

Ward: Bloomsbury

Officer: Mark Hunter

Address: Site bounded by - Euston Road, Tottenham Court Road, Beaumont Place, Grafton Way and Gower Street, W1

Type of Application: Revised full planning application

Date of Application : 05/08/1997

Application number: PS9604299R2 **Case File :** M12/19/A

Proposal:

- I. Redevelopment by the erection of a new University College Hospital of approximately 650 beds, including wards, surgical facilities, outpatients, day care, seminar rooms, laboratories, accident department, radiology, ancillary offices, workshops, storage and associated services, and some 1,000 sq m of A1/A3 floorspace.
- II. The provision of car parking and 2 community health facilities within the Odeon site (Grafton Way/Tottenham Court Road W1).
as shown on drawing numbers 1582(--), 01B, 02, 04, 08B, 09B, 10C, 11B, 12B, 13B, 14B, 15B, 25A, 26B, 27, 35B, 36B, (GS.ELV)10, (GW.ELV)10, (TCR.ELV)10, (ER.ELV)10, (GS.ELV)100, 40, 41, 42, 6, SK11, and SK12.

RECOMMENDATION SUMMARY: Grant Permission subject to Section 106

Applicant

University College London
Hospitals NHS Trust/
Health Management Group,
St Martins House
140 Tottenham Court Road
LONDON, W1P 9LN

Agent

Llewelyn-Davies
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LONDON, WC1E 7HN

Analysis Information

<u>Land Use Details</u>		
Existing		Sq metres
B1	Business	14519
C2	Hospital	16500
Proposed		Sq metres
C2	Residential institution	75946
<u>Parking Proposed</u> : PG = general parking spaces 15		
PD = disability parking spaces 130		

OFFICER REPORT:

1. SITE

1.1 This planning application covers a site area of some 10,480 sq m and is fronted by Euston Road to the north, Gower Street to the east, Grafton Way and Beaumont Place to the south, and Tottenham Court Road and Beaumont Place to the west. The application site also includes the 'Odeon Site' which lies at the junction of Tottenham Court Road and Grafton Way and has a long frontage to the south side of Grafton Way.

1.2 The main site is presently covered by a number of buildings. On the western side of the site, fronting Tottenham Court Road, is a 12 storey office block which has a foyer and bank (A2) on the ground floor. Fronting Euston Road is a part 2, part 4 storey building comprising offices with five A2 (financial and professional services), two A1 (retail), and one A3 (restaurant) units. Towards the east part of the site is a 16 storey (58m) office building which is principally in use by the Health Authority. To the south and east part of the site fronting Gower Street and Grafton Way is the 8 storey UCH (University College Hospital) accident and emergency department.

1.3 The site was last developed in 1960 by the St Martin's Property Co. to a design by Stone Toms and Partners. This included the present accident and emergency building. The scheme is an unexceptional design using Portland stone, green granite and grey bricks in its facade design. The requirement for car parking typical of that time necessitated a basement with access ramp together with surface car parking on the corner of Euston Road and Gower Street. Although this could be considered to provide an open forecourt to the 16 storey slab block at 151 Gower Street, the lack of any soft landscaping makes for an unattractive appearance. The lack of landscaping also contributes to the poor impression that the site gives to the passer by. The 16 storey slab tower is conspicuous from the University College quadrangle. The open corner to Gower Street is a weak feature but in other respects the use of two taller slab units (one of 16 and the other of 12 storeys) positioned at right angles to one another and linked by a 4 storey podium is a typical scheme of the late 50's/early 60's and better than some in its use of materials. The plot ratio of development is probably relatively low because of the dispersal of the buildings across the site.

1.4 The site lies on the south side of Euston Road at its junction with Tottenham Court Road and Hampstead Road. This is a major junction on London's inner ring road, the A501, which is a trunk road. There is an underpass running east west under the junction. The highway is some 60 metres wide to the north of the application site, on the north side of which is the Tolmers Square mixed use redevelopment which the Council promoted in the 1970's.

1.5 The accumulation of land to carry out the extensive widening of Euston Road in the late 1950's-early 1960's by the granting of

planning permissions with extensive set backs lead to the construction of the extensive group of high buildings along Euston Road, the most notable being the Euston Tower at 125m above ground level. Others are 338 Euston Road 58.3m, Euston station 3 towers at 39m, 57m and 47m, Temple House Euston Rd at 64m, Shaw Theatre at 57m, Unison building at 47m and 151 Gower Street (the tower on the application site) at 54m. There are other high buildings nearby such as The Coomb, William Street at 51m, Bucklebury, Stanhope Street at 54m and the London University Hostel in Cartwright Gardens at 44m. (A map illustrating the spread of this group of high buildings appears as appendix 1).

1.6 To the north west of the site across Euston Road and west of Hampstead Road is Euston Square which includes the 36 storey Euston Tower. It was originally built within a group of mainly 4 storey lower buildings, some of which have recently been demolished. A new large floorplate low rise building known as 1 Triton Square has been built. 388 Euston Road which also formed part of the scheme was re-clad altering its original appearance some 5 years ago.

1.7 At the junction of Gower Street with Euston Road, opposite the application site, is 140 Gower Street / 209 Euston Road which is a part 7 part 8 storey vacant office building with an entrance to Euston Square tube station on the ground floor at the corner of Euston Road. South of Gower Place is the Bloomsbury Conservation Area. A former bookshop, no 160, is unlisted and is occupied by University College. South of that building is the group of

buildings which form the University College quadrangle. These are 2 storeys and an attic built in Portland Stone, starting in 1827, to the design of various architects including W.Wilkins, J.P.Gandy-Deering, T.L. Donaldson, T Hayter Lewis, F.W.Simpson and A.E.Richardson. The whole group is listed Grade 1.

1.8 South of Grafton Way is the University College Hospital Cruciform building which is Grade II listed. Building started in 1897 to the design of Alfred and Paul Waterhouse in red brick with terracotta horizontal bands and dressings and steeply pitched slated roofs with dormers. The building has a cross shaped plan set diagonally to Gower Street and comprises 4 main storeys above base and surmounted by attics. It is no longer in use for hospital purposes and is about to be converted to teaching laboratory use by University College following the grant of planning permission and listed building consent. Like University College itself this building is included within Bloomsbury Conservation Area, the boundary of which runs southwards down Huntley Street. Outside the conservation area on the west side of Huntley Street is University College Hospital's Private Patients wing known as the Rosenheim Building. It is a seven story brick building and has a public house on its south eastern corner.

The Odeon Site

1.9 West of the Cruciform building on the south side of Grafton Way and running up to the backs of 154 to 160 Tottenham Court Road and Paramount Court, 33 to 37 University Street, is a former Odeon

Cinema site which the Hospital Trust has owned for some time. This is known as the Odeon site and is included in the application site (proposal II). It has been an open site, only used at basement for car parking, for many years. The Council incorporated a planning brief for its redevelopment for residential, shop and entertainment uses in its 1987 Borough Plan (proposal no19) as a Fitzrovia Local Plan opportunity site.

1.10 To the south west of the site on the opposite side of Beaumont Place lies the part 8, part 9 storey Maples building which comprises offices with UCH use to the Beaumont Place frontages, some residential accommodation to the Grafton Way frontage, and shops fronting Tottenham Court Road. To the west of the site across Tottenham Court Road, is a five storey section comprising a shopping parade at ground floor level with a hotel on the upper floors. Above Warren Street tube station are 5 storeys of office and residential accommodation.

1.11 The site is not within a conservation area, but adjoins the boundary of the Bloomsbury Conservation Area at Huntley Street.

2. PROPOSAL

2.1 This full planning application proposes redevelopment of the main part of the site to provide a new University College of London Hospital of some 650 bed spaces. The general teaching hospital would comprise wards, surgical facilities, accident and emergency facilities, seminar rooms, laboratories, radiology, workshops etc. which are all part of the hospital use, plus some 1,000sq m of retail and restaurant (A1/A3) uses to the Tottenham Court Road/Euston Road frontages.

2.2 The hospital would be provided for the UCLH Health Service Trust by a Private Finance Initiative (PFI) scheme. In such a scheme set up by the Government, the private sector bid to undertake such projects which would have been previously carried out by the public sector. The successful bidder, Health Management Group (HMG) have submitted the application jointly with University College London Hospitals NHS Trust.

2.3 The proposal for this new hospital would partly be financed by the disposal of the surplus hospital sites which would be consequentially vacated. These sites (which are within Camden with the exception of VIII) are as follows;

- I. Odeon site, Tottenham Court Road.
- II. Obstetrics Hospital, Huntley Street.
- III. The Middlesex Cleveland Street Annexe.
- IV. Arthur Stanley House, Tottenham Street/Tottenham Mews.
- V. 66-82 Guilford Street.
- VI. The Elizabeth Garrett Anderson Hospital, Euston Road.
- VII. 1-9 Huntley Street.
- VIII. Middlesex Hospital, Mortimer Street (within Westminster).

Sites I-V above are referred to further below.

2.4 The proposed hospital, a total 75,000 sq m floorspace, would comprise three main elements;

Block 1. A block bounded by Euston Road, Tottenham Court Road, and Beaumont Place which would rise to a height of 23.8 m above ground level and would comprise 2 basement levels, ground floor and mezzanine levels and 4 upper storeys. This would comprise radiotherapy, storage and plant in the basements and at ground floor level, commercial uses and the main entrance to the Euston Road frontage, with loading bays and waste disposal onto Beaumont Place to the rear. The commercial A1/A3 uses would wrap around the Tottenham Court / Euston Road frontages with a colonnade to the road frontage to protect pedestrians from the elements. On the upper floors would be outpatients, specialist facilities, day care facilities, operating theatres, ancillary offices, staff rooms, and plant within the fourth floor level.

Block 2. Adjoining block 1 to its east, at the corner of Euston Road and Gower Street, would be the high rise section, block 2. This would comprise two basement levels, ground floor and 17 upper floors which would be stepped, by the setting in of the building, at level 15 on the west side (62.5m above ground) and level 16 on the eastern side (66.7m above ground). The maximum height of this tower from ground level would be 75m (102.5m above O.D.). This section would contain imaging, nuclear medicine, pathology, and mortuary facilities in the basement levels, with dispensary and accident and emergency at ground floor level. The glazed main entrance, which links blocks 1 and 2, would be an architectural feature in the form of a bridged atrium with a curved roof, which would allow views through to Beaumont Place and the Cruciform building to the rear. This large space would also provide public seating. On the upper floors would be a chapel, an acute unit, ancillary offices, rehabilitation, outpatients clinic, critical care unit, dining area and plant up to fifth floor level. In the main tower section between floors 5 and 14 would be wards of some 60 beds, plus support, per floor with floor 15 containing private patient beds. Plant would be contained within the 16th and 17th floors.

Block 3. To the south of block 2 on the site of the existing A & E building would be an element, block 3, comprising one basement level for staff and stores, with women's clinics at ground floor level. The four upper floors would rise to a maximum of 22.5m above ground level and would comprise clinical offices, outpatients, maternity, gynaecology, obstetrics, a shop, and plant.

2.5 The applicants propose to build the hospital in two phases. Blocks 1 and 2 would be phase 1 with completion proposed for the year 2002, whilst Phase 2 is programmed for completion in 2006. This would allow for decanting of existing hospital services during construction. Most crucial of these is the maintenance of the A & E on its existing site during completion of phase 1. Its decanting into block 1 after completion would then free up the site of phase 2 for construction.

2.6 Vehicular access to the site is split into a number of elements. Ambulance access to A & E would be from Gower Street beneath a bridged section between blocks 2 & 3. This would link up with a public vehicular drop-off access from Grafton Way on to the north/south arm of Beaumont Place. Traffic would exit back onto Grafton Way via a roundabout. Beaumont Place would be tree lined with the roundabout having a piece of public art in its centre. 6 parking bays would be provided within this section. Service deliveries would be from service bays within the building via the east/west arm of Beaumont Place which is accessed and egressed from Tottenham Court Road. A bay for car drop offs would also be provided outside the front of the hospital on Euston Road.

2.7 The Odeon site, described in 1.9 above, is also part of the application site. This would accommodate 140 operational parking spaces at basement level. The Odeon site would also accommodate two community health facilities, a Centre for Independent Living for the disabled, comprising a fitted out facility of 750 sq m, and a Mental Health Resource Centre, comprising a fitted out facility of some 650 sq m, as can be specified in the heads of terms of the section 106 agreement. These would be provided as part of the health facilities. Details of this proposal would be reserved.

2.8 With regard to the provision of the main hospital building, there are design constraints which the applicants have identified in their submission. Firstly the site is affected by the requirement to protect strategic views embodied in UDP policy EN29 and in government guidance in PPG3A and directions requiring consultation.

2.9 The western part of the site is within the main view cone from Parliament Hill of the Palace of Westminster where the development plane is 52.5m AOD. This has been acknowledged by the height of Block 1 being restricted to 23.8m above ground level and 51.25m AOD. This allows a roof/parapet height of 1.25m below the development plane. The existing building on this part of the site, particularly St Martin's House, infringes the development plane and the proposal therefore achieves the improvement to the strategic view envisaged by policy EN29 and RPG3A.

2.10 In the north eastern part of the site on the corner of Euston Road and Gower Street, Block 2 is proposed at 17 storeys (ground plus 16) with a building height of 75m above ground level (102.5m AOD). Part of this block is within the wider setting of the view of the Palace of Westminster from Parliament Hill. This has been the subject of consultation with other London Boroughs affected as required by the Secretary of State for the Environment's direction. There is an existing high building on the site at 151 Gower Street which rises to 57.5m. The proposed Block 2 is thus some 17.5m taller than the existing. It is not only substantially taller but has a much bigger plan area in order to accommodate a 60 bed ward on each of the upper floors.

2.11 The architects have provided elevations at a scale of 1:250 and 2 typical bay details at a scale of 1:50 which are annotated to indicate the proposed facade materials. The scheme is designed with its principal facade facing Euston Road with its main feature entrance between the 17 storey tower block 2 and the 5 storey block 1. There is a subsidiary entrance where the building has a curved corner to Tottenham Court Rd opposite Warren St Underground Station. The second phase building, the 5 storey Block 3, has an entrance facing Grafton Way.

2.12 All the three blocks are designed to a common theme. The floor plans show the building to be planned on a 7.2m grid. The elevational treatment proposed expresses this grid with external columns at 7.2m on the tower but at double this with columns at 14.4m centres on both the lower Blocks 1 and 3. The edges of the floor slabs are expressed and brought forward so that their leading edges run across the face of the columns. The typical bay elevations show the floor and columns elements to be faced with a reconstructed stone cladding. The bays created within the column/floor grid are infilled by predominantly glass curtain walling which is sunshaded above ground floor by 3 external horizontal louvres per floor. At ground floor there is large bay glazing of the scale of shopfronts, which are likely on frontages other than the Tottenham Court Road/Euston Road frontage to be obscured. Above the shopfronts is a continuous metal framed glass canopy projecting some 2m in front of the column line and set some 3.5m above the footway. The plant room levels have continuous metal louvres under an overhanging roof verge.

2.13 Typical bay elevations show a variation between the proposal for Euston Rd and Gower St. At the 1st to 3rd floor on Euston Rd the curtain wall is fully glazed with vision (clear) panels or translucent (obscure) panels whereas on Gower St the curtain wall has a reconstructed stone spandrel panel at lower level with clear or translucent panels above. Both designs create a strong horizontal emphasis and the long spans, with the verticals suppressed obscure visual clues which indicate the scale of the building. The tower has sides which are curved on plan in an attempt to reduce its apparent width when viewed from the south.

2.14 The design is proposed to relate to its context on Tottenham Court Rd and round into Euston Rd where the visual relationship is with the wide road and the Maples building which, although not fully glazed, has strong horizontal elements in its elevation. Block 1 has shop units on its ground floor frontage and extensive glazing in large panels with glass canopies above.

2.15 The current proposal shows the same elevational treatment for block 3 as 1 except for reconstructed stone spandrels instead of glazing on 1st to 3rd. The ground floor planning puts clinics on the Gower St and Grafton Way frontages which would presumably require obscure glazing if the shopfront type facade shown on the submitted drawing SK12 were used. This revision, which was undertaken in response to external observations, is considered by officers to be a retrograde step in comparison with the proposed

elevational treatment to Gower St/ Grafton Way shown on drawing SK03 which was part of the R1 submission. Sketch 03 showed the elevation broken up vertically, more extensive solid wall area and the use of windows above a cill behind a railed area to the ground floor. These details can however be considered at submission of details stage.

2.16 Landscaping and the provision of public art are proposed to the surroundings of the buildings but details are to be reserved.

Revisions

2.17 In relation to the present submission the earlier versions of the scheme had considerably less detail of external appearance included. The overall bulk and massing of the scheme has remained broadly similar although refinements have been made in relation to observations received. The most significant of these changes has been the reduction of block 3 in height by one storey, to improve its relationship with the adjacent listed Cruciform building, and the setting of the tower further away from Gower Street. These were undertaken in response to officer comment following observations received. However in respect of detail design of block 3 the sketch elevation for Gower St and Grafton Way was considered to be an acceptable basis for relating the design to context as required by policy EN42.

3. RELEVANT HISTORY

3.1 Outline planning permission was granted by the LCC on 2 May 1958 for the development of multi storey buildings for use as showrooms and offices and an extension to the University College Hospital (the existing UCLH Accident and Out-patients Clinics.) The development comprised Ground plus 7 storeys at 139-149 Gower Street, 16 storeys on 151 Gower Street (building ht 53.4m Top of building 79.4m A.O.D.), 4 storeys at 235-245 Euston Road and ground plus 11 storeys at 138-140 Tottenham Court Road.

4. RELEVANT POLICIES

4.1 Borough Plan 1987 (BP)

The site is within the Community Area on the Borough Plan proposals map.

The Odeon Site is identified (proposal no19) as a Fitzrovia Local Plan opportunity site for residential, shopping and entertainment uses.

TR1 ; To improve accessibility for residents, workers and visitors to Camden;

EM25 ; Change of use of industrial floorspace not permitted.

UD2 ; To achieve a high standard of design through the control of development.

UD3; That all new proposals for development are of good standard of design, sensitive to and compatible with the scale and character of the existing surrounding environment.

SS8 ; The Council accepts Camden's role as a medical centre of national importance, but will resist the expansion of hospitals within the Community Area unless these can be shown to provide essential facilities which could not be accommodated elsewhere. Any new sites developed should be located near adequate public transport services.

PY51 ; The council will generally resist proposals to increase land for hospital use in the Fitzrovia area unless such proposals include the release of other hospital land for residential purposes.

4.2 ; Camden Unitary Development Plan, Deposit Draft 1993 as amended (UDP).

The site is identified on the UDP Proposals Map as being within the Central Activities Zone and Tottenham Court Road is identified as a major shopping centre.

RE1 ; The Council will seek to improve the character and quality of the environment.

RE7 ; The Council will promote the re-use of land and buildings for priority uses, defined as housing, social and community uses or public open space.

RE8 ; The Council will require all new buildings to be designed to facilitate access for all, and for use by people with disabilities.

EN1 ; The Council will ensure that developments will not adversely impact on the amenity of the surrounding area and wider environment.

EN2 ; Where opportunities arise the Council will seek improvements to the environment to redress existing deficiencies under Section 106 agreements.

EN4 ; Seeks to ensure that all public spaces and buildings create an environment that is accessible to all, promotes safety and offers a high quality of design.

EN7 ; When considering proposals which include ventilation ducts and/or air handling equipment the Council will need to be satisfied that these can be operated without causing injury to local amenity.

EN13 ; When assessing proposals for development the Council will consider energy efficiency and encourage developers to minimise overall energy demands.

EN15 ; The Council will encourage developments to incorporate renewable energy sources.

EN16 ; High standard of design required.

EN17 ; The Council will seek to ensure a high standard of external space (landscape) design.

EN20 ; Seeks to maintain visual character of shopping centres.

EN22 ; The Council will not permit the development of new buildings which adversely impact adjoining buildings or the surrounding area by reason of scale, excessive bulk or height.

EN29 ; When assessing proposals the Council will protect the strategic views of the Palace of Westminster.

EN30 ; Normally refuse development within a viewing corridor if the proposed height exceeds the development plane.

EN42 ; When assessing a proposal for development outside a conservation area which may affect its character or appearance the

Council will consider whether the proposal preserves or enhances the conservation area.

EN44 ; Development within the curtilage or vicinity of a listed building which does not preserve its setting will not normally be permitted.

TR1 ; The Council will seek to ensure that development which attracts a significant number of trips is located in areas with a high level of public transport accessibility.

TR13 ; The Council will endeavour to deter non essential vehicle trips.

TR21 ; The Council will seek to improve conditions for the convenience of pedestrians.

EC2 ; When considering applications for major employment generating developments, the Council will consider any related proposal or planning obligation for local recruitment and improved access by local people to jobs and training.

EC5 ; Redevelopment of buildings from employment purposes (within use classes B1-B8) not normally permitted.

SH1 ; The Council will encourage the consolidation of shopping throughout the Borough.

SSC1 ; The Council will encourage the expansion of social and community facilities and services throughout the Borough.

SC3 ; The Council will all proposals for new or expanded social and community use to be appropriately located and designed to meet needs.

SC5 ; The Council will normally grant permission for an expansion of primary health care provided there is no loss of residential or significant adverse impact on local amenity, environment or transport.

LC18; The Council will encourage the provision of public art in new developments and will implement a percent for art scheme where appropriate.

LU1 ; Although the main hospital site is not included within the schedule, the Odeon site (no. 76) is included with a preferred mixed use: residential and retail frontage.

4.3 The Inspector's report on the Public Local Inquiry into objections to the Deposit Draft Unitary Development Plan was published in January 1997. Over the coming months the Council will be considering the report's findings and preparing modifications to the draft UDP which will then be formally agreed at committee and published for statutory consultation. In the meantime, the Inspector's report constitutes a material planning consideration to be taken into account alongside the Council's draft UDP policies and the policies contained within the statutory Borough Plan.

4.4 The Inspector recommends changes to the above UDP Policies as follows;

With regard to the designation of the site within CAZ, the Inspector recommends there should be no distinction between this and the Wider Central Area.

RE1, 7, & 8; No proposed change.

EN1 ; General agreement.

EN2 ; Recommends deletion of reference to S. 106 Agreements reference only to improving areas of neglected and overgrown land.
EN4 ; Recommends deletion of reference to accessibility for all.
EN7 ; Recommends slight modification to wording.
EN13 & 15 ; Recommends amalgamation into one policy to welcome proposals which facilitate the use of renewable energy, are energy efficient, and reduce overall demand for new and non-renewable resources.

EN16 ; Recommends modification that design, scale and setting have regard to the wider environment, in particular character and land uses of the area, the prevailing architectural style, scale and general proportions of the area and relationship to any landmark buildings, and impact on views and skylines.

EN17 ; General agreement.

EN20 ; General agreement.

EN22 ; Proposes addition of a reference to external plant and services.

EN29 ; Recommends no modification.

EN30 ; Recommends no modification.

EN42 ; Recommends no modification.

EN44 ; Recommends deletion of this policy.

TR1 ; Recommends modification that permission will not be granted unless the Council is satisfied that the public transport system has sufficient capacity to accommodate extra trips generated by the proposal.

TR13 ; General Agreement.

TR21 ; General agreement.

EC2 ; Recommends deletion of this policy.

EC5 ; Recommends modification that change of use from employment to non-employment uses will be allowed so long as supply, variety and choice of sites is not prejudiced.

SH1 ; Concurs with Councils proposed changes.

SSC1 ; No comment.

SC3 ; Recommends modification to include that new social and community facilities will be welcomed, particularly where deficiencies in the availability of land and buildings for such uses prevail, and the Council should seek the inclusion of such uses in mixed use schemes.

SC5 ; Recommends rewording to refer to positive response to proposals for health care provision (rather than primary health care).

LC18 ; Recommends modification that the Council will welcome the provision of public art in connection with new development.

LU1 ; With regard to the Odeon Site (76) recommends that If the hospital use for this site did not proceed then the Council should encourage early development of the site to include housing.

5. CONSULTATIONS

5.1 Statutory Consultee Comments

English Heritage have objected to the proposal as they are concerned about the relationship of the proposed new building to

adjacent conservation area and listed buildings. They also remain unconvinced that long term healthcare needs can be adequately accommodated on such a restricted site with no scope for expansion and consider that the proposal is premature and that other options have not been adequately considered. English Heritage strongly urge that the application be deferred until uncertainties and concerns surrounding the proposal are resolved and have requested that the application be called in by the secretary of state.

The Royal Fine Art Commission have objected to the proposal as they do not consider Euston Road a suitable environment for a hospital. They also consider that the site constraints have necessitated a large tower which is intrusive and less than ideal for hospital purposes, and the architecture is not worthy of its listed neighbours.

London Underground have no objection to the proposal subject to the imposition of a condition to protect the underground.

The Highways Agency have no objection to the proposal.

London Borough of Lambeth have no objection to the proposal with regard to Strategic View Background consultation.

City of Westminster have no objection to the proposal with regard to Strategic View Wider Setting consultation.

5.2 Other Consultee Organisation Comments

London Transport Planning welcome the location of the hospital in that it is highly accessible by public transport with up to 80 buses an hour passing the site and two underground stations in close proximity.

London Planning Advisory Committee had concerns regarding the lack of detail in the original application with regard to architecture and urban design which could set an unfortunate precedent. They have yet to comment on the revised proposal.

London Fire Brigade have no objection to the proposal subject to the applicants compliance with their practice notes with regard to Hospital Premises and Access.

Camden and Islington Health Authority have no objection to the proposal.

Thames Water have no objection to the proposal subject to consultation on details identifying connection to local sewers.

5.3 Conservation Area Advisory Committee Comments

The Bloomsbury Conservation Area Advisory Committee express concern with regard to the proposals and regard the details submitted as inadequate for the location. They consider that the clinic use on ground floor frontages would give an unwelcome character to passers-by. They also consider that proposal is of excessive height and bulk, that the impact on Gower Street would be disastrous, and that the design would be inhuman, overbearing and not related to its surroundings. The Committee stated that if the proposal were to be accepted it could only be on the basis of being such a special need that outweighed the considerable environmental disbenefits. They considered that this could not however be a legitimate approach in Bloomsbury. The Committee urge

the Council to reject the proposal.

5.4 Local Group comments

Fitzrovia Neighbourhood Association had a number of criticisms of the original scheme with regard to access, the unsuitability of Euston Road for hospital use, a monotonous design which does little to relate to the Cruciform building, and poor internal planning. With regard to the present proposal the Association have commented solely on their requirement of further detail with regard to the Fitzrovia Community Centre proposed under the Section 106 Agreement.

Charlotte Street Association have a number of criticisms of the detail of the proposal with regard to an unfriendly and poorly planned ground floor layout, the lack of landscaping or open space, the lack of direct link from the tube stations, proximity of fourth floor plant to residential accommodation in the Maples building and the design of the ward block tower. They consider that the proposal represents an overdevelopment of the site. They do however welcome the proposal to provide a community centre but would like further details of this.

Camden Civic Society had reservations with regard to the lack of detail in the application, the height of the tower, the reduction in the overall number of beds, wards overlooking Euston Road and Gower Street, and the financial viability of the proposal. No observations have been received in relation to the latest revision.

5.4 Adjoining Occupiers	Number Notified	289
	Replies Received	03
	Objections	03
	In support	00

The three objections received from adjoining occupiers are all from existing commercial occupiers with properties within the site fronting Euston Road. Their objections are that they have existing business' which would be displaced should the development proceed.

6. ASSESSMENT

6.1 There is little doubt that the present UCH with its scattered sites and outdated buildings, including those of the Middlesex Hospital, is inefficient and provides substandard facilities for both staff and patients. It is due to this situation that the Health Service Trust are looking to provide a modern facility, principally on a single site, to accommodate a modern efficient hospital which eradicates all of the problems of spatial and financial efficiency which exist at present. Buildings currently on the site are uninspiring and the urban design is poor for such a prominent location. The PFI route by which the new hospital would be provided means that the financing is largely dependent on values which can be achieved from other properties which become surplus to requirements and are available refurbishment/development and disposal. The scheme proposed represents the provision of a

full range of medical and community health facilities which would be of the upmost benefit to the people of Camden. The principle of a new hospital development is therefore welcomed. It must however be considered whether the scheme proposed overcomes the concerns raised.

LAND USE

6.2 The site at present is principally occupied by offices, and hospital (accident and emergency) use. There is also a small amount of retail (A1), financial and professional uses (A2), and food and drink (A3) uses on the site. Given the large amount of vacant office floorspace on the site, and in the area generally, it is not considered that the loss of offices on the site is problematic.

6.3 It is considered that the proposal does not represent a loss of employment generating floorspace on this particular site, as it would provide some 3,200 jobs. This is, of course, a considerable increase on the employment on the site at present. This, however, must also be offset against the loss of employment on some of the surplus sites to be sold off to finance the development. If a hospital were not considered to be an employment generating use then it must be judged against Policy EC5 of the UDP. Policy EC5 of the UDP (as amended) states that the Council will seek to retain the buildings which it considers suitable for continued employment use and will not normally grant permission for a change of use from an employment to a non - employment use. EC5 seeks to retain employment sites where it considers them suitable on grounds of accessibility, size, location and condition. It is considered however that given the length of time this building has had high levels of vacancy, that the building is outdated for modern office requirements, and that there is a surplus of office floorspace in the area, there is no justification for retention of an office building in this location. EC5 further allows a change from employment use as an exception where the proposal is from office to residential, social or community use. It is therefore considered that in this case the principle of a change of use is acceptable. Some small level of loss of employment by those presently on site, will undoubtedly occur as a result of the proposal which is to be regretted, particularly those small businesses fronting Tottenham Court Road. It is however considered that these businesses would be able to relocate, and, given the number of vacant premises in the area, and eventual replacement floorspace, that these losses can be offset. The present University College Hospital employs some 3,800, although a considerable proportion of these are within Westminster at the Middlesex Hospital. The proposal would result in some 3,200 jobs although no compulsory redundancies are envisaged due to the timescale of the proposal and natural wastage. These jobs would be solely within Camden thus providing an increase in employment within the Borough. The recommended Section 106 Agreement would make provision for local training and employment which would increase the prospect of local people gaining employment as a result of the proposal. It is therefore considered that there would be a long term secure benefit to the Borough in employment

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terms. The proposal is therefore considered acceptable in relation to policy EC2 of the UDP.

6.4 The loss of existing A1, A2, and A3 floorspace is not considered problematic as the proposal contains an increase in these elements, at ground floor level fronting Euston Road and Tottenham Court Road as at present. The proposal is therefore acceptable in relation to policy SH1 of the UDP.

6.5 With regard to use of the site for a hospital, Policy SS8 of the Borough Plan accepts Camdens role as a medical centre of national importance, but looks to resist expansion within the Community Area unless this can be shown to provide essential facilities which could not be accommodated elsewhere. In this case this is not specifically an expansion of facilities but an amalgamation and rationalisation to provide much needed hospital facilities. The proposal therefore represents a more efficient and resourceful use of land for hospital facilities than at present. There are no other sites in the vicinity where it has been demonstrated that this particular use could be satisfactorily accommodated. Policy PY51 of the Borough Plan generally looks to resist proposals to increase land for hospital use in Fitzrovia unless the proposals include the release of hospital land for other uses. In this case the application proposes not only a rationalisation of hospital land overall, but the release of several large sites for residential use (see para. 6.42 for further details). The proposal would therefore comply with policies SS8 and PY51 of the Borough Plan.

DESIGN

6.6 The most significant officer concern and main objections received with regard to this planning application are with regard to the design and bulk of the proposal. The applicants are aware that their scheme has been criticised from a design point of view by Council officers as well as significant consultees. The nature of the P.F.I. process however means that the applicants have a limited amount of funding for the design of the proposal at each particular stage of the development process. Treasury approval is needed at each stage before any further resources can be spent on the proposal. Planning approval is however required before further money can be spent on the detailed design, thus creating a 'Catch 22' situation. The design is therefore less detailed than officers and objectors would ideally wish to see when dealing with such a large and sensitive application.

The issues raised by officers are:-

- (a) The bulk and placement of the tower (Block 2) in relation to the Gower Street environment.
- (b) The sensitivity of the development in relation to the height and design of the Cruciform building.
- (c) The scale of the podium generally which is important in achieving a satisfactory street environment.

- (d) That the application of a standard elevational treatment all round such a large building perimeter would be unsatisfactory in response to a varied urban design context.

6.7 In order to reduce the scale of Block 3 in relation to the listed buildings in Bloomsbury Conservation Area the architects have moved accommodation to Block 2. Block 3 is reduced 1 storey in height with the tower on Block 2 increased. The overall height of the tower would be 75m. This new building height compares with the existing 151 Gower Street of 57.5m.

6.8 Although the proposed ward tower is 17 storeys which is only one storey more than the existing 16 storeys of 151 Gower Street there is a considerable increase in height of some 17.5m from 57.5m to 75m. This is because the floor to floor rises from some 3.3m to 4.05m on 1st to 15th floors, the ground from some 3.5m to 6m and a plant floor of some 8m overall height is added. This is due to the servicing space needed between floors as required in a modern hospital. This would move the building height on this site from 25th highest in the Borough to 4th, behind Telecom Tower, Euston Tower and Centre Point.

6.9 As far as the Draft UDP policies on bulk height and scale are concerned EN16, EN22, EN29, EN30, EN42 and EN44 are applicable here. In general terms the lower blocks (a) on the Euston Road frontage running east from Tottenham Ct Road and (b) forming phase 2 on Grafton Way are considered to have satisfactory height in relation to the policies, i.e. below the development plane and not above the general level of surrounding buildings in the case of (a) and not detrimental in relation to nearby listed buildings and Bloomsbury Conservation Area in the case of (b).

6.10 In order to achieve this acceptability, the scheme architects have put the 'lost' accommodation on to Block 2 because they have identified this part of the site as outside the strategic view cone and therefore the proposal complies with policy EN30. Indeed consultation has taken place on the wider setting of the view of the Palace of Westminster from Parliament Hill and the consultee Local Planning Authorities, the City of Westminster and the London Borough of Lambeth have raised no objection.

6.11 The matter of possibly greater concern than the absolute height of the tower is its bulk. Although an earlier drawing SK01 discussed with the scheme architects shows variations being considered in the plan to reduce the southward facing elevation width, the requirements of efficient hospital planning are such that the bulk has not been significantly reduced although more modelling is introduced in the design.

6.12 The applicants say that the rationale behind the design is to rehouse clinical functions in one place. Taking any clinical element off site would reduce efficiency and not reduce costs. 75000 sq metres was the absolute minimum for clinical functions. The applicants have already pointed out that it was necessary to include two basements to reduce the bulk of building above ground. These basements within the site introduce very significant

additional costs compared with building the accommodation above ground.

6.13 Officers have asked whether a "slimmer" tower could be envisaged and were informed that the present plan area was necessary to accommodate 60 bed wards. These are considered to be the most efficient clinical arrangement. 30 bed wards are an alternative but would effectively double the height of the tower and be less efficient clinically. In Officers' opinion the reduction in floorplate and the ability to pull the facade back from the street frontage that this would permit would be outweighed by the additional intrusion into the skyline of Bloomsbury caused by the increased height even if the wider setting of the strategic view were avoided.

6.14 At the lower levels, the scale of the facade design could be varied as the scheme develops to make a satisfactory street environment. Officers consider that proposals for Blocks 1 and 3 could be developed to comply satisfactorily with the UDP's environment chapter design policies. There seems to be no reason why Blocks 1 and 3 cannot have greater differences than currently proposed in order to respond to the visual characteristics of their surroundings. This matter could be explored further with the architects if the Council is minded to agree the proposals in principle. However the design of Block 2 does not offer such a prospect of strict compliance with the Council's design policies due to its height and bulk.

6.15 In the assessment of such a proposal it is appropriate to consider in what circumstances it might be considered that a building higher than the general level of the surroundings to the south would be satisfactory. The concept embodied in the GLDP is that a high building should enable major public improvements and could identify and emphasise a point of civic or visual significance.

6.16 In bygone centuries topographical features played an important part in determining the location of high building. For example a cathedral would be built on a hill or a state building erected on a prominent riverside site. Churches were built with spires to make them stand out above the general level of surrounding buildings. In Bloomsbury, Senate House the headquarters of London University is prominent.

6.17 It is, in the opinion of officers, possible to argue that a major public hospital is a building of civic importance, whereas an office building is not. A hospital as a high building could also be seen to redress the imbalance over recent years in that commercial and financial institutions have had a monopoly on the use of high buildings. Additionally a hospital is a building which should be easily recognisable for use. On balance however, there may be limits to the public acceptability of prominent buildings even if perceived to be of significance to the community. Clearly one aspect is the quality of the architecture. However the importance of this should not be overstated because the quality of

the facade treatment and the materials used are not discernable except at a close local view. A report commissioned by LPAC said that apart from the historic and mainly ecclesiastical landmarks of London there are hardly any high buildings which have architectural quality when seen from a distance. Advice from the RFAC given in 1962 was that high buildings look better in the form of towers than slabs and a carefully arranged cluster of towers may be preferable to a number of isolated ones.

6.18 The only example of high hospital building in Camden is the Royal Free on Fleet Road. Although not on a strategic view it is sited on rising ground (65m AOD) and is 61m high giving a height of 126m AOD. In 1991 its 61m ranked it as Camdens 12th highest building, but its location as an isolated high building just outside the fringes of the heath within an area of predominantly residential development which is much smaller in scale makes it one of the most intrusive. It is 4th highest in height above

ordnance datum. To compound its harmful impact as an isolated intrusive building it is not of high architectural quality or set in a well designed setting of lower buildings and/or landscaped open space. (GLDP Criteria)

6.19 This proposal for a high building for the University College Hospital on a site at the corner of Gower Street is within a cluster along Euston Road identified in the GLDP report of studies and in a 1990 report produced by the London Research Centre for LPAC as including the Euston Centre, Regents Park housing and various other buildings including 151 Gower Street. The cluster at Euston has evolved generally through the widening of Euston Road and the resultant increases in height of frontage development on reduced site areas. The cluster contains eight buildings over 46m above ground level, alongside Euston Road, including the Euston Tower at 125m. The height and massing of the cluster has to be carefully controlled as it features prominently in the views of St Pauls from Primrose Hill and the Palace of Westminster from Parliament Hill.

6.20 The UCLH proposal is potentially less harmful to important townscape and local views than the Royal Free because it is located in an existing cluster of high buildings and on lower ground so that its overall height above ordnance datum is some 25m lower than the RFH. There is the potential on the Euston Road site to get better quality architecture for the tower and a better setting of lower buildings. There is not as great a conflict between the scale of the proposal and the scale of its surroundings as in Fleet Road with the Royal Free.

6.21 It may be that some members will remember the Appeal decision on the Botnar Research Laboratory for the Great Ormond Street Hospital which the Council opposed on height and bulk grounds. The Inspector acknowledged that the Council had correctly pointed out the building as excessively high in relation to nearby listed buildings and the Guilford Street/Lambs Conduit Street part of Bloomsbury Conservation Area but allowed the appeal in the

national interest. Here the proposal is of a much larger scale than that in Lambs Conduit Street but here it lies between the Conservation Area and an area along Euston Road containing buildings of a much larger scale including a group of high buildings of up to 125m (Euston Tower) above ground.

6.22 The proposal can therefore be considered against UDP policy EN22 which requires all buildings to fit in the context of surrounding buildings, to comply in respect to nearby high buildings, but to be contrary in relation to the ward tower element failing to preserve the setting of listed buildings compared with existing buildings on the site. This is a scheme which requires the proposal to build a hospital on this site to be treated as a special case because of the public benefit which would derive if the proposal were permitted and for design policies to be considered in this context. If it is decided that height and bulk could be permitted, other aspects relating to the detailing of the proposal and the scale of the street facade and the pedestrian environment should be reserved for further submission.

6.23 At this stage therefore officers are asking Committee to decide on the principle of a hospital of this floorspace on this site. If agreed officers would continue negotiation on design in an attempt to achieve (a) a scheme which is reduced in scale insofar that facade design alone can achieve this, and (b) the use of materials in the elevations which fit the building to its variety of context.

6.24 It must be stressed that if an application was submitted on this site for a commercial building of the same proportions as the hospital proposed, the criteria would not apply in the same way. Such a building would be unlikely to be recommended.

TRANSPORT

6.25 The site is very well located and highly accessible in relation to public transport being adjacent to both Warren Street and Euston Square Underground Stations which are served directly by 5 tube lines. In addition up to 80 buses an hour pass the site. As such the proposal is supported by London Transport.

6.26 The main transport issues are - traffic generation, parking and changes to the adjacent highway. The applicants submitted a comprehensive Transport Impact Statement addressing each of these issues. The officers assessment of this is set out below.

6.27 **Trip Generation.** To assess the transport impact of these proposals the applicant, at officers request, conducted detailed surveys at the Middlesex Hospital site. This included counts of all movements to and from the Middlesex Hospital and an interview survey with a sample of visitors. This survey indicated that the proportion of arrivals by each mode of transport (across the whole day) is as follows: 11% by car, 5% by taxi, 13% by bus, 52% by rail, 2% by bicycle and 17% by walking.

6.28 When assessing the traffic impact of these proposals it is important to note that a large proportion of the traffic is already on the local network, visiting the A & E unit on the site and other sides to the south of Grafton Way. The traffic increases arising from these proposals primarily arises from relocating the Middlesex Hospital and the Elizabeth Garrett Anderson Hospital facilities onto this site. Even these increases have to be set against decreases arising from the removal of the existing offices fronting Euston Road and Tottenham Court Road. Using the Middlesex survey data and the UCLH prediction that they will treat 1,186 patients a day at the new hospital the following changes in traffic levels are predicted:

	In	Out
AM peak (08.00 - 09.00)	+ 13	+ 11
PM peak (17.00 - 18.00)	+ 23	+ 25

6.29 Clearly such a low level of change in flows will not have noticable implications at the adjacent signal junctions.

6.30 **Parking.** The application includes 145 parking spaces, 5 of which would be at ground level on the new access road and 140 would be within the Odeon site. The applicant has agreed to provide a minimum of 15 spaces for disabled drivers within this layout. Details of the layout have not been provided and this is left as a reserved matter. The existing hospital facilities have a total of 316 parking spaces; the reduction in parking is welcome.

Nevertheless officers have assessed whether the proposed number of parking spaces is justified in accordance with Council standards. The UDP standards indicate that parking should only be provided for:

- people who work unsocial hours,
- disabled drivers, and
- other essential needs integral to the land use.

6.31 The hospitals revised management agreement for the car park entails parking permits only being provided to the following groups (the figures in brackets are the proposed number of permits):

- i. staff who are disabled (15).
- ii. staff who require a car to fulfil on-call duties and/or are at risk of being called to work urgently out of hours (87).
- iii. staff who are required to work unsocial hours or at night, where the use of public transport is either not available or inadvisable (129).
- iv. staff who require a car as part of their work on the essential maintenance and operation of the building (10).
- v. staff requiring the use of a car for a specific activity or duty as part of their employment (63).

It is recommended that this management agreement should be included within the proposed Section 106 Agreement.

6.32 A total of 304 permits will be issued to the above categories, with an approximate split of two thirds of these requiring parking during the day and one third requiring parking overnight. The under provision of parking during the day reflects the need to limit parking supply in order to encourage other modes of transport.

6.33 **Changes to the Adjacent Highway.** On Euston Road it is proposed to provide a layby for vehicles to set down and pick up. The design of this bay is acceptable to officers and preliminary discussions with the Traffic Director for London indicate that they are also agreeable. On Gower Street there is a new access for ambulances. The applicant revised the plans to make this two way in order to make it easier for ambulances to leave the site. In Grafton Way the vehicle access is realigned slightly. In Tottenham Court Road there are no changes proposed to the highway.

6.34 Officers have also considered whether it is possible to improve pedestrian access to the site. The Middlesex survey data indicates that only 11% of arrivals are by car. Thus the majority of people complete their journey to the hospital on foot. Crossing facilities at the top of Gower Street and Tottenham Court Road, and on Grafton Way are of a high quality and there is no scope to improve them. Improvements to crossing facilities on Tottenham Court Road south of Warren Street would be a benefit. However it is understood that the London Bus Priority Network includes proposals for a new protected crossing here. If approved it is anticipated that this would be implemented in the next financial year, ie prior to the completion of the new hospital.

6.35 **Servicing** - The proposals include a large service area accessed from Beaumont Place and Tottenham Court Road. This area is large enough to accommodate the servicing needs of the hospital. In addition it is also segregated from the main access road and circulation area, accessed from Grafton Way. This removes the possibility of conflict between large servicing vehicles and ambulances and other vehicles visiting the site.

6.36 **Travel Plan** - Officers have suggested that the Hospital develop a Travel Plan to reduce non-emergency vehicle use to the Hospital. It is proposed that this plan will include a range of measures to encourage and inform staff, visitors and patients to use non-car modes of transport. As the new hospital would not open for several years, officers have suggested that the Travel Plan should be introduced now, and should thus apply to the existing hospital. The hospital have agreed to this and the proposed plan is appended to this report for information.

6.37 **Cycling** - Council standards require 80 cycle parking stands to be provided within the curtilage of the site. The applicant has agreed in writing to provide these however the plans have not been amended to include them as yet. These stands should be located in secure areas where regular surveillance is possible.

ENVIRONMENT

6.38 It is not considered that the proposal would be unduly detrimental to the local environment. The Councils Environmental Health Officers are satisfied that, subject to conditions, the proposed development can operate in proximity to residential accommodation without undue detriment to amenity. No letters of objection have been received from nearby residential occupiers. Whilst officers regret the lack of any exterior open space within the proposal the applicants state that this is not possible on the roof of block 1 due to the positioning of plant in this location. The applicants will carry out wind tunnel tests prior to the submission of detailed design so that this can be engineered to minimise any detrimental effect. The applicants are also agreeable to a provision within the proposed Section 106 Agreement for energy efficiency with regard to detailed design of the building, including glazing, layout, ventilation, lighting, heating, energy supply and the consideration of alternative sources for local heating and electricity.

THE ODEON SITE

6.39 Due to the constraints of the site the applicants would use the Odeon site, which is also in their ownership, for the provision of 140 operational parking spaces ancillary to the main hospital use. After negotiations with Officers, the applicants also propose the provision of two community health facilities as part of the overall development. The first, a Centre for Independent Living for the disabled, comprising some 750 sq m (8,000 sq ft) plus a two bedroomed flat and 15 parking spaces. The second, a Mental Health Resource Centre comprising some 650 sq m (7,000 sq ft) plus 6 parking spaces. These would be completed and fitted out to Council specification and handed over to Camden before completion of phase one of the hospital development on a lease of not less than 125 years at a peppercorn rent. It is considered that these uses could integrate into the site as part of a mixed use, in accordance with the proposals schedule of either a hospital use or a mixed use to include retail and residential on the site. No details of these elements within the Odeon site are provided at the present time, and all details are therefore to be reserved.

6.40 The Centre for Independent Living and Mental Health Resource Centre were identified as priorities for provision of facilities after discussions with other Council Departments. This is due not only to the priority requirement by Social Services, but also the availability of revenue funding, and the link with the proposal comprising a package of community health facilities. The applicants also propose the provision of a community centre for Fitzrovia of some 400 sq m although no site has been confirmed for this facility at present. These facilities have been offered by the applicants after officers conveyed the significant shortcomings of the proposal as identified above. The benefits are therefore offered in recognition of this fact to provide facilities for the Borough.

OTHER SITES

6.41 In order to consider the scheme in its PFI context, and the Health Service Trust's strategic proposals, officers have considered the other surplus sites in the Trust's ownership, however only the Odeon site forms part of the application site under consideration. The other sites linked to this are as follows;

- I. Odeon site, Tottenham Court Road.
- II. Obstetrics Hospital, Huntley Street.
- III. The Middlesex Cleveland Street Annexe.
- IV. Arthur Stanley House, Tottenham Street/Tottenham Mews.
- V. 66-82 Guilford Street.
- VI. Huntley Street flats.
- VII. The Elizabeth Garrett Anderson Hospital, Euston Road.
- VIII. Middlesex Hospital, Mortimer Street (within Westminster).

6.42 Sites I-VI are sites which will be sold and are likely to be developed for residential purposes. It is understood that HMG will be submitting planning applications for residential or part residential use on these sites. The residential sites will be more valuable if they are not restricted by affordable housing requirements, however the size and nature of the developments are likely to be such that UDP policy would require such a restriction. The success of this proposal, which includes substantial benefits for the Council, is dependent on funding, some of which is to come from these sites. It is considered that the provision of affordable housing relating to these sites can be dealt with by a unique arrangement. It is proposed that a 25% affordable housing quota for sites I, III, IV, and VI, be cumulatively provided on the Obstetrics site within 24 months of completion of the hospital development. The arrangement proposed would be as follows:-

Odeon Site; new residential units x 25% affordable housing.
Huntley Street Flats; Net increase in number of units on the site (proposed minus current number of units) x 25%.

Arthur Stanley House, Tottenham Street; Conversion of offices to residential units x 25%.

Middlesex Annexe, Cleveland Street; Creation of new residential units x 25%.

66-82 Guilford Street and Colonnade; Refurbishment of existing accommodation. In recognition of the listed building status of this property it is considered that special consideration can be given when considering proposals.

It is recommended that the above provisions can be secured by a second legal agreement between the Council and the applicants (HMG and UCH Trust).

6.43 Local Ward Councillors and local groups have long campaigned for the provision of a new community centre for the Fitzrovia area. In recognition of the fact that their proposal would impose significant inconvenience on the local community over a number of years and would result in a development which is not ideal in every respect, the developer has offered to provide such a centre. A site has yet to be finalised for this facility, and may possibly be located within the Westminster part of Fitzrovia. Initial discussions with Westminster officers has shown a general support for the proposal, but more detailed discussions will be required once a suitable site has been identified. Tenure of the centre would be on a nominal peppercorn rent. The applicants have secured the offer of this facility by a unilateral undertaking as part of their planning application.

FINANCIAL CONSIDERATIONS

6.44 The Courts, in considering 'enabling development,' have determined that financial constraints on a proposed development are a material consideration in the determining of a planning application provided that the ultimate determination is based on planning grounds and not some ulterior motive. Total building cost of the proposal are some £160 million. The proposal would save the Health Authority some £15 million per year (10% of operating costs). The applicants claim that without the proposed amount of floorspace on the site and the special consideration with regard to affordable housing provision, the proposed scheme would not be able to proceed due to the financing constraints of the PFI process and the financial viability of the proposal. They claim that any displacement of hospital floorspace onto other sites would impair the efficiency of the proposal, thus increasing costs, and reduce the amount of surplus land which they would be able to sell off to finance the proposal.

7. LEGAL COMMENTS

7.1 These have been incorporated into this report.

8. CONCLUSIONS

8.1 This proposal represents a unique opportunity to the Borough. Officers are aware that the proposal has a number of shortcomings. Significant objections to the proposal have been received from the Royal Fine Art Commission, English Heritage and the Bloomsbury Conservation Area Advisory Committee with regard to the bulk and design. The Charlotte Street Association have also objected with regard to this issue as well as other points of internal planning. Whilst their views have been taken into account and reported

above, it is considered that they must be considered on balance in relation to the scheme as a whole given the obvious benefits of the proposal.

8.2 The design, ~~which~~, whilst not outstanding, is well considered and functional for a hospital. As a major public building this would be an easily recognisable focal point for the community. Officers consider that the proposal is acceptable in this location and given the long term benefits of a much needed new hospital for the millennium on one site for the large number of residents, workers and visitors of the Borough, and the package of community health benefits proposed. This is set against objections from a small number of bodies with regard to design who are concerned solely with this aspect. Whilst their views are taken on board it is considered that the application package be viewed in its wider context. It is considered ^{that} there is scope to improve the scale of elevations and to choose appropriate facing materials which relate satisfactorily to the surroundings.

8.3 With regard to local consultation responses received, the three objections from adjoining occupiers are with regard to displacement of existing businesses from the site. Whilst this is regretted, it is considered that there is sufficient vacant floorspace in the vicinity to accommodate this displacement, and that this would also be offset by the employment created on the site. For such a large proposal with extensive consultation carried out, this is considered to be a very low number of objections.

8.4 The applicants have offered, by unilateral undertaking, to provide a community centre for Fitzrovia comprising some 400 sq m to be leased at a low agreeable rent .

8.5 It is officers consideration that, on balance, the planning application as now submitted, be recommended for conditional approval subject to the satisfactory completion of a Legal Agreement as outlined below.

9. RECOMMENDATION

9.1 That planning permission be granted subject to the satisfactory completion of a legal agreement. The heads of terms of the agreement would be as follows;

1. Parties

The parties to the agreement will be HMG, UCLH Trust and the London Borough of Camden (LBC).

2. Principle Terms

I. The provision on the Odeon Site of a Centre for Independent Living, comprising some 750 sq m (8,000 sq ft) plus a two bedroom flat and 15 parking spaces.

II. The provision on the Odeon site of a Mental Health Resource Centre, comprising some 650 sq m (7,000) sq ft plus 6 parking spaces.

I & II above should be completed to an LBC specification and handed over to Camden before completion of phase one of the hospital development. Camden will have a lease on the premises of not less than 125 years at peppercorn rent.

IV. A provisions for energy efficiency with regard to detailed design on glazing and layout, ventilation, lighting, heating and energy supply and consideration of CHP for local heating and electricity supply with high efficiency condensing boilers

V. A provision for local training and employment whereby UCH will give priority to recruiting from, and giving training to residents of the Borough.

VI. A provision for public art on the site.

VII. A provision for a management agreement for parking.

VIII. Fees for a client-agent to interface between HMG and LBC.

3. Tenure

It is proposed that the conveyance of the health facilities on the Odeon site be on a long leasehold basis at peppercorn rent.

9.2 That officers negotiate a second legal agreement between the Council and the applicants with regard to affordable housing as follows;

1. Parties

The parties to the agreement will be HMG, UCLH Trust and the London Borough of Camden (LBC).

2. Principle Terms

The five sites listed below, which are in the UCH Trust ownership and form part of the overall PFI project, which it is understood will be the subject of future planning applications for residential or part residential use will be dealt with subject to other LBC policy, with reference to the following criteria;

1. **Odeon Site;** new residential units x 25%.

2. **Huntley Street Flats;** Net increase in number of units on the site (proposed minus current number of units) x 25%.

3. **Arthur Stanley House;** Conversion of offices to residential units x 25%.

4. **Middlesex Annexe**, Cleveland Street; Creation of new residential units x 25%.

5. **66-82 Guilford Street**; Refurbishment of existing accommodation. In recognition of the listed building status of this property special consideration will be given when considering proposals for this site.

I. Within 24 months of the completion of the hospital development (phase I & II) HMG will construct and have ready for occupation a minimum of 25% of the residential elements of the sites currently under consideration (including the Obstetrics site) as affordable housing units on the Obstetrics site, with full nomination rights to Camden.

The detailed nature and level of transfer and provision, and the involvement of a registered Housing Association will need to be the subject of further discussion with officers from the Councils Legal and Housing Initiatives Section.

II. In the event that the affordable housing is not built and handed over within the stated period then the freehold of the Obstetrics site will be transferred, with the proviso that it be used for affordable housing.

3. Tenure

It is proposed that the conveyance of the affordable housing be on a long leasehold basis at peppercorn rent.

Condition(s)

1. No development shall take place before details of the elevations at a scale of 1:50 have been submitted to and approved by the Council.

2. No development shall take place before samples of facing materials have been submitted to and approved by the Council.

3. Details of the proposed layout for the car park will be submitted to and approved by the Council prior to the occupation of the new hospital (at least 15 of the spaces should be of a size suitable for use by people with disabilities).

4. No loading or unloading of people or goods by vehicles arriving at or departing from the premises shall be carried out otherwise than within the curtilage of the site.

5. Parking for no more than 145 vehicles (excluding ambulances and servicing vehicles) will be provided within the curtilage of the site.

6. Details of the location and layout of 80 "Sheffield" cycle

stands shall be submitted to and approved by the Council prior to the occupation of the new hospital. Such stands should be located in areas which are secure and where regular surveillance is possible.

7. At 1 metre outside the windows of any habitable room the level of noise from all plant and machinery shall be at all times at least 5 decibels below the existing ambient noise levels, expressed in dB(A), at such locations. Where the noise from plant and machinery is tonal in character the differences between these levels shall be at least 10dB(A).(CG08)

8. For each of the octave band of centre frequencies 63Hz-8KHz inclusive, noise from all plant and machinery shall at all times add not more than one decibel to the ambient noise level expressed as L90 in the same octave band as measured 1 metre outside the window of any residential premises.(CG09)

9. Before the use commences all plant and machinery shall be sound attenuated and isolated from the structure in accordance with a scheme to be submitted to the council such that the use can be carried out without detriment to the amenity of adjoining or surrounding premises.(CG10)

10. The extract ventilating system shall be provided with acoustic isolation to prevent the transmission of noise and or vibration to any other parts of the building and adjoining premises.(CG13)

11. Before the use commences sound insulation shall be provided for the building in accordance with a scheme to be submitted and approved by the Council.

12. No development shall take place until full details of hard and soft landscaping and means of enclosure of all unbuilt, open areas have been submitted to and approved by the Council.(CE02)

13. All hard and soft landscaping works shall be carried out to a reasonable standard in accordance with the approved landscape details, prior to the occupation for the permitted use of the development or any phase of the development, whichever is the sooner. Any trees or areas of planting which, within a period of 5 years from the completion of the development, die, are removed or become seriously damaged or diseased, shall be replaced as soon as is reasonably possible and, in any case, by not later than the end of the following planting season, with others of similar size and species, unless the Council gives written consent to any variation.(CE04)

14. All hard and soft landscaping works shall be carried out to a reasonable standard in accordance with the approved landscape details by not later than the end of the planting season following completion of the development or any phase of the development, whichever is the sooner.(CE05)

15. The applicant shall consult with London Underground Limited,

and obtain their written approval of all aspects of the development which may affect the safe operation and assets of the railway before any work on the site commences.

16. The siting, design, external appearance of the building(s) on the 'Odeon site' the means of access thereto and the landscaping of the site ("the reserved matters") shall be approved by the Council before work on the site is commenced. (CA01)

17. No development shall take place until the applicant has secured the implementation of a programme of archeological investigation which has been submitted by the applicant and approved by the Council. The development shall only take place in accordance with the detailed scheme pursuant to this condition. The archeological works shall be carried out by a suitably qualified investigating body acceptable to the Council. (CK01)

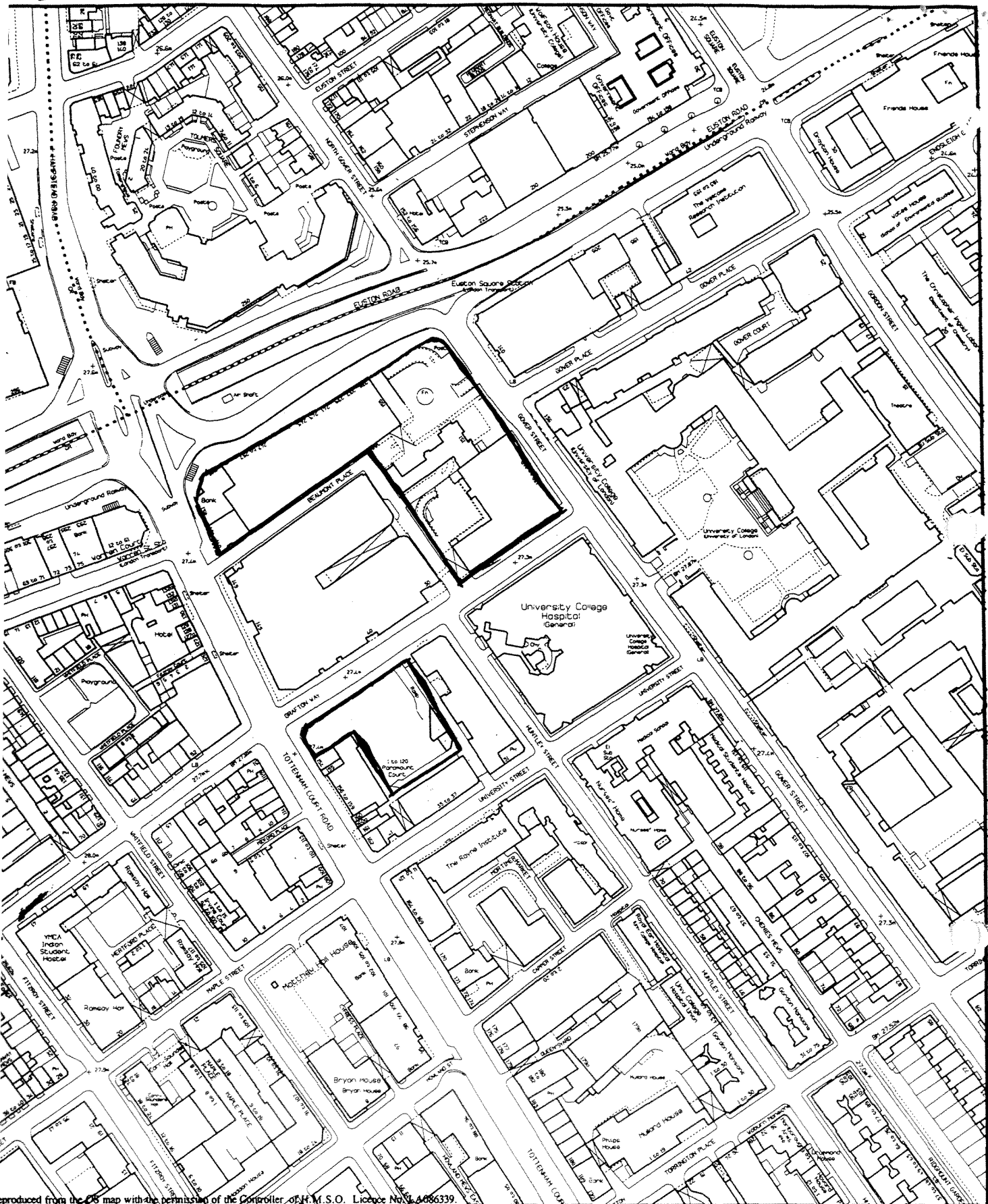
Informative(s):

1. The applicants attention is drawn to the Councils guidelines for 'The protection of Residents from Noise and Dust on Construction Sites,' and the Councils 'Considerate Contractors Scheme'.

2. The applicant is advised to consult Thames Water Utilities Limited with regard to drainage details before any work on the site is commenced.

3. The applicant is advised to consult The London Fire Brigade with regard to their requirements before any work on the site is commenced.

4. The hospital have agreed to implement a Travel Plan with an aim to reduce non-emergency vehicle use for both staff and visitors and to encourage the use of walking, cycling, and public transport modes of transport.

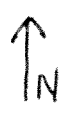


produced from the OS map with the permission of the Controller of H.M.S.O. Licence No. LA886339.

London Borough of Camden

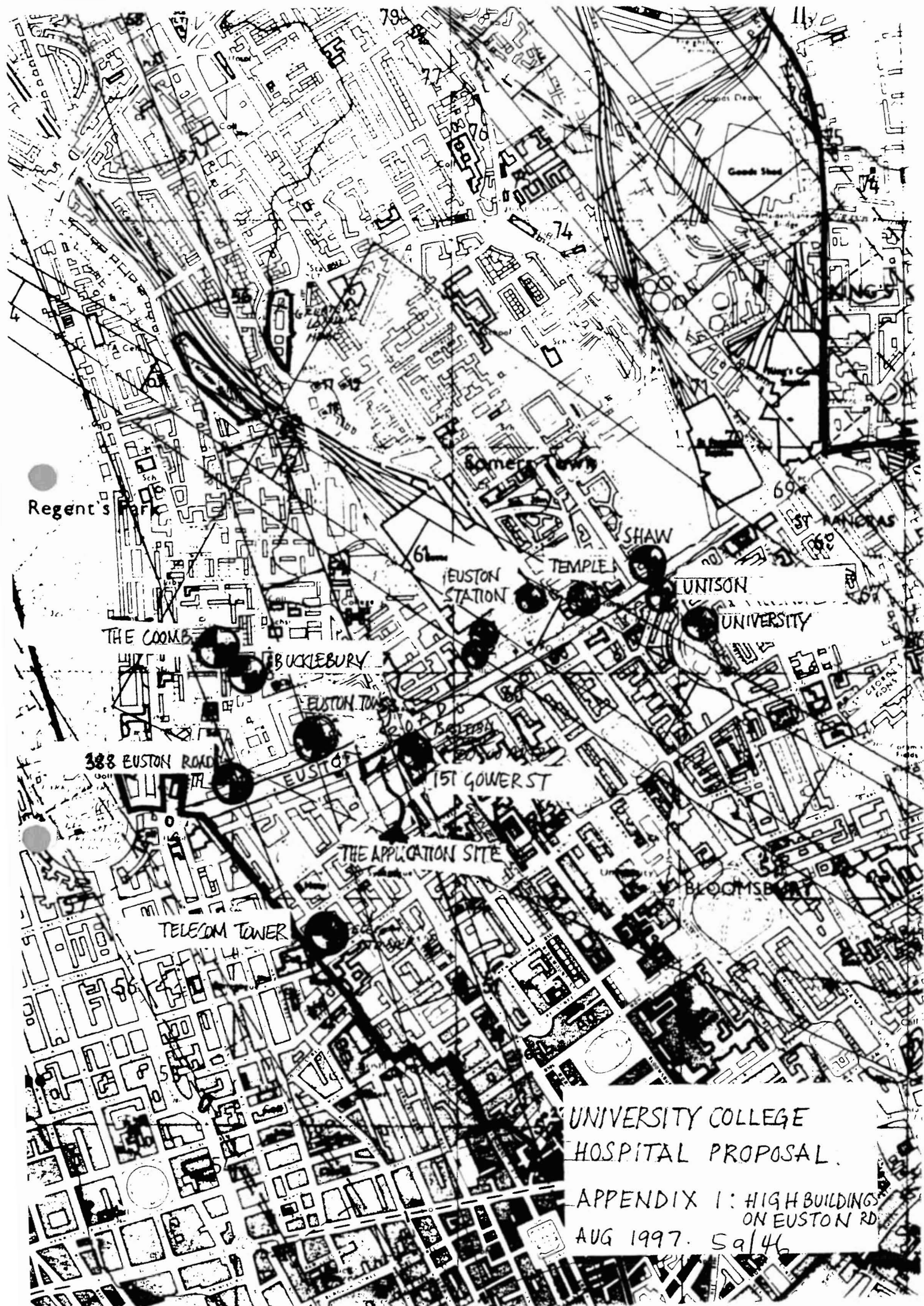
Site bounded by Euston Road,
Tottenham Court Road & 6/12 Gower
Street, W1

Environment Department
Town Hall Extension
Argyle Street Entrance
London WC1H 8EQ



Date: 01-OCT-1997 Scale: 1 : 2500

59/45



UNIVERSITY COLLEGE
HOSPITAL PROPOSAL

APPENDIX 1: HIGH BUILDINGS
ON EUSTON RD
AUG 1997. 59/46



The University College London Hospitals

TRAVEL PLAN

Introduction

The University College London Hospital NHS Trust recognise the importance of reducing reliance on the use of motor cars solely as a means of transport to and from the hospital and the beneficial effects that this will have in lessening congestion and pollution in the environs of the hospital complex in Euston Road, Camden. The site is already very well served by public transport services, both bus and rail. A substantial proportion of staff and visitors to the hospital use these services. The Travel Plan address how the Trust will encourage the use of public transports and strive to achieve the prime objectives above within the context of the development of the present hospital buildings on to one site in Euston Road.

Functions

Following the redevelopment of the present sites, the Trust will be one of the largest single site employers in the London Borough of Camden. The prime objective of the Trust is to provide high quality treatment to the patients and to achieve, high levels of academic excellence in the students, whilst undertaking research at the forefront of medical knowledge. The hospital is considered to be both a major part of the Community and a centre of excellence of which local people can be justifiably proud. This success creates the demand for attendance at the hospital which in turn requires high levels of transport movement.

Under the proposed plans, the Trust's principal site will be located at the junction of Euston Road and Gower Street. Other sites for which the Trust has responsibility are:

The National Hospital for Neurology and Neurosurgery in Queen Square and
Eastman Dental Hospital in Grays Inn Road

Large numbers of patients and visitors are seen from London Borough of Camden and the surrounding boroughs, with certain services being provided to the home countries and further afield. Additional, considerable numbers of research fellows and visitors attend the academic departments from all over the world.

To provide medical and educational services on various sites across a large area of London and on occasions beyond, it is a prime and necessary function that rapidly accessible transport facilities be readily available to the Trust's staff at all times. It is also recognised that the limitations of public transport impose considerable difficulties on ill or infirm patients and that the Trust must be aware of these difficulties when this situation exists. Further to this, it is incumbent as employers that the safety and welfare of patients and staff are considered and that any transport strategy must include this. With these constraints in mind, the Trust will strive to achieve the objectives laid out below.

Objectives

- To take every practicable measure to discourage travel to the UCLH site by private motor car and, in conjunction with other agencies, positively encourage the use of Public Transport.
- To promote actively the environmental and health advantages of cycling or walking to work.
- To seek as far as is practicable a reduction in the number of non-essential vehicle attendances to the UCLH site.

To accomplish this and to achieve granting of the current and future planning consents essential to the operation of the Trust, the following measures will be progressed.

Staff and Students

Whilst the majority of staff work between 0800 and 1800 hours, considerable numbers work shifts which require attendance in unsociable hours, including nights and weekends. Car parking allocations are restricted to essential users and those working unsocial hours. The proposed car parking facilities at the UCLH site will comprise no more than 145 spaces for cars (140 at the Odeon site and 5 at the main site). 15 of these spaces will be allocated for disabled drivers including the 5 on the main site. In addition, 80 cycle parking stands will be provided.

The Plan

- The car parking allocations will be re-examined to ensure that only essential users and those working unsocial hours are issued with parking permits in accordance with the Trust's parking issue policy.
- The Trust will encourage staff to enter into car sharing arrangements, where this is practicable.
- The Trust will encourage the use of cars within the lower range of engine capacities and, wherever possible, will ensure that its own vehicles are rated as such.
- The Trust will offer low interest rate loans to all staff for the purchase of public transport season tickets. It will also meet with the London Transport Planning to discuss the potential for providing staff discounts on annual season tickets.
- The Trust will establish formal contacts with the various local public transport authorities, to provide details to staff of services, alterations and alternatives to services, and to express staffs concerns regarding the service provided. A notice board will be provided in a central position to display public transport information.
- The Trust will encourage staff to use cycles or motorcycles and will provide areas to permit secure parking on the site. The provision of pool cycles will be investigated together with changing facilities for cyclists and purchase loans for cycle where appropriate.
- The Trust will publicise details of the London Borough of Camden's parking schemes to ensure that staff are aware of the limitations of parking locally.
- The Trust will provide general information to staff promoting the health benefits of walking and cycling.

Patients and Visitors

Within the proviso that it is the Trust's prime function to see, treat and rehabilitate the maximum number of patients possible and that these patients, their relatives and visitors shall, within reason, have unimpeded access, and allowing for their and other disabilities, the following shall be implemented:

- The handbook issued to patients under the Patients' Charter for information about the hospital, will be revised to emphasise more strongly the difficulties of parking and positively discourage the use of cars.
- Information noticeboards will be provided in a central positions detailing all local public transport services.
- The transport services provided by London Borough of Camden and voluntary organisations, will be examined and encouraged where necessary.
- The Trust will seek the support of London Borough of Camden in negotiations with public transport providers to improve services between major health care sites to reduce the number of private motor vehicle attendances.

Co-ordination and Communications

To ensure that the Plan is monitored and that effective communications are maintained with the London Borough of Camden, such that the commitment is ongoing, the Trust will:

- Nominate an officer to be responsible for co-ordinating and progressing the individual elements of the Plan and to liaise with the London Borough of Camden's officers.
- Specify the officers' duties to include the promotion of the benefits of the Plan and resource the post to achieve this.
- Ensure the officer determines and maintain such records as are necessary to monitor the effect of the Plan, to improve or adjust it as is necessary to achieve the objectives.
- Carry out regular voluntary surveys, usually annually, of staff, patients and visitors, to determine their methods of transport to the UCLH site and effects on the Plan.