

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 29th November 2016

Report of

Assistant Director, Planning &
Environmental Protection

Contact Officer:

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Ward: Highlands

Application Number : 16/04369/FUL

Category: Major Large Scale –
Dwellings

LOCATION: CHASE FARM HOSPITAL, THE RIDGEWAY, ENFIELD, EN2 6JL

PROPOSAL: Minor material amendment to 16/00426/106REV to allow changes to the road layout, revisions to the layout and grouping of residential units, installation of additional pedestrian routes, widening of the frontage separation distances, and increase in heights at the corner of terraces.

Applicant Name & Address:

Linden Homes
C/O Agent

Agent Name & Address:

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

RECOMMENDATION:

That planning permission to be **GRANTED** in accordance with Regulation 3/4 of the Town and Country Planning General Regulations 1992 subject to conditions and a deed of variation to the existing s106 to reflect the subject consent.

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, ad-hoc 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 of the site.
- 1.5 The site is not within a Conservation Area and does not form part of the curtilage of a Listed Building, albeit where 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 throughout 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 a s73 application for a minor material amendment to an outline planning consent levied 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 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 Hunters Way, 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.
- 2.2 The parent outline application was occasioned to planning committee on 12th March 2015 when Members resolved to grant planning permission subject to

conditions, 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.

- 2.3 The s106 Agreement has been engrossed and the Mayor advised on 11th August 2015 that he was content to allow Enfield Council to determine the case – subject to any action that the Secretary of State may take – and accordingly planning permission was issued on 28th October 2015.
- 2.4 In the intervening period, Members have considered a number of applications to agree amendments to the scheme including ref: 15/04547/FUL for amendments to the parent application to reflect a refined hospital design and subsequent changes to the physical parameter plans, ref: 16/01832/FUL for the detailed design of the Energy Centre and, of course, ref: 15/05021/RM which concerned itself with the discharge of detailed reserved matters relating to the site layout, design, external appearance and landscaping of the Hospital development parcel. All applications have been approved subject to relevant conditions and – where applicable – variations to the s106.
- 2.5 Works are underway to the Hospital development parcel and the Royal Free NHS Trust have recently exchanged contracts with Linden Homes for the purchase of the first residential land parcel – Parcel A. As was the case with the previous s73 application under ref: 15/04547/FUL, it soon became apparent that some aspects of the physical parameter plans were drawn too tightly and were too restrictive to enable the delivery the high quality residential development promised as part of the original submission and one that would accord with the aspirations of the applicant and the wider community. The realised scheme, therefore, has evolved to such an extent that minor amendments to the original outline parameters are required to accommodate these changes and create *'the best possible environment for future residents.'*
- 2.6 For clarity, the stated amendments are summarised below:

Areas

- i. a revised and consolidated road layout – to provide improved circulation and parking arrangements;
- ii. Revisions to the layout and grouping of residential units – to rationalise the amount of unit typologies and to allow units to meet minimum London Plan space standards while improving back-to-back distances to the perimeter blocks;
- iii. the incorporation of additional pedestrian routes – to increase the permeability of the site;
- iv. a widening of the frontage separation distances to provide for improved road widths;

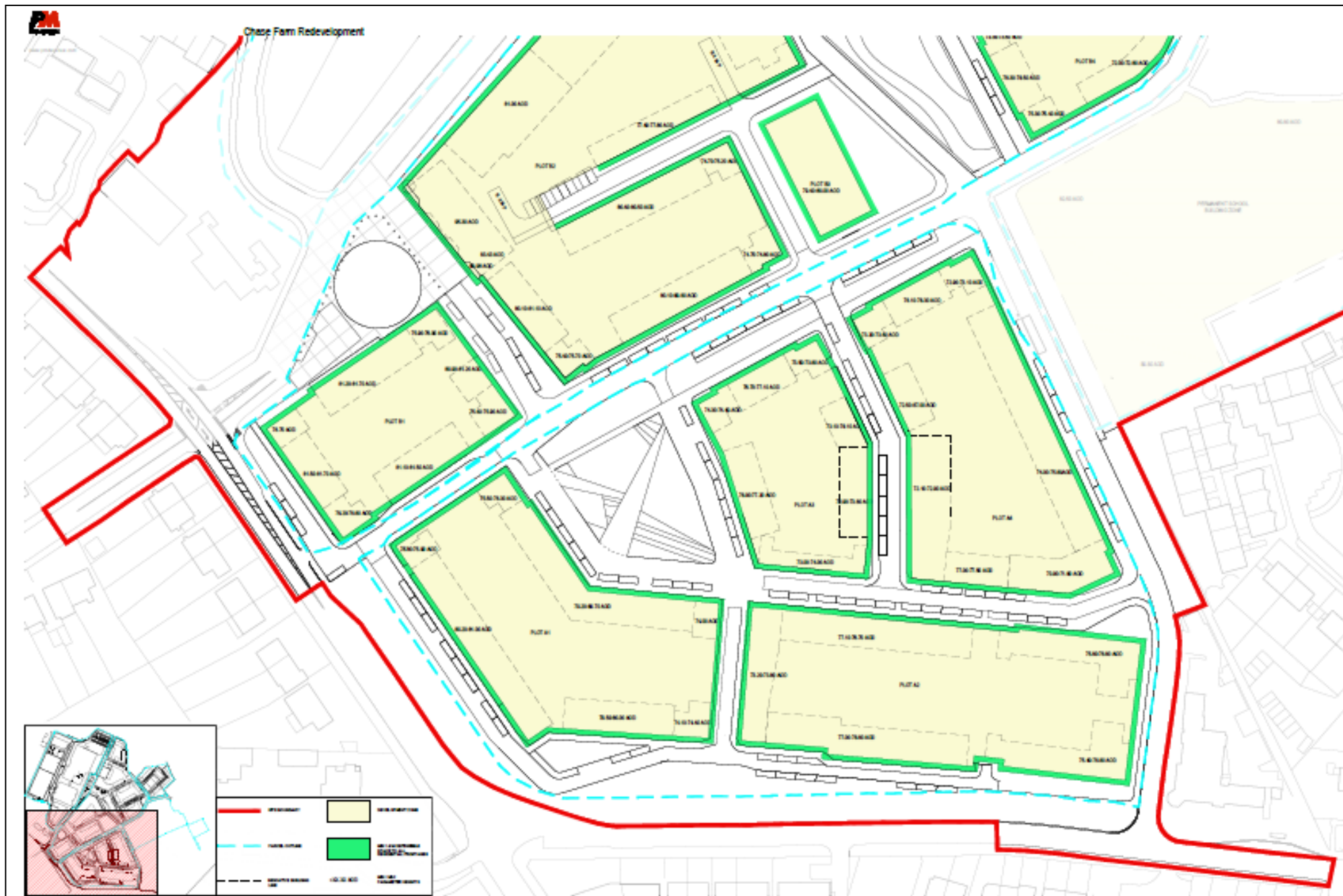
Heights

- v. maximum heights are identified with reference to finished ground level, rather than height above ordnance data ('OAD') – to allow for easier interpretation of the plan – this, however, was changed back to AOD following discussions with Officers and in light of paragraph 2.8;
- vi. an increase in the maximum heights at the corners of the terrace blocks – the current parameter plan relating to Parcel A shows the

corner buildings as being a maximum 2-storeys in height with no allowance for a pitched roof. The proposal seeks to increase this to a maximum of 3-storeys with a pitched roof. Such a change relates to Parcel A only, all other Parcels – namely Bi, Bii and C remain unchanged.

- 2.7 To clearly illustrate the proposed changes, the current approved plans and the proposed plans are shown below:

Approved Plans



Proposed Plans



- 2.8 Officers noted that, while the submission described the variation as being a change in height to the corner units only, to the northern two parameter blocks – circled in blue for ease of reference – also resulted in a modest variation in height from those stated to the order of a maximum of 1.9m. Such a change takes account of the variance in ground levels across the site and the number of storeys proposed to the affected areas would not change – namely the units would remain 3-storeys. Given that such changes are located within the hospital site, no existing neighbouring residential properties would be affected and any impact would be contained within the hospital site and the development Parcels, it was determined that such a change could still be accommodated within the subject application without the need to reconsult as no residents or properties abutting the site would be prejudiced by the modest alteration.
- 2.9 For the avoidance of doubt, members are advised that the development parameters outside of those stated in the above table **remain completely unchanged** from the parent application under ref: 14/04574/OUT. This includes relevant parameters already considered for the remaining development Parcels – Parcel A is the only area affected by the changes.

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 16/03448/NMA – Non material amendment 16/00426/106REV to allow change from a two-way to a one-way system for vehicles around the multi-storey car park and new hospital – Approved (31/08/16)
- 3.3 16/03154/NMA – Non material amendment to 16/00426/106REV to allow rewording of condition 9 (air quality impact assessment) and condition 46 (Combined heat and power facility) – Approved subject to conditions (31/08/16)
- 3.4 16/01832/FUL – Erection of Energy Centre adjacent to Kings Oak private hospital – Approved subject to conditions and s106 (09/08/16)
- 3.5 16/00426/106REV – Review of S106 Agreement under ref: 14/04574/OUT to change Trigger Point Between Housing Delivery and School Construction for 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 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 egress 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) as varied by 15/04547/FUL – Approved subject to conditions and s106 Deed of Variation (19/04/16)

- 3.6 16/00340/NMA – Non material amendment to 14/04574/OUT (as varied by 15/04547/FUL) for variations to conditions 02, 04, 07, 09, 46, 52 & 54 to allow alteration to submission triggers to accord with the construction programme for the site – Approved subject to conditions (29/01/16)
- 3.7 15/05583/PADE – Demolition of existing residential blocks bounded by Lavender Hill and The Ridgeway – Prior Approval not Required (23/12/15)
- 3.8 15/05021/RM – Submission of part reserved matters approved under 14/04574/OUT (for the replacement hospital facilities) in respect of appearance, landscape, layout and scale pursuant to condition 13 and details of siting, design and external appearance pursuant to condition 14, 15 and 16 of outline approval for the redevelopment of site to provide 36,764sqm of replacement hospital facilities, involving a part 5-storey hospital building, refurbishment of Highlands Wing, retention and extension of existing multi-storey car park, erection of a 3-storey detached energy building, hard and soft landscaping and associated works. (Outline application: Access) subject to Deed of Variation dated 1st February 2016 – Approved (02/02/16)
- 3.9 15/04547/FUL – Minor material amendment to 14/04574/OUT to revise the approved plan numbers (condition 1) 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 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 egress 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) – Approved subject to conditions and s106 Deed of Variation (23/12/15)
- 3.10 15/03516/FUL – Erection of a detached single storey modular data centre adjacent to the existing multi storey car park, with external wall mounted air conditioning units to north east elevation – Approved subject to conditions (23/09/15)
- 3.11 15/03039/FUL – Erection of temporary buildings, construction of hardstanding, associated plant and landscaping – Approved subject to conditions (26/10/15)
- 3.12 14/04574/OUT – 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 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 egress 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) – Approved subject to conditions and s106 (28/10/15).

- 3.13 TP/06/1687 – Demolition of an existing building and erection of 24 residential dwellings (comprising a 3-storey block of 12 x 2 bed flats; 9 x 3-storey terraced townhouses of 5 x 3 bed and 4 x 4 bed; and 3 x 2-storey detached block of 2 bed units over garages) together with car parking, bicycle stores and visitor parking with access via The Ridgeway – Approved subject to conditions (28/12/06)
- 3.14 TP/06/1682 – Demolition of existing garages and construction of 14 x 2 bed residential dwellings (comprising 3 storey block of 12 flats and two 2-storey block of units above garages) together with provision of 18 car parking spaces, cycle stores and 3 visitor parking with access via Hunters Way – Approved subject to conditions (28/12/06)
- 3.15 TP/06/0789 – Redevelopment of site B for residential purposes for the erection of a total of 279 units consisting of 164 residential units (comprising 87 two bed flats, 46 three bed houses, 31 four bed houses) and 115 affordable units (comprising 24 one bed keyworker flats, 65 two bed keyworkers flats, and 26 three bed keyworker flats) with associated parking and highway improvement works at junction of Hunters Way and Lavender Hill (Outline Application – siting and means of access only) – Refused (30/11/06) by reason of:
1. The application site comprises part of a large area of land occupied by Chase Farm Hospital. In the absence of a comprehensive strategy in respect of the future development and land requirements of the hospital there is insufficient certainty to establish the overall impact of future development of the hospital site as a whole on the area having regard to Policy (II)GD10 of the Unitary Development Plan and the principles set out in PPS1 - Delivering Sustainable Development.
 2. The proposed key worker housing layout includes blocks of flats which would be of excessive height and scale having regard to the character of the area and their siting in relation to adjoining residential properties. The proposal would not have appropriate regard to its surroundings and detract from the amenities of adjoining occupiers contrary to Policies (I)GD1, (I)GD2 and (II)GD3 of the Unitary Development Plan.
 3. An excessive density of development is proposed in the key worker housing layout having regard to the character and form of surrounding development and Policy (II)H7 of the Unitary Development and Policy 4B.3 of The London Plan.
- 3.16 The application was occasioned at Appeal and was dismissed. In the assessment of the subject application, the determination of the Local Planning Authority under previous iterations for the redevelopment of the site are a material consideration in the determination of the subject application, notably with regard to the deliverability of a workable scheme, scale, height and density.

4. Consultations

4.1 Statutory and non-statutory consultees

Greater London Authority:

4.1.1 The subject application is referable to the Mayor. A Stage 1 response to the application was issued 30th October 2015. A formal response was received 24th November 2015 stating that having reviewed the s73 submission noting that the quantum of development has not altered and with due regard to the comments of Transport for London, the GLA consider that the proposal does not raise any additional issues of strategic importance beyond those previously considered by the Mayor in respect to planning application ref: 14/04574/OUT.

4.1.2 In this regard, under article 5(2) of the Town and Country Planning (Mayor of London) Order 2008, the Mayor of London does not need to be consulted further on this application. Accordingly, the Local Planning Authority may proceed to determine the application without further reference to the Greater London Authority.

Transport for London:

4.1.3 TfL are content that these changes are minor and do not affect the consented scheme negatively.

Environment Agency:

4.1.3 No response received. Any comments will be reported as a late item.

Metropolitan Police:

4.1.4 No response received. Any comments will be reported as a late item.

Barnet, Enfield and Haringey Mental Health NHS Trust:

4.1.5 No response received.

Thames Water:

4.1.7 No objections.

Tree Officer:

4.1.8 No objections.

Economic Development:

4.1.9 No objection and no further comments beyond those made under ref: 14/04574/OUT.

Environmental Health:

4.1.10 No objection and no further comments beyond those made under ref: 14/04574/OUT.

Urban Design:

- 4.1.11 No objection. The increase in the height of the end-of-terrace units would read better within the street scene, allowing the terraced blocks to positively address the corners, enhance vistas, assist in legibility of routes through the site, while strengthening the rhythm of development.

Traffic and Transportation:

- 4.1.12 No response received. Any comments will be reported as a late item.

4.2 Public response

- 4.2.1 The application was referred to 1219 surrounding properties and 4 site notices were posted on and around the site. The consultation period expired 18/11/16. No objections were received.
- 4.2.2 During consideration of the submitted plans, the Case Officer noted that, while the submission described the variation as being a change in height to the corner units only, to the northern two parameter also resulted in a modest variation in height from those stated to the order of a maximum of 1.9m. Such a change takes account of the variance in ground levels across the site and the number of storeys proposed to the affected areas would not change – namely the units would remain 3-storeys. Given that such changes are located within the hospital site, no existing neighbouring residential properties would be affected and any impact would be contained within the hospital site and the development Parcels, it was determined that such a change could still be accommodated within the subject application without the need to reconsult as no residents or properties abutting the site would be prejudiced by the modest alteration.

Ward Councillors:

- 4.2.3 All 4 ward Councillors were consulted on the application. At the time of writing no responses were received. Any representations will be reported as a late item.

5. Relevant Policy

- 5.3.1 The London Plan including Revised Early Minor Amendments (REMA)

Policy 2.6 – Outer London: vision and strategy
Policy 2.7 – Outer London: economy
Policy 2.8 – Outer London: transport
Policy 2.14 – Areas for regeneration
Policy 3.1 – Ensuring equal life chances for all
Policy 3.2 – Improving health and addressing health inequalities
Policy 3.3 – Increasing housing supply
Policy 3.4 – Optimising housing potential
Policy 3.5 – Quality and design of housing developments
Policy 3.6 – Children and young people's play and informal recreation facilities
Policy 3.7 – Large residential developments
Policy 3.8 – Housing choice
Policy 3.9 – Mixed and balanced communities

Policy 3.10 – Definition of affordable housing
 Policy 3.11 – Affordable housing targets
 Policy 3.12 – Negotiating affordable housing on individual private residential and mixed use schemes
 Policy 3.13 – Affordable housing thresholds
 Policy 3.14 – Existing housing
 Policy 3.15 – Coordination of housing development and investment
 Policy 3.16 – Protection and enhancement of social infrastructure
 Policy 3.17 – Health and social care facilities
 Policy 3.18 – Education facilities
 Policy 4.1 – Developing London's economy
 Policy 4.5 – London's visitor infrastructure
 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 7.1 – Building London's neighbourhoods and communities
 Policy 7.2 – An inclusive environment
 Policy 7.3 – Designing out crime
 Policy 7.4 – Local character
 Policy 7.5 – Public realm
 Policy 7.6 – Architecture
 Policy 7.7 – Location and design of tall and large buildings
 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 7.16 – Green Belt
 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

5.3.2 Local Plan – Core Strategy

Strategic Objective 1: Enabling and focusing change
 Strategic Objective 2: Environmental sustainability
 Strategic Objective 3: Community cohesion
 Strategic Objective 4: New homes

Strategic Objective 5: Education, health and wellbeing
Strategic Objective 6: Maximising economic potential
Strategic Objective 7: Employment and skills
Strategic Objective 8: Transportation and accessibility
Strategic Objective 9: Natural environment
Strategic Objective 10: Built environment
Core Policy 1: Strategic growth areas
Core policy 2: Housing supply and locations for new homes
Core policy 3: Affordable housing
Core Policy 4: Housing quality
Core Policy 5: Housing types
Core Policy 6: Housing need
Core Policy 8: Education
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

5.3.3 Development Management Document

DMD1: Affordable housing on sites capable of providing 10 units or more
DMD3: Providing a mix of different sized homes
DMD4: Loss of existing residential units
DMD6: Residential character
DMD8: General standards for new residential development
DMD9: Amenity space
DMD10: Distancing
DMD15: Specialist housing need
DMD16: Provision of new community facilities
DMD17: Protection of community facilities
DMD18: Early years provision
DMD37: Achieving high quality and design-led development
DMD38: Design process
DMD42: Design of civic / public buildings and institutions
DMD43: Tall buildings
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
 DMD82: Protecting the Green Belt
 DMD83: Development adjacent to the Green Belt

5.4 National Planning Policy Framework

5.4.1 The National Planning Policy Framework (NPPF) introduces a presumption in favour of sustainable development. In this respect, sustainable development is identified as having three dimensions – an economic role, a social role and an environmental role. For decision taking, this presumption in favour of sustainable development means:

- approving development proposals that accord with the development plan without delay; and
- Where the development plan is absent, silent or relevant policies are out of date, granting permission unless:

Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or

Specific policies in the Framework indicate development should be restricted.

5.4.2 The NPPF recognises that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF does not

change the statutory status of the development plan as the starting point for decision making.

- 5.4.3 In addition, paragraph 173 of the NPPF states that in the pursuit of sustainable development careful attention must be given to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

5.5 National Planning Practice Guidance

- 5.5.1 On 6th March 2014, the Department for Communities and Local Government (DCLG) launched the National Planning Practice Guidance (NPPG) to consolidate and simplify previous suite of planning practice guidance. Of particular note for members, the guidance builds on paragraph 173 of the NPPF stating that where an assessment of viability of an individual scheme in the decision-making process is required, decisions must be underpinned by an understanding of viability, ensuring realistic decisions are made to support development and promote economic growth. Where the viability of a development is in question, local planning authorities should look to be flexible in applying policy requirements wherever possible.

5.5 Other Material Considerations

London Plan Housing SPG
Affordable Housing SPG
Enfield Market Housing Assessment
Providing for Children and Young People's Play and Informal Recreation SPG and revised draft
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 principle for the redevelopment of the site to provide a new hospital of up to 32,000 sq.m of floor area, up to 500 residential units and the provision of an interim and permanent primary school for three forms of entry (630 sq.m and 3,600 sq.m respectively) has been established under ref: 14/04574/OUT.

The quantum of development and access arrangements have not altered as a result of the current submission and hence considerations in the assessment of the subject application are necessarily restricted to the impact of the scheduled amendments to the agreed parameters plan and whether these changes represent a minor material amendment in accordance with the relevant tests of s73 of the Town and Country Planning Act 1990. In this regard, the main issues to consider are as follows:

- i. Development Adjacent to the Green Belt;
- ii. Design;
- iii. Amenity of neighbouring properties;
- iv. Highway safety;
- v. Sustainability and biodiversity;
- vi. S.106 Obligations; and
- vii. Community Infrastructure Levy

6.3 Development Adjacent to the Green Belt

6.3.1 Policy DMD83 of the Development Management Document also seeks to govern development adjacent to the Green Belt, or development deemed to impact upon its setting. In this regard, proposed development located next to or within close proximity to the Green Belt will only be permitted if all of the following criteria are met:

- a. There is no increase in the visual dominance and intrusiveness of the built form by way of height, scale and massing on the Green Belt;
- b. There is a clear distinction between the Green Belt and urban area;
- c. Views and vistas from the Green Belt into urban areas and vice versa, especially at important access points, are maintained.

6.3.2 In addition, proposals should maximise opportunities to incorporate measures to improve the character of land adjacent to the Green Belt through environmental improvements such as planting and earth moulding, and the removal or replacement of visually intrusive elements such as buildings, structures, hard standings, walls, fences or advertisements.

6.3.3 Development must not restrict future public access/ rights of way from being provided. Where possible proposed development should increase opportunities for public access.

6.3.4 As part of the original submission, a Visual Impact Assessment (VIA) to accompany the scheme. Four wireline viewpoints were agreed to form the basis of the analysis as these areas were deemed to offer the most conspicuous views of the site from the surrounding Green Belt. The location and low rise nature of the Parcel A site is such that the area will not be discernible from any of the Green Belt vistas previously examined. In this regard, it is not considered that the proposals will have any impact upon the Green Belt.

6.4 Design

Density

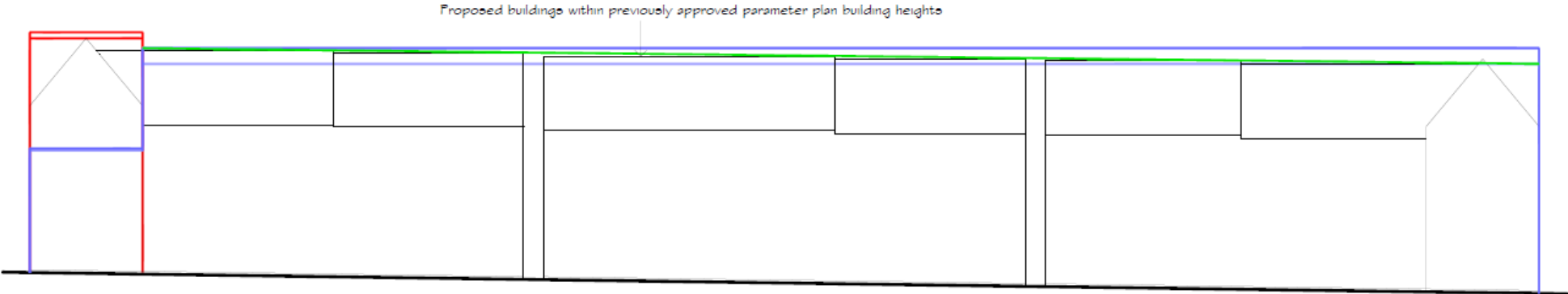
6.4.1 The quantum of development to the site remain unchanged as a result of the change to the parameters of the hospital development. In this regard, the

principle for development of the quantum established under ref: 14/04574/OUT (as amended) remains applicable to the subject scheme and thereby deemed acceptable.

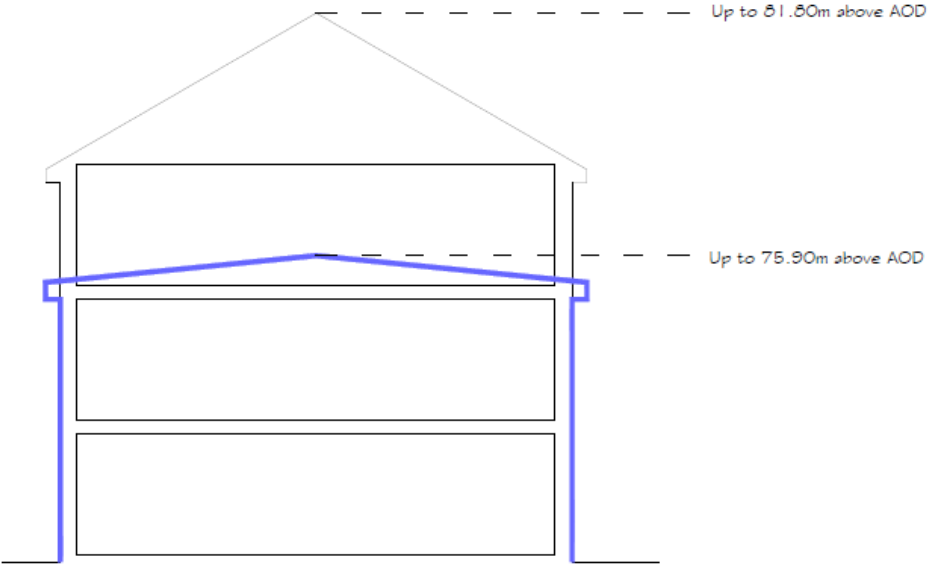
Layout, mass, bulk and height

- 6.4.2 Consistent with the core principles of the London Plan, the Core Strategy and Development Management Document well considered, high quality, designed development is central to achieving a balanced and sustainable development. Developments should be of the highest quality internal, externally and in relation to the wider environment providing an attractive and functional public realm, clear legible for users, but one that adapts to changing needs and fosters a sense of community. New development is required to have regard to its context, and make a positive contribution to local character.
- 6.4.3 The revised scheme is again submitted under an outline application with matters relating to detailed design reserved at this stage, however, in the refinement of the Parcel A, a revised set of parameter plans have been submitted for consideration. It is evident from the plans that the proposed changes are relatively minor, affecting the corner units most notably with an increase in overall height from 2-storey units with a very shallow pitch to 3-storey with a regular pitched roof. From the submission made by Linden Homes, it would appear that the original masterplanning works was not detailed / refined enough to have highlighted this issue under the parent application and, effectively, would appear more as a failure in the application of a complex scheme, rather than a preferred and well thought-out design solution that seeks to create a high quality residential environment. Indeed, the AOD figures originally submitted failed to adequately appreciate the variance in ground levels across the site and in particular to the northern perimeter blocks where, again, limiting thresholds would not be capable of achieving three storey development without creating an incongruity in the roof profile than would be apparent over the remainder of the site. The illustration below highlights this issue and is taken from an indicative section of the development site:

Indicative Elevations



- Approved parameter plan max. building height (high end of range)
- Approved parameter plan max. building height (low end of range)
- Average height of approved parameter plan building heights allowing for topographical levels
- Proposed parameter plan building heights (where different to approved building heights)
- Possible building form within proposed parameter plan building heights



Corner Section

Note : Building lifted at corners as requested by LPA



Approved Parameter Plans



Proposed Parameter Plans

Drawing Indicating Proposed Alteration From 2 to 3 Storey at Corners

- 6.4.4 From this illustration it is clear that the height limitations imposed by the outline application were ill-conceived, notwithstanding the fact that it is unusual for terraced blocks to step down to their corner elements, it is clear that the parameters previously submitted would have resulted in a roof pitch to the end-of-terrace units which themselves would stand as an incongruity within the street scene and surrounding area, undermining the ability of the developer to create a coherent and high quality form of development that would integrate with, and actively contribute to, the character and appearance of the surrounding area. Changes to the northern parameter blocks would also ensure that the development is capable of appropriately responding to the changing topography of the site, without undermining the high quality design ethos and indeed the importance of creating a coherent place. Such changes in this respect are considered to be very modest and to grant a variation to this area identified so late in deliberation would ensure that the development of Parcel A could be delivered in a timely manner.
- 6.4.5 The submitted scheme, seeks to redress this issue and incorporate corner units over 3-storeys rather than the 2-storeys previously approved, driven by a desire to improve the quality of the development. In assessing the impact of the scheme – and in consultation with the Urban Design Officer – it is considered that the alterations to the height of units would read better within the street scene, allowing the terraced blocks to positively address the corners, enhance vistas, assist in legibility of routes through the site, while strengthening the rhythm of development that more readily integrates with the pattern of development in the surrounding area and will result in a more successful mediation of space than previously proposed.
- 6.4.6 In relation to the alterations to the layout of the development and notably to the closing up of a route to the east of the green space to the north of the site and the relocation of the north / south route to better align with the remaining north / south route to the east, it is understood that such changes were required to release some internal configuration and layout pressures that were inherited as part of the parent application and Indicative Masterplan. Under the parent application, it was reported to Members, that while it was clear that the quantum of development could be accommodated on the site, some pinch points, notably in relation to the back-to-back distancing standards, could not be fully met. This coupled with the land take demand for parking at the agreed 1:1 ratio and highway distancing requirements, conspired to render the illustrative layout as unworkable or would result in internal distancing standards that were too constrained. In rationalising the internal layout with the removal of one of the north south routes and relocating the other, is such that the applicant has effectively freed up the site and relieved these defined constraints to ensure both the delivery of sufficient numbers of units to the site, but also to ensure that back-to-back distances can be increased to a minimum of 22m – which while not strictly Policy compliant for three storey units would be considered as acceptable on balance, both in terms of optimising the use of the site, but also achieving requisite standards for amenity provision. Routes through the site will be preserved and it is not considered that the alterations to the layout would serve to undermine the legibility of the scheme or indeed to usability of the main public green space that provides a local hub of activity to Parcel A.

- 6.4.7 Mindful of the considerations and concerns raised through consultation and at planning committee, it is important for members to note that there are no tabled changes to the parameters plans for any of the other Parcels of land associated with the development and aside from the corner typologies all other previously considered heights of the residential units remain exactly the same with the single family units not exceeding 3-storeys in height. Further, the detailed design of the development will be dealt with under the reserved matters submission for each of the identified parcels. These applications will also be referred to planning committee for deliberation. It is anticipated that the first Reserved Matters application for Parcel A will be submitted soon after the determination of the subject application.

6.5 Impact of Neighbouring Properties

- 6.5.1 Policy DMD8 of the Development Management Document seeks to ensure that all new residential development is appropriately located, taking account of the surrounding area and land uses with a mandate to preserve amenity in terms of daylight, sunlight, outlook, privacy, noise and disturbance. In addition, DMD10 imposes minimum distancing standards to maintain a sense of privacy, avoid overshadowing and to ensure that adequate amounts of sunlight are available for new and existing developments.
- 6.5.2 The nature of the tabled changes are such that they are concentrated to Parcel A only. The context of this Parcel is such that it is bounded to the east by Hunters Way, to the south by Lavender Hill, to the west by The Ridgeway and to the north by Parcel Bi – which as yet remains undeveloped and allocated for residential uses. As was the case with the parent application, the generous proportions and separation distances afforded by the highways directly adjacent to the site are such that residential amenity to neighbouring properties will be unaffected as a result of the works and indeed the increase in the height of the corner units.

6.6 Highway Safety

Proposal

- 6.6.1 As part of the submission, it is clear that the parking provision and decant strategy for the redevelopment of the site remain unchanged from the previously approved scheme. For clarity, the development proposes:
- The main access at The Ridgeway is proposed to be enhanced, including provision for right-turning (inbound) movements.
 - Hospital parking is proposed to be reduced to 900 from the current 1,444 across the site, involving the extension of the existing multi-storey car park to the north-west of the site.
 - School parking is proposed at 35-40 spaces.
 - Residential parking is proposed at a ratio of 1:1.
 - New pedestrian crossing to Lavender Hill.
 - Interim and permanent school access via Hunters Way with one way exit via Shooters Road including provision of new connecting road and control measures.
- 6.6.2 In consultation with the Council's Traffic and Transportation team, no objections have been raised to the scheme on the basis that the tabled

changes are so minor as to not materially impact upon transport implication for the scheme and in fact would serve to ensure that tensions between on-street car parking and an attractive public realm are relieved. The removal of the north south route adjacent to the green space, is not of concern and would not undermine or inhibit local vehicle movements across Parcel A and indeed the wider development site. The retention and realignment of a pedestrian route linking Lavender Hill to the larger development area including access to the main 'Urban Green' to the centre of the site is also welcomed. All relevant considerations remain consistent with the previously approved scheme and all relevant measures secured by way of condition, s106 or s278 will be reiterated if members resolve to grant consent.

6.7 Sustainable Design and Construction

- 6.7.1 The sustainable design and construction credentials of the scheme remain unaltered as a result of the submitted changes and therefore remain consistent with the requirements of the Local Plan. All relevant measures secured by way of condition or s106 will be reiterated if members resolve to grant consent.

Trees

- 6.7.2 A site wide Tree Preservation Order has been placed on the site. Consistent with comments under the parent application 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 (including the proposed school site).
- 6.7.3 The overwhelming majority of these trees have been sensibly retained where they will continue to contribute to the proposed development. The revised configuration of Parcel A would not result in any additional loss of trees over what has already been agreed and hence this is considered to be acceptable subject to relevant tree protection conditions.

6.8 *S106 Contributions*

- 6.8.1 A Deed of Variation to the Section 106 agreement will be required to align the new reference number attached to this s73 application. Other than this minor change all other provisions, schedules and Heads of Terms will remain unaltered.

6.9 *Community Infrastructure Levy*

- 6.9.1 As of the April 2010, legislation in the form of CIL Regulations 2010 (as amended) came into force which would 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 spring / summer 2015.

- 6.9.2 Given the phased nature of the development and the intention to discharge reserved matters on a phase by phase basis, CIL will be calculated and paid on a phase by phase basis.

6.10 *Other Matters*

Equalities Impact Assessment

- 6.10.1 An Equalities Impact Assessment has been submitted with the application. The consultation process has served to notify all relevant adjoining parties likely to be impacted by the development. However, additional 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 given the comments made in the previous '*Inclusive Access*' section 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 Chase Farm is a strategically important site for the Borough and its surround. The tabled changes are considered to be minor in nature and as the quantum of development would remain unchanged, it is considered that the alterations can be agreed as a minor material amendment subject to all relevant conditions and s106 obligation previously secured under ref: 14/04574/OUT.

8. **Recommendation**

- 8.1 **That planning permission be to be granted in accordance with Regulation 3/4 of the Town and Country Planning General Regulations 1992 subject to conditions levied under ref: 14/04574/OUT and a Deed of Variation to the agreed s106.**