

**Application No :** 15/00842/FULL1

**Ward:**  
**Farnborough And Crofton**

**Address :** The Princess Royal University Hospital  
Farnborough Common Orpington BR6  
8ND

**OS Grid Ref:** E: 543443 N: 165032

**Applicant :** King's College Hospital NHS  
Foundation Trust

**Objections :** YES

**Description of Development:**

Erection of: a two storey office building to the north-western elevation of the main hospital for a temporary period of 3 years; a single storey Critical Care Unit to the south-eastern elevation; removal of two existing structures and erection of a two storey extension to the south-western elevation to provide an Urgent Care Centre; a two storey Medical Records Distribution building to the north-eastern boundary with Starts Hill Road; and a two storey extension to the northern elevation to provide a Medical Records Storage facility and provision of additional 97 car parking spaces with alterations to landscaping PART RETROSPECTIVE

Key designations:

Biggin Hill Safeguarding Birds  
Biggin Hill Safeguarding Area  
London City Airport Safeguarding  
Local Distributor Roads  
Smoke Control SCA 11

**Proposal**

Full planning permission is sought for:

- A two storey office building to the north-western elevation of the main hospital for a temporary period of 3 years. This has already been erected
- A single storey Critical Care Unit to the south-eastern elevation. This has already been erected
- A two storey extension to the south-western elevation to provide an Urgent Care Centre
- A two storey Medical Records Distribution building to the north-eastern boundary with Starts Hill Road. This has already been erected
- A two storey extension to the northern elevation to provide a Medical Records Storage facility
- Provision of additional 97 parking spaces with associated landscaping

The proposals represent an enlargement and improvement of the existing hospital activity in addition to a rationalisation under national legislation in relation to the medical records facilities. A total net increase of 70 staff is assumed by the applicant as result of the above proposed development and the re-location of services to and away from the existing site.

Members will note that the original application included a proposed five storey training building to the north-west of the site, this element has been withdrawn by the applicant.

Members will also note that two further documents have been submitted by the applicant at the request of Officers. These consist of a statement outlining the intended use of any vacated space within the existing hospital building submitted on 10th June and an addendum to the Transport Assessment submitted on 12th June in order to clarify the overall ramifications of such changes.

### Location

The application site is situated at land bounded by Farnborough Common to the south, Wellbrook Road to the east and Starts Hill Road to the north. To the west the boundary is formed with the car park and buildings of Sainsbury's supermarket which is access in turn from Crofton Road.

Car parks are located to the north-east (for staff and servicing) and south-west (staff and visitors) of the main hospital building and accessed from Starts Hill Road and Farnborough Common respectively. Staff car parking is also provided to the north of the supermarket car park with a pedestrian access to the site at the north-western boundary.

### **Consultations**

A total of 83 nearby owners/occupiers were notified of the application and 7 representations were received, of which 6 were in objection. These can be summarised as follows:

- As the majority of this application has already been erected, the increase in parking in Starts Hill Road has become intolerable
- Before more buildings are erected the parking situation needs to be addressed
- Valuable parking spaces have been taken up already with the erection of some buildings
- The medical records building to Starts Hill Road will remove privacy to the dwellings opposite and removes sunlight
- New buildings will increase traffic in rush hour
- Water already cascades between the rear gardens of Starts Close, please ensure this is addressed

The Oxleas NHS Foundation Trust objected on several grounds to the proposed five storey training centre, however as stated above this element of the application has been withdrawn and is therefore no longer under consideration.

## Comments from Consultees

### Highways

No objections are raised subject to conditions. As outlined in full in the relevant section below, it is considered that the number of spaces proposed would exceed those required by the development with the surplus further alleviating the existing parking situation.

### TfL

The site of the proposed development is on the A21 Farnborough Common, which forms part of the Transport for London Road Network (TLRN). TfL is the highway authority for the TLRN, and are therefore concerned about any proposal which may affect the performance and/or safety of the TLRN. The following comments are made:

- The footway and carriageway on the A21 Farnborough Common must not be blocked during the development at The Princess Royal University Hospital. Temporary obstructions during the conversion must be kept to a minimum and should not encroach on the clear space needed to provide safe passage for pedestrians or obstruct the flow of traffic on the A21 Farnborough Common.
- All vehicles associated with the development at The Princess Royal University Hospital must only park/ stop at permitted locations and within the time periods permitted by existing on-street restrictions.
- No skips or construction materials shall be kept on the footway or carriageway on the TLRN at any time.
- TfL notes that the proposals will result in an increase by 60 staff as well as the provision of 97 additional car parking spaces.
- TfL requests clarification on the allocation of the additional 97 car parking spaces. TfL suggests the applicant reviews the proposed additional car parking spaces in line with the Travel Plans target of reducing car based travel to the hospital.
- As outlined in the Transport Statement the site currently holds 48 cycle parking spaces with further 20 spaces being currently delivered. Considering the applicant expects an uplift by 60 hospital staff as a result of the application, in line with the London Plan, a minimum of 12 long-stay and 20 short-stay spaces should be provided in addition to the existing spaces.
- The site will continue to be accessed via the existing pedestrian and vehicular accesses which is acceptable.
- TfL notes the levels of servicing at the site are not expected to change owing to the proposal.
- TfL requests that a Construction Logistics Plan (CLP), as referred to in the London Plan Policy 6.3, which identifies efficiency and sustainability measures to be undertaken while developments are being built is submitted to and approved by Bromley in conjunction with TfL before construction work commences on site. TfL further requests that the submission of the plans should be secured via appropriate planning conditions/ obligations.

Subject to the above conditions being met, the proposal as it stands would not result in an unacceptable impact to the Transport for London Road Network

### Further Responses

Landscaping: no comments received.

### **Planning Considerations**

The application falls to be determined in accordance with the following policies of the Unitary Development Plan:

- BE1 Design of New Development
- C1 Community Facilities
- C4 Health Facilities
- H9 Side Space
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T5 Access for People with Restricted Mobility
- T6 Pedestrians
- T7 Cyclists
- T16 Traffic Management and Sensitive Environments
- T17 Servicing of Premises
- T18 Road Safety

### Supplementary Planning Guidance 1: General Design Principles

The application falls to be determined in accordance with the following policies of the London Plan 2015:

- 2.6 Outer London: Vision and Strategy
- 2.7 Outer London Economy
- 2.8 Outer London: Transport
- 3.2 Improving health and Addressing Health Inequalities
- 3.16 Protection and Enhancement of Social Infrastructure
- 3.17 Health and Social Care Facilities
- 5.1 Climate Change Mitigation
- 5.2 Minimising Carbon Dioxide Emissions
- 5.3 Sustainable Design and Construction
- 5.5 Decentralised Energy Networks
- 5.6 Decentralised Energy in Development Proposals
- 5.7 Renewable Energy
- 5.10 Urban Greening
- 5.12 Flood Risk Management
- 5.13 Sustainable Drainage
- 6.3 Assessing Effects of Development on Transport Capacity
- 6.9 Cycling
- 6.13 Parking
- 7.1 Lifetime Neighbourhoods

- 7.2 An Inclusive Environment
- 7.3 Designing Out Crime
- 7.4 Local Character
- 7.5 Public Realm
- 7.6 Architecture

In addition to:

Accessible London: achieving an inclusive environment  
The Mayor's Transport Strategy  
Mayor's Climate Change Mitigation and Energy Strategy  
Sustainable Design and Construction Supplementary Planning Guidance

The National Planning Policy Framework is also a material consideration, with which the above policies are considered to be in accordance. Sections 4 'Promoting sustainable transport'; 7 'Requiring good design'; 8 'Promoting healthy communities'; and 10 'meeting the challenge of climate change, flooding and coastal change' are of particular relevance.

The National Planning Policy Guidance (NPPG)

### Planning History

The site has a large planning history and much of this is not considered relevant to the current proposals. The following is considered of relevance:

- 96/02831 Outline planning permission granted 18th November 1997 subject to legal agreement for the erection of the existing hospital, mental health unit and residential development
- 01/03902 Planning permission granted 23rd May 2002 for single storey extensions comprising 2 operating theatres and recovery rooms - Day Treatment Centre
- 05/01816 Planning permission granted 4th October 2005 for alterations to the internal courtyard elevation with re-formed roof to north-west part of main hospital building for additional in-patients accommodation comprising 29 single bedrooms
- 05/02505 Planning permission granted 1st September 2005 for a Detached two storey building for temporary kitchen and dining facilities, with link to main building for a period ending 31st October 2006. This building was located to the north-west of the site in approximately the same location as the currently proposed temporary office building.

### **Conclusions**

The relevant planning considerations, assessed against the development plan are considered to be:

- Land use
- Design
- Amenities of nearby properties
- Highways impact

## Analysis

### Land Use

Policy C4 of the UDP states that health facilities within the Borough may require modernisation, reorganisation or expansion in order to meet Government requirements, the Council will liaise with relevant health organisations to support and enable development and the improvement of appropriate health care provision.

London Plan Policy 3.17 supports the provision of high quality health and social care appropriate for a growing and changing population.

The proposed buildings would be ancillary to the hospital site and provide facilities for the requirements to fulfil patient care. The medical records store is stated by the applicant to be a requirement by the Care and Quality Commission for improved provision in this area. There would be no change of use as a result of the development proposed and the nature of the buildings is consistent with the aims and intentions of the development plan.

The increase in car parking to meet an identified need would be located within the existing car park areas with landscaping alterations to facilitate this. The use of car parking would be ancillary to the hospital use.

As such it is not considered that the proposal is unacceptable in principle in land use terms subject to design, amenity and transport being considered acceptable.

### Design, scale, appearance and impact upon neighbouring amenities

The NPPF emphasises good design as both a key aspect of sustainable development and being indivisible from good planning. Furthermore, paragraph 64 is clear that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Policy BE1 requires that new development is of a high standard of design and layout. It should be imaginative and attractive to look at, should complement the scale, form, layout and materials of adjacent buildings and areas and should respect the amenity of the occupiers of neighbouring buildings.

London Plan Policy 7.1 requires developments to be designed so that the layout, tenure and mix of uses interface with the surrounding land and improve people's access to social and community infrastructure, local shops, employment and training opportunities, commercial services and public transport. The design of new

buildings and the spaces they create should help reinforce or enhance the character, legibility, permeability, and accessibility of the neighbourhood.

Policy 7.4 requires that buildings, streets and open spaces should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass; contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area; is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings; allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area; and is informed by the surrounding historic environment.

Policy 7.6 states that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape and should incorporate the highest quality materials and design appropriate to its context.

#### Temporary two storey office building (existing)

This element has been erected to the north-west of the site and as such an assessment can be made as to the precise impact of the development. The appearance of the building is typical of a temporary structure of this type and whilst the overall design of the building is at odds with that of the main hospital building, it is well screened within its location and does not have an adversely negative impact upon its setting.

The overall appearance of the building is unappealing, however the form, scale and footprint is suited to the temporary office use that it serves. As a permanent building it is considered that such a design would not be acceptable and that should the permanent retention of the building be sought within the timeframe of the period sought it is likely that this would be resisted in order to seek a more suitable and sympathetic solution that is better integrated into the main building or the site as a whole. However, given the temporary nature of the impact it is considered that the structure is acceptable.

Due to the location of the building there would be no impact upon resident's amenity or outlook and the character of the area is not considered to be harmed.

#### Critical Care Unit (existing)

This element has been erected to the south-east of the site and as such an assessment can be made as to the precise impact of the development. The building is single storey in nature and is connected to the main hospital to provide additional medical care provision. The extension is wheelchair accessible and it is considered that the overall design is in-keeping with the style of the host building with no adverse impact upon character or amenity. Although parking spaces will be lost, these are replaced elsewhere within the site.

#### Urgent Care Centre

This element is located to the southern elevation at the point where the main building adjoins the southern car park. The existing area comprises temporary single storey structures that are not considered to have any merit and adversely contrast against the vernacular of the site as a whole and the main hospital building in particular. Their removal is therefore encouraged.

The proposed building would be two storeys in height and modular in construction, the nature of the external materials should be provided by way of condition to allow an assessment on this point to be made. The structure itself would be relatively modest within the context and would serve to provide clinical care rooms, staff offices and replacement security rooms. It is therefore considered that the proposed building would be acceptable in this location with no adverse impact upon the host building, the character of the area or the amenities of any neighbouring residents.

#### Medical Records Distribution Building (existing)

This element has been erected to the north-east of the site and as such an assessment can be made as to the precise impact of the development.

It is considered that this element would have the most impact with regard to landscaping, character and residential amenity and outlook, although such impacts would be limited. The building adjoins Starts Hill Road to the north and is two storeys in nature, with a footpath to the vehicular access located just to the north. All access is located to the flank and car park facing elevations with no vehicular or pedestrian access possible to the north facing elevation onto the streetscene.

A separation of between 2m and 3m is maintained to the northern boundary which is served by mature vegetation. The building is relatively unobtrusive from within the car park which has no publicly accessible buildings or uses and is primarily an access road from the northern staff car to the southern car park. Such an arrangement would allow for efficient loading and unloading of records with little if any disturbance to the amenities of patients or those of residents located opposite on Starts Hill Road.

Concerns have been raised by residents as to the impact upon overlooking, however this boundary is well-served by mature planting that effectively screens the building for much of the streetscene and the windows to the northern elevation are to be obscurely glazed. It is therefore not considered that this element results in an unacceptable impact upon amenity or overlooking.

#### Medical Records Storage Facility

This element serves to infill an existing area to the north of the hospital building within an area currently used for servicing and deliveries. This is accessed by way of the undercroft and large overhanging element of the main building to that elevation.

The part one, part two storey design is considered to be subservient to the host building and will be largely out of view from the public realm, the overall impact



being considered neutral within the context of the site and the location of the development.

### 97 parking spaces with associated landscaping

The additional car parking will comprise 97 spaces across the site with the majority being located to the north-west to Farnborough Common (33), 30 spaces within the main car park and 21 spaces to the north east of the site to Starts Hill Road in addition to the existing 628 spaces. To facilitate this some alterations to landscaping are required, the most significant being at the north-west adjacent to Green Parks House Mental health Unit and to the south of the main car park abutting the service road that adjoins Wellbrook Road.

The loss of landscaping to these areas is not considered to fundamentally alter the character of the site or the nature of the originally approved landscaping arrangements from when the hospital was granted planning permission. Although additional parking would be created this would not be adjacent to any residential properties, and the alterations to the southern flank elevation of the Mental Health Unit are still screened by a degree of planting that serves to soften the impact of the built form and act as a division of uses through effective greening.

### Design and amenity summary

It is considered that the proposal would be in-keeping with the pattern of development within the site without harming the character of the area or the amenities of neighbouring residents or patients and accords with the intentions of Policies BE1 of the UDP and Policies 7.1, 7.4 and 7.6 of the London Plan.

### Transport and Parking

The site has a PTAL of 2 and it is considered that the development would broadly comply with the requirements of the London Plan and the Mayor's Housing SPG. This position is supported by the Council's Highway's officer and TfL and the provision proposed is considered to comply with London Plan Policies 6.9 and 6.13 as well as UDP Policies T3 and T7. The proposal is for 97 additional spaces in addition to the existing 628 and a further 5 will be disabled bays.

A Transport Statement (TS) was provided as part of the application. The proposed additional parking spaces feature one space on the eastern boundary, shown on drawing ref. 3124/PD4.4 A, within the new parking area that may be difficult to access. A new parking bay is shown partially blocking the gate to the area to the rear of the Summerlands Surgery (drawings ref. 3124/P04.4 A) and the gate itself does not appear to be shown in the right location and as a result one bay may need to be removed. Additionally, a further 2 spaces will have to go to allow manoeuvring from the proposed bays. As such the additional spaces achieved subject to these changes would be 93 as opposed to 97.

The submitted TS indicates that the temporary office accommodation will bring 60 additional staff to the site with the Medical Records facility a further 5 new staff. Surveys for the Travel Plan show that currently 65% of staff drive to the site and

the TS applied this factor to a potential 70 new staff providing a need for an additional 46 vehicles. This is far less than the proposed number of spaces forming this application.

When the new buildings are in place the staff would decant into them from the existing hospital. The additional information supplied indicate that the areas within the hospital from where staff are being relocated into the new units will be used for rationalising the existing uses and will not in themselves generate more staff or patients and therefore no additional trips. However, Members will note that the operation of the existing hospital, its staffing levels and internal layout do not form part of this planning application and such information is supplied only to inform the proposal as submitted by illustrating the nature of the overall project being undertaken by the applicant.

Consequently, from the information supplied there are enough new parking spaces provided to accommodate the proposed additional staff generated by the proposal even if the 65% modal split for car drivers is low or if all the additional staff drive. The majority of the staff are as a direct result of the temporary office building which would be subject to a condition restricting the building and its use for a period of three years, after which date the building would be removed and the use would cease. As such, although the impact of such staffing numbers has been demonstrated as acceptable, the majority of the impact is for a limited period. Whilst the applicant would be at liberty to apply for the permanent retention or replacement of this office building within or at the end of the three year period, this would be subject to a further assessment under a later planning application.

The A21 at Farnborough Common to the south of the site is part of the Transport for London Road Network and TfL have provided comments on the application. They have requested clarification of the use of the spaces and a review in line with Travel Plan targets to reduce car based travel to the hospital and such information has been provided. The site is within a low PTAL area (2) and already causes a high level of on-street parking in the surrounding streets. The provision of additional spaces beyond that expected to be utilised by this proposal alone may alleviate some of the pressure together with any measures proposed in the Travel Plan. The creation of further cycle spaces in line with the London Plan is secured by way of condition.

The new spaces are being provided within the existing staff parking areas and it has been stated that they will be used for staff through long-term permits. There is a need to be confident that there will be an uptake of permits so the new spaces are utilised and it is consider reasonable and necessary to attach a condition to allow further information to be submitted to evidence this uptake. Given that some of the buildings are already in place the spaces should be provided as soon as possible should permission be forthcoming.

For the reasons above it is considered that the proposed development would accord with London Plan Policies 6.9 and 6.13 and Policies T3 and T7 of the UDP.

## Summary

It is considered that the various buildings would not harm the character of the hospital site, the area or the amenities of residents or patients either individually or cumulatively by way of their location, size, appearance or location. The additional car parking would be adequate for the permanent and temporary increase in staff resulting from the development contained within this application and the surplus spaces would contribute to the mitigation of parking issues at the site. The landscaping is not considered to result in a substantial loss of green space and would be acceptable within the context of the site.

Background papers referred to during production of this report comprise all correspondence on the file ref(s) 15/00842 set out in the Planning History section above, excluding exempt information.

as amended by documents received on 10.06.2015 and 12.06.2015

#### RECOMMENDATION: PERMISSION

Subject to the following conditions:

##### Time Limit – Permanent

- 1 The Urgent Care Centre, Medical Records Storage Facility and provision of car parking and associated landscaping to which this permission relates must be begun not later than the expiration of 3 years, beginning with the date of this decision notice.**

**Reason: Section 91, Town and Country Planning Act 1990.**

##### Time Limit – Temporary

- 2 The temporary office building hereby permitted shall be removed from the site and the permitted use shall cease on or before 3 years from the date of this decision and the site shall be reinstated to its previous condition and use within 3 months of the removal of the buildings.**

**Reason: Section 91, Town and Country Planning Act 1990 and in the interests of the character and the visual amenities of the site in accordance with Policies BE1 of the Unitary Development Plan and Policies 7.1, 7.4 and 7.6 of the London Plan.**

##### Plans

- 3 The development hereby permitted shall not be carried out otherwise than in accordance with the following approved plans:**

##### **Site Plan**

**3124/PD1; 3124/PD05**

### Car Parking and Landscaping

3124/PD4.1 B; 3124/PD4.2 B; 3124/PD4.3 A; 3124/PD4.4 A;  
3124/PD4.5 A

### Medical Records Distribution Centre

3159/1/PD01 B; 3159/1/PD02 B; 3159/1/PD03 B; 3159/1/PD04 B;  
3159/1/PD05 A

### Medical Records Storage Facility

3122/SD00 REV A; 3122/SD01 REV B; 3122/SD02; 3122/SD03;  
3122/SD04; 3122/SD05 A; 3122/SD06 A; 3122/SD07 A; 3122/SD08 A;  
3122/SD09 A; 3122/SD10 A; 3122/SD11 A; 3122/SD12 REV A

### Temporary Office Building

2903/8 016 B; 2903/8 020 B; 2903/8 021 B

### Critical Decision Unit

3101/1/SD01; 3101/1/SD02 A; 3101/1/SD03 A; 3101/1/SD04;  
3101/1/SD16 A

### Urgent Care Centre

3128/1/PD0; 3128/1/PD01 A; 3128/1/PD02 A; 3128/1/PD03 A;  
3128/1/PD04 A; 3128/1/PD06 A; 3128/1/PD07 C

**Reason: In order to comply with Policies BE1 and C4 of the Unitary Development Plan and in the interest of the visual and residential amenities of the area**

### Materials

- 4 Details of the materials to be used for the external surfaces for each of the buildings shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced. The works shall be carried out in accordance with the approved details.**

**Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the appearance of the building and the visual amenities of the area**

### Highways

- 5 Before commencement of the use of the land or building hereby permitted parking spaces and turning space shall be completed in accordance with the approved details and thereafter shall be kept**

available for such use and no permitted development whether permitted by the Town and Country Planning (General Permitted Development) Order (England) 2015 (or any Order amending, revoking and re-enacting this Order) or not shall be carried out on the land indicated or in such a position as to preclude vehicular access to the said land.

**Reason:** In order to comply with Policy T3 of the Unitary Development Plan and to avoid development without adequate parking or garage provision, which is likely to lead to parking inconvenient to other road users and would be detrimental to amenities and prejudicial to road safety.

- 6** Before any part of the development hereby permitted is first occupied, bicycle parking (including covered storage facilities where appropriate) consisting of a minimum of 12 long-stay and 20 short-stay spaces in addition to the existing spaces shall be provided at the site in accordance with details to be submitted to and approved in writing by the Local Planning Authority, and the bicycle parking/storage facilities shall be permanently retained thereafter.

**Reason:** In order to comply with Policy T7 of the Unitary Development Plan, Policy 6.9 of the London Plan and in order to provide adequate bicycle parking facilities at the site in the interest of reducing reliance on private car transport.

- 7** Whilst the development hereby permitted is being carried out, provision shall be made to accommodate operatives and construction vehicles off-loading, parking and turning within the site in accordance with details to be submitted to and approved in writing by the Local Planning Authority and such provision shall remain available for such uses to the satisfaction of the Local Planning Authority throughout the course of development.

**Reason:** In the interests of pedestrian and vehicular safety and the amenities of the area and to accord with Policy T18 of the Unitary Development Plan.

- 8** Prior to the commencement of the use hereby permitted, a Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan should include measures to promote and encourage the use of alternative modes of transport to the car. It shall also include a timetable for the implementation of the proposed measures and details of the mechanisms for implementation and for annual monitoring and updating. The Travel Plan shall be implemented in accordance with the agreed timescale and details.

**Reason: In order to ensure appropriate management of transport implications of the development and to accord with Policy T2 of the Unitary Development Plan.**

- 9 Prior to the commencement of the development hereby permitted a Construction Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall include measures of how construction traffic can access the site safely and how potential traffic conflicts can be minimised; the route construction traffic shall follow for arriving at and leaving the site and the hours of operation, but shall not be limited to these. The Construction Management Plan shall be implemented in accordance with the agreed timescale and details.**

**Reason: In order to comply with Policy T5, T6, T7, T15, T16 & T18 of the Unitary Development Plan and in the interest of the amenities of the adjacent properties.**

- 10 Six months after the completion of the new parking layout, the applicant will provide to the Local Planning Authority details of the number of additional staff parking permits issued. If this is less than the number of spaces provided in this permission they will also include details of proposals to increase the take up of the staff parking permits to be agreed by the Local Planning Authority.**

**Reason: In order to comply with Policy T3 of the Unitary Development Plan and in the interests of fully utilising the parking provision and reducing on street parking.**