LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 20th October 2015

Report of

Assistant Director, Planning & Environmental Protection

Contact Officer:

Andy Higham Sharon Davidson Mr R. Singleton Ward: Highlands

Application Number: 15/03039/FUL

Category: Major Small Scale -

Other

LOCATION: CHASE FARM HOSPITAL, THE RIDGEWAY, ENFIELD, EN2 8JI

PROPOSAL: Erection of temporary buildings, construction of hardstanding, associated plant and landscaping

Applicant Name & Address:

Royal Free London NHS Foundation Trust C/O Agent

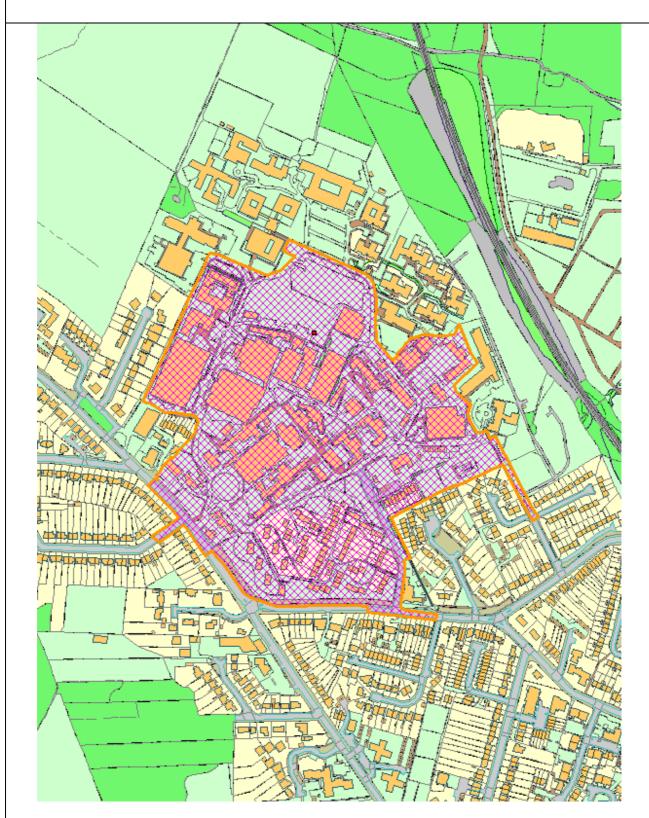
Agent Name & Address:

Mr Tim Chilvers Montagu Evans Montagu Evans LLP 5 Bolton Street W1J 8BA United Kingdom

RECOMMENDATION:

That permission be **GRANTED** subject to conditions.

Ref: 15/03039/FUL LOCATION: Chase Farm Hospital, The Ridgeway, EN2 8JL,





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Scale 1:5000



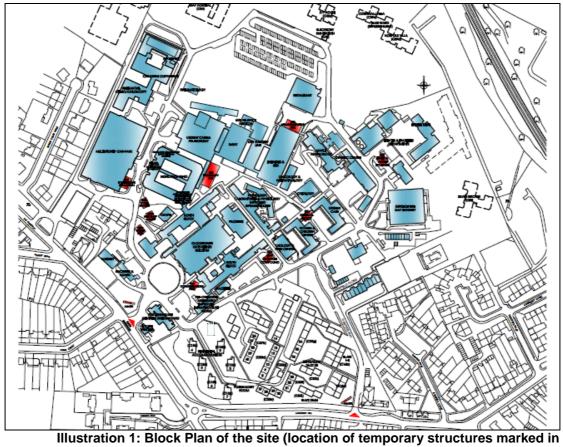
1. Site and Surroundings

- 1.1 The subject site comprises Chase Farm Hospital complex, a 14.9 hectare plot of land with principal health care usage with ancillary staff / residential accommodation laying to the south of the site. The main hospital is located to the north and is contained within a series of 3-4 storey healthcare blocks, adhoc temporary structures, single storey buildings and a multi-storey car park. In this regard, area is mixed in terms of character, a legacy of historic hospital expansion that radiates out from the original (and heavily extended) Victorian core.
- 1.2 A number of adopted routes penetrate the site with principle access to both the hospital and Mental Health Trust facilities spread between Hunters Way to the south and The Ridgeway to the east. The site is bounded by The Ridgeway to the west and Lavender Hill to the south. Both are classified roads. To the north-west and south-east, predominately residential properties line a series of cul-de-sacs namely Spring Court Road and Albuhera Close / Shooters Road respectively. The retained Mental Health Trust land and secure unit lays to the north-east of the site.
- 1.3 Over-spill car parking facilities permeate the site and the hospital provides the terminus for a series of bus routes including the W8 and 313. Gordon Hill mainline train station lies to the east of the site and a number of surrounding residential roads are subject to Controlled Parking. Overall, the site has a Public Transport Accessibility Level of 2
- 1.4 The site is adjacent to designated Green Belt to the north and east.
- 1.5 The site is not within a Conservation Area and does not form part of the curtilage of a Listed Building. However, the Victorian Clock Tower complex is considered to be a non-designated heritage asset.
- 1.6 A number of established and vintage trees pepper the site and the area is known to have bat activity and established bat roosts.
- 1.7 The site is not within a flood zone, but is at risk of surface water flooding.

2. Proposal

- 2.1 This is an application for the erection of temporary buildings with associated plant, construction of hardstanding and landscaping. The works are in part associated with the outline application under ref: 14/04574/OUT for the redevelopment of site for mixed use to provide up to 32,000sq m of replacement hospital facilities, construction of a 3-form entry primary school and construction of up to 500 residential units. The temporary structures are associated with the Royal Free London NHS Foundation Trust's operational activities and are expressly required to ensure a seamless continuity of NHS care during the redevelopment works.
- 2.2 The works comprise the following temporary elements:
 - Extensions to the medical block;
 - Endoscopy unit;
 - Shop and café block;

- Cycle Storage and staff changing facility;
- An outdoor 'Green Gym' area;
- IT and telecommunication unit;
- Communications pod;
- Gas storage unit
- Linen and waste storage unit; and,
- A salt store.



red)

2.3 The temporary structures will conform to the development zone volumes stated below:

Ref	Temporary Building / Works	Building / Area	Description	Area (sq.m) / Maximum build zone dimension (m x m x m)
001	Medical Block	Medical Block	Temporary new entrance area at the front of the building	Single storey extension:
			to provide waiting space for the Urgent	10.15 x 4.42
			Care Centre and outpatients services. Extension for League	Single storey extension:
			of Friends shop	5 x 19.73
002	Endoscopy unit	Rear of Highlands Wing	Modular units to provide temporary endoscopy facilities	24 x 27 x 5

003a	Shop / Container Cafe	To the immediate west of Chapel	Temporary shop and café facility for staff and patients	18 x 17 x 5.5
003b	Cycle Storage and Staff Changing	To the immediate west of Chapel	Modular unit to provide temporary staff changing area and bicycle storage	3 x 3 x 4
003c	Green Gym	To the immediate west of Chapel	Outdoor exercise area	Total ground coverage: 232 sq m
004	IT and telecoms relocation	Adjacent to Multi Storey Car Park	Modular unit to south-east of MSCP to provide telephony exchange and patient TV equipment	6.5 x 4.2 x 4.4
005	Communications pod	Front of Clock Tower	Modular unit to be used for providing information about the new hospital	9.9 x 3.0 x 2.6
006	Gas Storage Compound	Waste ground to side of Clock Tower	New hard-standing and construction of temporary gas storage compound	16 x 10.5 x 2.9
007	Linen and Waste Storage	Engineering car park	Construction of temporary linen storage and waste compound	12 x 14.8 x 2.87
800	Decontamination unit	Rear of Greenfields restaurant	Modular unit	8.7 x 21.2 x 5

2.4 Consent is sought for a temporary period of 3 years and each of the structures will be a modular prefabricated build.

3. Relevant Planning Decisions

- 3.1 The site has an extensive planning history. However, the most applicable in the determination of the subject application are as follows.
- 3.2 14/04574/OUT - Redevelopment of site for mixed use to provide up to 32,000sg m of replacement hospital facilities, construction of a 3-form entry primary school including temporary facilities pending completion of permanent school and construction of up to 500 residential units, provision of additional hospital access opposite Ridge Crest and provision of access to the school site via Shooters Road, involving demolition of hospital buildings and associated residential blocks, partial demolition of Clock Tower complex, removal of microwave clinical waste treatment plant and fuel oil burner. retention of Highlands Wing, retention and extension of existing multi-storey car park, provision of associated car parking, cycle parking, plant, hard and soft landscaping, public realm improvements and associated works. (Outline application: Access) - The planning application was reported to the Council's Planning Committee on the 12th March 2015 when Members resolved to grant planning permission subject to the Stage II Referral of the application to The Mayor of London and no objections being raised and subject to the satisfactory completion of a section 106 agreement and subject to conditions to grant planning permission.

The Mayor advises that he is content to allow Enfield Council to determine the case, subject to any action that the Secretary of State may take, and therefore does not want to direct refusal. The s106 Agreement remains in negotiation.

4. Consultations

4.1 Statutory and non-statutory consultees

Tree Officer:

4.1.1 The Tree Officer has indicated that he has no objection in principle to the scheme, commenting that there are a number of significant and good quality trees on the site that positively contribute individually or as groups to the amenity and character of the site.

Traffic and Transportation:

4.1.2 No objections

4.2 Public response

4.2.1 The application was referred to 337 surrounding properties, a press notice released (as featured in the Enfield Independent on 26/08/15) and 8 site notices were posted on and around the site. No written representations have been received.

5. Relevant Policy

5.1 The London Plan

Policy 2.6 – Outer London: vision and strategy

Policy 2.7 - Outer London: economy

Policy 2.8 – Outer London: transport

Policy 3.1 – Ensuring equal life chances for all

Policy 3.2 – Improving health and addressing health inequalities

Policy 3.16 - Protection and enhancement of social infrastructure

Policy 3.17 – Health and social care facilities

Policy 4.12 - Improving opportunities for all

Policy 5.1 – Climate change mitigation

Policy 5.2 – Minimising carbon dioxide emissions

Policy 5.3 – Sustainable design and construction

Policy 5.5 – Decentralised energy networks

Policy 5.6 – Decentralised energy in development proposals

Policy 5.7 – Renewable energy

Policy 5.9 – Overheating and cooling

Policy 5.10 – Urban greening

Policy 5.11 – Green roofs and development site environs

Policy 5.12 – Flood risk management

Policy 5.13 – Sustainable drainage

Policy 5.15 – Water use and supplies

Policy 5.18 - Construction, excavation and demolition waste

Policy 5.21 - Contaminated land

Policy 6.9 - Cycling

Policy 6.10 – Walking

Policy 6.12 - Road network capacity

Policy 6.13 - Parking

Policy 7.3 – Designing out crime

Policy 7.4 – Local character

Policy 7.5 – Public realm

Policy 7.6 – Architecture

Policy 7.8 – Heritage assets and archaeology

Policy 7.9 – Heritage-led regeneration

Policy 7.14 – Improving air quality

Policy 7.15 – Reducing noise and enhancing soundscapes

Policy 7.18 – Protecting local open space and addressing local deficiency

Policy 7.19 - Biodiversity and access to nature

Policy 7.21 - Trees and woodlands

Housing Supplementary Planning Guidance

5.2 <u>Local Plan – Core Strategy</u>

Core Policy 9: Supporting community cohesion

Core Policy 20: Sustainable Energy use and energy infrastructure

Core Policy 21: Delivering sustainable water supply, drainage and sewerage

infrastructure

Core Policy 24: The road network

Core Policy 25: Pedestrians and cyclists

Core Policy 26: Public transport

Core Policy 28: Managing flood risk through development

Core Policy 29: Flood management infrastructure

Core Policy 30: Maintaining and improving the quality of the built and open

environment

Core Policy 31: Built and landscape heritage

Core Policy 32: Pollution

Core Policy 33: Green Belt and countryside

Core Policy 34: Parks, playing fields and other open spaces

Core Policy 36: Biodiversity

Biodiversity Action Plan

S106 SPD

5.3 <u>Development Management Document</u>

DMD16: Provision of new community facilities

DMD17: Protection of community facilities

DMD37: Achieving high quality and design-led development

DMD38: Design process

DMD42: Design of civic / public buildings and institutions

DMD44: Conserving and enhancing heritage assets

DMD45: Parking standards and layout

DMD47: New road, access and servicing

DMD48: Transport assessments

DMD49: Sustainable design and construction statements

DMD50: Environmental assessments method

DMD51: Energy efficiency standards

DMD52: Decentralised energy networks

DMD53: Low and zero carbon technology

DMD55: Use of roofspace / vertical surfaces

DMD57: Responsible sourcing of materials, waste minimisation and green

procurement

DMD58: Water efficiency

DMD59: Avoiding and reducing flood risk

DMD60: Assessing flood risk DMD61: Managing surface water

DMD62: Flood control and mitigation measures

DMD63: Protection and improvement of watercourses and flood defences

DMD64: Pollution control and assessment

DMD65: Air quality

DMD66: Land contamination and instability

DMD67: Hazardous installations

DMD68: Noise

DMD69: Light pollution DMD70: Water quality

DMD71: Protection and enhancement of open space

DMD72: Open space provision

DMD73: Child play space

DMD76: Wildlife corridors

DMD77: Green chains

DMD78: Nature conservation

DMD79: Ecological enhancements

DMD80: Trees on development sites

DMD81: Landscaping

5.4 Other Material Considerations

NPPF

NPPG

Accessible London: achieving an inclusive environment SPG

Planning and Access for Disabled People: a good practice guide (ODPM)

London Plan Sustainable Design and Construction SPG

Mayor's Climate Change Adaption Strategy

Mayor's Climate Change Mitigation and Energy Strategy

Mayors Water Strategy

Mayor's Ambient Noise Strategy

Mayor's Air Quality Strategy

Mayor's Transport Strategy

Land for Transport Functions SPG

London Plan; Mayoral Community Infrastructure Levy

Circular 06/05 Biodiversity and Geological Conservation - Statutory

Obligations and Their Impact within the Planning System

6. Analysis

6.1 The main issues to consider are as follows:

- i. Principle of development
- ii. Design;
- iii. Amenity of neighbouring properties;
- iv. Highway safety;
- v. Sustainability and biodiversity; and
- vi. Community Infrastructure Levy

6.2 Principle

- 6.2.1 The subject site comprises the Chase Farm Hospital complex with ancillary residential accommodation. .
- 6.2.2 London Plan Policy 3.17 and CP7 of the Core Strategy seeks to support the provision of high quality health appropriate for a growing and changing population with a flexibility of form that can adapt to meet identified healthcare needs including the provision of urgent care centres. The Council is committed to work with the Enfield PCT, NHS London, and other public and private sector health agencies in delivering appropriate proposals for new health and social care facilities.
- 6.2.3 The principal aim of the subject application is to support a continuity of healthcare service across the redevelopment phases of the main hospital site to secure what the applicant describes as a 'seamless' transition to a modern and fit-for-purpose healthcare facility for the borough. Given the resolution of members to grant planning consent for the redevelopment of the site to provide a new hospital facility and mindful of the importance of maintaining a fully operational healthcare facility over the construction phases, it is considered that the principle of temporary structures to facilitate this transition is acceptable.

6.3 Design

6.3.1 The temporary structures are to be prefabricated modular build units. As such they possess a limited aesthetic and cannot be held to integrate with the pattern of development of the varying design of buildings in the surrounding area. However, outside of its historic core, Chase Farm is characterised by ad hoc extensions, temporary structures and buildings of eclectic design. While the structures will contribute to this architectural clutter, each of the structures are relatively modest in size, largely screened by existing buildings and temporary in nature and hence their impact and influence to the character of the surrounding area will be limited. Indeed, significant weighting must be given to the fact that the structures are necessary to ensure a continuity of service across the phases of redevelopment and therefore while it cannot be held that the development would enhance the character of the area such a consideration is clearly outweighed by the social benefits of the scheme and hence is acceptable on balance, consistent with the provisions of the NPPF and the Local Plan.

6.4 Impact to Neighbouring Properties

6.4.1 The proposed structures are wholly contained within the hospital site and each are surrounded by compatible healthcare uses. The nearest residential uses are sited a significant distance from each of the structures and hence it is considered that the development will have no impact to the residential amenity enjoyed by even the nearest of these properties through either the physicality of the built form or indeed its function.

6.5 <u>Highway Safety</u>

6.5.1 The development provides a continuity of function and does not introduce any additional uses or an intensification is existing uses and hence will not result

in an increase in traffic generation over levels currently experienced and further will not erode current parking provision across the site. This is consistent with DMD45, DMD46 and DMD47 of the Development Management Document.

6.6 Sustainable Design and Construction

Energy

- 6.6.1 In accordance with London Plan Policy 5.2 and DMD51 of the Development Management Document, the application includes an energy strategy for the development setting out how carbon dioxide emissions will be reduced with an overarching target to reduce carbon dioxide emission by 35% over Part L of Building Regulations 2013 across the site.¹
- 6.6.2 The Policy embeds the principles of the energy hierarchy (be lean, be clean, be green) and requires strict adherence to the hierarchy to maximise energy efficiency in development from the ground up, ensuring that the structure of the energy policies serve to incentivise considered innovative design as the core value in delivering exemplar sustainable development in accordance with the Spatial Vision for Enfield and Strategic Objective 2 of the Core Strategy. Indeed, reflecting the overarching strategic vision for the borough, the Policy goes further than the London Plan and instils a flexibility in the decision making process to seek further efficiencies and deliver exemplar developments within the Borough.
- 6.6.3 While an Energy Statement has been omitted, it is clear from supporting documentation that the prefabricated buildings would exceed current Building Regulations for air permeability and energy efficiency to the tune of 33%. This does not strictly accord with the Policy, however, with temporary structures it is often overly onerous to impose strict compliance and further the temporary nature of the structure is such that its energy usage will be definition be minimal particularly when set against the carbon reduction targets sought by the new hospital. This is considered to be acceptable.

BREEAM

6.6.4 DMD50 of the Development Management Document dictates that non-residential development a BREEAM New Construction rating of 'Excellent' from 2016. The scale and scope of the works is such that the temporary structures are not of a sufficient size to enable a BREEAM Assessment to be carried out and hence the attainment of relevant ratings is not technically feasible. DMD50 is responsive to this constraint and hence in this instance a BREEAM rating will not be sought.

Green Roofs

6.6.5 Policy DMD55 of the Development Management Document seeks to ensure that new-build developments, and all major development will be required to use all available roof space and vertical surfaces for the installation of low

¹ In accordance with London Plan updated 'Energy Planning - GLA Guidance on preparing energy assessments' amendments to Part L of Building Regulations 2013 have been integrated into stated targets to reflect Fabric Energy Efficiency Standards and amendment to the Standard Assessment Procedure 2012. In this regard, a 35% improvement over Part L1A 2013 is also a permissible target.

zero carbon technologies, green roofs, and living walls subject to technical and economic feasibility and other relevant planning considerations. Again the nature scale and scope of the development is such that the provision of green roofs will not be technically feasible or economically viable.

Trees

- 6.6.6 An aboricultural report and tree survey was submitted with the parent application. In consultation with the Council's Tree Officer, it was determined that the container café would have an impact upon trees scheduled for retention as part of the outline scheme. Additional information has been requested and discussions to safeguard the trees is ongoing and an update will be provided at the meeting.
- 6.7 S106 Contributions
- 6.7.1 A Section 106 agreement will not be required for the scheme
- 6.8 Community Infrastructure Levy
- 6.8.1 The CIL Regulations 2010 (as amended) allow 'charging authorities' in England and Wales to apportion a levy on net additional floorspace for certain types of qualifying development to enable the funding of a wide range of infrastructure that is needed as a result of development. Since April 2012 the Mayor of London has been charging CIL in Enfield at the rate of £20 per sqm. The Council is progressing its own CIL but this is not expected to be introduced until 2016.
- 6.8.2 The proposed development would not be CIL liable.
- 6.9 Other Matters

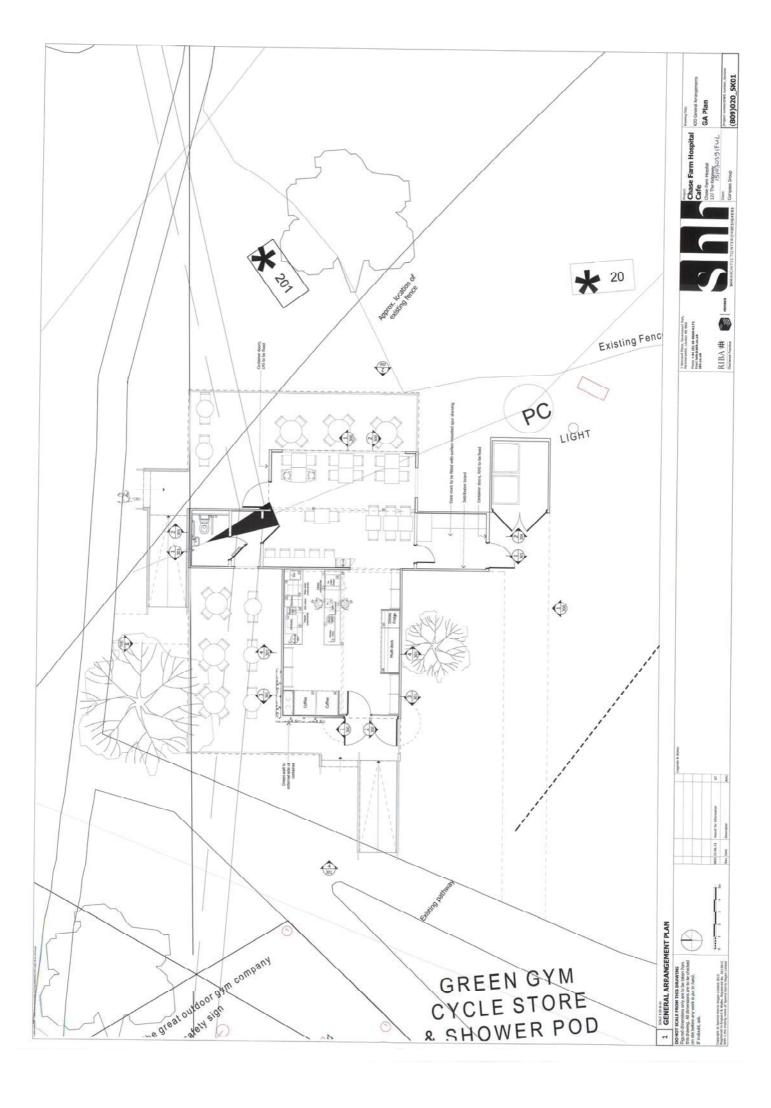
Equalities Impact Assessment

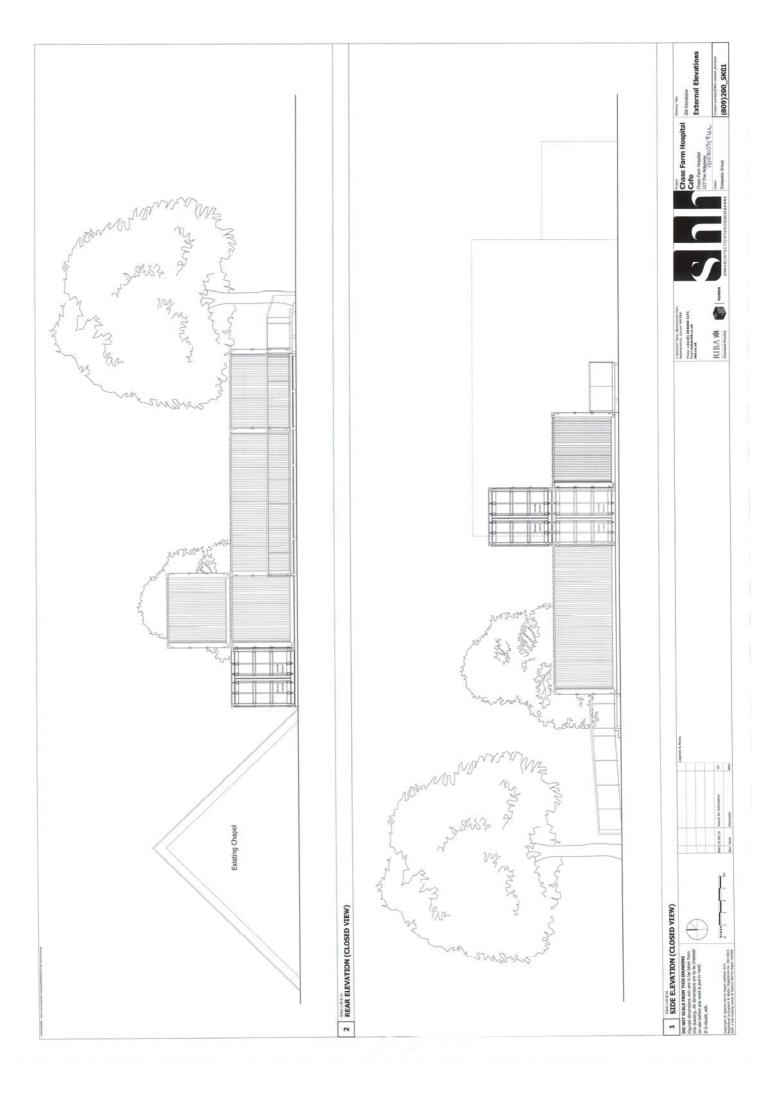
6.9.1 Regard has been given to any potential impact upon the protected characteristics outlined by the Equalities Act 2010 Section 149 and the provisions contained therein. It is considered that due regard has been given to the impact of the scheme on all relevant groups with the protected characteristics schedule and on the basis of the wider social imperative of the development to deliver a modern hospital facility there would no undue impact upon any identified group.

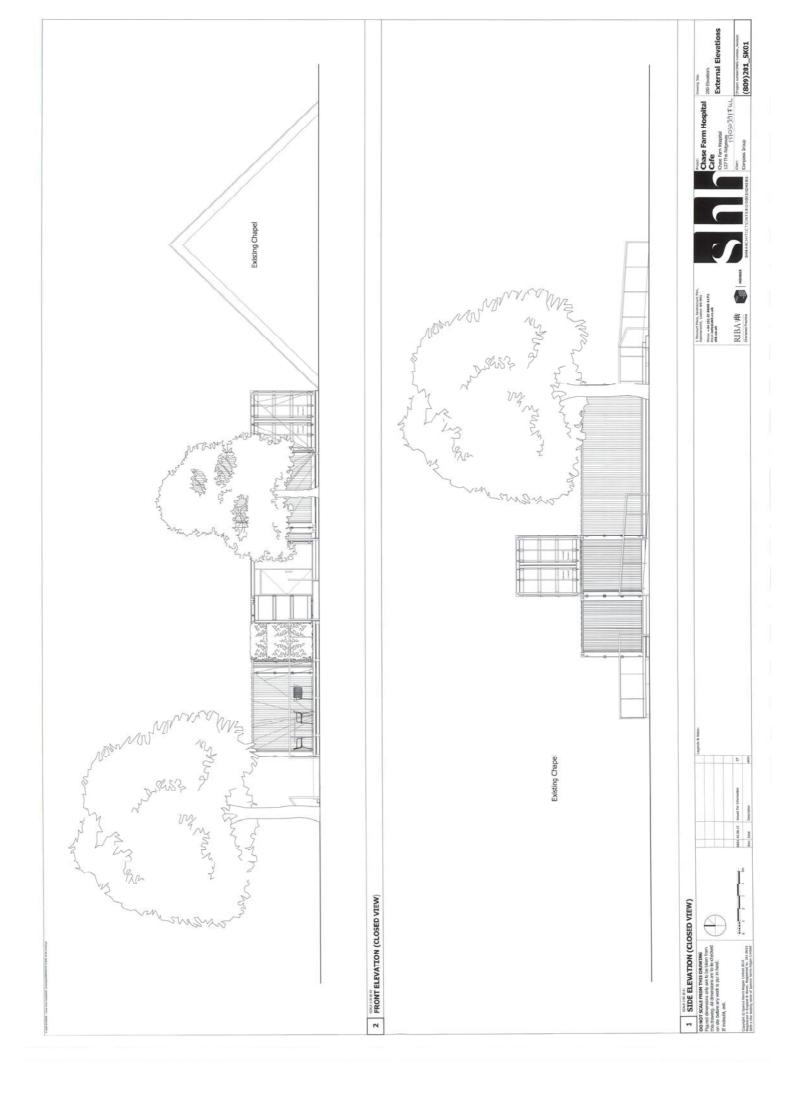
7. Conclusion

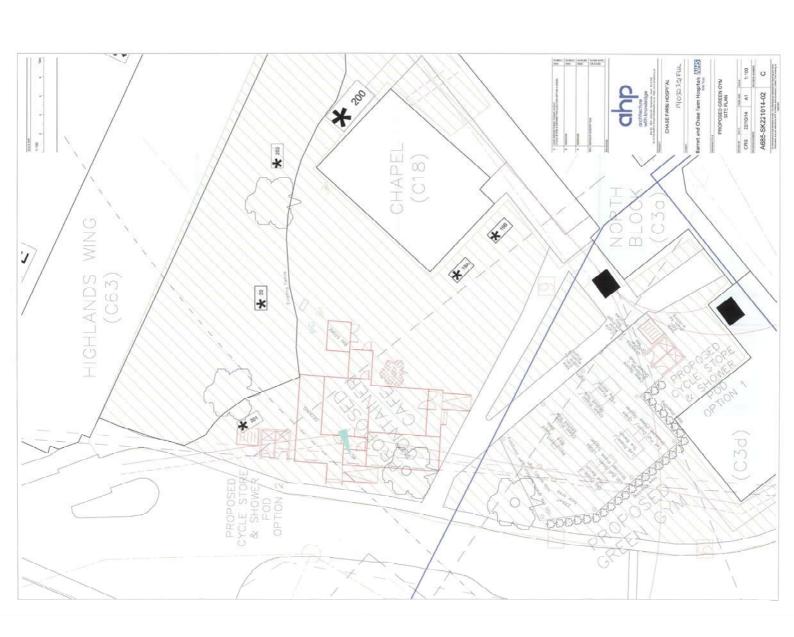
- 7.1 The proposed development will contribute to the continuity of healthcare service provision while the Chase Farm hospital development and will support the wider strategic objectives for Borough and its surround top provide fit-for-purpose hospital facility to the site.
- 8. Recommendation
- 8.1 That planning permission be to be granted subject to conditions
 - 1. Approved Plans

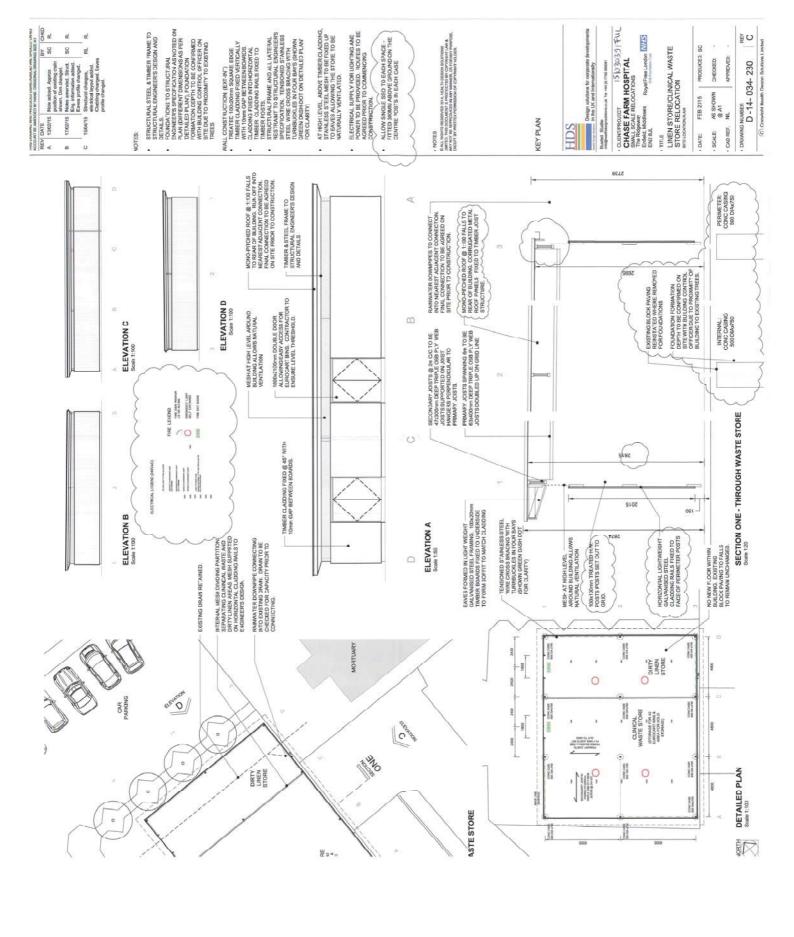
- Tree protection
 Temporary consent (3 years or completion of the hospital whichever is the later)

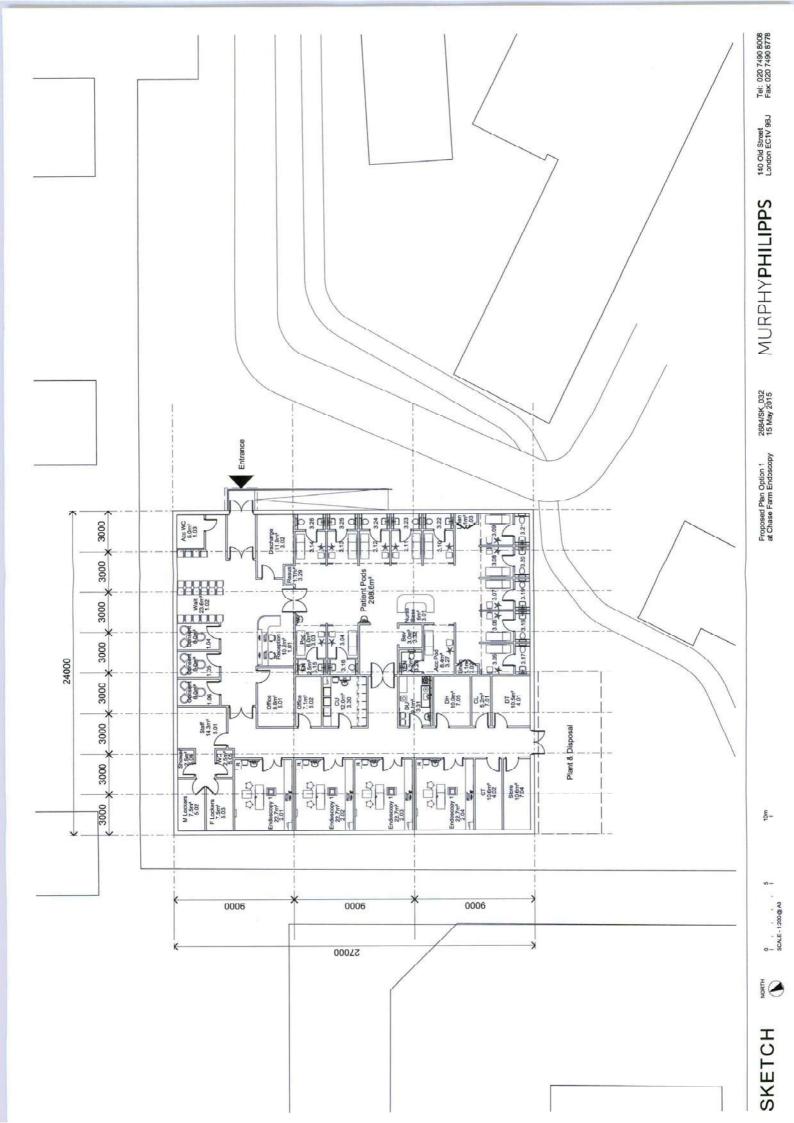


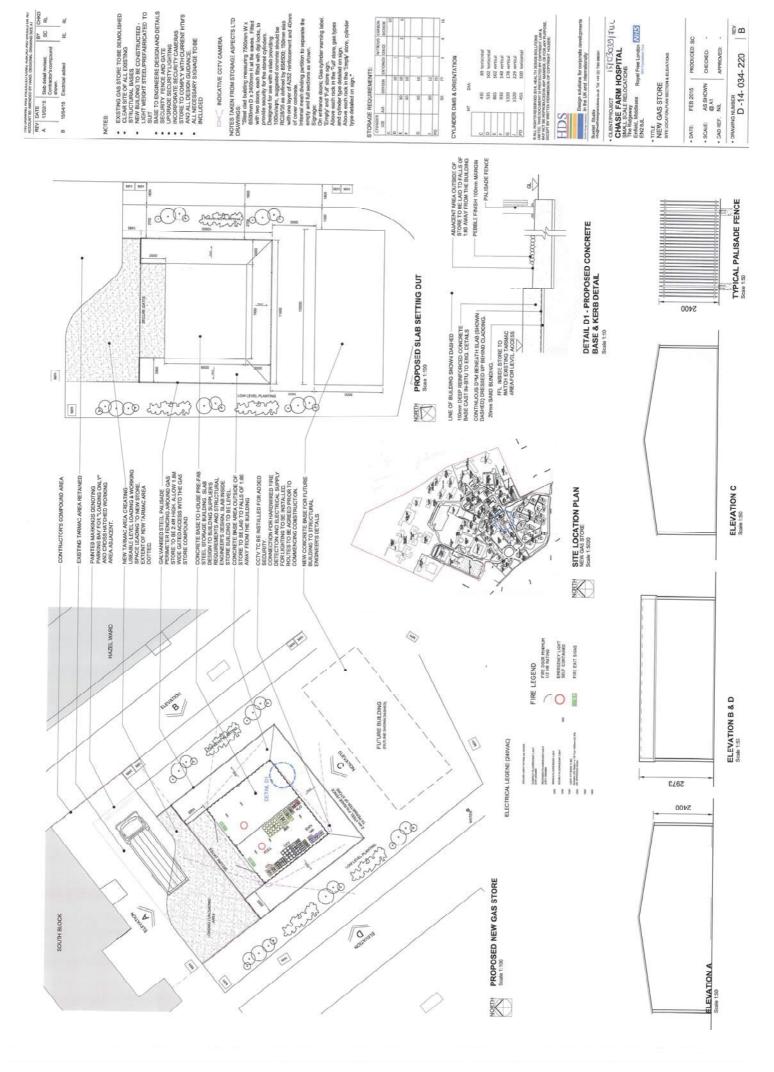












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