

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date :29th March 2011

Report of
Assistant Director, Planning &
Environmental Protection

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Ward:
Upper Edmonton

Application Number : TP/10/0339

Category: Large Scale Major

LOCATION: NORTH MIDDLESEX HOSPITAL, STERLING WAY, EDMONTON,
N18 1QZ

PROPOSAL: Erection of Six Storey Women's and Children's Unit together with provision of associated car parking.

Applicant Name & Address:

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Agent Name & Address:

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RECOMMENDATION: GRANT

1.0 Site and Surroundings

- 1.1 North Middlesex Hospital occupies an area of 9.32 hectares with the main site, to the east of Bull Lane comprising 8.18 hectares. The Hospital comprises a mix of older and more recent development with the most recognisable features being the 11 storey high tower block and the four storey high “old nurses home” on the frontage of the site with the North Circular Road.
- 1.2 The development site consists of an existing one and two storey Library and Learning Centre which is adjacent to the A406 boundary and which currently supports the provision of the Trust’s Education programme. The remainder of the site comprises tarmacadam parking and footways.
- 1.3 The surrounding area contains a mix of uses. To the east, the site is bounded by two storey terraced properties of Somerset Road whilst to the south, there are more two storey residential properties along Bridport Road. Also on Bridport Road facing the site is the Bull Lane/Commercial Road industrial area which is designated a Local Employment Area in the Interim Amendments to the UDP. Bull Lane bounds the site to the west beyond which is a residential development (Wigston Close): a development of 3 storey blocks of flats and the Hospital’s estate facilities. Along the northern boundary is the North Circular Road beyond which is residential development of 4 storey height.
- 1.4 The main vehicular access to the Hospital is from Bull Lane opposite its junction with Watermill Lane. Secondary access is also available via Sterling Way and the North Circular in the north eastern corner of the site. A total of 740 vehicles are able to park within the hospital grounds although there are only 700 spaces marked out. Bus routes 318 (North Middlesex Hospital to Stamford Hill) and 491 (Waltham Cross to North Middlesex Hospital) serve the site directly whilst routes 444, 34, 102 and 144 serve Bridport Road and Silver Street and 444 (Chingford – Turnpike Lane).

2.0 Proposal

- 2.1 Permission is sought for the construction of a 6 storey building to provide new Women and Children’s Unit comprising 18 new maternity delivery suites, 2 Obstetrics Theatres and three 30-bed wards complete with all supporting plant space and ancillary accommodation.
- 2.2 The Lower Ground floor (Level -1) may accommodate an expanded Renal Dialysis Service but this is currently subject to review and may alternatively comprise a relocation of 32 existing dialysis stations with an additional expansion 16 stations.
- 2.3 Phase A of the development pertaining to this application provides;
 - i) A larger Consultant Led Delivery Unit including further high dependency beds and two new Obstetrics Theatres within Level 0 of the proposed new building.
 - ii) Level -1 of the new building will provide a plant room for the significant services associated with the provision of the new theatres and a ‘Shell space’ for future development.

Phase B of the development will provide 3 storey's of Ward accommodation within the new building at Levels 2, 3 & 4.

- 2.4 The proposal also involves the construction of a two storey generator building sited immediately to the west of the proposed 6 storey block
- 2.4 Overall, this application provides an additional 5814 sq metres on completion of Phase A and includes 220m² of Generator Building with a further 5594 sq metres on completion of Phase B.
- 2.5 Additional and associated parking to support the development is proposed to the east of the site within an area identified and previously approved in principle, for residential development. Retention of the land will provide the Trust with the space to create new clinical space in the future.
- 2.6 The development would also provide additional employment opportunities for 350 staff

3.0 Relevant Planning History

- 3.1 TP/02/0785 – outline permission granted in July 2003 for the comprehensive redevelopment of the hospital together with the release of land for residential development
- 3.2 TP/02/0785/RM1-5 – reserved matters pursuant to the outline planning permission in respect of siting, design, external appearance, parking, access and landscaping approved in May 2005

4.0 Consultations

4.1 Statutory and Non-Statutory Consultees

- 4.1.1 Environment Agency have confirmed that the flood risk assessment carried out is acceptable and raise no other objection to the development subject to the imposition of a condition
- 4.1.2 Traffic and Transportation raises no objections subject to conditions
- 4.1.3 Assistant Director (Community Protection) raises no objection subject to the imposition of conditions
- 4.1.4 Any other responses will be reported at the meeting.

4.2 Public

- 4.2.1 Consultation letters were sent to 99 neighbouring and nearby residential properties. Notice was also published in the local press and displayed on site. No letters of objection have been received.

5.0 Relevant Policies

5.1 Core Strategy

At the meeting of the full Council on 10th November 2010, the Core Strategy of the Local Development Framework was approved. The document and the

policies contained therein are now material considerations to be taken into account when considering the acceptability of development proposals. The following are of relevance:

- CP7 Health & Social Care Facilities
- CP9 Supporting community cohesion
- CP20 Sustainable energy use
- CP21 Sustainable water use
- CP28 Managing flood risk through development
- CP30 Maintaining and improving quality of built environment
- CP32 Pollution
- CP34 Parks, Playing fields and other Open spaces

5.2 Saved UDP Policies

After the adoption of the Core Strategy, a number of UDP Policies are retained as material considerations pending the emergence of new and updated policies and development standards within the Development Management Document.

- (II) GD3 Aesthetics and functional Design
- (II) GD6 Traffic
- (II) GD8 Servicing
- (II) CS1 Facilitate the work of various community services
- (II) CS2 Siting and design of buildings to accord with the Council's environmental policies

5.3 The London Plan

- Policy 2A.1 Sustainability Criteria
- Policy 3C.23 Parking Strategy
- Policies 4A.1 - 4A.9 Tackling Climate change and Sustainable Design and Construction
- Policy 4B.5 Creating an inclusive environment
- Policy 4B.8 Respect local context and communities

5.4 Other Relevant Policies

- PPS1 Sustainable Development
- PPG13 Transport
- PPS25 Development and Flood Risk

6.0 **Analysis**

6.1 Principle

- 6.1.1 The proposed development of a Women's and Children's Unit to supplement existing services available at the Hospital would be consistent with the existing land use and although the surrounding area is predominantly residential in character, the proposed facility would front the North Circular Road which has a more distant relationship to neighbouring residential properties. In principle, therefore, no objection is raised to the construction of this modern facility.

6.1.2 The demolition of the existing buildings which house the library together with the former Nurses Home is acceptable.

6.2 Impact on Appearance of the Surrounding Area

6.2.1 The proposed Women and Children Units would be situated on the north boundary of the site with the North Circular Road and would infill the area between the podium / tower and the 4 metre boundary wall (of a depth of approx 45 metres) currently occupied by part two, part single storey buildings and parking areas. Of necessity, the new building must be situated immediately adjacent to the existing tower where linked services are located.

6.2.2 The footprint of the new building is constrained by these existing buildings and site features and in order to provide accommodation that meets the Trusts requirements, the new building needs 6 storeys of clinical accommodation plus one storey dedicated to plant and services distribution. Overall therefore, the height of the building would be approximately 23 metres.

6.2.3 Although the existing buildings are low-rise, many existing buildings on the hospital site set a precedent for the multi-storey building including the podium / tower against which this building would be seen. In addition, the recently constructed energy centre to the west represents a significant structure positioned on the same alignment as that proposed. With the demolition of the redundant Nurses accommodation, it is considered the proposed building will reinforce the northern boundary and provide a more urban street scene. It is also felt that the composition and scale of this group of buildings helps to create a more cloistered environment within the remainder of the hospital site while also acting as a noise barrier.

6.2.4 The north elevation of the new building (facing the North Circular Road) is staggered to follow the line of the inner site boundary road. At the closest point, the Building is approximately 6 metres from the boundary. Moreover , the northern boundary of the hospital site fronts a major dual carriageway and as such is very different in character to the predominantly residential streets bounding the remainder of the site.

6.2.5 With reference to the appearance of the building, there is an eclectic mix of architectural styles within the hospital site with a varied pallet of materials being used. Consequently, there is no obvious point of reference suggesting a suitable style for the new building. As a result, the external design of the external elevations is a product of the functional brief for the building and environmental context although it should be noted that the adjacent podium and tower built in the 1970's are horizontally banded, with glazing and concrete spandrels.

6.2.6 In response, it is proposed that the building will incorporate a rain screen cladding solution comprising silver aluminium laminated panels to match the new PFI building on the south eastern part of the site for the upper three storeys. The apparently random arrangement of windows helps it is considered, to break up the visual mass of the building, whilst on a practical level, the cladding will more easily accommodate re-use and rearrangement of panels to suit any future changes to window positions thereby supporting the future adaptability of the building.

6.2.7 The lower three levels will be finished in coloured insulated render while linear coloured louvers will be inserted within the render system at the engineering services mezzanine (level 1) to form a visual break between the occupied areas and the windowless service zone. It is considered that the change in material at this level also helps to overcome any possible colour-matching issues when the second phase is constructed. It is noted and accepted that a replacement of the render to the circulation cores may be required on construction of the second phase should significant discolouration occur.

6.2.8 It is acknowledged that the proposal due to its scale, would represent a significant physical presence in the area. However, its visual impact would be offset by its proximity to the main podium and tower which rises to 13 storeys and dominates the site. The proposed height would also be comparable with that of the approved hospital development although much of this is located to the south of the podium. In addition, residential development to the north and to the west along Wigston Close and Watermill Lane is of 3-4 with elements reaching 8 storeys in height which would also be comparable to the scale of the development being proposed. As a result, it is considered that the proposed development would not have an adverse impact on the appearance of the surrounding area or appear unduly dominant or incongruous when viewed within the context of the North Circular Road.

6.3 Phasing

6.3.1 The implementation of the development is based on two phases. The first phase will comprise three storeys with the Consultant Led Unit located at first floor level. The second floor level will comprise the service zone containing plant and services necessary to support the birthing areas and in particular, the operating theatres. The services zone will also act as a "buffer" zone, providing physical and acoustic separation between the Phase 2 building works and the occupied Phase 1 areas.

6.3.2 The second phase contains the upper three floors. At present, the layouts of the upper storeys proposed through Phase B are yet to be finally agreed. Plans and elevations of these areas are therefore to be considered indicative at this stage. A condition of any planning permission will cover the submission of these details in due course. However, should this second phase not come forward, it is considered that the first phase in isolation is acceptable in terms of its relationship to the character and appearance of the surrounding area.

6.4 Impact on Residential Amenities

6.4.1 The nearest residential property is located on Dickens close some 50 metres away on the opposite side of the North Circular Road. Taking into account the scale of the development and the distances involved, it is not considered that the physical presence of the development would detract from the outlook or residential amenities of these nearest properties.

6.5 Access

Vehicular Access

6.5.1 No new accesses onto the public highway are proposed as part of this development. Internal access arrangements will however be revised. In particular, it is proposed that the consented (post-PFI) servicing arrangement

on the hospital site will be retained and access to the FM yard shall be gained via the entry only access from Bull Lane. From the FM yard, delivery vehicles exit the Campus at the north-eastern access, via the on-site northern perimeter road.

- 6.5.2 It is proposed to make amendments to the routing of the on-site bus services as a result of the proposed severance of the PFI consented north/south road through the site which had been designed to accommodate Route 491. Discussions have taken place between the Trust and Transport for London (TfL) to agree this modification but unfortunately, these have yet to be concluded and a condition is recommended to address this outstanding matter. However, there is no objection in principle subject to the agreement of TfL

Pedestrian Access

- 6.5.3 In general the main pedestrian entrances to the new facility would be from the new east and west rotunda buildings of the recently constructed PFI buildings. On site pedestrian access to the retained estate will tend to be via individual building entrances.

6.6 Parking

- 6.6.1 The additional car parking will be provided in two phases to support each of the construction Phase's 1 and 2. The parking constructed within Phase 1 will re-provide that lost from the development site and that required to meet the additional activity associated with the transfer of the maternity services from Chase Farm Hospital. The parking to support Phase 2 will be provided adjacent to the parking provided for Phase 1 and the design incorporates features to ensure a smooth transition between phases with little or no loss of interim parking.
- 6.6.2 In more detail, a total of 41 additional parking spaces are proposed in Phase 1 whilst a further 105 additional spaces are proposed on completion of Phase 2.
- 6.6.3 The total parking provision allocated to the new development has been derived by means of a pro-rata consideration of the consented Hospital parking provision (PFI scheme) based on floor area. The total on-site parking provision, post Phase 1 is 739 spaces, made up of 303 visitor and 436 staff spaces. As part of the Phase 2 development at the site, it is proposed to make provision of an additional 105 parking spaces comprising 65 spaces in the parking area to the east of the retained Tower Block reallocated to visitor use, as well as 50 additional staff spaces provided in association with Phase 2.
- 6.6.4 The resultant post-phase B parking provision amounts to 844 spaces comprising 339 visitor and 505 staff spaces. It is anticipated that the new car park on site would to a certain degree absorb the displaced car parking consequent from the new waiting restrictions proposed on the northern side of Bridport Road forming part of the consented PFI development.
- 6.6.5 With reference to cycle parking, it is proposed that 45 additional cycle parking spaces are provided. This level of provision accord with policy at a local and regional level and thus is considered satisfactory.

6.6.5 The adequacy of parking on site is a contentious issue with the hospital contributing to on street parking in the roads in the surrounding area. As part of the PFI scheme, the Trust is already contributing to a proposed CPZ that would cover the surrounding road. Taking this into account together with the level of provision indicated, no objection is raised. Further, subject to the satisfactory resolution of the discussion regarding the modification of the routing for Bus 491, access arrangements area acceptable.

6.7 Sustainability

6.7.1 In accordance with Core Policy 20 – *Sustainable Energy Use* the new building will be designed to ensure enhanced thermal efficiency exceeds the thresholds imposed by the recently introduced Part 'L' of the Building Regulations. The measures being considered cover both the building fabric and the installed plant. As a consequence the carbon emissions will be reduced assisting in the achievement of the targeted BREEAM rating.

6.7.2 Excessive solar gain will be avoided both through the design of the elevations where large glazed areas are avoided in favour of 'punched' windows and through implementation of passive solar gain control measures including solar control glazing and window blinds. Other design solutions for the building include CHP (combined heat and power) plant, low specific fan power air handling units, very high efficiency chillers and high efficiency lighting which may further incorporate daylight control. Further consideration is being given to the provision of some additional renewable energy technologies (photovoltaic cells are under currently the preferred option) but a condition is suggested to ensure the final design solutions meet the required standards.

6.7.3 In addition, the Trust has commissioned a BREEAM Healthcare Assessment for the new building with a target rating of 'EXCELLENT' in accordance with the requirements of the Department of Health. Accredited assessors have further reviewed the design and advised on a considerable number of stringent requirements that need to be implemented in the further stages of the development by the Trust, its Design Consultants and its Contractors. Whilst it is difficult to summarize all the specific measures that the Trust intends to undertake in the BREEAM assessment criteria groups (Management, Health, Energy, Transport, Water, Materials, Waste, Land Use & Ecology, Pollution), the criteria which are mandatory to achieve BREEAM 'EXCELLENT', together with the number of credits targeted. The Trust is aiming to achieve an overall score of at least 70%.

6.7.4 Furthermore the mandatory requirements of the Energy category require the Trust to meet specific threshold levels for CO₂ emissions. As a sealed window strategy has been adopted consideration has been given to the use of highly efficient Heat recovery system within the mechanical ventilation provision.

6.7.5 Whilst the area of hard surfaces and roofs is likely to be reduced across the development site within the extents of this application, consideration has been given to Core Policy 21 – *Delivering Sustainable Water Supply, Drainage & Sewerage Infrastructure* recognising the likely impact of future development on the hospital site. Grey water harvesting for the flushing of toilets in the new building will be implemented, along with water leak detection and sanitary water supply shut off.

6.8 Flood Risk

- 6.8.1 The FRA demonstrates that the site generally poses low risk to users of the proposed hospital redevelopment. This is based on the following:
- There are no records of historical flooding within the site
 - The proposals are for a hospital development in Flood Zone 2 deemed appropriate as per the recommendations of PPS25.
 - The on-site surface water sewer network will be designed to cater for the 1 in 30 year storm providing off-line storage in the form of Sustainable drainage systems (SUDS) attenuating the 1 in 100 year plus climate change event controlling downstream discharge rates to the natural Greenfield runoff rate.
 - The demolition of existing buildings in the flood plain will allow for the construction of the proposed car park and increase flood storage. This will constitute betterment over the existing flood regime both onsite and offsite
- 6.8.2 The strategy prepared for the site ensures that surface water run-off rates do not exceed pre-existing (natural) run-off rates by using sustainable drainage systems to provide attenuation prior to discharge to the receiving Thames Water sewer network. Moreover, the proposed integrated drainage strategy for the site promotes sustainable drainage systems (SUDS) in the form of a retention pond, which seeks to mimic as closely as possible the natural drainage regime of the pre-developed site. The proposed retention pond will enhance the natural environment through the provision of wildlife habitats and aesthetic landscapes. Furthermore they will also provide flood storage volume and albeit minor, a certain degree of infiltration into the substrata.

6.9 Biodiversity

- 6.9.1 The development site to the North of the Tower and Podium offers little opportunity to enhance the Biodiversity of the site being locked between the delivery bay to the west, Sterling Way to the north and new car parking to the east. However, it must be recognized that Core Policy 36 – *Biodiversity* identifies the hospital site as a 'Deficiency area'.
- 6.9.2 The current PFI development will in part improve the biodiversity of the site prior to the commencement of the proposed development and this proposal does not impact on the approved landscaping scheme. Nevertheless, an opportunity exists to effect the landscaping surrounding the proposed parking to east of the site at least in the short term. A condition covering the landscaping to maximize the biodiversity potential is proposed.

7.0 **Conclusion**

- 7.1 In the light of the above, it is recommended that condition planning permission be issued for the following reasons:
- 1 The proposed development due to its size, siting and design would not detract from the character and appearance of the surrounding area nor affect the amenities of adjoining or nearby residential properties having regard to Policy CP 30 of the adopted Core Strategy and Policy (II)GD3 of the Unitary Development Plan”
 - 2 The proposed development due to the level of additional parking proposed does not give rise to conditions, prejudicial to the free flow and safety of traffic on the adjoining highways having regard to Policies (II)GD6 and (II)GD8 of

the Unitary Development Plan as well as Policy 3C.24 and Annex 4 of the London Plan

- 3 The proposed development is acceptable having regard to the submitted flood risk assessment and Policy (II)GD12 of the Unitary Development Plan.
- 4 The proposed development would provide improve health car facilities for the benefit of local residents in accordance with Policies CP7 and CP9 of the adopted Core Strategy and Policies (II)CS1 and (II)CS2 of the Unitary Development Plan

8. Recommendation

- 8.1 That planning permission be GRANTED subject to the following conditions:
- 8.2 Schedule of Conditions to follow