

## Report of the Head of Planning, Transportation and Regeneration

**Address** MOUNT VERNON HOSPITAL RICKMANSWORTH ROAD NORTHWOOD

**Development:** Replacement and upgrade of the mechanical ventilation system serving the Radiopharmacy with associated screening.

**LBH Ref Nos:** 3807/APP/2019/286

**Drawing Nos:** Operational Justification  
Planning Statement  
712MV01 Topographical Survey  
712MV200 Existing Elevations  
MV-201 Site Layout Plan and Building Key  
200 Rev. P1 Proposed Elevations  
18372 Design and Access Statement (January 2019)  
100 Rev. T1 Block Plan Existing  
101 Rev. T1 Proposed Plan and Elevation  
Covering Letter (25 January 2019)

**Date Plans Received:** 25/01/2019                      **Date(s) of Amendment(s):**

**Date Application Valid:** 25/01/2019

### Reason for Urgency

In order to avoid delay to urgent equipment upgrades required at the hospital.

### 1. SUMMARY

This application seeks permission for the replacement and upgrade of the failing air conditioning and ventilation units serving the Radiopharmacy and the extension of the existing fence enclosure as screening. The proposed development is considered acceptable in principle and with regard to its impact on the Green Belt, Listed Building, character of the area, impact on neighbours, traffic, car parking, air quality, contamination and landscaping. Subject to conditions, this application is recommended for approval.

### 2. RECOMMENDATION

**APPROVAL subject to the following:**

#### 1 COM3 Time Limit

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

#### REASON

To comply with Section 91 of the Town and Country Planning Act 1990.

#### 2 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers MV-201 Site Layout Plan and Building Key, 100 Rev. T1 Block Plan Existing, 712MV200 Existing Elevations, 712MV01 Topographical Survey, 101 Rev. T1 Proposed Plan and Elevation, 200 Rev. P1 Proposed Elevations and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the London Plan (March 2016).

**3 NONSC Material Sample**

Prior to the installation of the timber screen, a sample of the wood with the woodstain finish for the enclosure shall be submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken and maintained in accordance with the approved materials and finishes.

REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE10 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)

**4 NONSC Noise**

The external noise level emitted from plant, machinery/ equipment will be lower than the lowest existing background noise level by at least 5dBA, by 10 dBA where the source is tonal, as assessed according to BS4142:2014 at the nearest and/or most affected noise sensitive premises, with all machinery operating together at maximum capacity.

REASON

To safeguard the amenity of the surrounding area in accordance with Policy OE1 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

**INFORMATIVES**

**1 I52 Compulsory Informative (1)**

The decision to GRANT planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

**2 I53 Compulsory Informative (2)**

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

NPPF- 12	NPPF-12 2018 - Achieving well-designed places
NPPF- 16	NPPF-16 2018 - Conserving & enhancing the historic environment
LPP 7.8	(2016) Heritage assets and archaeology
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
BE8	Planning applications for alteration or extension of listed buildings
BE10	Proposals detrimental to the setting of a listed building

BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
OE1	Protection of the character and amenities of surrounding properties and the local area
OE2	Assessment of environmental impact of proposed development

### **3 170 LBH worked applicant in a positive & proactive (Granting)**

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

#### **4**

The facility should comply with the Environmental Permitting Regulations 2016, the Carriage of Dangerous Goods Regulations 2009, the Ionising Radiations Regulations 2017 and the Ionising Radiations (Medical Exposure) Regulations 2017.

### **3. CONSIDERATIONS**

#### **3.1 Site and Locality**

The application site is located immediately next to and on the east side of the Radiopharmacy of Mount Vernon Hospital, a Grade II Listed Building. The site is situated to the north of the Hospital Chapel, a Grade II Listed Building, and is by a car park on the east side of the application site. The site is subject to potentially contaminated land and is designated as part of the Green Belt.

#### **3.2 Proposed Scheme**

This application seeks permission for the replacement and upgrade of the failing air conditioning and ventilation units serving the Radiopharmacy and extension of the existing enclosure with 2.4 metre high timber boarded fencing as screening. The proposed section of fencing would replace the existing bin storage area and would measure approximately 9 metres in length on 'elevation b' and 3.7 metres in length on 'elevation c'.

#### **3.3 Relevant Planning History**

##### **Comment on Relevant Planning History**

None.

### **4. Planning Policies and Standards**

#### **UDP / LDF Designation and London Plan**

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

- PT1.HE1 (2012) Heritage  
PT1.CI1 (2012) Community Infrastructure Provision

Part 2 Policies:

- NPPF- 12 NPPF-12 2018 - Achieving well-designed places  
NPPF- 16 NPPF-16 2018 - Conserving & enhancing the historic environment  
LPP 7.8 (2016) Heritage assets and archaeology  
AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity  
AM7 Consideration of traffic generated by proposed developments.  
BE8 Planning applications for alteration or extension of listed buildings  
BE10 Proposals detrimental to the setting of a listed building  
BE13 New development must harmonise with the existing street scene.  
BE15 Alterations and extensions to existing buildings  
OE1 Protection of the character and amenities of surrounding properties and the local area  
OE2 Assessment of environmental impact of proposed development

**5. Advertisement and Site Notice**

- 5.1 Advertisement Expiry Date:- **22nd February 2019**  
5.2 Site Notice Expiry Date:- **25th February 2019**

**6. Consultations**

**External Consultees**

Letters were sent to neighbouring properties, a site notice was erected and an advert was posted in the local paper. All consultations expired on the 06/03/2019. No comments were received from members of the public.

ENVIRONMENT AGENCY

No comment.

**Internal Consultees**

TREES AND LANDSCAPING OFFICER:

This site is occupied mechanical ventilation equipment, partly screened by chevron patterned timber fencing on the east side of the Medical Physics building. The site is adjacent to one of the hospital estate roads. There are no TPO's or Conservation Area designations affecting the site and no soft landscaping.

COMMENT The proposal involves the replacement of the plant and an extension of the chevron patterned timber screen. There is no space / opportunity for soft landscape screening due to the

roadside location. The D&AS refers to the intention to stain the fence in a colour / product yet to be specified.

RECOMMENDATION: No objection.

CONTAMINATION OFFICER:

I understand the proposed works involve replacement of an existing air handling unit with a new, longer unit that is to extend into an area of hard-standing which currently provides space for storage of waste bins.

Therefore, I have no objection and no comment to make concerning land contamination matters.

I further understand the radiopharmacy is regulated under Environmental Permitting (EP) and has a permit from the Environment Agency to purchase, accumulate and dispose of radioactive materials and waste. Therefore, because of the EP the Environment Agency will likely have an interest in this application.

CASE OFFICER COMMENT:

The Environment Agency have been consulted but have not provided a consultation response. The supporting documentation states that the facility has a permit from the Environment Agency to purchase, accumulate and dispose of radioactive materials and waste. The facility is controlled under the Environmental Permitting Regulations 2016, the Carriage of Dangerous Goods Regulations 2009, the Ionising Radiations Regulations 2017 and the Ionising Radiations (Medical Exposure) Regulations 2017.

SUSTAINABILITY OFFICER:

Matters relating to the management of radioactive waste fall to an existing environmental permit regulated by the Environment Agency. The Agency has raised no in principle concerns related to the proposed development and this permit. Consequently, there are no material planning concerns relevant to this application and the matters covered by the permit

CONSERVATION AND URBAN DESIGN OFFICER:

Mount Vernon Hospital was listed grade II in February 1990. The building was designed by FL Wheeler and erected in 1902-4 in the Edwardian Free style. The application seeks consent to upgrade the mechanical ventilation system serving the Radiopharmacy.

The area affected by the proposals already contains two enclosures one for the existing mechanical ventilation system and the other that screens a bin store. The enclosures are located at the eastern end of the Nuclear Medicine building and comprise timber cladding that detracts from the setting of the listed building.

The air handling unit supplies clean filtered air to the Radiopharmacy and is a critical item of equipment. In recent months this equipment has failed on two occasions so is in urgent need of repair requiring upgraded equipment and a slightly larger compound.

It is proposed that the existing 2.4m fence, that encloses the existing equipment, will be extended to screen the additional ventilation plant. The new plant is lower, but because it covers a larger area the enclosure will need to be enlarged by another 4 metres.

The new equipment will connect to the existing within the building and will not require any new holes

to be formed in the external wall of the listed building.

Although the enclosure and plant would have a negative impact on the setting of the hospital building it is acknowledged that it will not impact on its principal formal elevation being located on one of the lesser elevations. It is also acknowledged that the screen and external plant could be removed at a later date and that the land and building could be restored back to its former state. The proposals are considered to cause less than substantial harm to the listed building's setting as set out within the NPPF. This has to be weighed against the public benefits of the scheme which has been clearly argued and presented within the application. The public benefits outweigh the harm that would result from the works and the proposals could, therefore, be supported in this instance.

The grade II\* listed chapel further to the east of the main hospital building is of a sufficient distance away from the proposed extended enclosure that its setting will not be adversely affected by the proposals.

RECOMMENDATION: Grant listed building consent with conditions requesting samples of the timber cladding and woodstain finish to be agreed in writing by the LPA.

ENVIRONMENTAL PROTECTION UNIT OFFICER:

Condition: The external noise level emitted from plant, machinery/ equipment will be lower than the lowest existing background noise level by at least 5dBA, by 10 dBA where the source is tonal, as assessed according to BS4142:2014 at the nearest and/or most affected noise sensitive premises, with all machinery operating together at maximum capacity.

REASON: To safeguard the amenity of the surrounding area in accordance with policy OE1 of the Hillingdon Unitary Development Plan.

WASTE STRATEGY OFFICER:

Satisfactory for waste and recycling requirements as there are other suitable storage areas on the wider site and all waste is managed by on site personnel.

AIR QUALITY OFFICER:

I have evaluated the application and have no reservations for air quality.

## **7. MAIN PLANNING ISSUES**

### **7.01 The principle of the development**

Policy CI1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) requires that community and social infrastructure is provided in Hillingdon to cater for the needs of the existing community and future populations by supporting the retention and enhancement of existing community facilities.

The proposed replacement and upgrade of the air conditioning and ventilation system is required to supply clean filtered air to the Radiopharmacy. It is noted in the submission that the existing system has failed and its replacement is required to maintain the Manufacturer's Specials Licence issued by the Medicines and Healthcare Products Regulatory Agency in order to comply with Good Manufacturing Practice. It is acknowledged that there are no other radiopharmacies within North West London or the Home Counties with the capacity to supply the eight hospitals supplied from Mount Vernon Hospital.

The proposed works are considered to enhance the existing community facility in order to cater for the needs of existing communities and future populations. The proposal is therefore considered to accord with Policy CI1.

#### **7.02 Density of the proposed development**

Not relevant to the consideration of this application.

#### **7.03 Impact on archaeology/CAs/LBs or Areas of Special Character**

Policy BE8 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) will only permit applications to alter or extend listed buildings if no damage is caused to the historic structures and additions should be in keeping with other parts of the building and any new external or internal features should harmonise with their surroundings.

Policy BE10 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that planning permission or Listed Building Consent will not normally be granted for proposal which are considered detrimental to the setting of a Listed Building. This is supported by Policy 7.8 of the London Plan (March 2016).

The proposed ventilation unit is larger in footprint than the existing unit but is lower in height. The proposal would also extend the existing fencing enclosure with a 2.4 metre high timber boarded fence. This would extend 9 metres in length on 'elevation b' and 3.7 metres in length on 'elevation c' and would completely screen the proposed unit.

As stated by the Council's Conservation Officer, the proposal would have a negative impact on the setting of the hospital building but it is acknowledged that it would not impact on its principal formal elevation. The proposals are considered to cause less than substantial harm to the listed building's setting as set out within the National Planning Policy Framework (February 2019). It is also considered that the public benefits of the proposal would outweigh the harm that would result from the works. The proposed development is not, therefore, considered contrary to Policies BE8 and BE10 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### **7.04 Airport safeguarding**

Not relevant to the consideration of this application.

#### **7.05 Impact on the green belt**

Paragraph 145 of the National Planning Policy Framework (NPPF) (February 2019) states that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this include limited infilling or complete redevelopment of previously developed land, which would not have a greater impact on the openness of the Green Belt than the existing development.

Policy OL4 of the Local Plan: Part 2 - Saved UDP Policies (November 2012) states that the Local Planning Authority will only permit the replacement or extension of buildings within the Green Belt if:

- (i) The development would not result in any disproportionate change in the bulk and character of the original building;
- (ii) The development would not significantly increase the built up appearance of the site;
- (iii) Having regard to the character of the surrounding area the development would not injure the visual amenities of the Green Belt by reason of siting, materials, design, traffic or activities generated.

The proposed ventilation unit would be slightly larger than the existing unit but would be screened such that the impact on the Green Belt would not be considered detrimental. The proposal would not be disproportionate, significantly increase the built up appearance of the

site or injure the visual amenities of the Green Belt. As such, the proposal is considered acceptable within the Green Belt and accords with Policy OL4 and the National Planning Policy Framework (February 2019).

#### **7.07 Impact on the character & appearance of the area**

Policy BE13 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the Local Planning Authority considers it desirable to retain or enhance.

Policy BE15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that proposals for alterations and extensions to existing buildings will be permitted where they harmonise with the scale, form, architectural composition and proportions of the original building.

The proposed ventilation unit is larger in footprint than the existing unit but is lower in height. The proposal would also extend the existing fencing enclosure with a 2.4 metre high timber boarded fence. This would extend 9 metres in length on 'elevation b' and 3.7 metres in length on 'elevation c' and would completely screen the proposed unit. As such, the proposed development is considered to complement the existing aesthetic, in compliance with Policies BE13 and BE15 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### **7.08 Impact on neighbours**

Policy OE1 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that planning permission will not normally be granted for uses and associated structures which are, or are likely to become, detrimental to the character or amenities of surrounding properties or the area generally, because of:

"(i) The siting or appearance;

(ii) The storage or display of vehicles, goods, equipment or other merchandise;

(iii) Traffic generation and congestion;

(iv) Noise and vibration or the emission of dust, smell or other pollutants, unless sufficient measures are taken to mitigate the environmental impact of the development and ensure that it remains acceptable."

Policy OE3 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that buildings or uses which have the potential to cause noise annoyance will only be permitted if the impact is mitigated within the acceptable levels by engineering, lay-out or administrative measures.

The proposed ventilation system is to be screened by timber boarded fencing and the impact on the character and amenities of the hospital are considered in the 'Impact on Street Scene' section of the report. Given the location and nature of the proposed development, it is not considered that the proposal would have detrimental impacts in terms of traffic generation or congestion. As stated by the Council's Environmental Protection Unit Officer, the proposal is acceptable subject to a condition controlling noise. As such, the proposal is not considered contrary to Policy OE1 and OE3.

#### **7.09 Living conditions for future occupiers**

Not relevant to the consideration of this application.

#### **7.10 Traffic impact, car/cycle parking, pedestrian safety**

Not relevant to the consideration of this application.

#### **7.11 Urban design, access and security**



Urban design is addressed in the 'Impact on Street Scene' section of the report.

## ACCESS & SECURITY

Not relevant to the consideration of this application.

### **7.12 Disabled access**

Not relevant to the consideration of this application.

### **7.13 Provision of affordable & special needs housing**

Not relevant to the consideration of this application.

### **7.14 Trees, Landscaping and Ecology**

Policy BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that development proposals will be expected to retain and utilise topographical and landscape features of merit and provide new planting and landscaping wherever it is appropriate. Planning applicants for planning consent will be required to provide an accurate tree survey showing the location, height, spread and species of all trees where their proposals would affect any existing trees.

There are no Tree Preservation Order's or Conservation Area designations affecting the site. As stated by the Council's Trees and Landscaping Officer, there is no space or opportunity for soft landscape screening due to the roadside location. As such, the proposal is not considered contrary to Policy BE38.

### **7.15 Sustainable waste management**

Through further correspondence, it has been clarified that the bin storage area adjacent to the plant is not particularly well used and other bin storage areas would be used as a result of its removal.

### **7.16 Renewable energy / Sustainability**

Not relevant to the consideration of this application.

### **7.17 Flooding or Drainage Issues**

Not relevant to the consideration of this application.

### **7.18 Noise or Air Quality Issues**

Please see the 'Impact on Neighbours' section of the report.

### **7.19 Comments on Public Consultations**

### **7.20 Planning Obligations**

Not relevant to the consideration of this application.

### **7.21 Expediency of enforcement action**

Not relevant to the consideration of this application.

### **7.22 Other Issues**

## CONTAMINATION

The application site is subject to potentially contaminated land. The nature of the proposed works is not likely to disturb such land and, as stated by the Council's Contamination Officer, there is no objection to the proposed development.

## **8. Observations of the Borough Solicitor**

General

Members must determine planning applications having due regard to the provisions of the

development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

#### Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

#### Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

#### Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

### **9. Observations of the Director of Finance**

Not applicable.

## **10. CONCLUSION**

In conclusion, the proposed replacement and upgrade of the ventilation system and associated fencing is considered acceptable in principle and with regard to its impact on the Listed Building, character of the area, impact on neighbours, traffic, car parking, air quality, contamination and landscaping. As such, the proposal is recommended for approval.

## **11. Reference Documents**

National Planning Policy Framework (February 2019)

The London Plan (March 2016)

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)

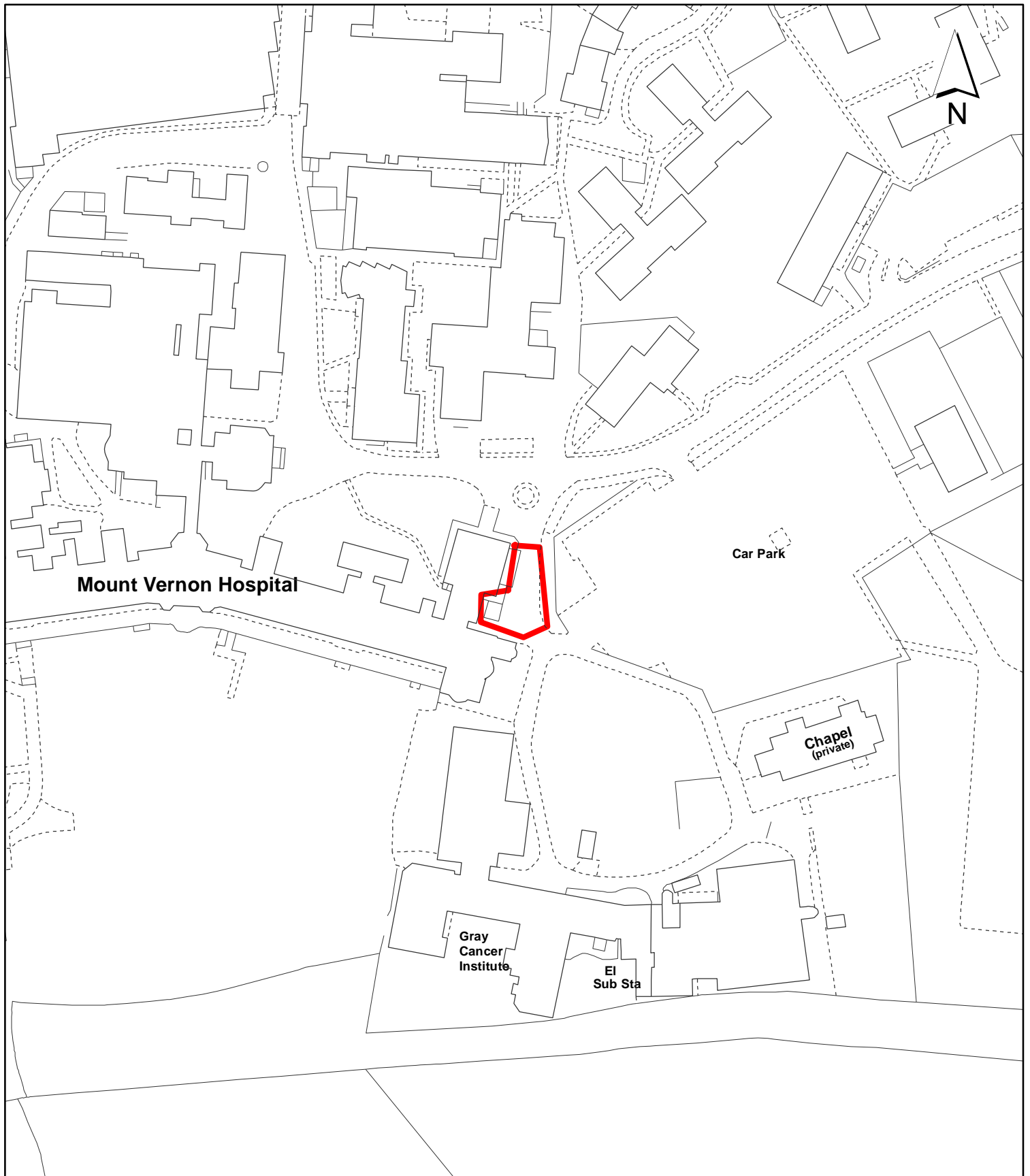
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)

Emerging Hillingdon Local Plan: Part 2 - Development Management Policies (October 2015)

Hillingdon Design and Accessibility Statement: Accessible Hillingdon (December 2008)

**Contact Officer:** Michael Briginshaw

**Telephone No:** 01895 250230



**Notes:**

 Site boundary

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Site Address:

**Mount Vernon Hospital  
 Mickmansworth Road  
 Northwood**

**LONDON BOROUGH  
 OF HILLINGDON**  
 Residents Services  
 Planning Section  
 Civic Centre, Uxbridge, Middx. UB8 1UW  
 Telephone No.: Uxbridge 250111

Planning Application Ref:  
**3807/APP/2019/286**

Scale:  
**1:1,250**

Planning Committee:  
**North**

Date:  
**April 2019**

