

LONDON BOROUGH OF BROMLEY

ENVIRONMENTAL SERVICES DEPARTMENT

Development Control Committee on 30th March 2004

REPORT OF THE CHIEF PLANNER

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| 1 | Application No : 03/04595/FULL1 | Ward: Kelsey And Eden Park |
| Address : | Beckenham Hospital 379 Croydon Road Beckenham Kent BR3 3QL | Conservation Area: NO |
| OS Grid Ref: | E: 536898 N: 169191 | |
| Applicant : | Bromley Primary Care Trust | Objections : YES |

Description of Development:

Redevelopment of hospital comprising retention of former cottage hospital and two/three storey building (including minor injuries unit, GP surgeries and ancillary offices, with plant at second floor level), formation of vehicular access and alterations to existing accesses to Croydon Road, highway works to Croydon Road, servicing, 138 car parking spaces and 2.4m high fence on south and east boundaries

Joint report with application No. 03/04613

Proposal

These applications have been submitted by the Bromley Primary Care Trust. Primary care is defined as the first point of contact for most patients, which in general is their GP surgery or health centre, and includes community nurses (ie practice nurses, district nurses and health visitors), therapists, dentists, opticians and pharmacists. In recent years the NHS has sought to provide more services at the primary care level, which is distinct from -

- care in the community/continuing care
- secondary care - local hospital, usually a District General Hospital (DGH)
- tertiary care - specialised hospitals or departments of hospitals dealing with complex illnesses, serving a wide geographic area and with teaching and research facilities.

The proposed new hospital is part of the BBG LIFT scheme (Bexley, Bromley and Greenwich Local Improvement Finance Trust). The NHS LIFT is a national joint venture company able to own property, and rent and lease it to GPs. At a local level LIFTs are being developed by management boards comprising local NHS managers, GPs and private sector partners, alongside the national NHS LIFT. It should be noted that the Beckenham Hospital scheme is the largest

LIFT project in the country. There are effectively 5 clients for which the building has been designed - the 2 GP practices, Oxleas Mental Health Services, Bromley PCT and Bromley Hospitals Trust.

The services to be provided are shown on the floor plans -

- 2 GP practices, Elm House and St. James to be relocated from sites at Beckenham Road/Elm Road and Elmers End Green
- dentistry, podiatry, cardiac, diabetes departments
- physiotherapy
- speech therapy
- outpatients department
- minor treatment suite
- family planning
- urology
- genito-urinary medicine (GUM) (sexually transmitted diseases)
- minor injuries unit (MIU) (small accident and emergency department)
- diagnostic imaging
- offices and consultation rooms for Oxleas
- pharmacy/dispensary
- small ancillary café

At present the Hospital has a day nursery and provides offices and ambulance parking for St. Johns Ambulance. These uses will not be provided for in the new building, and sites to relocate them to are being investigated. However St. Johns Ambulance will continue to provide a patient drop off service to the hospital.

The proposed building will be two storey, with plant and meeting rooms at second floor level. The meeting rooms can be made available for other users, as a source of revenue to the Trust.

The existing floorspace of the hospital is stated to be 8140 sq.m., the proposal being for a building of 9400 sq.m. The portable buildings proposed on the adjacent part of the Recreational Ground will have a floorspace of 2000 sq.m.

The redevelopment application is accompanied by the following documentation, in addition to the plans and forms -

- Design Statement (KSS Design Group - Architects), with letters dated 20/02/04 and 16/03/04 from the architects updating and supplementing the original statement regarding matters arising during processing of the application.
- Preliminary and Supplementary Transport Reports (Peter Brett Associates - Consulting Engineers)
- Statement regarding restoration works to former Beckenham Cottage Hospital (KSS)
- Daylight and Sunlight Report regarding the Shaftesbury Road properties (Wilks Head and Eve - Chartered Surveyors and Town Planners).

The application forms state that there are 68 existing car parking on site, though the consulting engineers have recorded 93 cars on the site and are of the view that some parking taking place is not associated with the hospital, and clearly some of the existing parking is by nursery users. A survey by officers has recorded about 110 cars at the hospital. The proposal is for 54 public pay and display parking spaces and 80 staff car parking spaces, with 2 disabled spaces and 2 spaces for Kelsey Farmhouse (total 138). The Transport Report identifies a need for 50-75 additional staff

parking spaces, to be provided in the spare capacity at the Village Way/Sainsbury's Council car park. The access arrangements proposed are as follows -

- reorganised public parking/hospital entrance in the south-west corner of the site (at the front), with in and out access (there are 2 existing vehicular accesses) and a link to further public parking in front of the new buildings
- a new access at the north end of the Croydon Road frontage adjacent to the former Kelsey Park Farmhouse, for ingress of service vehicles and staff cars. This will be used by construction traffic into the site during Phases 1 and 2 of building works
- staff parking at the rear of the Shaftesbury Road properties and at the rear of the site adjacent to Croydon Road Recreation Ground
- egress for all service vehicles and staff cars, and for some public parking to Shaftesbury Road (this will not be for ingress) - kerb build-outs will be provided. Two-way working will be permitted to serve the rear of the Croydon Road shops and the garage at No.2 Shaftesbury Road. During Phase 1 of construction of the hospital this access will be used by construction traffic out of the site. During the 3 month demolition/enabling works period (until the new Croydon Road access is available) this access will be used for construction traffic in and out
- works to the carriageway of Croydon Road to provide right turn in facility/ghost islands for southern access/exit and relocated pedestrian crossing, and incorporating bus priority measures proposed by Transport for London.

It should be noted that it was originally envisaged that all construction traffic would have to use the first section of Shaftesbury Road, but replanning the provision of on-site services by the PCT has enabled this to be avoided – essentially the Minor Injuries Unit (MIU) is to be partly demolished so that the access road can be laid out.

The Supplementary Transport Report makes a number of points regarding issues raised during processing of the application -

- the Council has requested that ghost island facilities at the new staff-only access be considered. It is considered that as the junction is only for staff vehicles entering and the traffic movements are relatively low, there is no need for a ghost island. Also the Transport Report gives evidence that a ghost island junction would be impossible to construct in terms of land constraints
- in response to concerns about the layout and circulation of the main public car parking area on the original plans, this has been redesigned to relocate the drop-off and taxi bays adjacent to the central island, with a 2m footpath alongside which links to the main entrance via a crossing over the vehicle circulation area. The number of drop-off and taxi bays has also been revised, however it should be noted that the 2 drop-off and 1 taxi bays are believed from the traffic data to be sufficient. It may be more practical to simply provide 3 drop-off bays and allow taxis to use these, but this requires further consideration. The ambulance bay adjacent to the main entrance has been amended following further consultation with the relevant departments and practices, which will require the facility on site. The bay has been enlarged to accommodate a maximum of 4 ambulance cars or 3 ambulances. It is considered that this will be adequate for the arrival and departure of ambulance cases to the new MIU or on an emergency call, together with patient drop-off/pick-up by the St. Johns Ambulance Service
- a survey of existing car park use has been carried out, including of duration of stay. It is considered that 54 dedicated public spaces (and segregated parking for staff), as well as the introduction of the management scheme providing control of unauthorised use of the car park by others will offer the maximum benefit and reserve spaces for patients use throughout the day

- servicing/deliveries - the circulation/layout has been altered in respect of delivery bays, storage areas and other medical associated operations, affecting the layout of the public and staff car parking areas. The report considers the current delivery patterns of the existing site and those of the departments that will relocate to the site. The likely maximum number of delivery movements per day which the site could generate has been calculated, allowing for an element of reduction associated with duplicate deliveries and introduction of a waste management strategy. It is estimated that the site could generate up to 32 deliveries per day, which equates to around 3-4 possible vehicles on site at any one time. Although the majority of these are short time deliveries of less than 15 minutes, there are a number of long-stay operations eg laundry. 4 bays are proposed for operational purposes, 2 short stay bays in the staff car park and 2 long stay bays on the exit link with 2 adjacent to the proposed compactor. Also 3 St. John's Ambulance bays are to be provided within the staff parking area.

Regarding the locally listed buildings -

- the former Cottage Hospital will be renovated and linked to the new building
- the former Farmhouse is being omitted from the scheme, but it is stated by the architects that after the completion of Phase 1 it will be used by the BBG Lift Company and PME (Planned Maintenance Engineering) as offices to manage premises in the 3 boroughs (including the Beckenham Hospital site itself). 2 parking spaces are shown to be provided for its use.

The main points in the Design Statement and other material supporting the application are as follows -

1. The design responds to the Council's Planning Brief for the site and
 - maintains the amenities of the Shaftesbury Road properties and reduces proximity of buildings to the northern boundary with those adjacent gardens
 - respects the boundaries with the Recreation Ground and its Urban Open Space designation
 - retains the 2 locally listed buildings
 - creates a new urban presence and Hospital entrance
 - is based on two storey height with central massing three storeys high
 - aims to achieve the best clinical adjacencies and patient-focussed design with good accessibility by maximising accommodation at ground floor level and having good communication with upper floors
 - configured to allow a rapid 2 phase construction over a 3½ year period, to minimise disruption. In the first phase the buildings at the front will be retained while the rear part of the site is redeveloped. The main car park will be available during both construction phases, though the 24 space car park at the front (permitted 1994) will only be available during Phase 1 - it will be the site storage compound for Phase 2, during which the lorry exit route will also cross it.
2. It is explained that a central main entrance from the Croydon Road frontage would lead to long patient routes within the building, create pedestrian/ vehicular conflict and compromise the setting of the retained Victorian buildings. The proposed design of the Croydon Road elevation has a bold sculptural form and faceted overlapping planes which provide a backdrop to the 2 retained buildings. It will be clad in terracotta and its windows will be on the return reveals, providing discreet entrance and windows to GUM and ensuring that there is no doubt about where the main entrance is located.
3. The proposed materials are mainly traditional (brick plinth, render, terracotta), but the design will integrate the retained old buildings and the new in an entirely contemporary

design. More modern materials will generally be at high level only, ie aluminium (roof, with cladding panels and louvres at roof level) and timber (louvres to second floor windows). The entrance is a bold composition of large planes of terracotta cladding, this material being used at other locations to “signal” an entrance or punctuate the elevations.

4. The floor plan of the building is based on the steel frame construction and a compact module of accommodation which helps to minimise construction, operational and servicing costs while maximising the internal areas benefiting from natural light and ventilation and helping to reduce patient travel distances. This results in a strong grid and rectilinear form and 2 long wings to the rear of the building, expressed externally by the white rendered walls and regular fenestration, but varied by architectural elements that “break out” of the wall planes to provide additional accommodation and which will be boldly coloured render, eg waiting room on north elevation, consulting rooms on both sides of the GP accommodation and the café. The revised window design and minor elevational alterations are a response to minor internal reconfiguration of rooms and to research carried out to perfect ventilation of the building, further improve daylighting and take account of disabled access and infection control issues. The minor changes to internal layout have increased the length of the north-east wing by 1.75m, also necessitating moving part of the car park layout about 1m nearer the eastern boundary.
5. It is intended that Shaftesbury Road will only be used as the access and exit point for construction vehicles during the 3 months demolition/enabling works, prior to construction. The new road entrance adjacent to Kelsey Park Farmhouse will be created as part of these initial enabling works. It is appreciated that the residents have concerns over additional traffic generation in Shaftesbury Road but the first 50m of Shaftesbury Road (up to the access point into the hospital site) is not fronted by residential development (though there are flats above the shops), consisting of flank walls of commercial properties on either side. The change to the phasing of construction will mean that the impact of traffic generation during building works on residents’ amenities will be much less than originally envisaged.
6. The main facilities will be open 8am - 6pm, but out of hours uses are clustered into groups so that they can operate independently from the main functions of the building, eg MIU, dentistry, GPs, diagnostic imaging, minor treatment suite, meeting rooms.
7. A mobile imaging vehicle can dock in the staff car park adjacent to the outpatients department, if required. The requirements for on-site refuse storage (including compaction) and collection have been set out, and discussions with the fire brigade confirm that perimeter access, fire fighting accessibility and fire fighting water supplies will be acceptable in principle.
8. The design acknowledges the Planning Brief’s concern about the possible impact on the Shaftesbury Road properties and the two storey height on the north side of the building is lower and further away from the boundary than the existing three/four storey high Trapnell Wing. The daylight and sunlight report confirms that the redevelopment will meet the recommendations of the Building Research Establishment guide “Site Layout, Planning for Daylight and Sunlight”. The application originally proposed a 2.4m high close boarded fence along the near boundary with the Shaftesbury Road gardens but it is agreed that a wall of a height to be agreed may be appropriate, indeed the PCT is willing to provide such a wall prior to construction starting - this matter can be subject of a condition. As a consequence of the need for a wall on the northern boundary, the building is to be located 0.5m to the south of the position proposed on the drawings first submitted.

9. The Crime Prevention Officer has been consulted as part of the Secured by Design process. The plans were well received and the details of the proposal will be developed with the CPO during further consultations. The key features of the design relevant to the consultation are as follows:

- comprehensive CCTV coverage of the external perimeter of the building and significant internal coverage
- a good standard of external lighting to staff and public parking for personal safety concerns, whilst ensuring that light spillage beyond the site perimeter is minimised. The general principle will be low level lighting or lighting mounted on the boundary facing inwards
- generally shrubs within the site boundary will be maintained at a maximum height of 1m to significantly reduce the opportunity for persons to hide and potentially attack staff
- a 2.4m high new close boarded fence to the east and south perimeter. Though the CPO would prefer a metal palisade fence in this location, it is considered that a new wooden fence of equal height would provide robustness and deterrence in conjunction with appropriate lighting and CCTV coverage. Also a close boarded timber fence would be more in keeping with the park environment.

Further design development is required on the nature and design of the 0.9m-1.2m boundary fence to Croydon Road and it is considered that a condition should be imposed in this respect.

10. Responding to various issues raised in the Planning Brief -

- none of the trees on the site are to be removed
- the buildings close to the eastern boundary with the Recreation Ground will be only two storeys high
- the existing car park is Urban Open Space and is not to be built on
- cycle parking and taxi stands are proposed
- public art could be provided in the garden/courtyard areas
- as the access to Shaftesbury Road is to be for egress only, this should address concerns about traffic intensification in the road
- access will continue to be provided to the garage in the rear garden of No.2 Shaftesbury Road
- the right turn central reservation in Croydon Road will be provided by land take from the application side.

The architects have addressed various concerns regarding the application for the temporary buildings in the following statement -

“Location Relevant to Tree Damage - All trees and mature shrubs on site have been surveyed in position and canopy and are accurately reflected on the attached drawings. The applicant is concerned to avoid any damage or affect on the existing trees on the Recreation Ground. The benefit of the modular construction is that it is a reasonably malleable system that can respond in plan form to boundary requirements. The tendering companies are expressly aware of the need to avoid any damage to the trees during installation or dismantling and equally to avoid any impact on the root zone throughout the duration of the stay on site.

Establishment of the “decant village” will take approximately 6-8 weeks and that the total duration on site is estimated to be no more than 2 years based on a 18 month construction period, 3 month decant and commissioning phase with erection and dismantling sequences. The revised drawings indicate that none of the temporary accommodation will be located anywhere within 1m of the fullest extent of the root zone of the trees as defined by the maximum extent of the tree canopy as surveyed.

The temporary units will be brought to site initially to the front car park. A large mobile crane will be used to hoist the units cleanly over the mature trees between the car park and the proposed site. A second, smaller, mobile crane will be located on the proposed decant site to accurately place the units to the required configuration. The units will be placed on the eastern extremity and work backwards to the car park entrance position. The large mobile crane within the car park will be used to accurately place the final units at the western end of the site.

Appearance - The elevations submitted are indicative but typical of each of the systems currently under consideration for competitive tender.

Pam Jones Memorial – It will be necessary to sensitively relocate and subsequently restore the memorial bench and semi mature cedar tree dedicated to Pam Jones of the West Beckenham Residents Association. It is the intention to agree with the Residents Association and/or family a suitable relocation position for the duration of the temporary decant village followed by exact relocation to its current position.

Flower Beds - The positions and extent of five swaths of daffodils within the grassed areas have been surveyed and, subject to restoration proposals to be agreed with the relevant officers, will restore these features accordingly.

Position - The appropriate position of the “decant village” has been carefully considered and responds to fundamental operational requirements for the seamless provision of services at Beckenham Hospital during the redevelopment.

It is important that there is a close relationship with all the facilities within the “decant village” and the existing main entrance, diagnostic imaging and outpatients department etc within the half of the existing hospital which remains during the Phase 1 construction. The proposed position of the “decant village” places the 2 halves of the hospital as close as practically possible and minimises the disruption which will still occur in the necessary daily transfer of patients, staff and goods between the two halves of the hospital. To relocate the decant village to the east side of the current hospital would completely dislocate the 2 functional halves of the hospital.

It is also essential that vehicular access for patient/private car drop-off, taxi drop, ambulance drop-off and emergency ambulance pick-up is provided as close as possible to the entrance and reception of the “decant village”. A relocation to the east side would necessitate either the creation of a new roadway around the side of the hospital or opening up of the end of Shaftesbury Road into the park to provide such access. It is considered that both these options would be unacceptable. Firstly, a traffic road to the south side would create a greater loss of amenity, nuisance and potential damage to trees and the landscape than the current proposals which would all be in addition to the “decant village” itself.

Secondly, a Shaftesbury Road access would mean that residents are subject to half of the vehicular traffic, including deliveries, visiting the hospital passing through the length of Shaftesbury Road between the hours of 7.30am and 10.00pm as well as the disturbance along the entire length of the road of the construction traffic necessary to both install and remove the “decant village”. The current location to the south of the hospital requires no roadway adjustment or extension onto the park and is therefore by far the most preferable solution.

Balfour Beatty - Considerate Contractor Scheme - Please note that Balfour Beatty Construction Ltd is a member of the Considerate Contractor programme and have both a genuine desire and obligation to ensure the environmental protection during the redevelopment works. A statement by Balfour Beatty addresses the following issues:

- liaison with third parties and neighbour relations
- proposed works
- environment protection
- access proposal.”

Consultations

Most of the letters received from local residents are from the occupiers of properties in Shaftesbury Road (who have also submitted a petition), also the Friends of Croydon Road Recreation Ground and the West Beckenham Residents Association have written. The main points raised concern -

- inadequate parking for staff and visitors, a pay and display car park will lead to visitors seeking free parking in nearby streets
- there are existing severe problems of pressure on the street parking in Shaftesbury Road, and these will be worsened. Also access for emergency vehicles will be hampered
- there are also existing congestion problems in Shaftesbury Road caused by vehicles to and from the hospital. These will be worsened as the Transport Report predicts the number of vehicles using the access to the road increasing from 117 to 854 per day, particularly this will cause disturbance to No.2 (adjacent to the access)
- the building works are expected to take 3½ years and demolition/construction will cause great disturbance to Shaftesbury Road residents. Use of the road by construction vehicles is unacceptable. The existing minor injuries unit should be relocated to the decant accommodation so that the new ingress access from Croydon Road can be provided during construction [it is now proposed to adapt the MIU so that this is possible, as explained above]
- servicing close to the garden of No. 2 Shaftesbury Road would be most unneighbourly and disturbing, the layout shows a lorry parking bay alongside the flank fence of its garden
- a residents parking scheme should be introduced in the area (at least in Shaftesbury Road)
- proposal contrary to para 6.10 of the Council’s Planning Brief - “vehicular traffic should not be directed to the Shaftesbury Road access”
- trees at the rear of the Shaftesbury Road properties should be retained
- possible light pollution affecting the adjacent properties
- a 2.4m high wall or fence should be provided for the full length of Nos.2-26 (even) Shaftesbury Road
- the entrance to Croydon Road Recreation Ground from the end of Shaftesbury Road should continue to close at sunset to prevent unsociable behaviour
- the west elevation (to Croydon Road) and the orange and purple colours shown on the elevations are unacceptable, out of character, and detrimental to the Victorian brick buildings. Parts of the west elevation are hidden from public view, which would be contrary to “Secured by Design” principles and conducive to crime and anti-social behaviour
- no proposals are shown on the plans for enhancing pedestrian links to the town centre
- there is no space within the scheme for future expansion of the new hospital
- temporary use of part of the Recreation Ground will represent a loss of a valued local amenity, contrary to Urban Open Space policy, would be unsightly, its windows will overlook children and parents using the paddling pool and play area close by, fencing of it needs careful consideration to avoid security problems (e.g. may screen muggers)

- likely damage to trees due to portable buildings on Recreation Ground – due to craning in and out of the park, damage to roots beyond canopy spread, lack of water reaching roots, concern that commemorative cedar unlikely to survive transplanting twice
- all of existing facilities should be decanted to another site/other sites so that construction period can be shortened and patients, staff and residents are less disrupted. Alternatively the “decant village” should be located on the playing field to the east of the hospital
- the hospital café would be detrimental to the trade of the café in the Recreation Ground
- regarding the portable buildings in the Recreation Ground, no objections providing the site is restored immediately after the new hospital opened

An objection has been received from Sainsburys that use of the Village Way car park to cater for the shortfall of car parking on the hospital site will prevent the spaces concerned being used by Sainsburys shoppers and visitors to other town centre facilities in the daytime, and this will have a detrimental impact on the quality and health of the town centre as a whole - public car parking is vital to the success of a town centre and helps stores in them compete effectively with out-of-town facilities, this being acknowledged in PPG6 and the London Plan. However it is understood that the local branch manager welcomes increased use of this car park as having the potential to increase trade at the store.

1 letter of support has been received. Also it is understood that the Town Centre Manager and town centre traders welcome the enhancement of health facilities on the site.

The comments of the Council’s drainage engineer and Thames Water are that -

- there are no objections to the proposal regarding impact on the sewerage infrastructure
- the standard condition regarding surface water drainage details should be imposed if the development is permitted
- petrol/oil interceptors should be provided for the drainage of the parking areas.

The following are technical highway engineering comments on the hospital redevelopment application -

- the additional information and scheme revisions address or clarify issues raised during processing of the applications
- the applicants’ offer to enter into a ‘considerate contractor’ scheme to deal with all the off-site implications of the development during the construction stage is welcomed. It is suggested that this should include an agreement to organise regular meetings between the contractor, the residents’ representatives, the PCT and the Council
- the relocated pedestrian crossing should be a puffin-style crossing and the estimated cost for the relocation and maintenance of the crossing is £55,000 - the applicant has agreed to meet this cost
- there is concern that there will be an adverse effect on on-street parking in nearby residential roads both during construction and once the hospital is complete. With the development generating a high demand for parking, parking in roads close to the hospital could well become more difficult for residents. It is noted that the applicant has agreed to fund the cost of a parking scheme in Shaftesbury Road, however there is concern that the adverse effect on parking could go beyond Shaftesbury Road. It is suggested that the applicant fund a residents’ parking scheme for the residential roads in the immediate area of the hospital, which would require at least £30,000 to implement. The redevelopment may well have an adverse effect on the on-street parking outside the immediate area to be considered. Additional roads beyond an initial scheme may need to be considered, which would need a further review of on-street parking in the roads outside the scheme area after its implementation. This

issue would need to be included in the hospital's travel plan so that the extent and timing of any further parking scheme can be determined in conjunction with the parking management arrangements for the hospital

- the minor realignment of Shaftesbury Road to improve vehicular access may however result in a loss of on-street car parking, reinforcing comments made about the need for an on-street parking scheme
- access to the public car park - sight-lines of 90m x 4.5m x 90m would normally be required but this cannot be achieved. The minimum acceptable visibility would be 90m x 2.4m x 90m or that which exists for the present access, whichever provides the greatest visibility. The vehicular entrance and exit points should have entry treatment to slow vehicles, this being shown on the revised plans
- the proposals for separate vehicular accesses for the pay and display public car park and the staff parking areas are understood together with the rationale behind the internal arrangement of the public access, parking, taxi rank, and drop-off area
- the arrangements for circulation of public car parking will result in additional vehicles using Shaftesbury Road as an exit, and it would be helpful for the applicant to provide an analysis of the operation of the Shaftesbury Road junction, the staff car park entrance and the public car park entrance so the impact on traffic in Croydon Road can be assessed
- the staff car park entrance from Croydon Road will also be used by all service and delivery vehicles. The applicants have demonstrated why a right turn facility cannot be provided in Croydon Road for this entrance. The entrance point should have entry treatment to slow vehicles
- car parking requirement - the number of existing parking spaces are referred to above. It is considered that the proposal will lead to further pressure for on-street parking in the area. The information provided by the applicant's agent regarding the parking requirements is noted. Given the specialist nature of the development, the Council has no set parking standards that can be applied to the proposal, hence it is reliant on the applicant's assessment of the parking demand. The 138 proposed parking spaces appear to be insufficient for the demand generated and there is therefore a clear requirement for a travel plan to address the shortfall for the whole life of the development
- the nearby Council car park off Village Way has about 280 spaces on 2 levels, and generally the upper level (140 spaces) is unused on weekdays. The proposal to use this car park to meet the shortfall in on-site staff parking is noted. Whilst this will undoubtedly assist in the parking requirements for the new hospital, the Council would not wish to enter into a long-term agreement for the provision of such parking. There can clearly be no guarantee that the spaces will be available at the time motorists wish to park or that the spaces will be available for the whole life of the hospital. However it is accepted that the proximity of the Village Way car park to the development would make it a convenient location for visitors and staff to park. But if the spare spaces are all taken by long stay workers associated with the hospital and consequently the Village Way car park is often found to be full, this would make it less attractive to shoppers. As the Village Way car park is primarily a shoppers car park the use for regular long-term parking is a matter to be given careful consideration. At this stage it is envisaged that an initial 5 year agreement could be offered to the PCT for 80 spaces on the upper deck, on the basis of a premium daily charge, Monday – Friday, excluding the 2 shopping weeks before Christmas.

Any comments from the Environment Agency will be reported verbally at the meeting.

The Architecture Panel (TAP) has considered the original plans for the proposal and is of the opinion that it is an impressive solution, commenting in its standard format regarding the following criteria -

- Site Suitability: A most appropriate redevelopment, providing local health care close to need
- Massing and orientation: Carefully handled large building. Sensitive design. Views not adversely affected
- External appearance: Very clever use of elevations and materials which express the uses inside the building and providing orientation for visitors
- Means of access, servicing and circulation: Support for the set back entrance offering concise and direct link to visitor circulation. Best endeavours are made to address pressures for parking and the conflict between vehicular and pedestrian movement
- Landscaping: Front boundary railing may need reconsideration
- Conclusions: Impressive design solution. Recommended for permission.

The Panel has not been reconsulted as the changes on the amended plans are relatively minor.

The comments of the Commission for Architecture and the Built Environment are as follows –

- the quality of these proposals seems to have been compromised by the desire of all user groups to be on the ground floor. This has resulted in a deep-plan, sprawling building with insufficient access to outside views and space. The PCT are urged to give equal priority to overall design quality in the buildings it procures in the long term, in particular the patient experience, as to the demands of individual consultant groups who may only occupy the buildings for the short term
- the overlapping external screens on the Croydon Road frontage appear to be rather arbitrary in terms of changes of material, heights and angles and would benefit from a calmer approach
- the landscaped gardens in the scheme would be greatly enhanced if they were accessible, particularly for children
- it is considered that the overall quality of the scheme would be unlikely to make it any sort of contender for the Prime Minister’s Better Public Building Award, which has set an appropriately high standard for public architecture of this sort. It is not unreasonable for substantial public investment in health architecture to result in distinctive buildings. In certain views, this scheme has the looks more like retail warehousing than a place where the sick can be made well. It is recognised that thought has gone into the planning of the accommodation, but the architecture fails to ‘sing’.

Regarding the locally listed buildings, the renovation of the former Cottage Hospital will enhance its appearance and is to be welcomed. It is unfortunate that the former Kelsey Farmhouse has been omitted from the application and its retention, marketing for future use and implementation of a scheme for this (subject to planning permission) should be safeguarded in the Section 106 Agreement. However the BBG Lift Company’s intentions for the Farmhouse building are noted.

Regarding trees, there are no technical objections to the hospital development subject to appropriate conditions. There were concerns about the proximity of the portable buildings to trees at the Recreation Ground, but revised plans show increased separation between the buildings and existing trees, which will minimise any harm -conditions to safeguard the trees are suggested.

Regarding the effects of the proposals on the Recreation Ground, the Landscape Division wishes to be helpful to the PCT while the development is constructed, but states that the following conditions will apply to the works:

- a full photographic survey to be undertaken before the start of works in the Recreation Ground

- no mature trees to be felled or pruned, root systems need to be protected and not damaged by pads or footings to the temporary buildings
- all grass, shrubberies and roses to be fully reinstated after removal of temporary buildings and maintained at the developer's cost until established
- any fences, gates and paths/hard surfaces that are damaged shall be replaced
- signage, with information about the works and details of reinstatement to be clearly set up around the perimeter and at entrances to the Recreation Ground
- rental received from the use of the Recreation Ground to be used to provide additional facilities/improvements to the park
- security of the park not to be compromised
- trading rights at the Recreation Ground cafe not to be compromised by any catering arrangements in the hospital building – ie they should not be able to sell to the park users, trading to be restricted to patients/medical staff only.

Planning Considerations

The first purpose built health care building in Beckenham was the two storey red brick structure fronting Croydon Road at the south end of the Hospital site. It was erected as the Beckenham Cottage Hospital in 1872, and accommodated 4 patients, providing the wider village community with a washhouse and baths. This would have been quite an impressive provision given the small size of Beckenham Village at that time.

Patient provision was doubled in 1877 and as Beckenham developed as a suburban district of London in the 1880s the cottage hospital began a slow expansion which continued for over a century: 1887 (Lea Wilson Ward), 1895 (operating room), 1898 (Fewster Children's Ward), 1899 (Marie Louise Block), 1903 (operating theatre), 1917 (private ward) 1926 (extensions), 1932 (Children's ward), 1939 (Trapnell Wing), 1959 (outpatients department), 1969 (Douglas Lindsay Ward), and other modern additions.

In 1946 the hospital expanded to include the two storey house fronting Croydon Road at the north end of the site. This building is known historically as Kelsey Park Farmhouse, it appears to pre-date the hospital as it is shown on 1841 and 1861 maps. However, its architectural treatment and materials are almost identical to the original Cottage Hospital building.

Apart from minor developments (eg escape stairs, mobile building and link extensions), the recent planning history of the site comprises the following applications -

- demolition of mortuary and store buildings and formation of 3 ambulance parking bays, 4 car parking spaces and turning area (ref. 92/1970) - permitted October 1992, and implemented (rear of Nos.2-14 Shaftesbury Road)
- use of part of ground floor as day nursery (eg. 92/2323) - permitted January 1993
- additional 24 car parking spaces at front (ref. 94/1914) - permitted October 1994, and implemented
- redevelopment of site with part two/three storey hospital and residential development (ref. 96/2832) - withdrawn December 1998
- additional 30 car parking spaces at rear, with access from the car park in the south-west of the site along a driveway parallel to the southern boundary (ref. 99/2383) - permitted October 2000, not implemented

The main requirements of Policies E.1 of the adopted UDP and BE1 of the draft UDP are that new development respects adjacent buildings, does not detract from existing trees and planting, provides adequate space to ensure an appropriately landscaped setting, provides a satisfactory relationship between buildings and respects the amenities of the occupants of neighbouring properties.

Policy E.6 of the adopted UDP states that development should not detract from the character, appearance or setting of locally listed buildings. This is updated by Policy BE8 of the draft UDP.

None of the trees at the Hospital or Recreation Ground are protected by TPOs but policies regarding trees are relevant.

The hospital site adjoins the Urban Open Space (UOS) of the Recreation Ground, and part of the car park is also UOS. The temporary buildings will be removed and the land reinstated, hence there will be no lasting effect on the openness of UOS. As the car park will be laid out as car parking for the redeveloped hospital there will be no adverse effect on openness in this respect either.

Policies T.15 of the adopted UDP and T3 of the draft UDP concern the car parking standards, the latter reflecting Central Government advice on this issue. The site is within an area of moderate/high accessibility to public transport. However the parking needs of the development will have to be assessed on merit, taking into account the material put forward by the consulting engineers.

Policy C.1 of the adopted UDP states that the Council will take account of the needs of health facilities when considering development proposals. Policies C1 and C5 of the draft UDP are supportive of new healthcare facilities providing -

- they are accessible by public transport
- amenities of adjoining properties are adequately safeguarded
- there is no unsatisfactory impact on on-street parking or highway safety
- normally the proposal will be expected to comply with other policies of the plan.

Regarding the Sustainable Communities objectives in Part I of the draft UDP the provision of social infrastructure as proposed close to the population it serves will reduce the need to travel (eg to Farnborough) and reduce social exclusion (ie to those to whom access to healthcare would be effectively denied by distance). The provision of related services on the same site producing more “patient centred” services delivered at modern multi-purpose premises would be in line with The NHS Plan (July 2000).

Another material consideration is the Planning Brief approved by the Development Control Committee in April 2003.

The London Plan (February 2004) includes policies regarding healthcare that are relevant. Policy 3A.17 indicates that UDP policies should promote the objectives of the NHS Plan and Local Delivery Plans. The “Strategic Service Development Plan for LIFT in Bexley, Bromley and Greenwich (Dec 2002)” is such a delivery plan, to which the Council are signed up as a partner organisation. The redevelopment of the Beckenham Hospital site is Scheme 1 of the first tranche. Policy 3A.18 states that preferred locations for hospitals, primary healthcare centres, GP practices and dentists should be identified in areas accessible by public transport and with particular reference to Policy 3D.1 which seeks to strengthen the wider role of town centres.

The Community Plan 2003-2015 is by the Bromley Local Strategic Partnership, which is comprised of 11 groups and agencies including the Council and the PCT – other members include the Police, Broomleigh Housing Association and Business Focus. Under “Health and Social Care Theme” outcomes sought in the document are one stop services in accessible locations and local health centres implementing a borough-wide preventative strategy, an objective being implementation of LIFT funding to provide improved health facilities or local health centres.

The main issues for consideration can be summarised as follows -

- the amount of development proposed. Due to the increased floorspace and parking, the coverage of the site with buildings and hard surfaces will clearly increase. The internal planning of the building has been driven by an emphasis on keeping accommodation at ground and first floor levels (rather than build up) and this has tended to increase site coverage. It will be noted that parking at the rear of the site has been permitted but not implemented
 - the effect on residential amenity. The affected properties in Shaftesbury Road can be seen as being affected in negative and positive ways. Though the bulk of buildings has been reduced and their separation from the affected gardens has been increased (some existing buildings on this part of the site being four storey), the amount of vehicular activity close to the rear of these affected properties will increase markedly. However the boundary enclosure should mitigate the latter effect, and residents have not expressed concerns about the effects of the building and car parking, rather are mainly concerned about use of Shaftesbury Road by exiting vehicles from the development. Use of the road by construction traffic will be “in and out” during demolition/enabling works, and for exiting construction traffic during Phase 1
 - traffic generation and parking issues. Members will need to take a view on certain matters e.g. the adequacy of the parking and the increase in use of Shaftesbury Road (albeit only by exiting vehicles). The locality is clearly already affected by street parking pressures caused by the Hospital, shopping and entertainment uses/ food establishments in the town centre, commuters and the lack of off-street parking for residential properties. Whether additional pressures due to the new Hospital will be serious or alternatively can be accepted will have to be considered
 - whether the proposal is in character in the area. The existing buildings mainly are a mixture of Victorian hospital and 1930s hospital. The proposal has the appearance of being a contemporary hospital, which may be considered an appropriate approach to designing for this site. The views of TAP and CABE should be taken into account. The wall treatments of brick, render and terracotta seem uncontroversial and with the curved metal roof may produce a building not dissimilar in its contemporary appearance to the Beckenham Spa swimming pool and leisure centre in Beckenham Road. In general terms it is unfortunate that the opportunity has not been taken to provide a new central entrance to the new hospital from the Croydon Road frontage, but this has been driven by the internal planning of the floorspace and circulation within the building
 - whether desirable on-site details and off-site proposals can be achieved by and effects of the development be mitigated by planning conditions and a Section 106 Agreement. It is suggested that the latter include –
1. Ensuring that the former Farmhouse is retained and marketed for future change of use, and the Cottage Hospital renovated and included in the scheme
 2. Off-site highway works
 3. Contribution to a residents parking scheme
 4. Improving the route to the Village Way car park - lighting, CCTV etc.

As part of the application process, it has been necessary for the Council to give a screening opinion as to whether an Environmental Impact Assessment was required. The proposals constitute Schedule 2 development within the meaning of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. After taking into account the selection criteria in Schedule 3 of the Regulations and the terms of the European Directive, it was considered that the proposed development would not be likely to have significant effects on the environment by virtue of factors such as its nature, size and location. This opinion was expressed taking into account all relevant matters including the information submitted with the application,

advice from technical consultants, the scale/ characteristics of the existing and proposed development on the site. The applicants were advised accordingly.

Conclusions

In accordance with the Planning Brief, written and illustrative material has been submitted with the planning application to demonstrate how urban design, Unitary Development Plan policies, the Brief itself and other material planning considerations have been taken into account in drawing up the proposals, in line with the advice in PPG1 and the Department of Environment, Transport and the Regions (DETR) and CABI publication "By Design".

The redevelopment of Beckenham Hospital is a complex proposal raising a wide range of issues. Its implementation requires temporary provision of portable buildings on the adjacent Recreation Ground. As such the applicants have submitted extensive material to address issues raised prior to the submission of the applications and matters that emerged as being of concern during their processing. The matters raised by the architects and consulting engineers have been set out at length in this report in order that Members can be aware of the reasoning behind the proposals and give the various points full consideration.

Residents and one of the residents associations have raised a number of concerns, mainly about traffic, parking and residential amenity issues, also regarding the temporary buildings, which also deserve full consideration.

The proposal will facilitate the provision of a variety of healthcare services to the population in the north-west of the Borough. It has been developed in line with the adopted planning brief for the site and makes efficient use of the site to enhance local health services in line with adopted local and national health/town centre objectives. Whilst there will be an increase in trips to the site/daytime parking demand, the impact of this increase should be minimised by effective car park management and other travel plan initiatives.

Members will note that the main land use planning matters for consideration are set out in the previous section of this report.

If permitted, the Beckenham Hospital redevelopment application will be subject to a Section 106 Agreement to secure -

- retention of former Kelsey Park Farmhouse, its marketing for future change of use and implementation of a scheme for its continued use, subject to planning permission
- renovation of the former Cottage Hospital in accordance with the submitted details, and its incorporation in the permitted scheme
- kerb realignment, ghost island and relocation of pedestrian crossing to Croydon Road
- kerb build-out to Shaftesbury Road access
- off-site works on pedestrian route to Village Way public car park, include works to that car park (to be agreed)
- financial contribution to residents parking scheme
- considerate contractor agreement, including control of on-street car parking by building operatives.

Background papers referred to during production of this report comprise all correspondence on files refs. 99/02383, 03/04595 and 03/04613, excluding exempt information.

as amended by documents received on 20.02.2004 17.03.2004

RECOMMENDATION: PERMISSION SUBJECT TO THE PRIOR COMPLETION OF A LEGAL AGREEMENT

and the following conditions:

- 1 DCA01 Commencement of Development
DCA01R A01 reason
- 2 DCA04 Landscaping scheme full app no details
DCA04R A04 reason
- 3 Before the development hereby permitted is commenced a boundary enclosure of a height and type to be approved in writing by or on behalf of the Local Planning Authority shall be erected along the northern boundary with Nos. 2-26 (even) Shaftesbury Road. The enclosures indicated on the approved drawings on the south and eastern boundaries of the site shall be completed before any part of the development is first occupied. Enclosures of a height and type to be approved in writing by or on behalf of the Authority shall be erected in such positions along the other boundaries of the site as shall be approved before any part of the development is first occupied. All approved boundary enclosures shall be permanently maintained thereafter.
DCA07R A07 reason
- 4 DCB01 Trees to be retained during blg ops
DCB01R B01 reason
- 5 DCB02 Trees - protective fencing
DCB02R B02 reason
- 6 DCB03 Trees - no bonfires
DCB03R B03 reason
- 7 DCB04 Trees - no trenches, pipelines or drains
DCB04R B04 reason
- 8 DCB16 Trees - no excavation
DCB16R B16 reason
- 9 DCC01 Satisfactory materials
DCC01R C01 reason
- 10 Details of a surface water drainage system including petrol/oil interceptors for drainage of hard surfaced areas (and including storage facilities where necessary) shall be submitted to and approved in writing by or on behalf of the Local Planning Authority before any part of the development hereby permitted is commenced and the approved system shall be completed before any part of the development hereby permitted is first occupied, and permanently maintained thereafter.
DCD02R D02 reason
- 11 DCH03 Satisfactory parking, full application
DCH03R H03 reason
- 12 DCH16 Hardstanding for wash-down facilities
DCH16R H16 reason
- 13 DCH18 Refuse storage - no details submitted
DCH18R H18 reason
- 14 DCH21 Car parking to be for customers/employee
DCH21R H21 reason
- 15 DCH22 Bicycle parking
DCH22R H22 reason
- 16 DCH23 Lighting scheme for access/parking
DCH23R H23 reason
- 17 DCH25 Satisfactory servicing facilities
DCH25R H25 reason
- 18 DCJ16 Standby generators
DCJ16R J16 reason

- 19 DCK03 No equipment on roof
DCK03R K03 reason
- 20 DCK05 Slab levels, no details submitted
DCK05R K05 reason
- 21 DCK07 Disabled access
DCK07R K07 reason
- 22 DCK09 Soil survey, contaminated land
DCK09R K09 reason
- 23 Details of the dimensions of the sight lines at the exit from the public car park to Croydon Road which can be accommodated within the site shall be submitted to and approved in writing by or on behalf of the Local Planning Authority. With the exception of trees selected by or on behalf of the Authority no obstruction to visibility shall exceed 1m in height in advance of the approved sight lines, which shall be provided before the building hereby permitted is substantially completed and be maintained permanently thereafter.
DCH10R H10 reason
- 24 Prior to first occupation of the building hereby permitted, a Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall include measures to promote and encourage alternatives to single occupancy car use and a timetable for implementation of the proposed measures and details of the mechanisms for implementation and future annual monitoring by the Bromley Primary Care Trust. The Travel Plan shall be implemented in accordance with the agreed timescale and details.
Reason: To encourage the use of non-car modes of transport to the development, reduce the impact of traffic generated by the use of the site and accord with Policy T2 of the second deposit draft Unitary Development Plan (Sept 2002).
- 25 Details of a scheme for the management of the car park on the site shall be submitted to and approved in writing by or on behalf of the Local Planning Authority before any part of the development is first occupied and the car park shall be operated in accordance with the approved scheme at all times unless previously agreed in writing by or on behalf of the Authority.
DCH02R H02 reason
- 26 Before any part of the development hereby permitted is first occupied, parking for bicycles, motor cycles and mobility buggies (including covered storage facilities where appropriate) shall be provided at the site in accordance with details to be submitted to and approved in writing by or on behalf of the Local Planning Authority, and the bicycle, motor cycle and mobility buggies parking/storage facilities shall be permanently maintained thereafter.
DCH22R H22 reason
- 27 A sculpture, work of art or historic artefact shall be erected in front of the development hereby permitted before it is first occupied, in accordance with details to be submitted to and approved in writing by or on behalf of the Local Planning Authority and shall be permanently maintained as such to the Authority's satisfaction.
Reason: In the interest of the history, culture and visual amenities of the area and to comply with Policy BE4 of the second deposit draft Unitary Development Plan (Sept 2002).
- 28 Details of the finished surfaces and the road markings of accesses, car parking and servicing areas and vehicular circulation shall be submitted to and approved in writing by or on behalf of the Local Planning Authority before the development commences and the surfaces shall be completed in accordance with the approved details before any of the building hereby permitted is first occupied.
Reason: In order to comply with Policy E.1 of the adopted Unitary Development Plan and Policies BE1 and T22 of the second deposit draft Unitary Development Plan (Sept 2002) and in the interest of the visual amenities of the area and pedestrian and vehicular safety.
- 29 At any time the noise level, from the site/plant, in terms of dB(A) shall be 5 decibels below the relevant minimum background noise level, (LA90(15mins)), measured at the nearest

noise-sensitive building. Also, if the plant has a distinctive tonal or intermittent nature the predicted noise level of the plant shall be increased by a further 5dBA.

Reason: To ensure a satisfactory standard of amenity for nearby residential properties and to comply with Policy ER9 of the second deposit draft Unitary Development Plan (Sept 2002).

- 30 The additional vehicular access to Croydon Road shall be laid out and available for use by construction traffic before any work is commenced on the development hereby permitted, and shall be available for use by such vehicles entering the site throughout the construction of the development hereby permitted. During Phase 2 of the development all construction traffic shall exit the site using the existing accesses to Croydon Road.

Reason: In the interest of pedestrian and vehicular safety and residential amenity.

- 31 AJ02 Justification UNIQUE reason OTHER apps

Policies (AUDP)

E.1: Design of New Development

E.6: Historic Buildings

T.3: Traffic Generation, Congestion and Safety

T.15: Parking

C.1: General Policies for Community Services

G.11: Urban Open Space

G.28: Trees, Woodlands and Landscaping

Policies (2DDUDP)

BE1: Design of New Development

BE8: Locally Listed Buildings

T3: Parking

T22: Road Safety

C1: Community Facilities

C5: Health Facilities

G10: Urban Open Space

NE6: Protection of Trees and Woodland Amenity

IMP4: Planning Obligations

Planning Brief for the site approved by the Development Control Committee on 29th April 2003.

INFORMATIVE(S)

- 1 RDI06 Obligations Section 80 Building Act 1984

| | | |
|---------------------|---|--------------------------------------|
| 2 | Application No : 03/04613/FULL1 | Ward: Kelsey And Eden Park |
| Address : | Croydon Road Recreation Ground Croydon Road Beckenham Kent | Conservation Area: NO |
| OS Grid Ref: | E: 536930 N: 169030 | |
| Applicant : | Bromley Primary Care Trust | Objections : YES |

Description of Development:

Two storey portable buildings to provide temporary accommodation for hospital and day nursery during redevelopment of Beckenham Hospital

Joint report with Application No. 03/04595

as amended by documents received on 20.02.2004

RECOMMENDATION: PERMISSION

Subject to the following conditions:

- 1 DCE01 Limited period - building(s) (1 insert) 31.12.06
DCE01R E01 reason
- 2 No site preparation works shall be undertaken, and no equipment, plant, machinery or materials for the purposes of development shall be taken onto the site until an arboricultural method statement detailing the measures to be taken to protect trees is submitted to and approved in writing by or on behalf of the Local Planning Authority.

The statement shall include details of:

Type and siting of protective fencing, and maintenance of protective fencing for the duration of project;

Type and siting of scaffold (if required);

A schedule of timing of site preparation and building works;

Method statement for the installation and removal of the modular buildings;

Depth, extent and means of excavation of foundations and measures for prevention of leaching of deleterious materials into the surrounding ground;

Information as to the means and timing of removal of foundations;

Location of site facilities (if required), and location of storage areas for material, structures, machinery, equipment or spoil, and mixing of cement or concrete;

Location of bonfire site (if required);

Treatment of any roots cut in the course of construction;

Methods proposed for the watering of the trees during the course of the project;

Removal, storage and replanting of the commemorative cedar tree.

The method statement shall be implemented according to the details contained therein until completion of building works, and all plant, machinery or materials for the purposes of development have been removed from the site.

- 3 DCB02R B02 reason
The applicant shall at his own expense instruct an arboricultural consultant, approved by the Council in writing to oversee the works and report to the Council throughout the period of the works insofar as the works may affect trees around the perimeter of the site. Works shall not commence on site until a consultant has been appointed. After commencement of the project, all persons employed or engaged on the project shall immediately comply with any reasonable instruction, advice or request given or made by the arboricultural consultant in respect of works insofar as they relate to or affect trees around the perimeter of the site, including an instruction to cease work if the arboricultural consultant considers that works have deviated from the agreed working methods and in these circumstances works shall not recommence until or unless written authority has been given by the Council or the arboricultural consultant that such works may recommence.
DCB02R B02 reason
- 4 There shall be no excavation works beneath the canopy of any trees shown to be retained on the submitted plan. The paths from the main entrance and emergency exit shall be

constructed in accordance with details to be submitted to and approved by or on behalf of the Local Planning Authority.

DCB16R B16 reason

- 5 Before any of the portable buildings hereby permitted are first occupied enclosures of a height and type to be approved in writing by or on behalf of the Local Planning Authority shall be erected in such positions around the buildings as shall be approved. The enclosures shall be retained while the buildings are on site, and removed within one month of removal of the buildings.

DCA07R A07 reason

- 6 AJ02 Justification UNIQUE reason OTHER apps

Policies (AUDP)

E.1: Design of New Development

G.11: Urban Open Space

G.28: Trees, Woodland and Landscaping

C.1: General Policies for Community Services

Policies (2DDUDP)

BE1: Design of New Development

G10: Urban Open Space

NE6: Protection of Trees and Woodland Amenity

C1: Community Facilities

C5: Health Facilities.

