

LOCATION: Land Adjacent To Finchley Memorial Hospital
Granville Road
North Finchley
London
N12 0JE

REFERENCE: 20/4343/OUT Validated: 22.09.2020

WARD: Woodhouse Expiry: 22.12.2020

APPLICANT: Community Health Partnerships

PROPOSAL: Outline planning permission for the demolition of Bullimore House and the phased development of up to 130 units of residential accommodation along with provision of associated car and bicycle parking with associated vehicular access

RECOMMENDATION

Recommendation 1

That the applicant and any other person having a requisite interest be invited to enter by way of an agreement into a planning obligation under Section 106 of the Town and Country Planning Act 1990 and any other legislation which is considered necessary for the purposes of seeking to secure the following, subject to any changes as considered necessary by the Head of Development Management:

1. Legal Professional Costs Recovery

The Council's legal and professional costs of preparing the Agreement and any other enabling arrangements will be covered by the applicant

2. Enforceability

All obligations listed to become enforceable in accordance with a timetable to be agreed in writing with the Local Planning Authority.

3. Indexation

All financial contributions listed to be subject to indexation.

4. Housing

All of the residential accommodation shall be for use by NHS staff/healthcare workers in perpetuity (subject to a cascade clause allowing for occupation by other key workers)

NHS Staff/ Healthcare Worker means any person employed by the NHS and/or a self-employed person working in the NHS employed on NHS terms and conditions;

NHS Body has the same meaning given as a “health service body” in section 9(4) of the National Health Service Act 2006 which includes:

- (1) the Secretary of State for Health and Social Care;
- (2) an “NHS body” as defined in paragraph 138 of part 12 of Schedule 4 of the Health and Social Care Act 2012;
- (3) any health service body, NHS body or qualifying company referred to in any updates or re-enactments of statutes ; and
- (4) any successor to any of the statutory functions of the Secretary of State for Health, any health service body, or NHS body;

A minimum of 50% of the Units shall be affordable to NHS Staff/ Healthcare Workers on salary band(s) of Band 2 to Band 8D inclusive and subject to annual review either as a rented product and/ or a shared ownership product (inclusive of any service charge).

Affordable Housing Unit means any Affordable Rental Unit or Intermediate Unit as defined below:

Affordable Rental Unit means a dwelling let by a Registered Provider of social housing to NHS Staff or Keyworker households who are eligible for social rented housing and is subject to rent controls that do not exceed 80% of the rent that would have been charged had the rent been valued on an open market basis inclusive of any service charges

Intermediate Units means

- a) any unit where an occupier purchases a proportion of the equity from a Registered Provider and the remaining equity remain in the ownership of the Registered Provider which receives a rent from the occupier; or
- (b) such other form of housing product as may be agreed in writing by the Council and the Owner from time to time

A full Affordable Housing Delivery Schedule including a full and detailed nominations procedure as well as a detailed unit mix and details of the tenure and terms of occupation for each of the affordable units.

A Residential Management Plan to be submitted to the Council for approval. A detailed unit mix and details of the tenure and terms of occupation for each of the residential units.

The nominations procedure shall include details of the management of nominations and shall include provision for a cascade clause. The details of the cascade clause shall allow for occupation of the affordable units by other local Key Workers where occupation by NHS staff/healthcare workers does not occur within an agreed timeframe and subject to details agreed through the Affordable Housing Delivery Schedule.

Proposed Cascade Mechanism

- NHS Workers who are permanently employed to work in NHS facilities or in a community setting in LB Barnet;
- NHS Workers who have lived in LB Barnet for a minimum of two years and who are permanently employed to work in NHS facilities or in a community setting in the Catchment Area;
- NHS Workers who do not live in LB Barnet but who are permanently employed to work in NHS facilities or in a community setting in the Catchment Area;
- Where there are no applicants in categories 1, 2 and 3, other NHS Workers, Secondees or Medical Students associated with NHS facilities or community setting activities in the Catchment Area but only for a maximum term of 12 months, after which occupation the premises will be made available for categories 1, 2 and 3 - this is to minimise temporary voids and associated costs / loss of income;
- Other Essential Local Workers (defined by Feb 2019 NPPF) who have lived in LB Barnet for a minimum of two years and who are permanently employed to work in LB Barnet;
- Other Essential Local Workers (defined by Feb 2019 NPPF) who do not live in LB Barnet but who are permanently employed to work in LB Barnet;
- Nominees from the Council's waiting list if this is demonstrated as being legally and operationally feasible.

Definition of a Non NHS Key Worker means any person (other than a NHS Worker) working or engaged in work with any of the public sector bodies or similar organisations providing services that are essential for the continuing sustainability of the local community and local economy set out below:

- social services;
- fire service;
- police service;
- teaching/education services;
- prison service and the probation service;
- publicly funded transport;
- any other organisation or body operating in the public sector previously approved in writing by Community Health Partnerships (such approval not to be unreasonably withheld);
- any other organisation or body not operating in the public sector previously approved in writing by Community Health Partnerships (such approval not to be unreasonably withheld or delayed);

5. Residential Travel Plan

A full Residential Travel Plan to be secured. The document shall set out details of the likely workplace locations of the prospective residents and include sustainable travel plans to each of these locations including active measures to promote sustainable travel to each of the locations. A travel plan monitoring fee of £5,000.

In addition, Residential Travel Plan incentives to be secured with each 1st household to be offered to select 2 of the 3 following incentives to the value of £300 (up to a maximum of £39,000):

- Oyster card with £150 credit
- Cycle shop voucher to the values of £150
- Car club credit/membership to the value of £150

6. CPZ Review

- £90,000 towards CPZ review / implementation which would include:
 - Fresh set of parking beat surveys including an analysis report
 - Scheme design
 - Informal consultation
 - TROs - stat consultation
 - Implementation (infrastructure, signs, lines & stats)

7. Highway Works

A Feasibility Study of Granville Road / Summers Lane / A1000 High Road Junction to be undertaken with a contribution of £20,000, to cover design cost, survey costs and staff time.

8. Section 278

the proposed uncontrolled crossing / pedestrian refuge alongside dropped kerbs, tactile paving and on-street waiting restrictions at the Granville Road / Hospital entrance (refer to scheme illustrated in Figure 7.1 of the submission) as well as at the Hospital access road entrance.

Traffic Orders to prevent on-street servicing / loading on Bow Lane would need to be reviewed / implemented.

Vehicle access and associated Traffic Orders

9. Employment and Enterprise

The applicant would be expected to enter into a Local Employment Agreement to provide the following employment outcomes as a minimum:

- Progression into employment (under 6 months) – 5
- Progression into employment (over 6 months) – 3
- Apprenticeships – 7
- Work Experience – 13

An in-lieu contribution of £10,000 would be secured for every apprentice not delivered and an in-lieu contribution of £5340 would be secured for every other employment outcome not delivered.

10. Carbon Reduction Contribution

In order to contribute towards the London wide net zero target, the applicant would be required to mitigate the regulated CO2 emissions, through a contribution to the borough's offset fund. This contribution would be predicated on the formula set out within published GLA guidance.

Recommendation 2

That upon completion of the agreement specified in Recommendation 1, the Service Director Planning & Building Control or Head of Strategic Planning to approve the planning application reference 20/4343/OUT under delegated powers, subject to the conditions set out within this report.

That the Committee also grants delegated authority to the Service Director Planning & Building Control or Head of Strategic Planning to make any minor alterations, additions or deletions to the recommended conditions/obligations or reasons for refusal as set out in this report and addendum provided this authority shall be exercised after consultation with the Chairman (or in their absence the Vice-Chairman) of the Committee (who may request that such alterations, additions or deletions be first approved by the Committee).

MATERIAL CONSIDERATIONS

Relevant Planning Policy

Introduction

Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.

Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.

A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.

More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

The London Plan

The London Plan (2021) published 2nd March 2021 sets out the Mayor's overarching strategic planning framework from 2019 up to 2041. This document replaced the London Plan 2016.

Barnet Local Plan

The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012.

Barnet's Local Plan (Reg 18) 2020

Barnet's Local Plan -Reg 18 Preferred Approach was approved for consultation on 6th January 2020. The Reg 18 document sets out the Council's preferred policy approach together with draft development proposals for 67 sites. It is Barnet's emerging Local Plan.

The Local Plan 2012 remains the statutory development plan for Barnet until such stage as the replacement plan is adopted and as such applications should continue to be determined in accordance with the 2012 Local Plan, while noting that account needs to be taken of emerging policies and draft site proposals.

National Planning Guidance:

National planning policies are set out in the National Planning Policy Framework (NPPF) (2019).

The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan.

The Community Infrastructure Levy Regulations 2010:

Planning obligations need to meet the requirements of the Community Infrastructure Levy Regulations 2010 (as amended) to be lawful. Were permission to be granted, obligations would be attached to mitigate the impact of development which are set out in Section 10 of this report.

1.0 Site Description

- 1.1 The site comprises part of the Finchley Memorial Hospital Site, located to the south of Granville Road and to the east of Bow Lane within LB Barnet. The wider site is currently occupied by the hospital building which offers a range of clinical services and facilities, although this does not include any 'blue light' services.
- 1.2 The site incorporates areas of open space to both the north and south of the hospital buildings. To the south, the open space forms outdoor sports pitches along with a healing garden and a wildlife garden. The open space to the north of the site adjoins Granville Road to the north and Bow Lane to the west and is currently in use as an informal open space, mainly comprising of a grassed area with pedestrian access paths traversing the area. It is this open space to which the application specifically relates. The application site also incorporates Bullimore House which is a two storey building located on Bow Lane.
- 1.3 There are no Listed Buildings on or adjacent to the site. Furthermore there are no buildings of local interest, as identified in the Council's Schedule of Buildings of Local Architectural or Historic Interest 2016.
- 1.4 The site is not within or adjacent to an Archaeological Priority Area. The site is not within an area liable to flooding according to the Environment Agencies flood map.
- 1.5 The PTAL rating for the site ranges from 1a to 2, which are generally low. The nearest bus stops are located in High Road within 15 minutes walking distance of the site and provide access to the 263 service (Barnet Hospital to Highbury and Islington) and the 382 service (Millbrook Park to Southgate)

2.0 Proposed Development

- 2.1 Outline permission is sought for the demolition of Bullimore House and the phased development of up to 130 units of residential accommodation along with provision of associated car and bicycle parking with associated vehicular access. All matters would be reserved except for access.
- 2.2 The development would develop the land currently occupied by Bullimore House and the area of open space to the north of the hospital between Bow Lane and Granville Road. Given the outline nature of the application, parameter drawings have been submitted which illustrate the three-dimensional 'envelopes' within which the

proposed buildings would be located and a landscape parameters plan has also been submitted.

- 2.3 Access, for which detailed consent is sought, would be provided for vehicles from Bow Lane with a car parking area provided largely on the site of what is now Bullimore House.
- 2.4 The development itself would comprise of 4 separate residential blocks comprising up to 130 residential units. 3 of the blocks, those towards the edges of the site (Bow Lane Building, Granville Road Building and Memorial Gardens Building) would have a height of 4 storeys whilst the most centrally located block would have a height of 5 storeys (Central Building).
- 2.5 The residential accommodation provided within the buildings would be to provide homes for people working in the National Health Service and the accommodation would be primarily aimed at this user group. The accommodation would however be open to other local essential local workers where availability dictates and following cascade

3.0 Relevant Planning History

Finchley Memorial Hospital Planning Brief

- 3.1 Prior to the approval of the new hospital, the Council approved a Planning Brief for the site. This set out the key planning and development principles. The Brief, which was subject to public consultation, was approved in June 2007.
- 3.2 The Planning Brief set out the planning principles for the site, including:
 - Hospital and Health Care uses, including the range of uses, design, layout and massing
 - Playing fields, including the re-provision and the exceptional circumstances for any development on them
 - Non-community uses, including enabling development to enable the health, community and open space
 - Open space, landscaping and trees
 - Transport and accessibility
 - Amenity, security and safety
 - Sustainable design and construction, and energy

3.3 Of most relevance to the consideration of the current scheme are the following extracts:

Hospital and Health Care Uses:

- 5.1 *The proposals allow for the expansion and enhancement of health care provision at Finchley Memorial Hospital to serve the current and future needs of the community. This would involve the demolition of the existing buildings and the development of new buildings and facilities to provide primary care facilities and significantly enhanced community facilities in a modern accessible setting.*
- 5.2 *The proposals would require the development of the new community hospital facility on approximately half (1.8 hectares) of the disused open space forming part of the Bow Lane Playing Fields immediately behind the existing hospital as the current facility needs to be retained for operational purposes during the construction phase. The site would be future proofed with some space being retained for moderate future expansion.*
- 5.4 *Part of the existing hospital site would be cleared to provide car parking and landscaping for the new hospital facility with the remainder cleared for possible 'enabling' residential development, to assist the funding of the health and open space facilities.*

Non-Community Uses:

- 5.13 *The financing of the new Hospital may in part be dependent on the sale of surplus land subject to the funding achieved by the PCT and the final build costs. If this is the case it is considered that the most appropriate alternative use for the existing hospital site will be for residential purposes given the compatibility of the Hospital use with housing and the proximity of other residential uses.*
- 5.14 *Any enabling development must be fully justified in terms of necessity in enabling the delivery of health, community or public open space/sports facilities only. Enabling development must pass strict tests of viability in terms of supporting the 'public benefit' accruing from the site. Low density family houses are considered the most compatible form of development given the character of the surrounding area. Flatted development is unlikely to be considered favorably given the nature of Bow Lane.*

Planning application FUL/03573/09

- 3.4 NHS Barnet submitted a planning application for the development of the new hospital in late September 2009 with the following description: 'Construction of a new part two, part three storey hospital (plus part lower ground floor), with ancillary facilities including a cafe and retail. Construction of an energy centre. Associated parking and servicing areas, new vehicular access off Granville Road to service construction traffic. Demolition of existing hospital buildings (with the exception of Bullimore House). The application was approved by the Council's Planning and Environment Committee on 20th January 2010.

4.0 Consultations

- 4.1 As part of the consultation exercise, 306 letters were sent to neighbouring occupiers with 677 objections, 6 letters of support and 4 representations subsequently being received.

Summary of Neighbour Objections

- 4.2 The material planning considerations contained within the objections received from neighbouring residents can be summarised as follows. In the interests of brevity, objections have been summarised and categorised. The substance of each objection is addressed within the main body of the report.
- The development would result in the loss of a heavily used open green space which is a valuable amenity resource for the local community and is of
 - The height and scale of the development is excessive within its context;
 - The development would unacceptably increase parking stress on the streets surrounding the hospital site;
 - The development would result in excessive additional traffic congestion to the surrounding highway network;
 - The development would increase stress on local infrastructure such as GP's and schools;
 - There is no guarantee that the housing will be retained for NHS staff;
 - The residential density of the scheme is excessive;
 - The development would result in the unacceptable loss of trees;
 - The development would result in an unacceptable loss of daylight/sunlight to neighbouring residential properties;
 - The housing would not be affordable for NHS staff.
- 4.3 It should also be noted that letters of support were received from the following:
- North Central London CCG
 - University College London NHS Trust
 - Barnet, Enfield and Haringey NHS Mental Health Trust

- Central London Community Healthcare Trust
- Central and North West London Healthcare Trust

Responses from External Consultees

4.4 The responses received from external consultees can be summarised as follows:

Consultee	Response
Transport for London	<p><u>Car parking</u></p> <p>TfL welcome the intended provision of a travel pack to residents showcasing sustainable travel methods. The site presents a provision of 53 car parking spaces, including the appropriate allocation for disabled parking and electronic charging points.</p> <p>TfL would like further information on the provision of 6 motorcycle spaces. As this is not included in the total car parking provision, what signage will be used to differentiate from car parking spaces?</p> <p>TfL would like to understand how the car parking access and use will be monitored, particularly during the highest parking demands between 10-11am and 1.30-5.30pm shown in the Transport Assessment (TA). Will residents be provided with a permit and what signage will be used to prevent visitor parking?</p> <p><u>Cycle parking</u></p> <p>TfL welcome the provision of cycle parking exceeding the Intend to Publish London Plan and the inclusion of larger cycle parking facilities for accessible and adapted bikes to encourage a travel mode shift.</p> <p>TfL would like information on the pedestrian & cycle routes across the site, particularly on the shared entry</p>

points on Bow Lane and Hospital Road where vehicles will need to make a left turn into the site and into the relevant parking spaces.

TfL require further clarity on the cycle parking provision for each building. Currently the proposal suggests all long stay parking will be two-tier (Bike Dock solution bike rack) and visitor parking will be provided with Sheffield stands. In this case, TfL will require information on long stay cycle parking accessibility for less able users and larger cycles. At least 5% of parking of long stay parking should cater to larger and adapted cycles.

Please refer to the London Cycling Design Standards available here: <http://content.tfl.gov.uk/lcds-chapter8-cycleparking.pdf>

Construction, Delivery and Servicing

The TA illustrates the proposed new double yellow lines on Bow Lane to allow loading and of-loading for smaller units. TfL would be concerned with the safety for pedestrians, cyclists and vehicles at this entry point of the site and suggest a mitigation strategy should be submitted. The TA lists use of large 3-axle refuse vehicles; however, the loading areas are proposed for smaller vehicles. TfL would like further clarity on the exit plan for these vehicles on Bow Lane and Hospital road.

TfL encourage the applicant's commitment to source contractors and suppliers who are members of best practise schemes; Considerate Constructors Scheme (CCS), Fleet Operators Recognitions Scheme (FORS) and Construction Logistics and

	<p>Community Safety (CLOCS). On submission of the Construction Management Plan, this should include highway safety measures for pedestrians, cyclists and vehicles during development and a highways signage strategy if an adjacent roads require closure.</p> <p>The applicant should refer to the latest TfL guidance on producing Delivery and Servicing Plans (DSP) and Construction Logistics Plans (CLP). The CLP and DSP should include measures of monitoring footfall during construction and completion of the proposal.</p>
<p>Metropolitan Police – Designing Out Crime</p>	<p>The design of this scheme is concerning. The site is extremely permeable, with numerous footpaths proposed throughout the site. It is important to consider the permeability of this site in order to help address levels of ASB and crime in the ward of Woodhouse. Permeability is a major factor for any proposed development, whereby increased permeability can be reliably linked to increased levels of crime and disorder. Widely available research has proven that “neighbourhood permeability... is one of the community level design features most reliably linked to crime rates, and the connections operate consistently in the same direction across studies: more permeability, more crime”. (Taylor R B, 2002 – Crime prevention through environmental design)</p> <p>The design of this development appears to be based upon the original ‘Radburn’ design concept. The ‘Radburn design’ concept has produced developments with many problems, because of its multiple footpaths being used as common entries and exits to dwellings,</p>

	<p>helping to isolate communities and encouraging crime. One of the key design failures of the Radburn concept is the provision of unobserved side and rear parking, helping to provide an area that could be very vulnerable to crime and disorder. The Radburn vision removed vehicles from central parts of the estate, incorporating multiple paths and alleyways for pedestrians to use, but with reduced levels of natural activity and surveillance of the parking areas, this can increase crime and the fear of crime in this area. Multiple alleyways will also allow any perpetrator the means to escape a development and can increase the fear of crime for residents, if these alleyways are illegitimately used by groups/gangs and so on. From page 59 of the Design and Access statement, option B, with more defensible space for residents and reduced permeability, appears to be a better option from a crime prevention perspective.</p> <p><i>(these comments are addressed within the main body of the report)</i></p>
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- 4.5 Officers are content that the matters raised in the consultation responses above have been adequately addressed within the main body of the report and have been conditioned where necessary.

Responses from Internal Consultees

- 4.6 The responses received from internal consultees can be summarised as follows:

Consultee	Response
Environmental Health	No objection subject to conditions and assessment of further information at reserved matters stage.
Transport and Highways	No objection, subject to conditions and S106 obligations in respect of car parking, travel plan, and junction improvements.

Ecology	No objection subject to condition requiring bat surveys to be undertaken prior to any demolition works to Bullimore House,
Trees and Arboriculture	The majority of the trees on the site are located on the boundaries on Granville Road and Bow lane. These trees are also retained. Subject to a high quality landscape plan with new tree planting and the transplantation of existing trees the loss of trees to this proposal could be considered broadly acceptable

- 4.7 Officers are content that the matters raised in the consultation responses above have been adequately addressed within the main body of the report and have been conditioned where necessary.

PLANNING ASSESSMENT

5.0 Principle of Development

- 5.1 The application site represents an area of green open space within the site of the Finchley Memorial Hospital site. The area is used by the local community for amenity and recreation. The proposed development would result in the loss of this open space and as such the primary consideration in the determination of the application is whether the loss of the open space is acceptable in principle. This is reflected in the objections to the application, the majority of which objected to the application on the basis of the loss of the open space.
- 5.2 The main objective of the proposals is to optimise the use of the hospital site to provide much needed residential accommodation for NHS staff. The open space to the north of the site was created through the redevelopment of the wider site and largely comprises of land which was occupied by the previous hospital buildings. The current hospital was approved in 2010 under planning application FUL/03573/09. As part of the consented scheme for the existing hospital, the area to the north of the hospital buildings was to be retained as a publicly accessible open space. The consented scheme was also approved on the basis that playing fields to the south of the site would be brought back into public use.

- 5.3 Whilst the open space is not subject to any formal land use designation, the space merits protection under Policy DM15 which states the following in relation to open spaces:
- i. Open space will be protected from development. In exceptional circumstances loss of open space will be permitted where the following can be satisfied:
 - a. The development proposal is a small-scale ancillary use which supports the use of the open space or
 - b. Equivalent or better quality open space provision can be made. Any exception will need to ensure that it does not create further public open space deficiency and has no significant impact on biodiversity.
 - ii. In areas which are identified as deficient in public open space, where the development site is appropriate or the opportunity arises the council will expect on site provision in line with the standards set out in the supporting text (para 16.3.6).
- 5.4 The current proposals do not represent a small-scale ancillary use supporting the use of the open space and there are no proposals to reprovide equivalent or better quality open space elsewhere. On this basis, it is clear that in the first instance the scheme would not be compliant with Policy DM15 (i). The site is not located within an area of open space deficiency so part (ii) of the policy is not applicable.
- 5.5 From the outset, it is therefore clear that the proposals would not accord with objective of Policy DM15 nor would it meet with the exception tests.
- 5.6 As well as having regard to the overarching policy position, it is important to note the history of the open space to which the proposals relate. As set out within the Planning History section of this note, the open space was largely the site of the previous hospital. Prior to the submission of the full application, a Planning Brief was adopted in 2007 which set certain parameters for the future development of the site. At the time, it was anticipated that the reprovision of the hospital would require some cross subsidization and thus the principle was accepted that the site of the old hospital could be used to provide enabling residential development (albeit low rise).
- 5.7 Subsequent to adoption of the 2007 Brief, the full application for the new hospital came forward under a different funding mechanism (the LIFT) which obviated the need for the open space to be utilized for enabling development. Notwithstanding the delivery of the hospital without the enabling development, there was a clear policy acceptance in the adopted brief that the space to the north of the hospital site

could have been developed to enable the public and health related clinical benefits arising from new hospital.

- 5.8 Officers are mindful that the fundamental purpose of the brief was to bring forward development of the new hospital however it is also considered that the underlying principle is still pertinent in so far as it established the acceptability of built form on this part of the site at that time (albeit low rise).
- 5.9 The current application proposes to provide NHS staff housing and it is also necessary to consider the benefits that would arise from this provision.
- 5.10 As is set out within the Planning Statement accompanying the application, there has been (and is) a very pressing need for affordable housing across London. There is a significant amount of data available, including a recent survey from the Royal College of Nursing, that shows that, as is the case for many key workers, the cost of living is one of the biggest concerns for NHS workers. The Planning Statement goes on to set out that the RCN's survey reveals that in five years' time 57% of nursing staff (up from 40% in 2016) say they will either definitely leave London or would like to, with the cost of accommodation and transport being major factors.
- 5.11 Because of the accommodation difficulties faced by NHS staff, the following implications for healthcare provision arise:
- difficulties in recruiting staff to areas with high living costs, whether those staff are coming from other parts of the UK or from overseas;
 - poor staff retention levels, resulting in additional costs in recruiting and training replacement staff;
 - difficulties in accommodating short-term needs because of a lack of dedicated accommodation, for example to welcome people on secondment, on clinical placement or participating in research programmes; and
 - greater reliance on agency staff which costs NHS providers significantly more than if they were able to maintain a higher proportion of directly employed staff.
- 5.21 The individual and cumulative result of the aforementioned issues is to present sustainability challenges to the healthcare system. The Planning Statement goes on to emphasise this point by referencing the RCN report which states that there are 10,550 vacant nursing posts in the NHS in London alone.
- 5.22 The proposed development is aimed at addressing this need through the provision of up to 130 residential units which would be for NHS staff. Whilst the affordability of

the proposed housing is addressed in a subsequent section of this report, the proposed housing would provide solely NHS staff housing which would be aimed at meeting the affordability criteria of staff on a range of pay grades and would enable staff in the North London area to live close to their place of work. In addition to the affordable nature of the accommodation, the proposed housing would cut down on travel costs and ultimately boost staff retention levels as well as the other matters outlined at paragraph 5.11. The catchment area for the proposed housing would encompass NHS Trusts which form part of the north central London Sustainable Transformation Partnership ('STP'), which include the following:

- Barnet, Enfield and Haringey Mental Health NHS Trust;
- Camden and Islington NHS Foundation Trust;
- Central and North West London NHS Trust;
- Central London Community Healthcare NHS Trust;
- Moorfields Eye Hospital NHS Foundation Trust;
- North Middlesex University Hospital NHS Trust;
- Royal Free London NHS Foundation Trust;
- Royal National Orthopaedic Hospital NHS Trust;
- Tavistock and Portman NHS Foundation Trust;
- University College London Hospitals NHS Foundation Trust; and
- Whittington Health NHS Trust.
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5.23 Whilst clearly some of these trusts operate wholly outside of the borough, in order to ensure that NHS staff within Barnet are prioritised a cascade clause is proposed within the nominations procedure which would allow for Barnet residents and workers to be prioritised.

5.24 Officers give weight to the staffing and operational issues that arise from the issues set out at paragraph 5.11 and also recognise that the proposed development would go some way to addressing this need. The key question therefore is whether the benefits of the proposed housing outweigh the harm arising from the loss of the open space.

5.25 It is clear that Policy DM15 does not allow for such an assessment to be made within the parameters of the policy wording. However, Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 state that all applications must be determined in accordance with the development plan, unless material planning considerations dictate otherwise. In this case, officers consider that the outlined need for NHS staff accommodation to protect and aid the operation of healthcare provision within the area is a material consideration.

5.26 in weighing the benefits of the proposal against the harm arising from the loss of the open space, officers have taken into account the proximity of alternative open space provision in the form of Victoria Park and the relevant planning history of the site. And in weighing the benefits, officers have taken into account the exceptional circumstances associated with the need to ensure the health service is able to retain staff to ensure adequate healthcare in the local area. Whilst a finely balanced judgement, it is considered that the benefits of the proposed housing would outweigh the harm arising from the loss of the open space.

6.0 Residential Density

6.1 The London Plan 2021 was formally adopted in March 2021 and moves away from the density matrix that was included within the previous plan. The 2021 Plan takes a less prescriptive approach and Policy D6 states *inter alia* that the density of a development should result from a design-led approach to determine the capacity of the site with particular consideration should be given to the site context, its connectivity and accessibility by walking and cycling, and existing and planned public transport (including PTAL) and the capacity of surrounding infrastructure. Policy D6 goes on to state that proposed residential development that does not demonstrably optimise the housing density of the site in accordance with this policy should be refused.

6.2 In terms of the density, up to 130 dwellings are proposed on a site with an area of 1.33 hectares which gives an approximate density of 100 dwellings per hectare. The location of the site is within a suburban context with predominantly low-rise development in the surrounding area. The key consideration in terms of Policy D6 is how the development manifests in terms of design and appearance and in this case officers consider that the height, scale and massing of the development is acceptable. These matters are addressed fully in subsequent sections of this report.

7.0 Residential Standards and Living Quality

7.1 A high quality built environment, including high quality housing in support of the needs of occupiers and the community is part of the 'sustainable development' imperative of the NPPF. It is also a relevant consideration in Barnet Core Strategy Policies CSNPPF, CS1, CS4, and CS5 Development Management DPD policies DM01, DM02 and DM03 as well as the Barnet Sustainable Design and Construction SPD, Residential Design Guidance SPD.

Dwelling Mix

7.2 Policy DM08 of the Local Plan states that new residential development should provide an appropriate mix of dwellings.

7.3 The development proposes 130 residential units which would be of a mixture of studios, 1 beds 2beds and 3 beds. The current application is outline in nature and as such, the final mix of units would be agreed at Reserved Matters stage however the following indicative mix is provided:

Studio	1 Bed	2 Bed	3 Bed	Total
8	50	62	10	130

7.4 The final mix would be predicated on demand modelling and would respond to the need of NHS workers within the local area. The mix outlined shows how this may come forward however a full assessment would be undertaken at Reserved Matters stage if permission were granted.

Residential Space Standards

7.5 Table 3 in the London Plan provides a minimum gross internal floor area for different sizes of dwelling.

7.6 The application is submitted in outline form with matters of layout reserved. Indicative details submitted show that each of the residential units could achieve the requisite minimum standards and a full assessment would be undertaken at Reserved Matters stage to ensure that this was the case with the detailed proposals.

Wheelchair Housing

7.7 Barnet Local Plan policy DM03 requires development proposals to meet the highest standards of accessible and inclusive design, whilst Policy DM02 sets out further specific considerations. All units should have 10% wheelchair home compliance, as per London Plan Policy D7.

7.8 The applicant's Planning Statement sets out that 10% of the residential units would be provided as wheelchair adaptable in line with aforementioned policy context and in accordance with Part M4(3) of the Building Regulations. This is considered to be acceptable and a condition is attached which would ensure that this is secured as part of Reserved Matters applications.

Amenity Space

7.9 Barnet’s Sustainable Design and Construction SPD Table 2.3 sets the minimum standards for outdoor amenity space provision in new residential developments. For both houses and flats, kitchens over 13sqm are counted as a habitable room and habitable rooms over 20sqm are counted as two habitable rooms for the purposes of calculating amenity space requirements. The minimum requirements are set out in the table below:

Outdoor Amenity Space Requirements	Development Scale
For Flats: 5m2 of space per habitable room	Minor, major and large scale
For Houses: 40m2 of space for up to four habitable rooms 55m2 of space for up to five habitable rooms 70m2 of space for up to six habitable rooms 85m2 of space for up to seven or more habitable rooms	Minor, major and large scale
Development proposals will not normally be permitted if it compromises the minimum outdoor amenity space standards.	Householder

7.10 The parameters set out propose a mix of private and communal amenity areas. All units will have access to private amenity space in the form of private balconies either recessed or projecting but all achieving the requisite space standard. All residents will also benefit from access to areas of shared communal amenity space along with areas of landscaped public open space retained within the development.

Children’s Play Space

7.11 London Plan Policy 3. 6 and draft London Plan Policy S4 require development proposals to make provisions for play and informal recreation based on the expected child population generated by the scheme. The Mayor’s Play and Recreation SPG and draft London Plan Policy S4 expect a minimum of 10 sqm. per child to be provided in new developments.

7.12 Given the outline nature of the application and the lack of a fixed housing mix, it is not possible to calculate a playspace requirement. However, parameter plans demonstrate that sufficient space is provided within the site which would allow for on-site provision for ages 0-5. The Design and Access Statement sets out that these spaces will comprise small open spaces within sight of residences, where younger children can play within the view of adults. Play opportunities for the older age groups are located within 400 metres of the site in line with GLA policy and full

details of the on-site provision would be secured through Reserved Matters applications.

Privacy and Outlook

- 7.14 Policy DM01 of the Local Plan requires that development have regard to the amenity of residential occupiers. In this regard it is necessary to consider the design of the scheme and the privacy that would be afforded to future occupiers of the development.
- 7.15 In terms of privacy and outlook, the parameters sought show that externally the site would enjoy separation distances of at least 21 metres from all surrounding residential properties in line with SPD guidance. Within the site, all of the buildings would enjoy a good separation distance of at least 21 metres with the exception of the distance between the Central Building and the Memorial Garden building which falls slightly below this target. Nevertheless, it is considered that the extent of the shortfall would not be so significant as to unacceptably harm the privacy and outlook from the facing elevations.

Daylight/Sunlight and Overshadowing

- 7.16 As an outline application, the final layout of the development is a reserved matter however the parameters sought demonstrate good separation distances between the buildings themselves and from neighbouring obstructions which would provide conditions of good levels of daylighting and sunlighting in line with BRE guidance.

8.0 Affordable Housing

- 8.1 London Plan 2016 Policy H10 seeks the maximum reasonable amount of affordable housing to be negotiated. The Barnet Core Strategy (Policy CS4) seeks a borough wide target of 40% affordable homes on sites capable of accommodating ten or more dwellings however in the case of publicly owned land as is the case with the application site, Policy H5 of the London Plan that an affordable housing target of 50% is applicable.
- 8.2 The specific nature of the proposed development is such that it does not fit into the traditional model of affordable housing. The proposed housing would be solely aimed at accommodating NHS staff and there would be no element of open market housing. Consequently, affordable housing products such as Affordable Rent, London Affordable Rent and Shared Ownership and the affordability criteria which underpin these products are not directly applicable to the scheme.

8.3 The application is to serve a specific need which is set out in detail in Section 5 of this report and this need is comprised of a specific professional demographic (i.e. NHS staff). Nevertheless, notwithstanding that the scheme does not fit the traditional affordable housing model, the applicant recognises the need to provide 50% of the homes at an affordable level and for the purposes of this application, this is taken to mean those NHS staff at entry to mid-level.

8.4 Accordingly, whilst there is no fixed housing mix at this outline stage of the application, the applicant has committed to providing 50% (65 homes) of the accommodation as affordable. In the context of the specific and targeted nature of the development, it is considered appropriate to tie the affordability criteria of the affordable homes to the salary bands of the NHS staff at which the scheme is aimed. Therefore, the S106 would secure that 50% (65 homes) would be affordable to NHS Staff/ Healthcare Workers residents of on salary band(s) of Band 2 to Band 8 (inclusive of any service charge).

8.5 For clarity, the salary banding of the NHS staff is as follows:

Salary Band	Salary Range
3	£19,737 – £21,142
4	£21,892 – £24,157
5	£24,907 – £30,615
6	£31,365 – £37,890
7	£38,890 – £44,503
8	£45,753 – £51,668

8.6 A full Affordable Housing Delivery Schedule, including the details of the affordable products including a full and detailed nominations procedure as well as a detailed unit mix and details of the tenure and terms of occupation for each of the affordable units would be secured as part of the S106.

8.7 The nominations procedure would include a cascade clause which would allow for the accommodation to cascade down to those outside of the target NHS demographic as below:

- NHS Workers who are permanently employed to work in NHS facilities or in a community setting in LB Barnet;
- NHS Workers who have lived in LB Barnet for a minimum of two years and who are permanently employed to work in NHS facilities or in a community setting in the Catchment Area;

- NHS Workers who do not live in LB Barnet but who are permanently employed to work in NHS facilities or in a community setting in the Catchment Area;
- Where there are no applicants in categories 1, 2 and 3, other NHS Workers, Secondees or Medical Students associated with NHS facilities or community setting activities in the Catchment Area but only for a maximum term of 12 months, after which occupation the premises will be made available for categories 1, 2 and 3 - this is to minimise temporary voids and associated costs / loss of income;
- Other Essential Local Workers (defined by Feb 2019 NPPF) who have lived in LB Barnet for a minimum of two years and who are permanently employed to work in LB Barnet;
- Other Essential Local Workers (defined by Feb 2019 NPPF) who do not live in LB Barnet but who are permanently employed to work in LB Barnet;
- Nominees from the Council's waiting list (if this is demonstrated as being legally and operationally feasible)

8.8 Importantly, the first 4 categories in the cascade are those within the NHS and it is expected that there will be strong demand for the accommodation for the reasons set out in Section 5 of this report. It is only after the first 4 categories that the housing would open up to other local key workers, which again would be addressing a local need. It is important to note that none of the proposed accommodation would be open market housing.

8.9 Subject to the above and based on the fact that the proposed housing is addressing a specific need, it is considered that the affordable housing proposals are acceptable.

9.0 Design, Appearance and Visual Impact

9.1 The proposes 4 blocks across the site varying heights and forms. The following table summarises the heights of each of the blocks across both phases.

Building	Max Height (Storeys)
Bow Lane Building	4
Central Building	5
Memorial Gardens Building	4
Granville Road Building	4

Height, Scale and Massing

9.2 The area surrounding the site is characterised by low rise residential development of 2 and 3 storeys in height whilst the hospital itself is part 2 and part 3 storey. It is

therefore clear that the heights of the proposed development would exceed those of its surroundings and as such it is pertinent to consider whether this increased height would be congruent within its context.

9.3 The application site sits by its nature as an open space, represents a spatial gap which is clearly visually distinct separate from the prevailing urban grain. Prior to the site coming into its current use as a public open space, it was occupied by the old hospital buildings which were also visually distinct from the surrounding urban grain and built form. It is considered that this visual and spatial distinctiveness provides scope for any development of the site to be similarly distinct.

9.4 For this reason, it is considered that the flatted form of development rising above the prevailing heights of the surrounding area is acceptable in principle. Nevertheless, as well as having a distinct form and character the development also responds to its context directly through tapering the heights of the development from the centre of the site (5 storeys – Central Building) to the edges of the site on Bow Lane and Granville Road (Part 3 storeys - Bow Lane Building and Granville Road Building).



9.5 The stepping down of the building heights to the site boundaries would ensure that there would be no jarring disparity in composite views of the development and the neighbouring residential properties. It is considered that the visual transition at these points on Bow Lane and Granville Road would be congruent and would ensure that there would be no unacceptable harm to the wider character of the area.

Design and Appearance

- 9.6 In terms of the visual appearance of the scheme, this is an outline application and only indicative details are provided. These indicative details are supported by precedents and supplementary details on materiality. The indicative details demonstrate that the development could have a high quality aesthetic which would respond to the prevailing architecture and colour tones of the surrounding residential area. If outline permission were granted, full details would be submitted and assessed at reserved matters stage which would be expected to be consistent with the indicative details provided.

Layout

- 9.7 Comments were received from the Metropolitan Police which raised concern at the permeability of the site and the consequent risk in terms of crime. Notwithstanding these concerns, retaining site permeability for the public as well as residents is considered to be an important element of the scheme. It is considered that risk could be minimised through the use of boundary planting and landscaping to delineate the public and private areas as well as through the use of lighting and CCTV. The layout and landscaping of the scheme are reserved matters and further details would thus be sought at this stage.

Conclusion

- 9.8 Having regard to all of the above, officers consider that the proposed scale and massing of the development is acceptable and would ensure integration into the surrounding urban fabric. Officers also consider that the scheme could be of a good design quality and is in accordance with Barnet Policy DM01.

10.0 Amenity Impact on Neighbouring Properties

Daylight and Sunlight

- 10.1 The applicant has submitted an annotated site plan which shows the separation distances from neighbouring residential properties along with contextual section drawings.
- 10.2 The Granville Road building would be located 31 metres from the nearest residential properties on the north side of Granville Road itself. This distance and the reduced height of the development towards the northern boundary would ensure that a 25 degree line drawn from the windows of the neighbouring property would not subtend the facing elevation of the new obstruction (in this case, the Granville Road

building). Consequently, BRE guidance sets out that this would indicate that the windows in question would retain good daylighting conditions and that there is no need for further detailed assessment using Vertical Sky Component methodology. The separation distance is also sufficient to ensure that there would be no unacceptable adverse sunlight impacts.

10.3 The Bow Lane building would be located 21 metres from the nearest residential properties on the west side of Bow Lane. Again, the distance and height of the development towards the boundary would ensure that good daylighting would be retained to the windows opposite. The separation distance is also sufficient to ensure that there would be no unacceptable adverse sunlight impacts.

10.4 The Memorial Gardens building would be located 42 metres from the rear of the nearest residential properties on the east side of Bow Lane. Again, the distance and height of the development towards the boundary would ensure that good daylighting would be retained to the windows opposite. The separation distance is also sufficient to ensure that there would be no unacceptable adverse sunlight impacts.

Privacy and Outlook

10.5 The development would achieve separation distances of at least 21 metres from all neighbouring windows whilst also achieving a separation distance of 10 metres from neighbouring gardens. These distances are in line with SPD guidance and demonstrate that there would be no unacceptable adverse impacts in terms of privacy or outlook.

Conclusion

10.6 With the above in mind, officers consider that, on balance, the application is in accordance with Policy DM01 in terms of impact on residential amenity and would not result in any unacceptable harm to the living conditions of any surrounding occupiers.

11.0 Sustainability

11.1 The 2021 London Plan, requires within Policy SI2 requires major development to be net zero-carbon. This means reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand in accordance with the following energy hierarchy:

- be lean: use less energy and manage demand during operation.

- be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly.
- be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site. be seen: monitor, verify and report on energy performance.

11.3 Local Plan policy DM01 states that all development should demonstrate high levels of environmental awareness and contribute to climate change mitigation and adaptation. Policy DM04 requires all major developments to provide a statement which demonstrate compliance with the Mayors targets for reductions in carbon dioxide emissions, within the framework of the Mayor's energy hierarchy.

11.4 With regards to the energy hierarchy set out within the aforementioned London Plan policy, it is considered that the application is broadly in accordance. The application is accompanied by an Energy Statement from XCO2 which sets out that the energy efficiency measures and sustainable energy measures that would be incorporated within the scheme.

Be Lean

11.5 The proposed energy efficiency measures include levels of insulation beyond Building Regulation requirements, low air tightness levels, efficient lighting as well as energy saving controls for space conditioning and lighting. These measures would combine to achieve a 13.7% CO2 saving.

Be Clean

11.6 The applicant has set out in the Energy Statement that a site heat network connection has not been found to be feasible or viable for a development of this scale. Consequently, the scheme will utilise an ASHP system alongside high efficiency backup gas boilers to provide heat to the dwellings. Based on the strategy proposed, no savings would be achieved.

Be Green

11.7 The renewable technologies feasibility study carried out for the development identified photovoltaics and air source heat pumps as suitable technologies for the development and would be implemented. These measures would achieve an additional 33.9% saving,

11.8 In total, all of the measures combined would achieve CO2 savings of 47.6% which is in excess of the 35% target set out in the London Plan. Nevertheless, recognising the London wide net zero target the applicant is therefore required to mitigate the regulated CO2 emissions, through a contribution to the borough's offset fund. This contribution would be predicated on the formula set out within GLA guidance and would which would be secured through the Section 106.

12.0 Transport / Highways

12.1 Policy CS9 of the Barnet Core Strategy (Providing safe, effective and efficient travel) identifies that the Council will seek to ensure more efficient use of the local road network and more environmentally friendly transport networks, require that development is matched to capacity and promote the delivery of appropriate transport infrastructure. Policy DM17 (Travel impact and parking standards) of the Barnet Development Management Plan document sets out the parking standards that the Council will apply when assessing new developments. Other sections of Policies DM17 and CS9 seek that proposals ensure the safety of all road users and make travel safer, reduce congestion, minimise increases in road traffic, provide suitable and safe access for all users of developments, ensure roads within the borough are used appropriately, require acceptable facilities for pedestrians and cyclists and reduce the need to travel.

Residential Car Parking

12.2 The London Plan 2021 sets out the standards for residential parking based on inner/outer London and PTAL. Outer London PTAL 2 is up to 1 space per dwelling and Outer London PTAL 3 requires 0.75 spaces per dwelling.

12.3 Car parking standards for residential development are also set out in the Barnet Local Plan and recommend a range of parking provision for new dwellings based on the site's Public Transport Accessibility Level (PTAL) and the type of unit proposed. Policy DM17 of the Local Plan sets out the parking requirements for different types of units with the range of provision is as follows:

- Four or more-bedroom units - 2.0 to 1.5 parking spaces per unit
- Two and three-bedroom units - 1.5 to 1.0 parking spaces per unit
- One-bedroom units - 1.0 to less than 1.0 parking space per unit

12.4 A total of 53 car parking spaces is proposed (parking ratio of 0.41 spaces per unit). The level of car parking provision proposed is in line with current policy which seeks to encourage sustainable and active modes travel. This relates to the maximum parking standards contained within both the LBB Local Plan (Policy DM17) and the London Plan (2021).

12.5 Nevertheless, whilst no issues have been raised by transport officers specifically in relation to the level of on-site car parking the parking proposed does create the potential for some overspill parking impacts on local residential roads.

12.6 In order to mitigate any potential harm arising from any overspill, a S106 contribution of £90000 has been agreed with the applicant which will be used to fund a CPZ review (and implementation if found to be necessary). The CPZ review would include:

- Fresh set of parking beat surveys including an analysis report

- Scheme design
- Informal consultation
- TROs - stat consultation
- Implementation (infrastructure, signs, lines & stats)

12.7 Subject to the agreed S106 items, the Council's Transport and Highways officers are satisfied with the proposed level of car parking.

Cycle Parking

12.8 Cycle parking should be provided, designed and laid out in accordance with the new London Plan (2021) and the guidance contained in London Cycling Design Standards (it is noted that there has been slight changes to the standards from the previous 'Intend to Publish' London Plan to the now adopted London Plan). Details of cycle parking provision and layout in line with the London Plan and the London Cycling Design Standards and would be conditioned as part of any approval.

Sustainable Measures

12.9 A single car club space is proposed to be provided within the development and the 383 bus has been extended to serve the hospital. Both LBB and TfL comments have outlined that the development should seek to encourage active travel and support the mode shift for more sustainable methods of travel. A Travel Plan (TP) with incentives for the residential occupiers would be secured as part of the S106 accordingly.

Network Impact

12.10 Improvements to the pedestrian environment and off-site active travel measures would be secured under a Highway Agreement (s278). This would include the proposed uncontrolled crossing / pedestrian refuge alongside dropped kerbs, tactile paving and on-street waiting restrictions at the Granville Road / Hospital entrance (refer to scheme illustrated in Figure 7.1 of the submission).

12.11 There is also no pedestrian refuge at the hospital entrance. Point 86 of the ATZ assessment suggests parking restrictions near the Hospital entrance to improve pedestrian / vehicles visibility. It is considered that the scheme proposed would help to improve the pedestrian environment and safety.

12.12 There is no controlled pedestrian crossing on the Granville Road arm. Point 83 of the ATZ assessment suggest a controlled pedestrian crossing be incorporated at the junction to improve pedestrian safety. It is also noted that TfL require the applicant to provide offsite active travel measures including feasibility/ design work on A1000 / Granville Road junction and its implementation. In relation to this, it is noted that as part of the cycle route scheme the Council are looking at improvements along the A1000 corridor which includes its signalised junction with Granville Road.

- 12.13 This scheme provides an opportunity to incorporate pedestrian safety measures which directly address the safety issues raised above (e.g. controlled pedestrian crossing, re-phasing of junction). Considering this, the Council's Highway Team request a s106 contribution to address the pedestrian safety concerns at the A1000 / Granville Road junction. A commensurate level of contribution would be secured through the S106 accordingly.

Servicing / Deliveries

- 12.14 It is proposed that deliveries would be undertaken from a dedicated servicing bay which would be installed adjacent to the hospital access road. The refuse would then be managed by on site staff to ensure that it is dragged to a position adjacent to the bay to allow for collection. It is noted that detailed plans showing such an arrangement were not included within the application submission and as such a condition is attached requiring the submission of revised site layout adjacent to the hospital road showing the bay and including necessary swept path analysis.

13.0 Other Matters

Flood Risk

- 13.1 Policy CS13 of the Barnet Core Strategy states that "we will make Barnet a water efficient borough and minimise the potential for fluvial and surface water flooding by ensuring development does no cause harm to the water environment, water quality and drainage systems. Development should utilise Sustainable Urban Drainage Systems (SUDS) in order to reduce surface water run-off and ensure such run-off is managed as close to its source as possible subject to local geology and groundwater levels".
- 13.2 The site is located in Flood Zone 1, which indicates a low risk flooding. The application proposes two options for the management of surface water. Option 1 assumes that infiltration on site is possible; and Option 2 which assumes infiltration is not feasible and a new connection will need to be made to the public sewer. The site will discharge surface water at a peak rate of 3.1 l/s for all return periods up to the 1 in 100 year + a 40% allowance for climate change. Storage would be provided in permeable paving, swales and below-ground attenuation / soakaways.
- 13.3 It is considered that the proposed options demonstrate that surface water can be managed appropriately and a full strategy incorporating the necessary measures would be secured at reserved matters stage.

Ecology

- 13.4 The Site is not classified as, or functionally connected to any designated sites. The closest statutory site is Coppetts Wood and Glebelands (LNR) and the closest non statutory sites are Glebelands Local Nature Reserve (SINC) St Pancras and Islington Cemeteries (SINC) Lakeside Nature Reserve (SINC).

- 13.5 The application was supported by an ecology survey which was subject to review by the Council's Ecology consultants. The scheme involves the demolition of Bullimore house and as such it was queried whether bat surveys had been undertaken. It was agreed accordingly that a condition requiring the bat surveys to be undertaken prior to any demolition works on Bullimore House could be attached. On the wider site, the Council's consultants were satisfied that the evidence provided by the applicant is sufficient to address potential impacts and implications on biodiversity receptors.

Ground Conditions

- 13.6 The application is supported by a ground condition survey which has been reviewed by the Council's EHO who is happy with the scope and content. A full report in order to ascertain if prior uses have left contaminants within the made ground such as asbestos and lead would be secured by condition.

Air Quality

- 13.7 The application was supported by an Air Quality Assessment which has been reviewed by the Council's EHO who is happy that the development would not give rise to unacceptable air quality impacts.

14.0 Equalities and Diversity

- 14.1 Section 149 of the Equality Act 2010, which came into force on 5th April 2011, imposes important duties on public authorities in the exercise of their functions, including a duty to have regard to the need to:

“(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.”

- 14.2 For the purposes of this obligation the term “protected characteristic” includes:

- age;
- disability;
- gender reassignment;
- pregnancy and maternity;
- race;
- religion or belief;
- sex;
- sexual orientation.

- 14.3 The above duties require an authority to demonstrate that any decision it makes is reached “in a fair, transparent and accountable way, considering the needs and the rights of different members of the community and the duty applies to a local planning authority when determining a planning application.
- 14.4 Officers consider that the application does not give rise to any concerns in respect of the above.

15.0 Conclusion

- 15.0 Whilst it is acknowledged that the application does not accord with strategic tall buildings Policy CS5 in terms of location, it is considered that there are material planning circumstances which justify the approval of the application. The scheme would deliver many significant benefits which are considered to weigh in favour of the application and justify a departure from the development plan.
- 15.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority.
- 15.2 In this case, the application does not accord with Policy DM15 of the Local Plan, However, Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 state that all applications must be determined in accordance with the development plan, unless material planning considerations dictate otherwise. In this case, officers consider that the outlined need for NHS staff accommodation to protect and aid the operation of healthcare provision within the area is a material consideration.
- 15.3 In weighing the benefits of the proposal against the harm arising from the loss of the open space, officers have taken into account the proximity of alternative open space provision in the form of Victoria Park and the relevant planning history of the site. And in weighing the benefits, officers have taken into account the exceptional circumstances associated with the need to ensure the health service is able to retain staff to ensure adequate healthcare in the local area. Whilst a finely balanced judgement, it is considered that the benefits of the proposed housing would outweigh the harm arising from the loss of the open space and it is recommended that the application be approved.

RECOMMENDATION: TO GRANT OUTLINE CONSENT

Appendix 1: Site Location Plan



Appendix 2: Conditions

Condition 1 – Approved Plans

The development hereby permitted shall be carried out in accordance with the following approved plans and documents.

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in line with Policies DM01, DM02, DM05 of the Barnet Local Plan (2012) and the London Plan (2021).

Condition 2 – Reserved Matters

Applications for the approval of the reserved matters (being scale, layout, appearance and landscaping) shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.

Reason: To comply with the provisions of Section 92 of the Town & Country Planning Act 1990 (as amended).

Condition 3 – Implementation

The development hereby permitted in shall begin no later than 2 years from:

- i. The final approval of the last Reserved Matters Application pursuant to Condition 2, or;
- ii. The final approval of any pre-commencement condition associated with the Development.

Reason: To comply with the provisions of Section 92 of the Town & Country Planning Act 1990 (as amended).

Condition 4 – Construction Management Plan

No site works or works on this development including demolition or construction work shall commence until a Demolition and Construction Management and Logistics Plan has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be implemented in full accordance with the details approved under this plan. The Demolition and Construction Management and Logistics Plan submitted shall include, but not be limited to, the following information:

- i. details of the routing of construction vehicles to the site, hours of access, access and egress arrangements within the site and security procedures;

- ii. site preparation and construction stages of the development;
- iii. details of provisions for recycling of materials, the provision on site of a storage/delivery area for all plant, site huts, site facilities and materials;
- iv. details showing how all vehicles associated with the construction works are properly washed and cleaned to prevent the passage to mud and dirt onto the adjoining highway;
- v. the methods to be used and the measures to be undertaken to control the emission of dust, noise and vibration arising from construction works;
- vi. a suitable and efficient means of suppressing dust, including the adequate containment of stored or accumulated material so as to prevent it becoming airborne at any time and giving rise to nuisance;
- vii. noise mitigation measures for all plant and processors;
- viii. details of contractors compound and car parking arrangements;
- ix. Details of interim car parking management arrangements for the duration of construction;
- x. Details of a community liaison contact for the duration of all works associated with the development.

Reason: To ensure that the proposed development does not prejudice the amenities of occupiers of adjoining residential properties and in the interests of highway and pedestrian safety in accordance with policies CS9, CS13 , CS14, DM01, DM04 and DM17 of the Barnet Local Plan and the London Plan 2021.

Condition 5 – Delivery and Servicing Management Plan

Prior to the occupation of the development a Delivery and Servicing Management Plan should be submitted to and approved in writing by the Local Planning Authority. The plan shall include revised layout drawings to show a servicing bay adjacent to Hospital Road and shall include vehicle tracking/swept path analysis to show the safe access and egress of a refuse vehicle into the bay.

All servicing and delivery arrangements shall be carried out in accordance with the approved Plan. If changes are made a revised Delivery and Service Plan (DSP) shall be submitted to and agreed by the Local Planning Authority.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

Condition 6 – Car Park Management Plan

Prior to occupation, a Residential Car Parking Management Scheme to cover the residential use shall be submitted to and agreed in writing by the Local Planning Authority. The RCPMS shall include a plan identifying the disabled parking spaces to be delivered clearly marked with a British Standard disabled symbol and disabled parking shall be retained for the use of disabled persons and their vehicles and for no other purpose unless agreed in writing with the Local Planning Authority. The RCPMS shall include details of electric vehicle charging points to be installed in the development shall have been submitted to the Local Planning Authority and approved in writing. These details shall include provision for each and every disabled space.

Reason: To ensure that parking is provided and managed in line with Barnet Council standards in the interests of highway and pedestrian safety and in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012. To ensure and promote easier access for disabled persons to the approved building in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

Condition 7 – Cycle Parking

Prior to occupation, full details of cycle parking and cycle storage facilities shall be submitted to and approved in writing by the Local Planning Authority and shall be permanently retained thereafter unless agreed in writing by the Local Planning Authority.

Reason: In the interests of promoting cycling as a mode of transport in accordance with London Plan 2021 and London Cycle Design Standards, London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

Condition 8 – Bat Surveys

Bat surveys of Bullimore House must be completed in accordance with current best practice guidance provided by the Bat Conservation Trust. The findings of which will be presented as part of bat survey and mitigation report. The report will include a detailed mitigation plan which, in the event of a bat roost being identified, will form the basis of a Natural England EPS Mitigation Licence application as necessary. The bat survey report and mitigation plan will need to be approved in writing by the council prior to commencement of works and works implemented in strict accordance with the mitigation plan and Natural England Licence.

Reason: in the interests of ecology in accordance with

Condition 9 – Contaminated Land

Part 1

Before development commences other than for investigative work:

- a) A desktop study (Preliminary Risk Assessment) shall be carried out which shall include the identification of previous uses, potential contaminants that might be expected, given those uses, and other relevant information. Using this information, a diagrammatical representation (Conceptual Model) for the site of all potential contaminant sources, pathways and receptors shall be produced. The desktop study (Preliminary Risk Assessment) and Conceptual Model shall be submitted to the Local Planning Authority. If the desktop study and Conceptual Model indicate no risk of harm, development shall not commence until approved in writing by the Local Planning Authority.
- b) If the desktop study and Conceptual Model indicate any risk of harm, a site investigation shall be designed for the site using information obtained from the desktop study and Conceptual Model. This shall be submitted to, and approved in writing by, the Local Planning Authority prior to that investigation being carried out on site. The investigation must be comprehensive enough to enable:
 - a risk assessment to be undertaken,
 - refinement of the Conceptual Model, and
 - the development of a Method Statement detailing the remediation requirements.

The risk assessment and refined Conceptual Model shall be submitted, along with the site investigation report, to the Local Planning Authority.

- c) If the risk assessment and refined Conceptual Model indicate any risk of harm, a Method Statement detailing the remediation requirements, using the information obtained from the site investigation, and also detailing any post remedial monitoring shall be submitted to, and approved in writing by, the Local Planning Authority prior to that remediation being carried out on site.

Part 2

- d) Where remediation of contamination on the site is required completion of the remediation detailed in the method statement shall be carried out and a report that provides verification that the required works have been carried out, shall be submitted to, and approved in writing by the Local Planning Authority before the development is occupied.

Reason: To ensure the development can be implemented and occupied with adequate regard for environmental and public safety in accordance with Policy CS NPPF of the Local Plan Core Strategy DPD (adopted September 2012), DM04 of the Development Management Policies DPD (adopted September 2012), the Sustainable Design and Construction SPD (adopted October 2016) and the London Plan 2021.

Condition 10 – Surface Water Drainage

Prior to the commencement of works, a detailed surface water drainage strategy report for the development shall be submitted and approved in writing by Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

Reason: To ensure that surface water runoff is managed effectively to mitigate flood risk and to ensure that SuDS are designed appropriately using industry best practice to be cost-effective to operate and maintain over the design life of the development in accordance with Policy CS13 of the Barnet Local Plan, the London Plan 2021, and changes to SuDS planning policy in force as of 6 April (including the Written Ministerial Statement of 18 December 2014, Planning Practice Guidance and the Non-Statutory Technical Standards for Sustainable Drainage Systems) and best practice design guidance (such as the SuDS Manual, C753).