

18 February 2016

Institute of Cancer Research, North Site, Sutton

in the London Borough of Sutton

Planning application no. B2016/73428 & 73429

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

The proposal

Erection of a four storey (plus lower ground floor) building for laboratory (B1b) use with ancillary accommodation incorporating office, meeting room/café, together with a gantry-linked two storey service building and associated car parking, cycle parking and landscaping.

The applicant

The applicant is the **Institute of Cancer Research**, and the architect is **Fieldon+Mawson**.

Strategic issues

The **land use principle** and the **design** are supported. Further details on **biodiversity**, **inclusive access**, **climate change**, **employment and training**, and **transport** should be provided and resolved before the application is referred back to the Mayor at his decision making stage.

Recommendation

That Sutton Council be advised that while the application is generally acceptable in strategic planning terms the application does not fully comply with the London Plan, for the reasons set out in paragraph 58 of this report; but that the possible remedies set out in that paragraph could address these deficiencies.

Context

1 On 12 January 2016 the Mayor of London received documents from Sutton Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 22 February 2016 to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is stated by the applicants to be Phase 1 of the wider masterplan for the site, for which outline planning permission was granted in 2009 (ref: PDU/244701/B2009/61542). Paragraph 2 of the Schedule of the Order 2008 states that: "If the local

planning authority receive an application for planning permission for development, which they consider forms part of more substantial proposed development, on the same land or adjoining land, they must for the purposes of this Schedule treat that application as an application for planning permission for the more substantial development.”

3 The application is thus referable under Category 1B.1 (c), of the Schedule of the Order 2008: “Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings outside Central London and with a total floorspace of more than 15,000 square metres” and Category 3F (1) of the schedule to the order 2008: “Development for use, other than residential use, which includes the provision of more than 200 car parking spaces in connection with that use.”

4 Once Sutton Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

5 The Mayor of London’s statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

6 The application site – “ICR North Site” is approximately 2.5 hectares in size and consists of flat open grassland with a band of trees on the northern, eastern and north-western boundaries. It is located in Belmont, two kilometres south of Sutton Town centre, adjacent to the existing Institute of Cancer Research (ICR) and Royal Marsden Hospital Sutton Campus. It is a landlocked site, bound to the north and east by residential properties off Woodbury Drive and Chiltern Road. To the west and south are the Royal Marsden Hospital and existing ICR buildings and associated car parking.

7 The site is at a gradient, with the highest points to the north and east, and the lowest points along the western boundary. The north and west boundaries are protected by a bund which was developed during the construction of the southern part of the campus. The bund, and subsequent trees which have grown on this section act as a screen for the residential units facing onto the site.

8 The site is within 1.2km of the A217 Belmont Rise, which makes up part of TfL’s Strategic Road Network. It is within 800m of Belmont railway station. Three bus routes serve B2218 Cotswold Road and numerous bus services run down the Brighton Road corridor. The site has a public transport accessibility level of 2 on a scale of 1a-6b, where 6b is most accessible. Access to the site is from Cotswold Road, and through the Royal Marsden hospital site. There is no direct access onto the TLRN.

Case history

9 An application for outline planning permission for the redevelopment of the site was submitted in 2009. The GLA were supportive of the proposals and Sutton Council granted outline permission in December 2009. The permission established the principle of three new four- storey Research and Development buildings (Class B1), known as North Site Buildings 1, 2 and 3, with a total floorspace of 20,400sq.m. The proposed development also included two associated service buildings with a dedicated service yard, located to the west of the main buildings and including a turning area for service vehicles. The development also included provision for 195 car-parking spaces plus 33 relocated spaces from the existing stock and 82 cycle parking spaces on site. Permission was granted for development in five phases.

Details of the proposal

10 The 2009 outline permission for the site has now expired. However, it is still the applicant's intention to develop the site broadly in line with the parameters established in that permission. The current application (LPA ref: 73429) is therefore known as Phase 1 of the wider masterplan, and seeks to erect Building 1 (a four storey laboratory building known as the Centre for Cancer Drug Discovery (CCDD)) and the associated two storey service building. An application for site clearance and enabling works has also been submitted (LPA ref: 73428).

11 The proposals are part of the wider ambition to create the "London Cancer Hub" on the site, in partnership with the ICR, Royal Marsden NHS Foundation Trust and Sutton Council. The existing facilities at the Royal Marsden Hospital and the ICR, along with the new research buildings, are intended to create a "global hub" for cancer research, bringing together 10,000 scientists, clinical and support staff at the site and creating up to 13,000 jobs.

Strategic planning issues and relevant policies and guidance

12 The relevant issues and corresponding policies are as follows:

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|--------------------------------|--|
| • Land use principle | <i>London Plan</i> |
| • Biodiversity and landscaping | <i>London Plan; the Mayor's Biodiversity Strategy</i> |
| • Urban design | <i>London Plan</i> |
| • Inclusive access | <i>London Plan; Accessible London: achieving an inclusive environment SPG</i> |
| • Climate change | <i>London Plan; the Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy; Sustainable Design and Construction SPG</i> |
| • Employment | <i>London Plan; the Mayor's Economic Strategy</i> |
| • Transport | <i>London Plan; the Mayor's Transport Strategy</i> |

13 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the Sutton Core Planning Strategy DPD (2009), Sutton Site Development Policies DPD (2012) and the 2015 London Plan.

14 The following are also relevant material considerations:

- The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework.
- Draft Minor Alterations to the London Plan (2015).

Principle of development

15 The site is allocated for research and development use in Sutton Council's Site Development Policies DPD 2012 (site allocation BW24). Sutton's Core Planning Strategy Policy BP5 seeks to support the development of the Royal Marsden Hospital and the Institute for Cancer Research site as a centre of medical excellence in providing cancer care, research facilities and associated activities.

16 Policy 2.1 of the London Plan seeks to ensure that London retains and extends its global role as a sustainable centre for business, innovation, creativity, health, education and research. Policy 3.17 states that boroughs should promote the continued role and enhancement of London as a national and international centre of medical excellence and specialised facilities. The policy

reiterates that London forms the hub of health-related research and development in the south east of England. It confirms that the networks, research and facilities that support London's role as a centre of medical excellence and specialist facilities, and their enhancements, will be supported. In 2014 the Mayor launched "MedCity" – an initiative to promote the world-class life sciences sector in London and to make London and the greater south east into a world leading, interconnected region for research, development, manufacturing and commercialisation in the life sciences sector. The creation of the "London Cancer Hub" would promote these aims and is strongly supported. The proposed employment-generating use would also be supported by strategic policy 4.12 'Improving [employment] opportunities for all'.

17 The GLA is therefore very supportive of the proposal which will support the continued development of the site for medical research and development, in line with the previously consented masterplan and help promote London as a world leader in cancer research.

Biodiversity and landscaping

18 The site is subject to the non-statutory designation of a Site of Local Importance for Nature Conservation, with the main habitats being the grassland, woodland and fauna. An Ecological Appraisal has been submitted with the application. This concludes that whilst areas of grassland would be lost as a result of the development, the impact will be limited by retaining elements of the key habitats in the north and west of the site. A positive management regime of the remaining spaces would be implemented to prevent scrub encroachment into the grassland and new planting is proposed to create a more botanically and structurally diverse woodland. The proposed measures and recommendations for enhancements in the Ecological Appraisal are welcomed and these, as well as measures to protect retained habitats during construction works, should be secured through planning conditions.

19 Additionally, it is noted that the site is not subject to any statutory conservation designation and that the nearest statutory designation is Banstead Downs Site of Special Scientific Interest located approximately 400m south of the site. This and all other statutory designations are well separated from the site and are therefore unlikely to be adversely affected by the proposals.

Urban design

20 Good design is central to all objectives of the London Plan and is specifically promoted by the policies contained within chapter seven which address both general design principles and specific design issues. London Plan Policy 7.1 sets out a series of overarching design principles for development in London. New development is also required to have regard to its context, and make a positive contribution to local character within its neighbourhood (policy 7.4).

21 The proposed building is Building 1 of the three buildings granted outline permission in 2009, and thus represents Phase 1 of the masterplan. The building is proposed in the westernmost part of the site and is orientated north-south. It would be four storeys in height and connected to a two storey service building as envisaged by the outline consent.

22 It was noted by the GLA during the assessment of the consented outline application that the proposed layout of the buildings would successfully minimise their impact on the residential properties to the north and would allow for the phased implementation of the proposal. The proposed scale and height of the buildings would respond well to the site's context and would be similar to the height of ICR's Richard Doll building located immediately south of the site.

23 The current application proposes some changes to the building's footprint and design compared to the outline planning permission. The building would be wider and would extend

further to the north, whilst still remaining within the covenant line which restricts development in the north of the site. However, the principle of the scale, mass and layout is broadly similar to the outline permission and the GLA continues to be supportive of the design approach. The current scheme also includes changes to the layout of the service road so that it is no longer routed around the eastern and northern side of the building. This has a positive effect on the appearance and layout of the scheme as an area of public realm can now be provided between the proposed building and the future Building 2.

24 The proposed materials for the main building would comprise of aluminium and terracotta cladding with terracotta baguettes, spaced to act as brise soleil around the southern and western sides. The main roof would form a projecting canopy, oversailing the building. The plant and flues would be consolidated into one plant area at roof level, instead of four projecting flues as previously envisaged. The service building would have a simpler, fibre cement cladding. The proposed materials take their reference from the existing hospital and ICR complex with the intention that the proposed building is read as part of that campus. The new buildings would have a modern, contemporary appearance and their design is considered acceptable. As requested previously by the GLA, a green roof would be provided at main roof level to Building 1, and this is welcomed.

Inclusive access

25 London Plan Policy 7.2 seeks to ensure that all new development achieves the highest standards of accessible and inclusive design. In accordance with this policy, the applicant has submitted a design and access statement which explains how the principles of inclusive design have been incorporated into the proposed development and how inclusion will be maintained and managed.

26 The applicant's design and access statement explains that pedestrian and vehicular movements would be carefully controlled on the site. Pedestrian routes will link all buildings in the campus with the long term aim to achieve level and partially covered connection between most buildings. Level access into the buildings is proposed from external areas, with automatically opening doors to facilitate ease of access. Within the buildings all floor plates will enable level access with all stairs designed to meet Part M ambulant disabled requirement. There will be DDA compliant passenger lifts to all floors.

27 Car parking would be provided to the eastern side of the site with parking spaces for disabled people, close to the proposed buildings. A straight, direct path would be provided from the parking area to the main entrance of Building 1, which would eventually form an axial route through Buildings 2 and 3, although alternative external routes would also be provided. It should be ensured that a safe and level pedestrian route through the car park is clearly marked, as well as appropriate hatched setting down space around the accessible parking spaces.

28 The applicant's design and access statement demonstrates that the detailed design of the buildings will use inclusive design principles in order to create spaces that can be used comfortably, safely and easily. It is expected that a detailed demonstration of how internal and external spaces will address inclusive accessibility, including colours, lighting, markings, dimensions of circulation spaces, sizes and location of accessible toilets/showers, surface finishes, handrails and the design of the landscaping, will be secured by condition.

Climate change mitigation and adaptation

29 The London Plan climate change policies as set out in Chapter 5 collectively require developments to make the fullest contribution to tackling climate change by minimising carbon dioxide emissions, adopting sustainable design and construction measures, prioritising

decentralised energy supply, and incorporating renewable energy technologies with a target of 20% carbon reductions from on-site renewable energy. The policies set out ways in which applicants must address mitigation of and adaptation to the effects of climate change.

30 The applicant has broadly applied the energy hierarchy in policy 5.2 of the London Plan. Sufficient information has been provided to understand the proposals as a whole, however some further information is required before the carbon savings can be verified, as outlined below.

Energy efficiency standards

31 A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include energy efficient lighting and heat recovery from ventilation systems. The demand for cooling will be minimised through passive measures including three shading systems.

32 The development is estimated to achieve a reduction of 49 tonnes per annum (15%) in regulated CO₂ emissions compared to a 2013 Building Regulations compliant development, through energy efficiency measures.

District heating

33 The applicant has identified that the Royal Marsden Hospital district heating network is within the vicinity of the development and is proposing to connect to the network. Connection to the network should continue to be prioritised and evidence of correspondence with the network operator should be provided.

34 The applicant is proposing to install a site heat network. The site heat network will be supplied from a single energy centre. Further information on the floor area and location of the energy centre should be provided

Combined Heat and Power

35 The applicant should confirm that it is proposed to install a 200 kWt gas fired CHP unit as the lead heat source for the site heat network. The CHP is sized to provide the domestic hot water load, as well as a proportion of the space heating. A reduction in regulated CO₂ emissions of 2 tonnes per annum (0.6%) will be achieved through this second part of the energy hierarchy.

Renewable energy technologies

36 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install roof mounted solar photovoltaic (PV) panels with a rated output of 34 kWp. A reduction in regulated CO₂ emissions of 13 tonnes per annum (4%) will be achieved through this third element of the energy hierarchy.

Overall carbon savings

37 Based on the energy assessment submitted at stage I, the development would provide a total expected reduction of 64 tonnes of CO₂ per year in regulated emissions compared to a 2013 Building Regulations compliant development, equivalent to an overall saving of 20%.

38 The on-site carbon dioxide savings fall short of the targets within Policy 5.2 of the London Plan. While it is accepted that there is little further potential for carbon dioxide

reductions onsite, in liaison with the borough the developer should ensure the short fall in carbon dioxide reductions, equivalent to 48 tonnes of CO₂ per annum, is met off-site.

Flood risk and drainage

39 A Flood Risk Assessment (FRA) has been undertaken by Waterman on behalf of the applicant. The FRA confirms that the site is within Flood Zone 1 and has a low risk of surface water flooding. The proposals are considered acceptable in terms of London Plan Policy 5.12 (Flood Risk).

40 Whilst the site itself is identified as being at low risk of surface water flooding, a short distance away to the north-west there are identified areas of significant surface water flood risk. Development in this location is likely to contribute surface water to this area. Therefore the application of London Plan Policy 5.13 (Sustainable Drainage) will be an important consideration for the proposed development.

41 The site is relatively rare in the London context of being a predominantly undeveloped site that is generally open land with some hard surfacing. The FRA states that the development will use geocellular storage tanks with infiltration. There will also be a green roof. The Surface Water Drainage Strategy prepared by Morgan Tucker on behalf of the applicant states that together these proposals will ensure that the development does not discharge any surface water off site.

42 The approach to the surface water drainage strategy is acceptable and complies with London Plan Policy 5.13. The strategy should be secured via condition.

Employment and training

43 The principle of the proposed development is supported by the GLA given the use for cancer research. As a major employer in the local area, the proposed development could help contribute to the delivery of objectives set out within the London Plan and the Mayor's Economic Development Strategy (EDS) in relation to improving access to jobs and training for Londoners.

44 The wider development has the potential to create a large number of additional jobs. In accordance with London Plan Policy 4.12 (Improving [employment] opportunities for all), initiatives to create training and employment opportunities for local people during the construction phase of the building as well as within the completed enterprise and contribution towards initiatives to address barriers to employment for local people, should be formalised through a section 106 agreement between the applicant and the Council.

Transport

45 The application site sits within the 'London Cancer Hub' campus and is bound by the Sutton Hospital site to the west, residential properties which front Chiltern Road and Woodbury Drive to the north and east and the Institute of Cancer Research main campus to the south. The closest section of the Transport for London Road Network (TLRN) is the A217 Belmont Rise which is located approximately 1.2km south west of the site. The site is within approximately 900m of Belmont rail station. There are also four bus routes within an acceptable (640m) walking distance of the site, with stops located on Cotswold Road and Chiltern Road.

Car parking

46 It is proposed to provide 70 car parking spaces for the new building along with the relocation of 67 existing spaces which are currently located along the access road. The proposed 70 space uplift accords with the maximum standards for employment uses in outer London as set out in the London Plan. Four spaces will be designated Blue Badge which accords with the London Plan. A further four spaces should be enlarged spaces to accommodate future blue badge provision, with 20% of spaces provided with electric vehicle charging points (EVCP) and a further 10% passive provision. Subject to the above, TfL considers the car parking provision to be acceptable.

Trip generation and modal split

47 TfL considers the trip generation methodology and impact assessment to be acceptable. Given the predicted increase in vehicle trips, TfL is satisfied that the proposed development is unlikely to have a negative impact on the operation of the strategic highway network or public transport network. However, TfL request close involvement in any subsequent applications on the 'London Cancer Hub' site to allow an assessment of cumulative impacts.

Staff Shuttle Bus

48 A dedicated staff shuttle bus currently operates between the 'London Cancer Hub' campus site and Sutton rail station. The proportion of staff using the staff shuttle bus is significantly higher than use of public buses. Currently two shuttle buses operate between 06:30-10:00 and 16:00-19:00 with a frequency of approximately every 10 minutes. The ICR is proposing to increase the existing bus provision from 2 buses to 3. This is welcomed by TfL and should be secured as part of the s106 agreement.

Cycle Parking

49 The cycle parking provision proposed accords with the Further Alterations of the London Plan March 2015.

Trams

50 TfL is currently investigating options to extend trams beyond Sutton Town Centre to the London Cancer Hub site at Belmont. Whether the tram arrives on the alignment of Brighton Road or the rail line, the application site is north and east of the potential tram alignment through the London Cancer Hub site. Therefore, TfL would not want to seek any changes to this development.

Travel Plan

51 A workplace travel plan already exist for the existing ICR building on site, this plan will be update to include the proposed building. The finalised travel plan should be secured, enforced, funded, and monitored as part of a section 106 agreement.

Freight and Servicing

52 A framework construction management plan (CMP) has been prepared, which is welcomed by TfL and should be secured by condition.

53 A full delivery and servicing plan (DSP) should also be produced and secured by condition. Both documents should be prepared in accordance with TfL guidance.

Community Infrastructure Levy

54 In accordance with policy 8.3 of the London Plan, the Mayoral Community Infrastructure Levy (CIL) came into effect on 1st April 2012. All new developments that create 100 m² or more of additional floor space are liable to pay the Mayoral CIL, unless the development type is exempt. It is understood that the development is classed as a charitable institution and is thus exempt from CIL. The Council should satisfy itself that this is the case.

Local planning authority's position

55 Sutton Council's position is not known at this stage.

Legal considerations

56 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

57 There are no financial considerations at this stage.

Conclusion

58 London Plan policies on principle of land use, biodiversity and landscaping, design, inclusive access, climate change, employment and training, and transport are relevant to this application. The application broadly complies with these policies. Further information is required to demonstrate full compliance, as follows:

- **Principle of land use:** The use of the land for research and development purposes is strongly supported and will contribute to London's world class research offer.
- **Biodiversity & landscaping:** The recommended measures to protect and enhance the wildlife value of the undeveloped parts of the site should be conditioned.
- **Design:** The approach to the design, appearance and layout of the buildings is supported.
- **Inclusive access:** The landscape strategy should incorporate inclusiveness and detailed design drawings of the internal and external accessibility strategy should be secured by condition.
- **Climate change:** Further information on the proposed energy centre and the CHP unit should be provided. The scheme does not fully comply with the London Plan in that a shortfall in the CO₂ reduction target is expected. Further information on the strategy to address this shortfall should be provided.
- **Employment & training:** An employment and training strategy should be secured via the Section 106 agreement.

- **Transport:** The provision of an additional shuttle bus service and an updated workplace travel plan should be secured via the Section 106 agreement. The Construction Management Plan and Delivery and Service Management Plan should be secured via planning condition or S106.

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