ltem No. Case No. **1/07** 05/2716

RECEIVED:	19 September, 2005
WARD:	Queensbury
PLANNING AREA:	Kingsbury & Kenton Consultative Forum
LOCATION:	Roberts Court, Stag Lane, London, NW9 9AD
PROPOSAL:	Residential, extra care, sheltered complex for the elderly, comprising 38 one- bedroom flats and 2 two-bedroom flats with communal areas, guest-room, ancillary facilities and offices; and primary-care medical clinic with 13 consulting-rooms, various surgeries, pharmacy, café and ancillary storage and offices, 34 car-parking spaces, cycle-parking and new vehicle crossover. Supplemented by Supporting Statement and a Sustainability check list
APPLICANT:	Willow Housing & Brent Primary Care Trust
CONTACT:	The Tooley & Foster Partnership
PLAN NO'S:	Site Plan; Primary Care Centre: BHHK PL - 02B, 10D, 11F, 12E, 20C, 21C, 22A ExtraCare Residential Complex: 4109/DE/ - 20D, 21C, 22B, 23B, 24A, 25B, 26C, 27A, 28.

RECOMMENDATION

Grant planning permission subject to the completion of a satisfactory Section 106 or other legal agreement and delegate authority to the Director of Environmental Services to agree the exact terms thereof on advice from the Borough Solicitor.

SECTION 106 DETAILS

The application requires a Section 106 Agreement, in order to secure the following benefits:-

- Payment of the Council's legal and other professional costs in (a) preparing and completing the agreement and (b) monitoring and enforcing its performance
- The payment of £45,000 towards non car transportation improvements in the locality, which will specifically include a pedestrian crossing point in Roe Green.

EXISTING

The premises comprise a cleared site of 0.6ha. on the east side of Stag Lane, formerly occupied by Roberts Court, a two storey elderly persons home. Hay Lane and Grove Park Special Schools lie to the north and east and Roe Green Village Conservation Area to the west. There are a number of prominent trees around the site which must be protected and retained.

PROPOSAL

There are two parts to this proposal whereby Willow Housing, which is part of the Network Housing Group, are intending to develop the site in conjunction with the Brent Primary Care Trust and the Lift Co.

The Primary Care Trust's proposals comprise a comprehensive health and social care facility for the north of the borough in the form of a "one- stop" health centre. The services currently provided from or based at the Stag Lane Clinic will be expanded and new facilities provided. The proposal shows a "U" shaped building which faces Stag Lane, built into the hill side with a central parking area. The proposed two and three storey building will provide as part of the overall accommodation five consulting rooms and three treatment rooms and waiting areas for new doctors' surgeries. In addition, there will be accommodation for nurses, baby clinics and community education, accommodation for blood tests, chiropody, optometry, physiotherapy and family, planning, a diabetic clinic, two dental surgeries, training and rest rooms, stores and ancillary offices for health visitors and supporting cafe and pharmacy.

The proposed development is a LIFT (Local Improvement Finance Trust) project, a government initiative and joint venture between the Department of Health, the local health and social health care services and the private sector. The initiative forms part of the NHS' ten year plan for modernising and reforming the NHS. This direction is towards a one-stop centre approach allowing the patients access to a range of health and social care services from one local centre.

This is one of three schemes intended for the borough, the other two being at Monks Park and Vale Farm.

HISTORY

Outline application for the redevelopment of the site to provide a primary care centre and a residential nursing care home, both up to 3 storeys in height, together with ancillary parking and landscaping was approved subject to the same S.106 Agreement set out in this report and conditional consent was issued on 19/01/04.

Roberts Court, named after Lord Roberts who occupied Grove Park Mansion in 1893-5, was an undistinguished 1970's elderly persons home which has now been demolished. The site was acquired by the Stadium Housing Association who are required by virtue of the S.106 Agreement on the Grove Park housing scheme to make land available at Roberts Court for a new medical centre and thereby help resolve the significant shortage of medical services in the area.

POLICY CONSIDERATIONS

Brent Unitary Development Plan 2004

- STR 11 seeks to protect and enhance the quality and character of the Borough's built and natural environment and resist proposals that have a harmful impact on the environment and amenities.
- STR14 states that new development will be expected to make a positive contribution to improving the quality of the urban environment.
- STR15 requires that major development enhance the public realm, by creating or contributing to attractive and successful outdoor areas.
- BE1 requires the submission of an Urban Design Statement for all new development proposals on sites likely to have significant impact on the public realm or major new regeneration projects.
- BE2 on townscape: local context & character states that proposals should be designed with regard to their local context, making a positive contribution to the character of the area.
- BE3 relates to urban structure, space and movement and indicates that proposals should have regard for the existing urban grain, development patterns and density in the layout of development sites.
- BE4 states that developments shall include suitable access for people with disabilities.
- BE5 on urban clarity and safety stipulates that developments should be designed to be understandable to users, free from physical hazards and to reduce opportunities for crime.
- BE6 discusses landscape design in the public realm and draws particular attention to the need to create designs which will reflect the way in which the area will actually be used and the character of the locality and surrounding buildings. Additionally, this policy highlights the importance of boundary treatments such as fencing and railings which complement the development and enhance the streetscene.
- BE9 seeks to ensure new buildings, alterations and extensions should embody a creative, high quality and appropriate design solution and should be designed to ensure that buildings are of a scale and design that respects the sunlighting, daylighting, privacy and outlook for existing and proposed residents.
- BE12 states that proposals should embody sustainable design principles commensurate with the scale and type of development.
- BE24 on development proposals in Conservation Areas, or outside them but affecting their setting or

views into or out of the area, states that planning applications shall pay special attention to the preservation or enhancement of the character or appearance of the area.

- H12 states that the layout and urban design of residential development should reinforce or create an
 attractive and distinctive identity appropriate to the locality, with housing facing streets, and with access
 and internal layout where cars are subsidiary to cyclists and pedestrians. Dedicated on-street parking
 should be maximised as opposed to in-curtilage parking, and an amount and quality of open landscaped
 area is provided appropriate to the character of the area, local availability of open space and needs of
 prospective residents.
- H13 notes that the appropriate density for housing development will be determined by achieving an
 appropriate urban design which makes efficient use of land, particularly on previously used sites. The
 density should have regard to the context and nature of the proposal, the constraints and opportunities of
 the site and type of housing proposed.
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- TRN22 on parking standards for non-residential developments requires that non-residential developments should provide no more parking than the levels listed in PS12 for that type of development.
- PS12 sets out the car parking standard for non-residential institutions (Use Class D1) which is 2 spaces for every 5 visitors based on a maximum capacity. An additional space would be allowable for each health-care worker who requires the use of a car in the course of his/her duties. Consideration may be given to dedicated on street 'doctor' bays. For all health uses, the maximum additional visitor parking should be 20% of the employee parking, with a minimum of provision of one space.
- CF13: In partnership with the health care providers, the improvement of primary health care facilities is supported.

Brent Supplementary Planning Guidance

Supplementary Planning Guidance Note 17 on New Development Supplementary Planning Guidance Note 19 on Sustainable Design, Construction & Pollution Control

SUSTAINABILITY ASSESSMENT

The proposed development achieves a score of 22% and a rating of 'fairly detrimental', well below the requested 'very positive', 50%+. However, an officer assessment, including suggested improvements detail how the proposal could reach up to 27% with a further 18%(maximum) available on the materials which have yet to be finalised. Timber casements have been specified on parts of the development.

The proposed development scores well in meeting social and economic needs locally by providing access for disabled persons, recreational and leisure opportunities and by incorporating Secured By Design principles in the development. Water is to be conserved via the use of low-volume dual flush toilets, spray taps and water meters.

While this development scores low, there are additional points available and discussions with the developer are continuing to try and incorporate other measures and sustainability to an acceptable level.

CONSULTATION

Adjoining residents, residents' associations, schools, library and ward councillors consulted and three replies received raising objectionnas follows:-

Access Consultants

Concerns raised on specific matters of detail set out in their letter dated 24/10/05. Details of these are conditioned.

Two residents and Residents' Association

- A well thought out scheme but with inadequate off-street parking.
- The management should agree to no motor vehicles being permitted as a condition of occupancy of the sheltered accommodation.

Potential car pooling for Health Centre staff.

(These matters are partly addressed through the Travel/ Management Plans.)

<u>Thames Water</u> responded raising concerns about surface water drainage so as to avoid threat of surcharge or flooding. Details of this are conditioned. No comments raised on water supply.

A public meeting was organised by the applicants at St Sebastian Church hall on 6/09/05 when over 50 people attended and most of the comment was supportive and complimentary. A further presentation was made to Roe Green Residents on 13/09/05 when concerns were raised about the adequacy of the parking.

Plans of the application were also displayed in Stag Lane Library for three weeks in November.

REMARKS

Having regard to the nature of the development, the principal issues for consideration relate to potential impact upon townscape, impact upon trees, parking and access and the impact upon amenity of the adjacent properties. The principle of the scheme was agreed at outline stage.

There are two parts to this proposal whereby Willow Housing, which is part of the Network Housing Group, are intending to develop the site in conjunction with the Brent Primary Care Trust and the Lift Co.

Medical Centre

The Primary Care Trust's proposals comprise a comprehensive health and social care facility for the north of the borough in the form of a "one- stop" health centre. The services currently provided from or based at the Stag Lane Clinic will be expanded and new facilities provided. The proposal shows a "U" shaped building which faces Stag Lane, built into the hill side with a central parking area. The proposed two and three storey building will provide as part of the overall accommodation five consulting rooms and three treatment rooms and waiting areas for new doctors' surgeries. In addition, there will be accommodation for nurses, baby clinics and community education, accommodation for blood tests, chiropody, optometry, physiotherapy and family, planning, a diabetic clinic, two dental surgeries, training and rest rooms, stores and ancillary offices for health visitors and supporting cafe and pharmacy.

The "L"- shaped building has a central site access with landscaped front and side boundaries and 26 parking spaces. The frontage to Stag Lane is of restrained modern design which reflects the design elements of the area and comprises ground floor brick with western red cedar shingles cladding both the gable ends and the steep pitched roofs The windows are rectangular in aluminium frames. An open timber canopy to the road frontage provides the public entry point with the staff access to the rear.

The building is set back 6.8m. and 11.8m. from the Stag Lane frontage which is landscaped within the site annd on the5.6m. deep highway verge. The building is set in between 3m. and 6m. from the northern boundary and 8.5m. from the boundary with the school playing field to the east. The main body of the building is two storeys in height to limit its impact on the adjoining lodge house.

Extra Care Home

The second and complementary half of the scheme is a 40 bed residential establishment for those requiring extra care. The accommodation which provides independent living accommodation for elderly residents comprises a gross internal floor area of 3366 sq.m. consisting of 38 x 1 bed (2 person)flats all to full wheelchair standards, and 2 x 2 bed (3 person) flats. The range of communal facilities which includes assisted bathrooms, central laundry, guest room, hobbies/ activity room, central lounge kitchen and offices. Extra care schemes have a minimumlower age limit of 60, but in reality the average age of residents is between 75 - 90. A manager is on site every day with carers coming in to provide the appropriate level of care. The "U"- shaped building has a central turning head and access with a central landscaped area for 8 parking spaces and 8 bicycle stands.

The proposed building has a street frontage set back between 2m. and 7.8m. from the landscaped verge of Stag Lane. Facing the road, the two storey building is of brickwork with tile hanging above and a tiled roof. To the rear, the building is built into the hillside, rises to three storeys in height with a brick, render and tile hung facades. This is considered to be of appropriate design and landscape setting, so that the overall character of Stag Lane and of Roe Green Village opposite should not be materially harmed.

The building is set in between 8m. and 13.4m. from the southern boundary and between 8.8m. and 9.5m.from the boundary with the school playing field to the east. There is therefore minmal interference with the privacy enjoyed by the adjoining neighbours. The southern boundary, which abuts "Trobridge" houses is

to be replaced with a 1800mm. high closed boarded fence with a 600mm. high trellis topping.

Policies H3 and H7 of the aforementioned UDP's resists the net loss of residential accommodation. In this case, not only is care for the elderly re-provided but the specific exceptions to these policies which allow alternative uses where there will be a net loss of residential accommodation include community facilities. It is considered that the proposed primary health care centre is a community facility which would be beneficial to the local community and therefore the part loss of a residential site is considered to be justified. The provision of a residential nursing care home would also serve to meet the needs of an ageing population in this part of the borough. Improved accessibility to such a centre by way of a pedestrian crossing in Roe Green to the south-east is required and was the subject of a S.106 Agreement on the outline consent.

Access to the site is from the same, shared new access as that provided for the medical centre and is accompanied by a raised table. The existing accesses will be closed.,but concerns have been expressed and examined about the survival of a red oak on the frontage.

Landscape Design

A detailed tree survey, which records the death of a landmark horse chestnut on the frontage of the site and now removed, is are contained within the application and further landscaping is proposed to the frontage and rear garden boundaries. The current plans provide for the retention of the red oak tree beside the new access. The tree is a good specimen and is considered to contribute to the character of the street scene.

Revised plans and details have been received which include measures aimed at safeguarding the tree during the construction process and those details are conditioned. The advice from the Council's landscape architect is that by reference to the British Standard B S 5837 (Trees in Relation to Construction) and to the National House Builders Council Standards (Building near trees) the details are workable.

Transportation

The car and bicycle parking allowances are set out in standards PS12, PS14, PS15 and PS16. and the proposals set out in this application comply with those standards.

Bicycle stands are provided for the Care home but not for the Health Centre. Consideration also needs to be given to the impact of any overspill parking on traffic flow, road safety and on the nearby Conservation Area. To that end, bicycle parking and a Travel Plan for Health Centre Staff should be secured by condition

In terms of public transport, accessibility in the area is low; on-street parking is unrestricted along Stag Lane but the road is too narrow for on-street parking to take place.

Non-car access needs improvement in the area and to facilitate this the financial contribution previously sought towards a pedestrian crossing costing approximately £45,000 should again be required.

Concerns have been expressed previously by Grove Park Special School about the provision of an emergency access from the Health Centre car park. The Liftco general manager is apparently sympathetic to such a request but is unable to be committed at the present stage of negotiations. The item is covered by an informative.

Subject to the S.106 Heads of Terms and the following conditions the proposal represents an attractive scheme and a welcome investment which can be recommended for approval.

RECOMMENDATION: Grant Consent subject to Legal agreement

(1) The proposed development is in general accordance with policies contained in the:-Brent's Unitary Development Plan 2004, Central Government Guidance and the Council's Supplementary Planning Guidance nos. 12, 15, 17 & 19.

Relevant policies in the Adopted Unitary Development Plan are those in the following chapters:-

Built Environment: in terms of the protection and enhancement of the environment

Housing: in terms of protecting residential amenities and guiding new development Transport: in terms of sustainability, safety and servicing needs Community Facilities: in terms of meeting the demand for community services Design and Regeneration: in terms of guiding new development and Extensions

CONDITIONS/REASONS:

(1) The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: To conform with the requirements of Section 91 of the Town and Country Planning Act 1990.

(2) Notwithstanding the plans hereby approved, details of the materials for all external work including samples, shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced and the development shall be undertaken in accordance with the details so approved.

Reason: To ensure a satisfactory development which does not prejudice the amenity of the locality.

- (3) Further details of the proposed development shall be submitted to and approved by the Local Planning Authority before any work is commenced and the development shall be carried out and completed in all respects in accordance with the details so approved before the building(s) are occupied. Such details shall include:-
 - (a) the use and treatment (including drainage) of all open areas of the site;

(b) the finished levels of all buildings, roads (indicating gradients), landscape works and boundaries relative to adjoining properties;

(c) the provision of refuse and waste storage and disposal facilities;

(d) the provision of lighting to ensure safety and convenience on roads, footpaths and accesses to buildings;

(e) the proposed fenestration and the use of obscured glazing;

(f) the closure of the existing vehicular access points and crossovers and their making good at the applicants' own expense;

(g) the provision made for the parking of bicycles at the Health Centre in accordance with Council standards;

- (h) the widening of footpaths into the site to 1.8m.;
- (i) the provision made for and design and location of all bin stores.

Reason: These details are required to ensure that a satisfactory development is achieved.

(4) The remainder of the undeveloped land within the site shall be suitably landscaped in accordance with a scheme to be submitted to and approved by the Local Planning Authority before any works commence on site, the landscape work to be completed during the first available planting season following completion of the development hereby approved and shall be maintained thereafter to the satisfaction of the Local Planning Authority.

Reason: To ensure a satisfactory standard of appearance and that the proposed development enhances the visual amenity of the locality.

(5) All existing trees which are not directly affected by the building(s) and works hereby approved shall be clearly located and described in the required landscaping scheme. Such trees shall be retained and shall not be lopped, topped, felled, pruned, have their roots severed or be uprooted without prior approval of the Local Planning Authority. All planting, seeding or turfing comprised in the approved details of the landscaping shall be carried out in the first planting and seeding seasons following completion of the development hereby approved. Any trees and shrubs planted in accordance with the landscaping scheme which, within 5 years of planting are removed, dying, seriously damaged or become diseased, shall be replaced to the satisfaction of the Local Planning Authority, by trees and shrubs of similar species and size to those originally planted.

Such a landscape scheme shall also indicate:-

- the existing contours and any alteration, such as earth mounding, thereto;
- other appropriate matters within the context of a landscaping scheme, such as details of sitting-out areas, footways and other paved pedestrian and vehicle-parking areas.
- that the trees on site shall be protected in accordance with standards BS5837;

and the landscape scheme shall be accompanied by an Arboricultural Method Statement which shall be submitted to and approved in writing by the Local Planning Authority and which shall include a tree protection plan.

Prior to the commencement of demolition/construction the trees to be retained on the site shall be protected by chestnut paling fences 1.5 metres high erected to the full extent of their canopies or such lesser extent as may be approved by the Local Planning Authority, the fencing to be removed only when the development (including pipelines and other underground works) has been completed; the enclosed areas shall at all times be kept clear of excavated soil, materials, contractors' plant and machinery.

The existing soil levels under tree canopies shall not be altered at any time.

Detailed drawings of all underground works and additional precautions to prevent damage to tree roots, if any, shall be submitted to and and approved by the Local Planning Authority before any work is commenced, such details to include the location, extent and depth of all excavations for drainage and other services, in relation to the trees to be retained on site, and these works shall be carried out and completed in all respects in accordance with the drawings so approved.

Reasons: To ensure that the trees are not damaged during the period of construction, as they represent an important visual amenity which the Local Planning Authority considers should be substantially maintained and kept in good condition.

(6) Details of foundation design, the routing of services to the premises and the construction technique of the access road shall be submitted to and approved in writing by the Local Planning Authority before any works commence on site and such works shall only be carried out in accordance with the details so approved.

Reason: To minimise root damage and to ensure that the trees are not damaged during the period of construction and future maintenance, as they represent an important visual amenity which the Local Planning Authority considers should be substantially maintained and kept in good condition.

(7) Details of all fencing, walls, gateways and means of enclosure shall be submitted to and approved by the Local Planning Authority before the development hereby approved is completed and the work shall be carried out prior to occupation, in accordance with the details so approved, and subsequently maintained to the satisfaction of the Local Planning Authority.

Reason(s): To ensure a proper standard of separation from, and standard of amenity with respect to, neighbouring property.

(8) The respective buildings hereby permitted shall only be used to provide medical and health care services and as a residential nursing care home and for no other purposes within Use Classes D1 and C2 of the Schedule attached to the Town and Country Planning (Use Classes) Order 1987, as amended without the consent in writing of the Local Planning Authority.

Reason: To accord with the terms of the application and enable the Local Planning Authority to maintain control over the use of the premises in pursuance of its community facilities, employment and transportation policies contained within the Unitary Development Plan.

(9) The primary health care centre hereby permitted shall not be occupied until details of the directional signage to the designated car parking have been submitted to and agreed in writing by the Local Planning Authority. Once agreed, the signage shall be retained in the

approved position(s).

Reason: In order to direct traffic to the appropriate car parking spaces in the interests of highway safety and the free flow of traffic.

(10) No development shall commence until details of the on site drainage works have been submitted to and agreed in writing by the Local Planning Authority in consultation with the sewerage undertaker. No works which result in the discharge of foul or surface water from the site shall be commenced until the on site drainage works referred to above have been completed.

Reason: In the interests of providing adequate drainage to the site and to improve water quality and to prevent pollution of the water environment.

(11) The development hereby approved shall be carried out and completed in all respects in accordance with the proposals contained in the application, and any plans or other particulars submitted therewith, prior to the occupation of the building(s).

Reason: To ensure that the proposed development will be carried out as approved so as to avoid any detriment to the amenities by any work remaining incomplete.

(12) A Travel Plan and a Management Plan shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development hereby approved. The Travel plan shall detail measures that will encourage staff of the Health Centre to use public transport so as to reduce vehicle congestion and on-street car parking associated with the use and should reflect and expand on the measures detailed within the accompanying management plan which shall also address removing or reducing car ownership levels for residents of the sheltered housing.

Reason: To ensure the satisfactory management of the parking and congestion and to ensure that the proposed development does not prejudice the enjoyment of the neighbouring occupiers in the area.

(13) Details of facilities necessary to enable disabled people (including wheelchair users and people with sensory disabilities) to use and escape from the building(s) shall be submitted to and approved by the Local Plan prior to the commencement of works. and carried out in accordance with the details so approved before the buildings are occupied. Such facilities shall include:

(a) - level or ramped access level or ramped access (preferred gradient 1:20) to the main entrances and to fire exits where appropriate

(b) - access to all parts of building access for wheelchair users to all parts of the building which are normally accessible to non-disabled people;

(c) - suitable toilets, washing, and baby change facilities toilets and washing facilities, suitably designed for wheelchair users;

(d) - parking bays for the Primary Care Centre (parking bays of 3.6m minimum width), located within convenient distance of the entrance, preferably within 50m uncovered or 100m covered, marked out and reserved for the exclusive use of disabled people;

(e) - adequate signs/bells positive measures to encourage disabled people to use the building(s), such as signs, bells to enable assistance to be sought, visual alerting systems and sound enhancement systems for hearing impaired people etc.;

(f) - other details to address the concerns of Vectra Property Consulting set out in their letter dated 24/10/05.

Reason: To ensure satisfactory provision for disabled people and compliance with SS 29A and 29B of the Act.

(14) During demolition and construction on site:-

(a) - The best practical means available in accordance with British Standard Code of Practice B.S.5228: 1984 shall be employed at all times to minimise the emission of noise from the site;
(b) - The operation of site equipment generating noise and other nuisance causing activities, audible at the site boundaries or in nearby residential properties, shall only be carried out between the hours of 0800 - 1700 Mondays - Fridays, 0800 - 1300 Saturdays and at no time

on Sundays or Bank Hoidays;

(c) - Vehicular access to adjoining and opposite premises shall not be impeded;

(d) - All vehicles, plant and machinery associated with such works shall at all times be stood and operated within the curtilage of the site only;

(e) - No waste or other material shall be burnt on the application site;

(f) - All excavated topsoil shall be stored on the site for reuse in connection with landscaping.

(g) - A barrier shall be constructed around the site, to be erected

prior to demolition;

(h) - A suitable and sufficient means of suppressing dust must be provided and maintained.

Reason: To limit the detrimental effect of construction works on adjoining residential occupiers by reason of noise and disturbance.

(15) The demolition/building works hereby approved shall not commence until vehicle wheel washing facilities have been provided on site to the satisfaction of the Local Planning Authority. Such facilities shall be used by all vehicles leaving the site and shall be maintained in working order until completion of the appropriate stages of development.

Reason: To ensure that the construction of the proposed development does not prejudice conditions of safety and cleanliness along the neighbouring highway.

INFORMATIVES:

- (1) The applicant s are advised to contact Thames Water regarding details of surface water drainage and waste discharge from kitchens.
- (2) The applicants are requested to consider the permitting of emergency vehicular access from the Health Centre car park into the grounds of Grove Park Special School and make provision for that in the landscaping details.

REFERENCE DOCUMENTS:

Any person wishing to inspect the above papers should contact Mr G Hewlett, The Planning Service, Brent House, 349 High Road, Wembley, Middlesex, HA9 6BZ, Tel. No. 020 8937 5223

Planning Committee Map



Site address: Roberts Court, Stag Lane, London, NW9 9AD

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