



Planning Committee Map

Site address: Northwick Park Hospital, Watford Road, Harrow, HA1 3UJ

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This map is indicative only.

RECEIVED: 18 November, 2014

WARD: Northwick Park

PLANNING AREA: Wembley Consultative Forum

LOCATION: Northwick Park Hospital, Watford Road, Harrow, HA1 3UJ

PROPOSAL: Erection of part 4 to 5 storey building constructed over an existing substation and car parking located near Block J, providing ward accommodation on first, second and third floors along with an IDAR Unit, plant area, with ancillary cafe on the ground floor, a linked bridge to Block E, reconfiguration of parking area and associated landscaping

APPLICANT: North West London Hospitals NHS Trust

CONTACT: desM

PLAN NO'S:
Refer to Condition 2

RECOMMENDATION

To:

- (a) Resolve to Grant Planning Permission, subject to an appropriate form of Agreement in order to secure the measures set out in the Section 106 Details section of this report and subject to conditions listed after paragraph 75, or
- (b) If within a reasonable period the applicant fails to enter into an appropriate agreement in order to meet the policies of the Unitary Development Plan, Core Strategy and Section 106 Planning Obligations Supplementary Planning Document, to delegate authority to the Head of Planning, or other duly authorised person, to refuse planning permission

SECTION 106 DETAILS

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

1. Payment of the Council's legal and other professional costs in a) preparing and completing the agreement and b) monitoring and enforcing its performance
2. A detailed 'Sustainability Implementation Strategy' shall be submitted to the Local Planning Authority and approved in writing prior to material start. This shall demonstrate:
 - a. How the development will achieve BREEAM 'Very Good';
 - b. How the scheme will achieve a minimum CO2 reduction of 19 % from 2013 TER (regulated) including a minimum of reduction of 13% through on-site renewables (after "be lean" and "be clean" measures have been applied) or other such revised measures as approved by the Council which achieve the same levels of CO2 reduction
 - c. The applicant shall implement the approved Sustainability Implementation Strategy and shall thereafter retain those measures.
3. On completion, independent evidence (through a BRE Post-Construction Review and completion certificates) shall be submitted on the scheme as built, to verify the achievement of BREEAM 'Very Good'
4. If the evidence of the above reviews shows that any of these sustainability measures have not been implemented within the development, then the following will accordingly be required:
 - a. The submission and approval in writing by the Local Planning Authority of measures to remedy the omission; or, if this is not feasible,
 - b. The submission and approval in writing by the Local Planning Authority of acceptable compensatory

measures on site; or otherwise pay to the Council a sum equivalent to the cost of the omitted measures to be agreed by the Local Planning Authority, to be used by the Council to secure sustainability measures on other sites in the Borough.

5. Join and adhere to the Considerate Contractors Scheme

And, to authorise the Head of Planning, or other duly authorised person, to refuse planning permission if the applicant has failed to demonstrate the ability to provide for the above terms and meet the policies of the Unitary Development Plan and Section 106 Planning Obligations Supplementary Planning Document by concluding an appropriate agreement.

CIL DETAILS

Brent's CIL came into force on 1 July 2013. A charging schedule has been produced that sets out the differential rates of CIL to be determined by the land use of a proposed development. This application relates to a hospital (use class C2) and has zero charge (£0).

The Mayor's CIL came into force on 1 April 2012. It also has a charging schedule of £35 per sqm for applicable floorspace in Brent. Once again as the application relates to a hospital which is a medical use (use class C2) it has a zero charge (£0).

CIL Liable?

Yes/No: No

EXISTING

This application relates to Northwick Park Hospital located off Watford Road close to the Borough boundary with Harrow. The main vehicular access to the hospital is from Watford Road and there is also a pedestrian access from Northwick Park Underground Station.

The main hospital buildings are located to the central and western areas of the site with key worker accommodation to the east. The hospital site forms part of a Site Specific Allocation for the Hospital Site which relates to the wider redeveloped hospital site. The southern end of the site known as Duckers Pond is designated as Metropolitan Open Land and a site of Grade I Importance of Nature Conservation.

To the north of the hospital site is the University of Westminster Campus. To the south is Metropolitan Open Land and Public Open Space.

DEVELOPMENT SCHEDULE

The table(s) below indicate the existing and proposed uses at the site and their respective floorspace and a breakdown of any dwellings proposed at the site.

Floorspace Breakdown

Primary Use	Existing	Retained	Lost	New	Net Gain
residential institutions	0		0	3953	3953

TOTALS in sqm

Totals	Existing	Retained	Lost	New	Net gain
	0		0	3953	3953

PROPOSAL

Erection of part 4 to 5 storey building constructed over an existing substation and car parking located near Block J, providing ward accommodation on first, second and third floors along with an IDAR Unit, plant area, with ancillary cafe on the ground floor, a linked bridge to Block E, reconfiguration of parking area and associated landscaping

HISTORY

There have been numerous application for the hospital site including new buildings, extensions, ancillary

services/infrastructure and facilities to support the functioning of the hospital. A summary of the more recent applications are set out below:

14/3006: Full Planning Permission sought for erection of a seven storey extension (service tower) to the rear of Ward G at Northwick Park Hospital - Granted, 24/09/2014.

12/1615: Full Planning Permission sought for demolition of existing single storey building and the erection of a part 1, part 2 and part 3 storey building in order to provide a new accident and emergency department on land adjacent to blocks G and E of Northwick Park Hospital. Proposal includes a partial realignment of the existing site access road the creation of new access roads, new ambulance and public drop off areas, pedestrian ramps and footpaths, plant room, new retaining walls and landscaping, and subject to a Deed of Agreement dated 13th May 2014 under Section 106 of the Town and Country Planning Act 1990, as amended - Granted, 15/05/2014.

12/2734: Full Planning Permission sought for erection of three new 22m boiler flues at the main boiler house at Northwick Park Hospital. The flues serve three combined oil and gas boilers which are to be refurbished and fitted with economizers which will save energy and reduce emissions - Granted, 04/12/2012.

11/2127: Full Planning Permission sought for 3-storey extension and alterations to Block J to provide new operating theatres and associated plant room. Work includes building an undercroft over existing parking area and subject to a Deed of Agreement dated 14th November 2011 under Section 106 of the Town and Country Planning Act 1990, as amended - Granted, 14/11/2011.

11/2306: Full Planning Permission sought for erection of electrical substation and generators to hospital site - Granted, 03/11/2011.

POLICY CONSIDERATIONS

Regional policy guidance

The London Plan 2011 and Revised Early Minor Alterations to the London Plan published on 11 October 2013

The London Plan is the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London to 2031. London boroughs' local plans need to be in general conformity with the London Plan, and its policies guide decisions on planning applications.

Chapter 5 - London's Response to Climate Change

Policy 5.2: Minimising Carbon Dioxide Emissions
Policy 5.3: Sustainable Design and Construction
Policy 5.6: Decentralised Energy in Development Proposals
Policy 5.7: Renewable Energy
Policy 5.9: Overheating and Cooling
Policy 5.13: Sustainable Drainage

Local policy guidance

Brent's Core Strategy 2010

The Council's Core Strategy was adopted by the Council on 12th July 2010. As such the policies within the Core Strategy hold considerable weight. The relevant policies for this application include:

CP19: Brent Strategic Climate Change Mitigation and Adaption Measures

Brent's Unitary Development Plan 2004

In addition to the Core Strategy, there are a number of policies which have been saved within the Unitary Development Plan (UDP), which was formally adopted on 15 January 2004. The saved policies will continue to be relevant until new policy in the Local Development Framework is adopted and, therefore, supersedes it. The relevant policies for this application include:

Built Environment

BE2: Townscape - Local Context & Character
BE6: Public Realm - Landscape Design
BE9: Architectural Quality
BE12: Sustainable Design Principles
BE17: Building Services Equipment

Environmental Protection

EP2: Noise & Vibration

Community Facilities

CF12: Northwick Park Hospital/Higher & Further Education (HFE) Zone

Open Space, Sport & Recreation

OS3: Development on MOL
OS12: Development on SSSIs and Sites of Metropolitan and Borough (Grade I) Nature Conservation Importance

Transport

TRN11: The London Cycle Network
TRN22: Parking Standards - Non Residential Developments

Brent's Site Specific Allocations DPD adopted July 2011

The above document forms part of Brent's Local Plan and sets out the planning policies and guidance for the future development of over 70 key opportunity sites around the borough. One of these site is known as 15 (Northwick Park Hospital).

CONSULTATION

Consultation Period: 28/11/2014

Site Notice: 05/12/2014 - 26/12/2014

Press Notice: 04/12/2014 - 25/12/2014

374 neighbours consulted - no comments received.

External Consultation

Northwick Park Ward Councillors - no comments received

London Borough of Harrow - no comments received

The Environment Agency - Proposal to take on board the advice set out within the Environment Agency Flood Risk Standing Advice (FRSA) as the site is in Flood Zone 1 and the application site is less than 1 hectare.

Sudbury Court Residents' Association - no comments received

Internal consultation

Environmental Health - No objections subject to conditions being secured to any forthcoming consent relating to noise levels from any mechanical/electrical plant.

Landscape - No objections raised subject to condition being secured for details of species of new trees and details of areas of hardstanding.

Transportation - No objections raised on transportation grounds.

REMARKS

Background

1. This application relates to a new four to five storey building to be used as a Treatment and Assessment Unit (TAU) Ward Block. It is located at the eastern end of the hospital site between the new Emergency Department and the new theatre block. On the opposite side of the access road is the key worker accommodation in Kodak Court and Hodgson Court.
2. The TAU Ward Block will be built as a linked extension to the new Emergency Department and also connected to the main Hospital circulation with a link bridge to Block E at first floor level. The new building is for clinical ward accommodation to cope with the changes in patient demographics and influence if the merger with Ealing Hospital. The hospital has also been under-capacity with respect to winter pressures and bed capacity constraints, and this proposal for additional beds will considerably relieve these pressures.

Design, layout and appearance

3. The new TAU Ward Block will contain 2 floors of acute ward accommodation (24 bed spaces on each floor) with the top floor designed to deal with Infectious Diseases (15 bed spaces). A plant room is also proposed at roof level. The ground floor level will also serve as a discharge route for patients from both the new Emergency Department and the TAU Ward Block where patients will be held who have been cleared for discharge and awaiting transportation home. The ground floor will include a small cafeteria for discharged patients.
4. The acute ward accommodation will be accommodated on the 1st and 2nd floors with the Infectious Diseases ward accommodation on the 3rd floor. All three floors are based on a 'race track' layout with interconnecting bed lifts and two staircases. The bed spaces are positioned around the perimeter of the building to maximise the opportunity for natural daylight and in particular views to the south.
5. The undercroft area at ground floor will provide access for 3 ambulance bays, Fire Appliances together with patient pick up.
6. When viewed from the street, the building will read as four storeys with the fifth floor set back to minimise its appearance from the street. The building will be higher than the neighbouring Emergency Department and Theatre Block but is considered acceptable in its scale given its location within the Hospital Site and the higher main hospital buildings behind at eight to nine storeys high. The three floors that accommodate ward accommodation will be 4.2m high from floor to floor. This is to accommodate the Department of Health guidance on floor to ceiling heights and sufficient space in the ceiling voids to facilitate the substantial engineering services required in a highly services hospital building.
7. The existing hospital buildings are predominantly white painted rendered elevation with longitudinal fenestration and broadly flat. The proposal for the new building has been designed to contrast with its neighbours. The elevations have been configured to reflect the same longitudinal fenestration but with a positive colour to the external walls and the south facing walls have an environmental screen to reduce the heat gain to the building and also to provide additional texture on the main elevation on contrast to the adjoining smooth surfaces. The ground floor has been kept more neutral with glass panels to the patient holding area matching the glass panels of the Emergency Department. It is recommended that further details of the external materials are conditioned to any forthcoming consent together with the louvre screening to the plant equipment at roof level

Sustainability and Flood Risk

8. Achieving sustainable development is essential to climate change mitigation and adaptation. The most recent relevant policy framework includes Brent's adopted Core Strategy 2010 policy CP19 Brent Strategic Climate Change Mitigation and Adaptation Measures and the London Plan 2011 policies within Chapter Five London's Response to Climate Change.

Compliance with Brent policies

9. In support of the objective of satisfying Core Strategy policy CP19 Brent Strategic Climate Change Mitigation and Adaptation Measures, a Sustainable Development Statement has been submitted predicting the scheme will achieve BREEAM 'Very Good'. Policy CP19 seeks to achieve BREEAM 'Excellent' for new commercial buildings. The Sustainable Development Statement explains why BREEAM 'Excellent' has not been achieved.

10. The scheme was originally proposed to achieve a potential score of 63.8%. This has since been reviewed by the applicant and the predicted score increased to 69.87% just falling short of the 70% required for 'Excellent.' The main areas where the scheme falls short of BREEAM 'Excellent' is discussed within the Sustainable Development Statement and includes:

- Visual Comfort - the design of the building does not provide an good view out for the building users; the support services areas (offices, consultation rooms etc) do not have views out. As such, the exemplary level criteria can not also be met as the scheme is unable to achieve the 80% daylighting criteria. In planning terms, there is no policy requirement for outlook or daylight for hospitals and the new building will be required to meet minimum hospital requirements.
- Indoor Air Quality - Natural ventilation is unable to be provided to the site due to the requirements to meet patient occupant comfort and specialist treatment wards.

11. Having viewed the BREEAM pre assessment, your officers are of the view that the maximum level that the scheme can reasonably achieve is "Very Good". Whilst this is below the policy requirement, given the nature of the use and the site it is considered that this is the maximum level that can reasonably be achieved. It is recommended that BREEAM 'Very Good' is secured as part of the Section 106 agreement.

Compliance with London Plan 2011

12. The scheme includes measures to minimise the impact of this proposal on, and mitigate for the effects of, climate change and your officers consider the proposal to be in accordance with the energy hierarchy as required by London Plan 2011 policy 5.2 Minimising carbon dioxide emissions part (a): (i) be lean: use less energy; (ii) be clean: supply energy efficiently; (iii) be green: use renewable energy.

13. The application is supported by an Energy Strategy. In summary, the proposal does not meet the criteria of London Plan policy 5.2 for 35% improvement on Part L 2013 Building Regulations as a carbon saving of only 19% is achieved. The Energy Report has been reviewed by an independent energy consultant, and based on their recommendations, this shortfall is not considered significant to justify a reason for refusal and this is explained in more detail below.

- Lean measures

The building will be constructed using a range of passive design features, including enhances thermal performance over and above minimum Building Regulations and low energy efficient lighting. This would result in a reduction in carbon emissions by 5%.

- Clean measures

The new building will be connected to the recently refurbished/extended Block J which has a modern gas fired heating plant. This building will be connected to the district heating system in Block J. This will result in a carbon reduction of 1%. This meets the second step in the London Plan Decentralised Energy policy for local decentralised energy.

- Green measures

Both photovoltaics and Solar hot water have been considered. Due to the high load of hot water used by the facility, Solar Hot Water is proposed, meeting a 13% carbon reduction.

14. In the majority of cases where there is a shortfall on the carbon emission reduction target, a carbon reduction offset is required such as a purchase of some form of green energy or funding for further green initiatives. In this case, the applicant has advised that this option would not be available for the NHS who rely upon central government for any financial contribution. Given the benefits provided by the improved hospital facility, it is considered that no further contribution is secured.

15. It is recommended that a 19% improvement on Part L 2013 Building Regulations carbon is secured as part of the Section 106 Agreement.

Flood Risk

16. This site is in Flood Zone 1 and is under a hectare and therefore falls under cell F5 of the Environment

Agency's Flood Risk Standing Advice (FRSA). The main flood risk issue at this site is the management of surface water run-off and ensuring that drainage from the development does not increase flood risk either on-site or elsewhere. In response to the Environment Agency's Flood Risk Standing Advice (FRSA), the agent has advised that existing drainage system is capable of handling the quantity of run-off from the development, prior to discharge to the existing sewer network. The introduction of SUDS is therefore not considered necessary, and furthermore would result in considerable disruption to the existing buildings below the modular ward block.

Noise considerations

17. An Environmental Noise Survey has been submitted with the application that considers the impact of existing plant equipment including the substation and plant room in the theatre blocks and how this could affect internal noise levels in the wards. This survey concludes that the new TAU building will not be adversely impacted on by noise or vibration from existing plant equipment. It also considers the noise from plant equipment proposed from the new TAU building, which has been designed to not increase existing levels of background noise at nearby noise sensitive facades. Officers in Environmental Health have reviewed this survey and recommend that a condition is secured to ensure that the required noise levels set out in the Environmental Noise Survey are achieved.

Transportation

18. The car parking allowance for hospitals is given in standard PS12 of the adopted UDP 2004. The parking requirement for disabled people is given in standard PS15 whilst bicycle parking requirements are given in standard PS16. The parking allowance for hospitals is up to a maximum of 1 space per 5 beds, which would give the proposed building an allowance of approx. 12 parking spaces and additional 20% to be provided for visitors.

19. The proposal will result in the loss of 10 parking spaces, including 3 disabled bays, and these will be replaced with ambulance bays. The hospital has various car parks located across the hospital site, with the main multi-storey car park and an extensive pay and display and staff permit system is in operation to manage parking demand across the hospital as a whole. Therefore the loss of 10 parking bays is acceptable and will not lead to overspill of parking on public highways. The hospital has an existing Travel Plan which is to be reviewed as part of the new Emergency Department. Officers in Transportation have not requested a further review of the Travel Plan specifically for this proposal, although there is a general requirement for the hospital to regularly review its Travel Plan.

20. However, officers in Transportation have raised concerns with the loss of disabled bays and have advised that they should be retained unless there is evidence that the spaces in this area are surplus to demand. It is recommended that a condition is secured to either show the retention of the disabled bays or to provide evidence to show that these spaces are surplus to demand.

21. The proposal also includes a café/waiting area which has a floor area of 125m². The café will require a 'transit' sized loading bay as set out in PS20 of the UDP-2004. The drawings do not show a servicing bay however, there is an access to the south of the site, adjacent to the café, where servicing can occur without blocking the ambulance bays.

Landscaping and external lighting

22. The location of the new TAU building currently contains hardstanding and is surrounded by buildings. There is therefore limited scope to provide new landscaping. The scheme does however proposed new tree planting between the accesses to the undercroft area.

23. The location of the site is within the built up area of the Hospital, and a considerable distance away from the Metropolitan Open Lane and Grade I Site of Importance for Nature Conservation. As such, it is not considered that the proposal will adversely impact on either the Metropolitan Open Land and Grade I Site of Importance for Nature Conservation. There is an opportunity for the new trees to be nature species to enhance biodiversity within the site and such details are recommended to be conditioned to any forthcoming consent.

24. External lighting is proposed to light up the ground floor areas both for safe vehicular circulation and to assist patient pick up requirements. External lighting is also proposed to highlight the principal elevations. It is recommended that further details of the external lighting including the position of the lighting, lux levels and spillage are conditioned to any forthcoming consent.

Conclusions

25. In conclusion, the proposed TAU Ward Block will assist the hospital in meeting its service requirements and providing improved facilities for patients. In design terms the new building is considered acceptable and it is not considered to be of a scale that adversely impacts on the safety of the adjoining highway. Whilst the new building does not meet the required sustainability targets set out in the London Plan and Brent's Core Strategy, your officers are of the view that the scheme has reasonably achieved the maximum targets appropriate for the use of the site as a hospital.

26. Approval is accordingly recommended subject to the completion of a satisfactory Section 106 Agreement and conditions as set out below.

RECOMMENDATION: Grant Consent subject to Legal agreement

(1) The proposed development is in general accordance with policies contained in the:-

London Plan 2011
Brent Core Strategy 2010
Brent Unitary Development Plan 2004

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
Community Facilities: in terms of meeting the demand for community services
Site-Specific Policies

CONDITIONS/REASONS:

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

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

(2) The development hereby permitted shall be carried out in accordance with the following approved drawing(s) and/or document(s):

1224 P 100 Rev P1
1224 P 106 Rev P1
1224 P 201 Rev P1
1224 P 202 Rev P1
1224 P 460 Rev P1
1224 P 461 Rev P1
1224 P 462 Rev P1
1224 P 463 Rev P1
1224 P 464 Rev P1
1224 P 465 Rev P1
1224 P 470 Rev P1
1224 P 471 Rev P1
1224 P 408 Rev P1

Supporting Statements

Design and Access Statement
Planning Energy Statement Rev A1 prepared by Troup ByWaters and Anders
Planning Sustainable Development Statement Rev A2 prepared by Troup ByWaters and Anders

Environmental Noise Level Survey prepared by AAD

Reason: For the avoidance of doubt and in the interests of proper planning.

- (3) Noise levels from any mechanical/electrical plant shall not exceed the following criteria:

Noise Emissions Criteria Period	Plant Noise level Criteria to be achieved 1m from the Windows of Any Noise Sensitive Buildings
Daytime (07:00hrs to 23:00 hrs)	40 dB L _A EQ or less
Nighttime (23:00hrs to 07:00 hrs)	40 dB L _A EQ or less

Reason: To protect the amenity of future occupants of the ward from noise arising from plant.

- (4) Details of materials for all external work for the new TAU Ward and louvers to the plant equipment at roof level, including samples where appropriate, shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced. The work shall be carried out in accordance with the approved details.

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

- (5) Prior to commencement of works on site, further details of hard and soft landscaping within the application site shall be submitted to and approved in writing by the Local Planning Authority. Such details shall include:

- (a) details of the species and size of the new tree planting (to be native species)
- (b) details of any replacement hardstanding within the undercroft area
- (c) details of external lighting including location of the proposed lighting, lux level and spillage diagrams

The external lighting and any replacement hardstanding shall be carried out in full accordance with the approved details prior to first occupation of the TAU Ward Block and the soft landscaping hereby approved shall be planting within the first available planting season following completion of the TAU Ward Block.

Reason: In the interests of the visual amenities of the locality and neighbouring amenity.

- (6) Prior to commencement of works on site, a revised ground floor layout plan shall be provided showing the retention of three disabled bays within the undercroft area. Alternatively, these disabled bays shall either be provided elsewhere within the hospital site, or if surplus to requirement supporting information provided to demonstrate this. This information should also be provided prior to commencement of works on site.

The approved undercroft layout and relocation of any disabled bays elsewhere within the site shall be completed in accordance with the approved plans prior to first occupation of the TAU Ward block and thereafter permanently retained unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of providing a satisfactory development.

INFORMATIVES:

None Specified

Any person wishing to inspect the above papers should contact Victoria McDonagh, Planning and Regeneration, Brent Civic Centre, Engineers Way, Wembley, HA9 0FJ, Tel. No. 020 8937 5337