

## **REPORT FOR CONSIDERATION AT PLANNING COMMITTEE**

**Reference No:** HGY/2009/1279

**Ward:** Bounds Green

**Date received:** 24/07/2009

**Last amended date:** N/A

**Drawing number of plans:** 2186 S01, S02, S03, S04, PO7A, P09A, P10, P11, P12, P13, P14 & P15

**Address:** Bounds Green Group Practice, Gordon Road N11

**Proposal:** Two story extension to an existing purpose-built doctor's surgery to accommodate six extra consulting rooms with associated waiting areas.

**Existing Use:** Medical Centre

**Proposed Use:** Medical Centre

**Applicant:** Dr Jacqueline Mansfield - Bounds Green Group Practice

**Ownership:** Private

### **PLANNING DESIGNATIONS**

Road Network: Borough Road

**Officer Contact:** Michelle Bradshaw

### **RECOMMENDATION**

GRANT PERMISSION subject to conditions

### **SITE AND SURROUNDINGS**

The site is located on Gordon Road, N11 and consists of the Bounds Green Group Practice (BGGP), a medical centre consisting of 8 consulting rooms, 2 treatment rooms and ancillary office space. The existing building on the site is a two-storey brick and tile detached building set back some 16 metres from Gordon Road. There is a car parking area and soft landscaping within the front forecourt between the road and the medical centre building.

To the south-western boundary is an access road leading to an NHS Health Centre at the rear of the proposal site. Next to the access road is Baden court, a 2-storey brick residential development consisting of a cluster of 8 one-bedroom flats around a landscaped courtyard. On the other side of the proposal site, to the north-east, is Edwards Drive and Passmore Edwards House, a residential development comprising 36 one-bedroom flats in three-storey buildings. Both of

the adjacent residential sites are supported housing developments. At the end of Gordon road is a Scout Hall and park, which is designated within the Haringey Unitary Development Plan (2006) (UDP) as Significant Local Open Land and an Ecological Site of Borough importance (Grade I).

The subject site is within close proximity to public transport links including the Bounds Green Underground Tube Station on the Piccadilly Line and bus routes along Bounds Green Road and Durnsford Road. The proposal site itself is not within a Conservation Area or any other specific designation within the UDP.

## **PLANNING HISTORY**

Planning HGY/1990/0171 - The Surgery Gordon Road London - Erection of a two storey 5 doctor medical practice surgery with car parking to be constructed on the existing open spaces and car parking site – GTD 26-06-90

Planning HGY/1990/0205 - Hospital Site Gordon Road London - Approval of details of planting scheme and boundary fencing pursuant to permission granted 19 July 1988 (HGY/37009) – GTD 24-02-90

Planning HGY/1992/0377 - Bounds Green Group Practice The Surgery Gordon Road London - Variation to planning permission HGY41598 involving removal of the covered walkway, relocation of the main entrance and alteration to roof shape, together with details pursuant to Conditions 2 (materials) and 3 (landscaping) of permission Ref HGY/41598 - GTD 16-06-92

## **DETAILS OF PROPOSAL**

This application seeks planning permission for the erection of a two-storey extension to the existing Bounds Green Group Practice Building.

The applicants have received funding to improve and increase their training facilities for trainee GP's. The funding comes from the London Deanery and is being paid and supported through the local Primary Care Trust. The PCT also runs the NHS Health Centre directly behind the practice.

The extension will provide additional rooms which will be used for training purposes, additional services such as further health checks, screening for dementia and cardio vascular clinical services, as well as a space for the Patients Participation Group who hold twice weekly drop in coffee mornings, carer groups, fitness and walking classes.

The proposed scheme would extend into the existing car parking area. The extension would be 5.70m wide, 12.60m long and two storeys in height, being approximately 5.90m to the eaves and 8.0m to the top of the pitched roof. It is proposed to construct the extension with brick and tiles to match the existing and painted timber windows. The existing gross internal floor space is 445 square metres. The floor area of the extension would be 144 square metres.

The location of the new addition would result in the loss of 6 car parking spaces, resulting in 5 on-site parking spaces. The existing vehicular access will remain

unaltered. Cycle parking is proposed to the south-eastern boundary. The existing bin store area will remain.

Solar and PV panels and solar shading of windows are proposed on the south elevation. Landscaping and planting is proposed around the new extension.

Currently there are 6 doctors and 2.5 doctors in training and a total of 8 full-time staff and 16 part-time staff employed by the practice. The extension would create an additional 6 consulting rooms. It is proposed to take on an additional 1 – 2 doctors in training should the extension be approved. It is envisaged that there would be 13 full-time staff and 16 part-time staff following the completion of the development.

## **CONSULTATION**

Haringey Transportation Group  
Haringey Arboriculturalist  
Ward Councillors  
Bounds Green and District Residents Association  
1 – 3 (o) Edward Drive, N11  
2 – 40 (e) Dunsford Road, N11  
Flat 1 – 8 (c) Boden Court, Gordon Road, N11  
1 – 15 (o) Gordon Road, N11  
18 – 30 (e) Gordon Road, N11

## **RESPONSES**

### Haringey Transportation Group

This proposed doctor's surgery extension is in an area with high public transport accessibility level, with Bounds Green tube station and Bowes Park train station a walking distance away. We have subsequently considered that the majority of the prospective patrons and staff of this development would use sustainable travel modes for their journeys to and from this site. There is also the presence of Bounds Green controlled parking zone (CPZ) which controls on-street car parking at this location and operates from Monday to Friday, between 10am and 12 noon. It is therefore deemed that this proposed development would not have any significant adverse impact on the existing generated traffic or indeed car parking demand on the adjoining roads.

Nevertheless, although the applicant has proposed to retain 5 of the existing 10 car parking spaces, it was observed during our site visit that considerable number of spare spaces are available on the nearby Passmore Gardens and a few on this road to accommodate the patron's ad hoc parking demand associated with this development. We would also highlight that the CPZ in place at this location would minimise the staff's car parking impact. Consequently, the highway and transportation authority would not object to this application.

### 24 Dunsford Road, N11

Object to the application on the grounds that the proposed first and second floor

extension would cause significant harm to the residential amenity currently enjoyed by the occupiers due to the siting, scale and design which would have an unacceptable overbearing impact. Windows on ground, first and second floor look directly onto the courtyard. The proposed conversion into houses and a business unit will result in a significant loss of privacy. Noise levels will increase during work times. Parking problems will be introduced. The Bounds Green Practice is directly visible from our living room windows and the business unit represents a significant appearance and function change at Bounds Green Group Practice. Natural views from our garden will be blocked. Property prices will be detrimentally affected. Security will be affected.

Officer comment on the above: -

It should be noted that the proposal does not include a change of use and does not include any residential elements. The property at 24 Durnsford Road is directly adjacent to the rear boundary of the NHS Health Centre but is unlikely to be directly affected by this development due its distance away from the site (approximately 145m) and the development being due north of 24 Durnsford Road. Thus there will be no loss of light to 24 Durnsford Road. Furthermore, the extension will be no higher than the existing building and will therefore not significantly impact views from residential properties on Durnsford Road. The issue of property prices is not a planning matter.

## **RELEVANT PLANNING POLICY**

### **National Planning Policy**

PPS 1:               Delivering Sustainable Development  
PPG 13:             Transport  
PPS 22:             Renewable Energy

#### **PPS1 – Delivering Sustainable Communities**

PPS1 provides an overview and general statement of the Government's objectives for the planning system. PPS1 is fully committed to achieving the aims of sustainable development. It indicates that Planning should facilitate and promote sustainable patterns of urban development by making suitable land available for development in line with economic, social and environmental objectives.

#### **PPG13 - Transport**

PPG13 seeks to integrate planning and transport at the national, regional, strategic and local level and to help reduce the need to travel and the length of car journeys. Its objective is to make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking and cycling.

#### **PPS 22 – Renewable Energy**

PPS22 is intended to highlight the principles of the government following targets set in the Energy White Paper: “Our energy future: creating a low carbon economy”. The PPS states that this can be achieved through the provision of renewable energy, improvements in energy efficiency and the development of combined heat & power.

## **Regional Planning Policies**

### The London Plan (2008)

The Development Plan for the area comprises the London Plan Consolidated with Alterations since 2004 (February 2008). The London Plan is a material consideration for local authorities when determining planning applications and reviewing their Unitary Development Plans. Of specific relevance are the following sections: 3A.17 - Health Objectives, 3A.18 - Locations for Health Care and 3A.19 - Medical Excellence.

## **Local Planning Policies**

Haringey Council adopted its Unitary Development Plan in 2006. The policies within this document have been “saved” by the Government Office for London (GoL), under the 2004 Planning and Compulsory Purchase Act 2004, for up to 3 years (from 27<sup>th</sup> September 2007). Also adopted with the UDP in 2006, were Supplementary Planning Guidance documents (SPG’s).

### Haringey Unitary Development Plan (2006)

G9	Community Wellbeing
UD2	Sustainable Design and Construction
UD3	General Principles
UD4	Quality Design
UD7	Waste Storage
ENV3	Water Conservation
ENV9	Mitigating climate change: Energy Efficiency
ENV10	Mitigating climate change: Renewable Energy
ENV13	Sustainable Waste Management
M4	Pedestrians and Cyclists
M10	Parking for Development
CW1	New Community Facilities

## Haringey Supplementary Planning Guidance (October 2006)

SPG1a	Design Guidance
SPG8	Waste and Recycling
SPG3b	Privacy, Overlooking, Aspect, Outlook and Daylight, Sunlight
SPG4	Access for All – Mobility Standards
SPG7a	Vehicle and Pedestrian Movements
SPG8b	Materials
SPG8c	Environmental Performance

### **ANALYSIS/ASSESSMENT OF THE APPLICATION**

The main issues in this case derive from the principle of the use and design in terms of height, bulk and massing, materials, amenity, traffic generation and parking, waste and sustainability.

The following issues will be discussed in the assessment report below:

1. The Principle of the Development
2. Design – Height, Bulk, Massing and Materials
3. Transportation and Parking
4. Sustainability

#### **The Principle of the Development**

PPS1 along with the London Plan (3A.17 – 3A.19) and Local Planning policy seek to ensure health and community facilities are appropriately located to meet the needs of the community. Haringey UDP Policy G9: Community Wellbeing states that development should meet the borough's needs for enhanced community facilities from population and household growth. It is an object to increase the overall stock of good quality community and health facilities in Haringey, especially in areas of shortage, and to improve existing facilities.

The existing site is currently in use as a healthcare facility, as is the site immediately to the rear. The expansion of the existing use in this location is deemed to be appropriate in principle subject to compliance with relevant national, regional and local planning policies. As such, the development is deemed to be in line with policy G9 'Community and Wellbeing' of the Haringey Unitary Development Plan (2006).

#### **Design - Height, Bulk, Massing and Materials**

Policies UD3, UD4 and SPG1a require new development to be of a high standard of design using good quality materials. In particular, they should respect the rhythm, form and massing, the height and scale and the context of the site. The spatial and visual character of the development site and the surrounding area/street scene should be taken into consideration in the design of developments.

Policy UD3 and SPG3a state that the Council will require development proposals to demonstrate that there are no significant adverse impacts on residential amenity or other surrounding uses in terms of loss of daylight, sunlight, privacy, overlooking, aspect along with the avoidance of air, water, light and noise, pollution, smell or nuisance.

The proposed scheme would extend into the existing car parking area. The extension would be 5.70m wide, 12.60m long and two storeys in height, being approximately 5.90m to the eaves and 8.0m to the top of the pitched roof. It is proposed to construct the extension with brick and tiles to match the existing and painted timber windows. The existing gross internal floor space is 445 square metres. The floor area of the extension would be 144 square metres.

The overall design and scale of the building is deemed to be appropriate for the site. The external envelope stays well within the curtilage with the side and front elevations of the extension set back from the boundaries. The roof is subsidiary to the main roof and ends with a gable on the Gordon Road elevation. The roof line of the extension will be no higher than the ridge of the existing building. The nearest adjacent properties are both separated from the proposal site by access roads, one leading to the Health Centre to the rear and the other being Edwards Drive. As such, there will be a significant distance between the nearest buildings and the proposed extension and no adverse impact on the amenity of the occupiers of Baden Court or Passmore Edwards House. One neighbour to the rear, 24 Durnsford Road has raised concern regarding loss of light, privacy and views. However, the location and distance of the property from the proposal site is unlikely to result in any harm to the amenity of this property.

The materials to be used in the design are brick and tiles and painted timber windows. It is proposed to use materials to match the existing and thus the development will be in keeping with the character of the existing building and not detract from the street-scene. A condition of consent will require the external materials to match the existing. Landscaping around the new development will further enhance the visual amenity of the site and will be subject to conditions of consent. On this basis, the proposal is considered to accord with policy UD3, UD4, SPG1a, SPG3a and SPG8b.

### **Transportation and Car Parking**

PPG13 'Transport' notes paragraph 49 states that "The availability of car parking has a major influence on the means of transport people choose for their journeys".

Policy M10 states that the Council will apply its parking standards to restrain car use, to reduce congestion, to improve road safety, to give priority to essential users and peoples with disabilities, to improve the environment, to improve local accessibility and to encourage sustainable regeneration. Development proposals will be assessed against the parking standards set out in the UDP which are in turn assessed against the London Plan matrix. M4 along with SPG7a require new proposals to have a building design and layout and location which encourage walking and cycling.

The main concern regarding the extension is the loss of 6 of the 11 existing car parking spaces while simultaneously intensifying the existing use. Haringey Transportation Group has been consulted on the proposal and do not object to the development on Highways and Transportation grounds. Despite the loss of a number of on-site parking spaces the site is within an area with high public transport accessibility level, with Bounds Green tube station and Bowes Park train station within walking distance. In addition, several bus routes serve Bounds Green Road and nearby Durnsford Road. Haringey Transportation Team considers that the majority of the prospective patrons and staff of this development would use sustainable travel modes for their journeys to and from this site.

The existence of a controlled parking zone (CPZ) along Gordon Road, which restricts parking between 10am and 12 noon Monday to Friday prevents commuter parking in this locality. As such, there is available on-street parking throughout the day. The Transportation team observed that a considerable number of car spaces were available on nearby Passmore Gardens, as well as along Gordon Road to accommodate patrons ad hoc parking. As such, the Transportation Team do not consider that the proposed development would have any significant adverse impact on car parking demand on the adjoining roads.

Furthermore, the plans indicate that space will be allocated for motor-cycle parking as well as a dedicated bicycle parking area adjacent to the site entrance. Staff are encouraged to use public transport and the practice is currently introducing a Cycle to Work Scheme. In addition, the BGGP is moving to a shift system with some staff arriving after 12 noon.

The BGGP is also in the advanced stages of discussion with the Primary Care Trust for agreement to use the adjacent Health Centre car park (to the rear of the proposal site). Some discussions have also taken place regarding the potential use of the nearby Scout Hall car park. The committee may wish to specify a condition of consent which deals with this matter or even require a legal agreement between the BGGP and PCT to formalise this arrangement. However, the Haringey Transportation Team has not indicated that additional off-street parking is necessary and as such the committee may consider that an informal agreement between the two parties would suffice.

The existing vehicular and pedestrian access to the site will remain unaltered by the development.

Overall, the scheme is considered to be acceptable on Highways and Transportation grounds, in line with the intent of policy PPG13 and Haringey Unitary Development Plan (2006) policies M10, M4 and SPG7a.

## **Sustainability**

All new developments should comply with the requirements of The London Plan and the Haringey Unitary Development Plan (2006), Supplementary Planning guidance (SPG's) and Supplementary Planning Documents (SPD's) in terms of sustainability.

Policy UD2 requires sustainable design and construction to form an integral part of any scheme, requiring energy efficiency and renewable energy sourcing measures to be considered. In addition, the Council will seek that development schemes take into account, where feasible, sourcing of environmentally friendly materials, water conservation, recycling and sustainable urban drainage systems (SUDS).

Policy ENV3 states that all new development should incorporate water conservation methods. Policy ENV9 states that the council will encourage energy efficiency and a reduction in carbon dioxide emissions, while ENV10 encourages the use of renewable energy technologies.

The design statement states that in terms of Sustainable Design and Construction, the proposal will endeavour to be built to a standard above the current National Requirements, using sustainable materials and on-site renewables. The plans indicate that six solar and PV panels would be incorporated into the south facing roof slope. In addition, the south facing windows would be fitted with solar shading.

The practice is encouraging the use of sustainable modes of transport for both staff and clients as discussed in detail above.

Policy UD7 and SPG8 requires all new development to include adequate provision for the storage and collection of waste and recyclable material. The existing waste storage area will not be altered as a result of the development.

Landscaping will be important, particularly in the interface between the proposed extension and Gordon Road. Where possible, landscape screening should be undertaken to soften and reduce the impact of the proposed building. As a condition of consent, a full and detailed landscaping plan will be required, showing both proposed hard and soft landscaping.

Overall, the development is considered to be in line with the intent of policy UD2, ENV3, ENV9, UD7 and SPG8.

## **SUMMARY AND CONCLUSION**

The Council accepts the principle of the development to continue and expand the existing health facility use. The proposed scheme is considered appropriate in terms of design, bulk, height, siting and materials and will not result in any adverse impact on the amenity of neighbouring properties or the locality generally. The scheme is not found to be unacceptable in terms of traffic generation, parking or pedestrian safety and will contribute to sustainability

objectives in both its design and construction and the use of renewable energy technology.

Overall, it is considered that the proposal is in line with the intent of National, Regional and Local Planning Policies including policy G9 'Community Wellbeing', UD2 'Sustainable Design and Construction', UD3 'General Principles', UD4 'Quality Design', UD7 'Waste Storage' ENV3 'Water Conservation' ENV9 'Mitigating Climate Change: Energy Efficiency', ENV10 'Mitigating Climate Change: Renewable Energy' M4 'Pedestrians and Cyclists' M10 'Parking and Development', of the Haringey Unitary Development Plan (2006) and SPG1a 'Design Guidance', SPG3b 'Privacy, Overlooking, Aspect, Outlook & Daylight, Sunlight', SPG7a 'Vehicle and Pedestrian Movement', SPG8b 'Materials', SPG8c 'Environmental Performance', of the Haringey Supplementary Planning Guidance (October 2006). On this basis, it is recommended that planning permission be GRANTED subject to conditions.

## **RECOMMENDATION**

GRANT PERMISSION subject to conditions

Registered No: HGY/2009/1279

Applicant's drawing No's: 2186 S01, S02, S03, S04, PO7A, P09A, P10, P11, P12, P13, P14 & P15.

Subject to the following conditions:

1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.

Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.

2. The development hereby authorised shall be carried out in complete accordance with the plans and specifications submitted to, and approved in writing by the Local Planning Authority.

Reason: In order to ensure the development is carried out in accordance with the approved details and in the interests of amenity.

## **MATERIALS, LANDSCAPING**

3. The external materials to be used for the proposed development shall match in colour, size, shape and texture those of the existing building.

Reason: In order to ensure a satisfactory appearance for the proposed development, to safeguard the visual amenity of neighbouring properties and the appearance of the locality.

4. Notwithstanding the details of landscaping referred to in the application, a scheme for the landscaping and treatment of the surroundings of the proposed development to include detailed drawings of:

- a. Those existing trees to be retained.
- b. Those existing trees to be removed.
- c. those existing trees which will require thinning, pruning, pollarding or lopping as a result of this consent. All such work to be agreed with the Council's Arboriculturalist.
- d. Those new trees and shrubs to be planted together with a schedule of species shall be submitted to, and approved in writing by, the Local Planning Authority prior to the commencement of the development. Such an approved scheme of planting, seeding or turfing comprised in the approved details of landscaping shall be carried out and implemented in strict accordance with the approved details in the first planting and seeding season following the occupation of the building or the completion of development (whichever is sooner). Any trees or plants, either existing or proposed, which, within a period of five years from the completion of the development die, are removed, become damaged or diseased shall be replaced in the next planting season with a similar size and species. The landscaping scheme, once implemented, is to be maintained and retained thereafter to the satisfaction of the Local Planning Authority.

Reason: In order for the Local Authority to assess the acceptability of any landscaping scheme in relation to the site itself, thereby ensuring a satisfactory setting for the proposed development in the interests of the visual amenity of the area.

5. Details of a scheme depicting those areas to be treated by means of hard landscaping shall be submitted to, approved in writing by, and implemented in accordance with the approved details. Such a scheme to include a detailed drawing of those areas of the development to be so treated, a schedule of proposed materials and samples to be submitted for written approval on request from the Local Planning Authority.

Reason: In order to ensure the development has satisfactory landscaped areas in the interests of the visual amenity of the area.

6. Notwithstanding the details contained within the plans hereby approved, full details of boundary treatments, including fencing and gates, to the entire site be submitted to and approved by the Local Planning Authority prior to the commencement of the development.

Reason: In order to safeguard the visual amenity of the area and to ensure adequate means of enclosure for the proposed development.

## CONSTRUCTION HOURS

7. The construction works of the development hereby granted shall not be carried out before 0800 or after 1800 hours Monday to Friday or before 0800 or after 1200 hours on Saturday and not at all on Sundays or Bank Holidays.

Reason: In order to ensure that the proposal does not prejudice the enjoyment of neighbouring occupiers of their properties.

## REASONS FOR APPROVAL

The proposal has been assessed against and found to comply with the intent of Policies G9 'Community Wellbeing', UD2 'Sustainable Design and Construction', UD3 'General Principles', UD4 'Quality Design', UD7 'Waste Storage', ENV3 'Water Conservation', ENV9 'Mitigating Climate Change: Energy Efficiency', ENV10 'Mitigating Climate Change: Renewable Energy', M4 'Pedestrians and Cyclists', M10 'Parking and Development' of the Haringey Unitary Development Plan (2006) and SPG1a 'Design Guidance', SPG3b 'Privacy, Overlooking, Aspect, Outlook & Daylight, Sunlight', SPG7a 'Vehicle and Pedestrian Movement', SPG8b 'Materials', SPG8c 'Environmental Performance', of the Haringey Supplementary Planning Guidance (October 2006).