 4.1 As summarised above, Savills Data and Insights gathered a total of 170 sites that are within a 15 minute drive of the hospital. 13 of these sites were within 15 minutes' walk of the hospital, and were therefore inherently more desirable. The long list of sites can be found within **Appendix 2** of this report.
- 4.2 Journey times to these sites was measured during rush hour to ensure that sites that would take over 15 minutes' during this time would be discounted. These would be unviable sites for the Trust as it would be highly impractical for longer journey times between the hospital and the car park. This could have implications for staff retention, but more importantly extend working hours to accommodate additional travel time and impact on front line hospital services.
- 4.3 An initial filter therefore removed any sites that would take longer than 15 minutes to drive to during rush hour, this reduced the total number of sites to 62.
- 4.4 After this, filtering was conducted separately for sites within walking distance and those that required a shuttle bus service.
- 4.5 For sites within walking distance, sites were filtered out that were in use as a recreation ground, park or school. This left 6 potential sites for the temporary car park. A summary of these 6 appraised sites can be found in Findings Part II and a detailed appraisal in Appendix III.
- 4.6 For sites within walking distance sites were also removed that were in use as a recreation ground park or school, leaving 31 sites. An additional filter took place to discount any undeveloped land. This left 4 sites for review. A summary of these 4 appraised sites can be found in Findings Part III and a detailed appraisal in Appendix IV.

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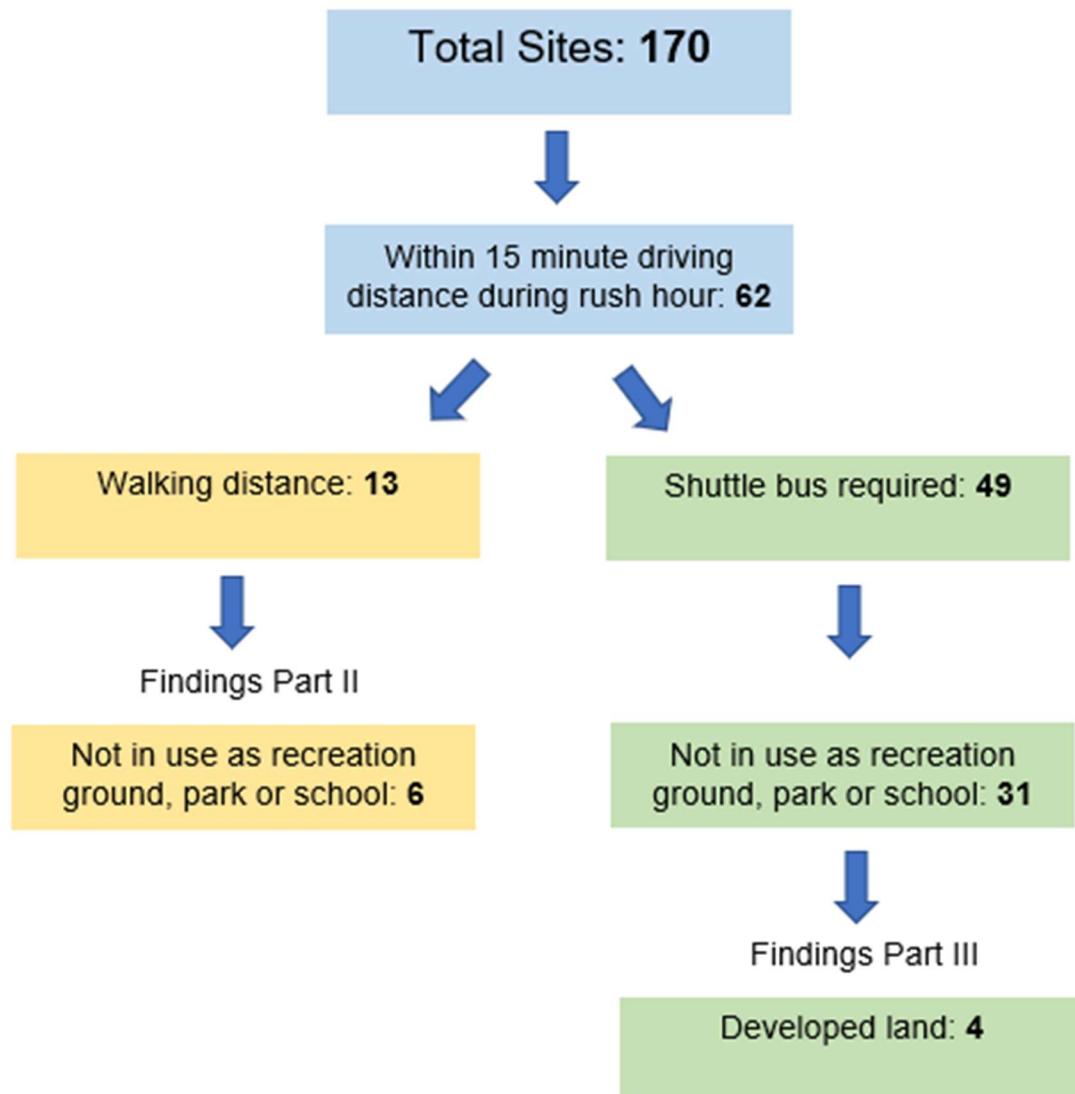


Figure 1 – Site filtering process

## 5. Findings Part II

5.1 This section appraises 6 sites with the following criteria:

- Within 15 minutes walk from the hospital
- Inclusive of Green Belt land
- Not used for recreation grounds, parks or schools

5.2 Findings are summarised in the table overleaf, and **Appendix III** provides full commentary on each of the sites assessed.

5.3 In short, out of the 6 sites reviewed at Part 2, only 2 sites are considered to have no insurmountable development triggers as outlined under the Red RAG rating.

5.4 These sites however, vary in suitability with the Moorcroft Lane and Land to the east side of Chapel Lane coming forward as key front runners.

5.5 As these sites are within walking distance of the Trust, they are inherently more desirable, and should be prioritised in deciding a suitable site.

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Site	Transport & Access	Trees/Ecology	Heritage	Flooding	Pre-developed/ Contamination	Amenity	Green Belt	Summary
1 - Land Adjacent to Brunel Running Track	Existing access off Nursery Lane. 8 minute walk/2 minute drive	Trees require removal/ No ecological designations known but greenfield site.	Not in Conservation Area and no listed buildings present.	Flood zone 1	Greenfield	There is a nearby residential dwelling with transport movements impacting the locality	Yes - limited screening	The Green Belt status of this site, its ownership by the University and the tree removal that would be required means this is an unsuitable parcel of land for the temporary car park.
2 Wyevalle Garden Centre	Existing access to car park. 8 minute walk	Trees on site require removal/ No ecological designations known	Removal of forestry would have negative impact on areas character.	FZ3 but limited	Brownfield, contamination likely	Existing car park, some removal of forestry.	Yes this would encroach on greenfield land— but some of the site is previously developed	Existing car park only provides space for 142 spaces and a further 42 spaces located to the north. To provide for the numbers required significant works would have to take place which could have negative impacts on existing trees and ecology and encroachment in to greenbelt.
3 Moorcroft Lane	Existing entry point requiring upgrade  9 minute walk/ 2 minute drive/ well-lit route	Open site with tree screening along perimeter- tree loss at entrance required/ No ecological designations known	Not in Conservation Area and no listed buildings present.	FZ1	Pasture land	Horse grazing use. Nearby residents would experience some increase in light/noise pollution	Yes – well screened, openness not impacted by car park	Despite the Green Belt covering this site, there is a positive case for this site accommodating hospital staff parking for the duration of works. The site currently has a limited amenity offering, is well screened and has few trees in the area required for the car park.

## Car Park Site Selection Report

Site	Transport & Access	Trees/Ecology	Heritage	Flooding	Pre-developed/ Contamination	Amenity	Green Belt	Summary
4 Uxbridge Grove Nature Reserve	No existing access 10 minute walk/safety flagged	Nature reserve and tree coverage	Hillingdon Village Conservation Area	FZ1	Undeveloped land	Loss of nature reserve	Challenging to restore to original use and would change the areas character.	Would conflict with policy due to the loss of the nature reserve.
5 Land on the south side of Church Road	No existing access and longer travel time of 13 minutes	Nearby woodland/ Site of Natural conservation and green chain	Cowley Church (St. Laurence) Conservation Area	A significant proportion of the site is classed as Flood Zone 3.	Not previously developed	Significant harm from developing on a green chain.	The site is covered by the green belt, and due to the lack of screening the openness of the land would be impacted.	Covered as Green Belt, Nature Conservation Sites of local importance and forms a link in Green Chains. It is unsuitable for development.
6 Land to the east side of Chapel Lane	Existing access but update required and longer journey time of 15 minutes	Trees are present on the site and some may need to be removed to create sufficient access/ no ecological assessments	Not in Conservation Area and no listed buildings present	FZ1	No, difficult topography	Nearby residents and on street parking. Transport assessment required for 24 hour movements.	Green Belt but well screened so unlikely to alter the character or lead to urban sprawl.	Green belt but also longer walking distance than Moorcroft Lane site. Improved highway access, tree removal and amenity impacts.

## 6. Findings Part III:

6.1 This section appraises 4 sites with the following criteria:

- Within 15 minutes' drive from the hospital during rush hour
- Inclusive of Green Belt land that has been previously developed
- Not used for recreation grounds, parks or schools

6.2 Findings are summarised in the table overleaf, and **Appendix IV** provides full commentary on each of the sites assessed.

6.3 All of the sites have been found to have existing uses, that although make them desirable from a planning policy perspective, mean that the feasibility of change of use is difficult to assess at this stage.

6.4 Site 7 – The Pavilions Multi Storey Car Park is a clear front runner. However, Sites 8 – UB8 Airport Parking, and Site 9 Brunel University Car Park do not appear to have an unsurmountable challenges in terms of planning policy. This is caveated with a clear risk due to all the sites being in active and viable use at present.

6.5 All sites would need to be reviewed in regards to transport impact , and amenity impact on the local road network as all sites would require shuttle bus. This means that the distance from the Hospital is a limiting factor for all sites. A statement from the Trust captures the challenges that running a shuttle bus service would create:

*“A parking site located within walking distance would be significantly preferable than a site requiring a shuttle bus to be operated by the Trust.*

*There would be a number of implications for the Trust if parking were to require a shuttle bus. The main impact on our workforce is linked to recruitment and retention. There are concerns with any additional time being added to staff journeys to and from work, as well as the inconvenience linked to this. Additionally, there would be difficulties in the Trust providing this shuttle service to meet the needs of our staff due to a variety of shift times across the Trust, leading for further inconvenience for staff wishing to access the shuttle service in a timely manner.”*

6.6 In Findings Part III, all sites are inherently impractical due to their requirement for a shuttlebus for the following reasons:

- Concerns about the amenity impacts on the local road network;
- Staff retention is a concern as having to have further travel after travelling to the car park could be a limiting factor in working at this Hospital;
- Safety issues, as staff at the Trust will be travelling to and from work at different times of the day, particularly as staff will have to wait during the night for the bus. Therefore, these sites should only be considered if it is deemed that sites within walking distance are unfeasible.

## Car Park Site Selection Report

Site	Transport and Access	Trees and Ecology	Heritage and Conservation Area	Flood Risk	Pre-developed/Contamination	Amenity	Green Belt	Summary
7 – The Pavilions Multistorey Car Park	There is good access to the site, due to it already being in use as a car park. The need of the car park for town centre uses is likely. A shuttle bus will also be required which is an additional challenge for the Trust.	N/A	Part of the site is in a CA, but no physical development would be necessary and therefore limited impact perceived.	FZ1	The site is an existing car park. It is unlikely that any physical development would be required on site.	The use of this space for hospital staff car parking would reduce the capacity for the shopping centre and town centre which could cause significant harm.	This site is not located within the Green Belt.	Despite this site being previously developed, and of an adequate size within the travel parameters for a shuttle bus service to and from the hospital. The amenity impact, and impact to the local transport network and Town centre parking levels could be severely impacted with a change of use. This site is already in use as a car park meaning it would be unable to serve as a temporary car park for hospital workers. Alongside this, it has been established that the site is planning refurbishment works which will further reduce capacity.

## Car Park Site Selection Report

8 - UB8 Airport Parking	Shuttle bus required, though travel along strategic roads appears possible.	Trees present on the site and may need to be removed to accommodate enough car park spaces./ no ecological spaces	N/A	FZ1	The land is largely developed but will require update to be suitable and safe for hospital use. Some of the site remains greenfield.	The use of this space for hospital staff car parking would remove the ability for the site to be used for airport parking which could cause significant harm if there is a shortage of parking.	The site is Green belt designated, however, it is located at the very edge of the Green Belt and does not appear to be a positive contributor.	Despite this site being previously developed, it is not of an adequate size or quality to serve the hospital without additional development required. Impact on the openness of the Green Belt may be caused by further encroachment into the countryside by physical development. The site is also currently in use for airport parking and does not have capacity for the parking required by the Trust.
9- Brunel Univers ity Car Park	Shuttle bus required, though travel along strategic roads appears possible.	No ecological designations and trees on site may not need to be removed.	NA	FZ3 on parts of the site	The site is an existing car park. It is unlikely that any physical development would be required on site.	The use of this space for hospital staff car parking would remove the ability for the site to be used for university parking for students and staff.	The site is designated Green belt designated, however, significantly developed and does not appear to be a positive contributor to the purposes of GB.	The existing infrastructure makes this site desirable for use, however, the site is currently used by the university. The use of spaces for hospital staff would likely have significant impact on the car parks capacity for staff and students of the university.

## Car Park Site Selection Report

10 - Crowne Plaza Hotel	Shuttle bus required, though travel along strategic roads appears possible	Trees present on the site which may need to be removed to meet the required number of parking spaces.	NA	FZ1.	The land is largely developed but will require update to be suitable and safe for hospital use. Some of the site remains greenfield.	Would reduce parking for the hotels guests and staff.	The site is designated Green belt designated, and appears to positively contribute to the purposes of Green Belt. Loss of this space would appear to be of detriment to the Green Belt.	It is considered that the requirements to allow for the full 400 spaces for temporary hospital use to come forward, in the form of development of a greenfield area within the Green Belt would appear to harm an area of the Green Belt that is considered a key contributor. The current car park appears to be in use and would not be able to accommodate the additional capacity that would be required by the Trust.
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## 7. Summary and Recommendations

- 7.1 This site selection report has examined all available sites within 15 minutes of the hospital (both walking and driving distances) in the search for an appropriate temporary car park site for Hillingdon Hospital workers.
- 7.2 Finding a temporary car park will enable the development of the new hospital which will provide significant public benefit. This will enable the hospital to continue to operate whilst the new hospital is constructed.
- 7.3 Pre-application advice received in August 2022, advised that a detailed site search was carried out to demonstrate that there are no other suitable sites in the radius of the hospital. This would enable the “Very Special Circumstances” required to use the Green Belt land at Moorcroft Lane.
- 7.4 Sites were filtered out in various stages, beginning with sites that were inaccessible within 15 minutes during rush hour times. After this filtering, sites within walking distance and those requiring a shuttle bus were filtered separately. Sites in walking distance were removed if they were in use as a recreation ground, park or school. Sites requiring a shuttle bus were also removed if they were in use as a recreation ground, park or school, with a further filtering of sites that were not previously developed.
- 7.5 The final sites appraised in this report have been refined through the filtering process. Both sites within a reasonable walking distance (within 15 minutes’ walk) and those that would require a shuttle bus (within 15 minutes’ drive during rush hour) have been included. The latter is a less preferable option, due to the logistical challenges of running a shuttle bus for workers who undertake “shift work”, and the additional traffic and pollution having this service would create.
- 7.6 Many of these sites requiring a shuttle bus were assessed as being inappropriate for a temporary car park due to the sites being in active use serving another purpose. Ideally, this car park would be located within walking distance to avoid the logistical challenges of a shuttle bus.
- 7.7 Despite some of the sites assessed requiring a shuttle bus having facilities for car parking, they are currently in active use which would make them unsuitable for use as a temporary car park for the hospital. In order to provide adequate parking on these sites, development would have to take place on undeveloped Green Belt land.
- 7.8 In assessment of sites within walking distance, two sites are considered to have no insurmountable development triggers, these are Moorcroft Lane and Land to the east side of Chapel Lane. Moorcroft Lane is deemed more appropriate due to its closer proximity to the Hospital.