

Planning Brief

South Eastern Site of North Middlesex
University Hospital



Revision C - 07.07.23

LBE Strategic Planning and Design

Document Control

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Document Issue Register

Revision	Issue Date	Purpose
-	29/11/22	Internal review
A	30/11/22	Initial issue to GLA
B	09/06/23	Revised brief issue to GLA
C	07/07/23	Revised brief issue to GLA

Drawing and Schedule Register

Revision	Issue Date	Drawing / Schedule

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Bridport Road - Site approach from Angel Edmonton



View from Somerset Road



New MSCP and access road from North Circular



Former Infirmary of the Edmonton Union Workhouse - front view

Introduction

Site

The area of the site covered by this brief is shown in figure 1.

The site development brief covers the land in GLA Land and Property (GLAP) ownership. However, the brief recognises it is located within the wider North Middlesex University Hospital (NMUH) site where further development is likely to take place in the near future to expand hospital facilities, as well as the extant consent for the multi-storey car park to the north which has yet to be completed.

The site itself is approximately 1.77 hectares in area. It is bounded by the A406 to the north, Bridport Street to the south (with a mixture of low rise warehousing and 2 storey terraced housing beyond), existing terraced housing on Somerset Road to the east and the operational hospital roads and buildings to the west.

The Site has a Public Transport Accessibility Level (PTAL) of 2-4. It is approximately 400m from Silver Street Overground station, which provides train routes into Liverpool Street and Cheshunt and Enfield Town.

The current land use comprises of low rise office buildings and car parking.

The site is in a key location within the wider Angel Edmonton placeshaping area (within the emerging draft Enfield Local Plan) and is partly covered by a draft site allocation (SA18). It is a large employer and generates a lot of footfall through hospital visits and the north-western section is in close proximity to the train station. As such it presents an opportunity for the current impermeable nature of the hospital site to be mended, by introduction of routes through the site along key desire lines.

Ownership

The site itself is currently in ownership of the GLA. The wider NMUH site is owned by the NHS Trust.

GLAP acquired the southern land that bounds Bridport Road from The Secretary of State for Communities and Local Government in March 2019, who had previously acquired the land from the North Middlesex University Hospital NHS Trust (the NHS Trust) in March 2016. GLAP then acquired the additional northern land (hatched in purple) in April 2022, and together the combined land will be referred to as the Site.

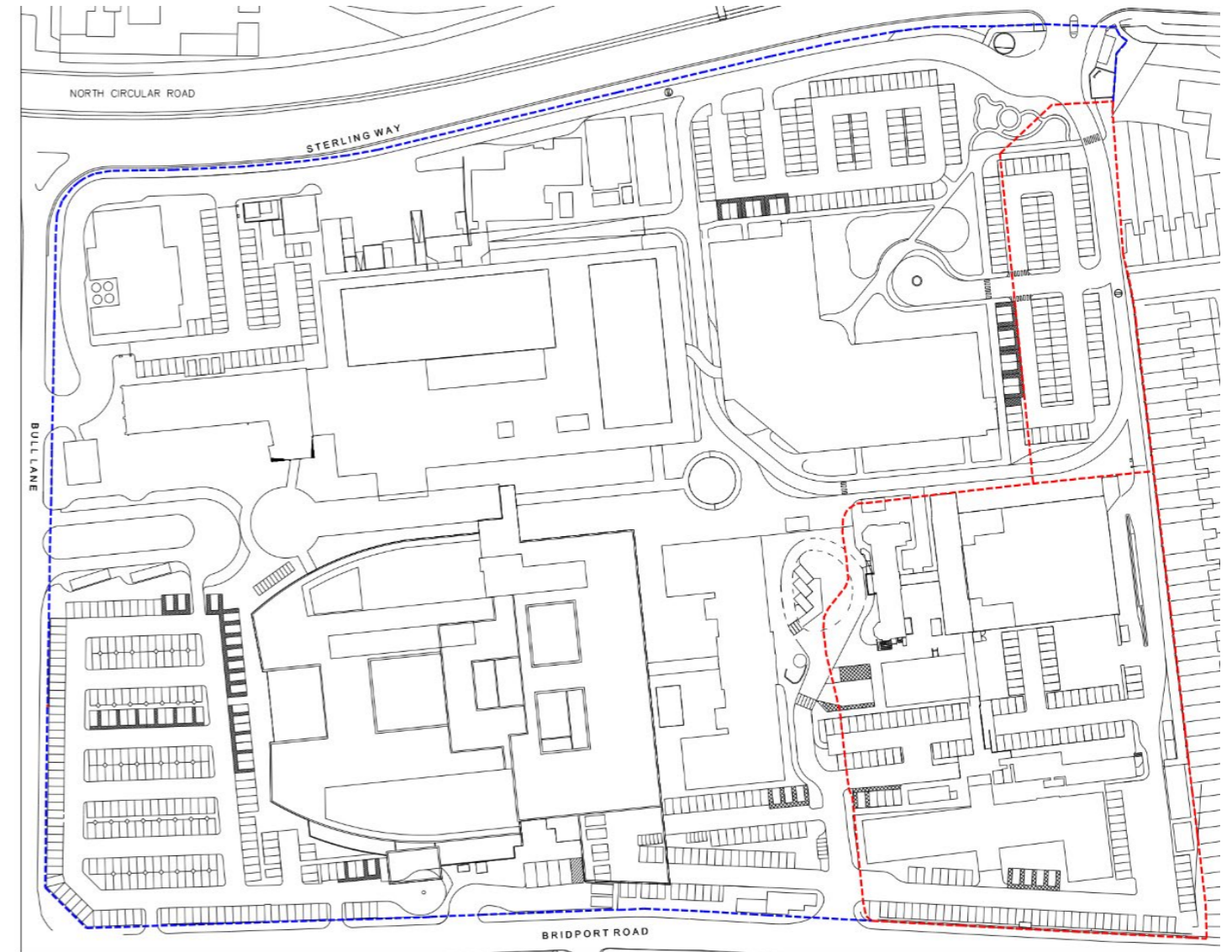
Status of this Planning Brief

This document is an informal planning brief which has been prepared by the Local Planning Authority. It is not a development plan document though it may evolve into one in the future. In its current form it will not be a material consideration, but could constitute as such when published as part of the evidence base for the emerging local plan.

The purpose of this informal site development brief is to clarify what urban design principles would be deemed acceptable on the site, providing informal guidance of the LPAs expectations of how this could be delivered.

The below timeline indicates how the status of the planning brief will evolve as the draft [Enfield Local Plan](#).

- 1 Until the next iteration of the draft Enfield Local Plan is adopted the brief will act as a document that illustrates the LPA's direction of travel;
- 2 The brief will inform the revised draft proposed site allocation in the next iteration of the draft Enfield Local Plan, with the full brief to be published as part of our evidence base. Once the regulation-19 draft plan is published both the draft site allocation and the planning brief (as part of the evidence base) will have 'limited weight' given the stage the draft plan will be at. At this stage the planning brief and associated draft site allocation could constitute 'material consideration' of limited planning weight.
- 3 Once the new Enfield Local Plan is adopted the site allocation will form a policy within the adopted development plan and the planning brief will form part of the evidence base for this. Therefore, at this point the planning brief will constitute a 'material consideration'. The infrastructure requirements will inform an updated borough-wide Infrastructure Delivery Plan to support the plan, which would also be a material consideration once the plan is adopted.
- 4 If required, in the future following adoption of the new Enfield Local Plan the planning brief could be adopted as an SPD if deemed necessary and appropriate;



1. Site extents (Red) NMUH Trust owned land (Blue) - GLA specification



2. Wider context map - IBI Design and Access Statement



3. Former Infirmary of the Edmonton Union Workhouse - front view

Planning History

There are two extant planning consents relevant to the site:

21/03468/FUL

Construction of a 4 level multi storey car park (MSCP) to the north of the site on an existing surface car park comprising up to 452 car parking spaces, to include reconfigured road layout, access, landscaping, disabled parking, and electric car charging points (revised plans received 4.2.22)

S106 - Granted with Conditions - Wed 22 June 2022

This application also illustrated an indicative health and residential masterplan for the whole site.

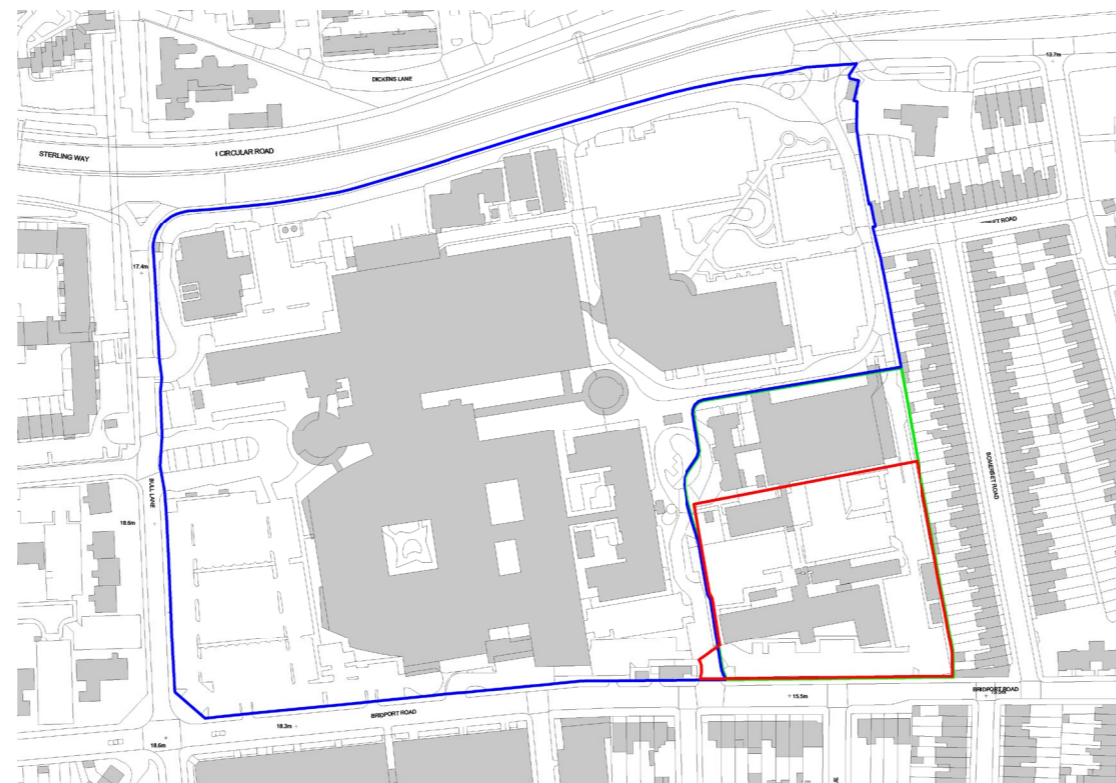
21/03593/FUL

Demolition of three buildings to the south of the site to create a temporary surface car park comprising up to 300 parking spaces (150 replaced spaces and existing 150 surface spaces to be retained) and associated access. | North Middlesex Hospital Sterling Way London N18 1QX

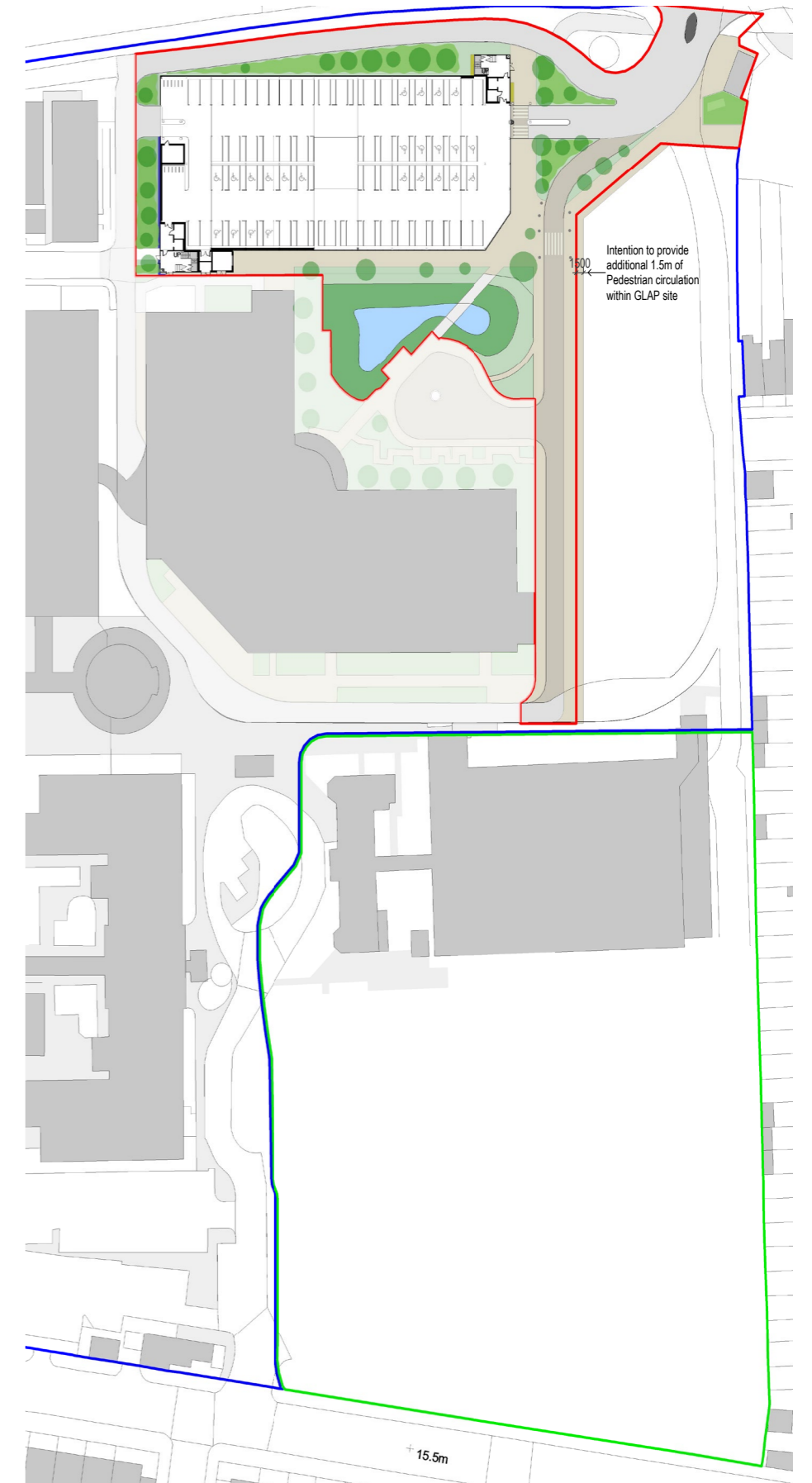
Granted with conditions - Wed 22 June 2022



1. 21/03468/FUL - Extract from DAS - indicative masterplan for the whole site (does not form part of the approved drawings)



2. 21/03593/FUL - Extents of demolition



3. 21/03468/FUL - Extents and approved site layout

Planning Policy

The adopted relevant planning policy for the Edmonton area consists of:

- National Planning Policy Framework (NPPF) (2021)
- The London Plan (2021)
- Enfield Core Strategy (2010)
- Enfield Development Management Document (2014)

Core Strategy (2010)

The Core Strategy (2010) sets out the borough's strategic policies including the areas for growth. However, the Core Strategy was produced some time ago now and as a result the Council is preparing a new Local Plan.

Emerging Policy: Draft Enfield Local Plan

The draft local plan contains a place-based policy for Angel Edmonton (PL4) and a site allocation for the North Middlesex Hospital site (SA18). It also includes a number of thematic policies which will need to be considered once adopted. The timetable for its production is set out in the Council's Local Development Scheme, which is due to be updated in spring 2023. Once adopted the new Local Plan will form the basis for assessing planning applications.

Character of Growth Evidence Base

The emerging local plan's evidence base includes the Character of Growth study identifies areas within which tall buildings might be appropriate.

London Plan policy D9 sets out the pan-London policy position on tall buildings.

Based on local context, Development Plans should define what is considered a tall building for specific localities, the height of which will vary between and within different parts of London but should not be less than 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey. In this case, the London plan definition applies.

The extract below (figure 2) illustrates the evidence base in relation to the wider NMUH site. The next stage of the Character of Growth study will look at sites identified as potentially appropriate for tall buildings in further detail. This will then inform potentially appropriate heights and massing. Emerging thinking on the NMUH site suggests that heights in the overall site area would be appropriate to mark the hospital functions, and should be located away from existing residential uses and heritage asset.

Figure 3 shows how to interpret these areas.

Housing and Economic Land Availability Assessment (HELAA)

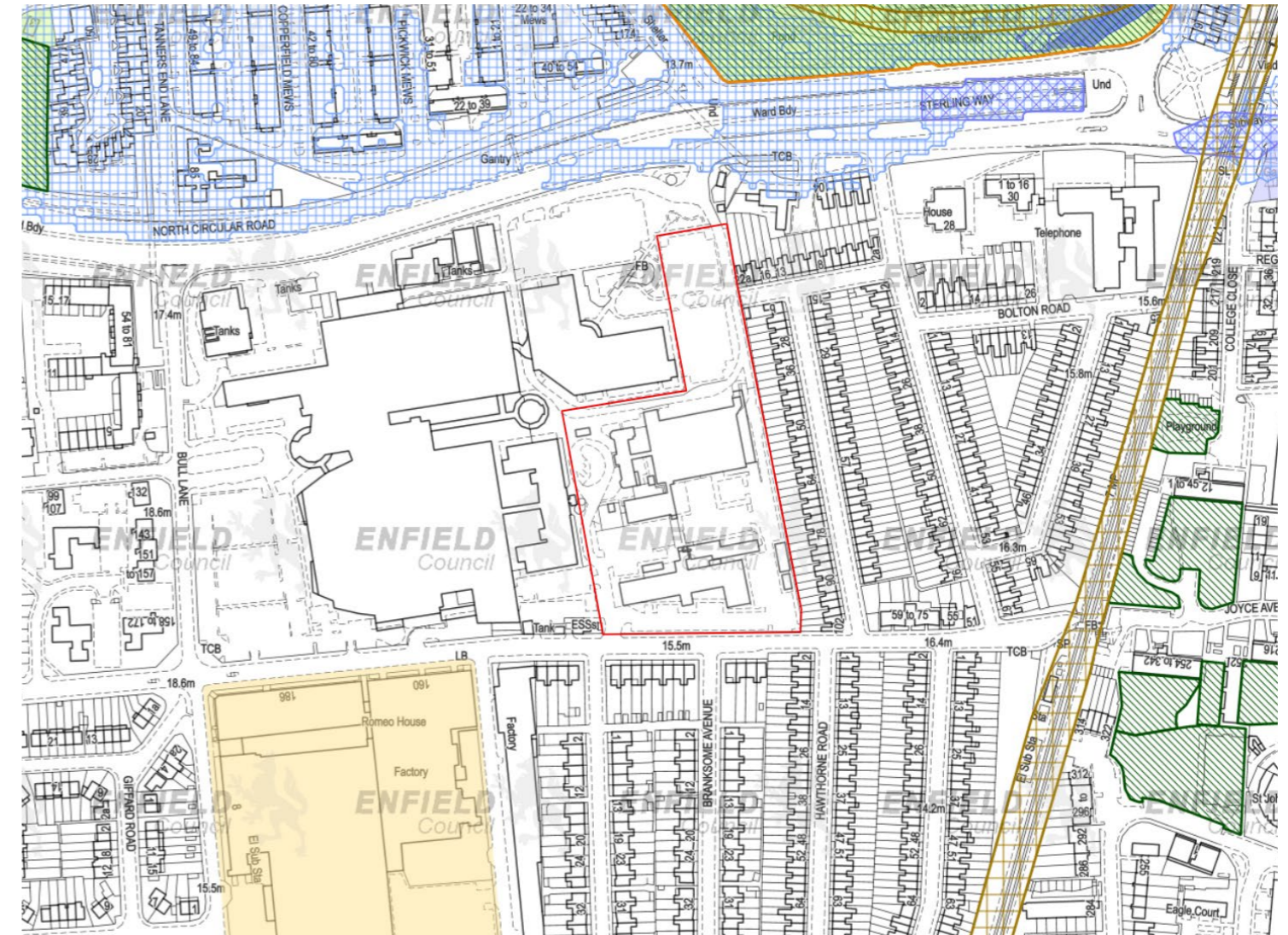
The draft Enfield Local Plan is supported by a HELAA that forms part of its evidence base. The HELAA is updated on an annual basis. The findings of the emerging HELAA for 21/22 indicate that the site could acceptably accommodate an estimated capacity of circa 210 homes together with the required 3000sqm of office floorspace.

This figure is an estimated capacity based on the assumptions and methodology of the HELAA and should be a starting point for development.

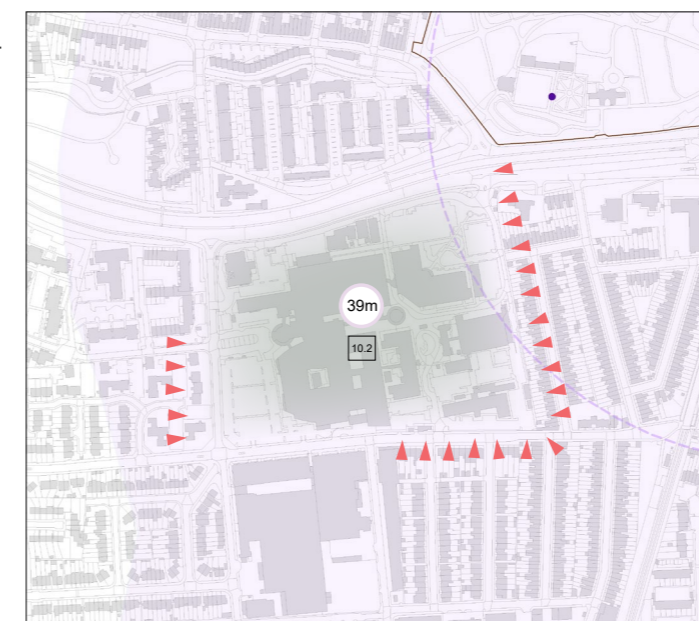
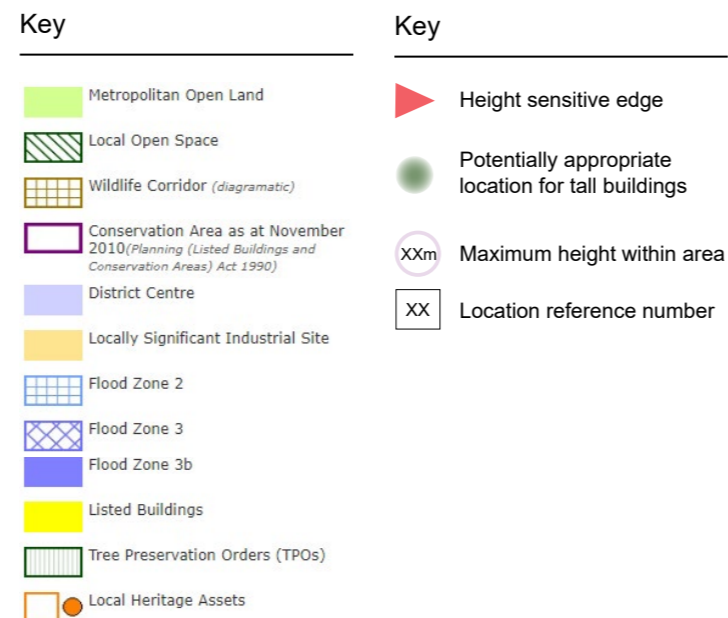
Site Allocations

A site allocation for part of the site has been proposed as part of the Regulation 18 draft plan. This can be found on pp. 337 at the below link. Please note that this is subject to change at Regulation 19 draft plan.

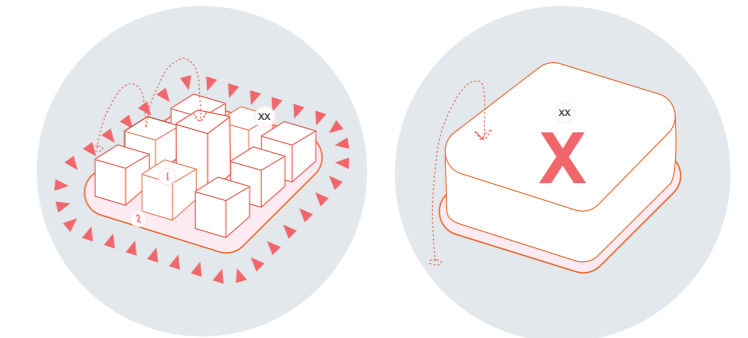
https://www.enfield.gov.uk/_data/assets/pdf_file/0023/12668/ELP-2039-Reg-18-for-consultation-Planning.pdf



1. Policy map extract



2. Reg 18 evidence base - tall building location map



3. Potential interpretation (left), incorrect interpretation (right)

Edmonton Vision

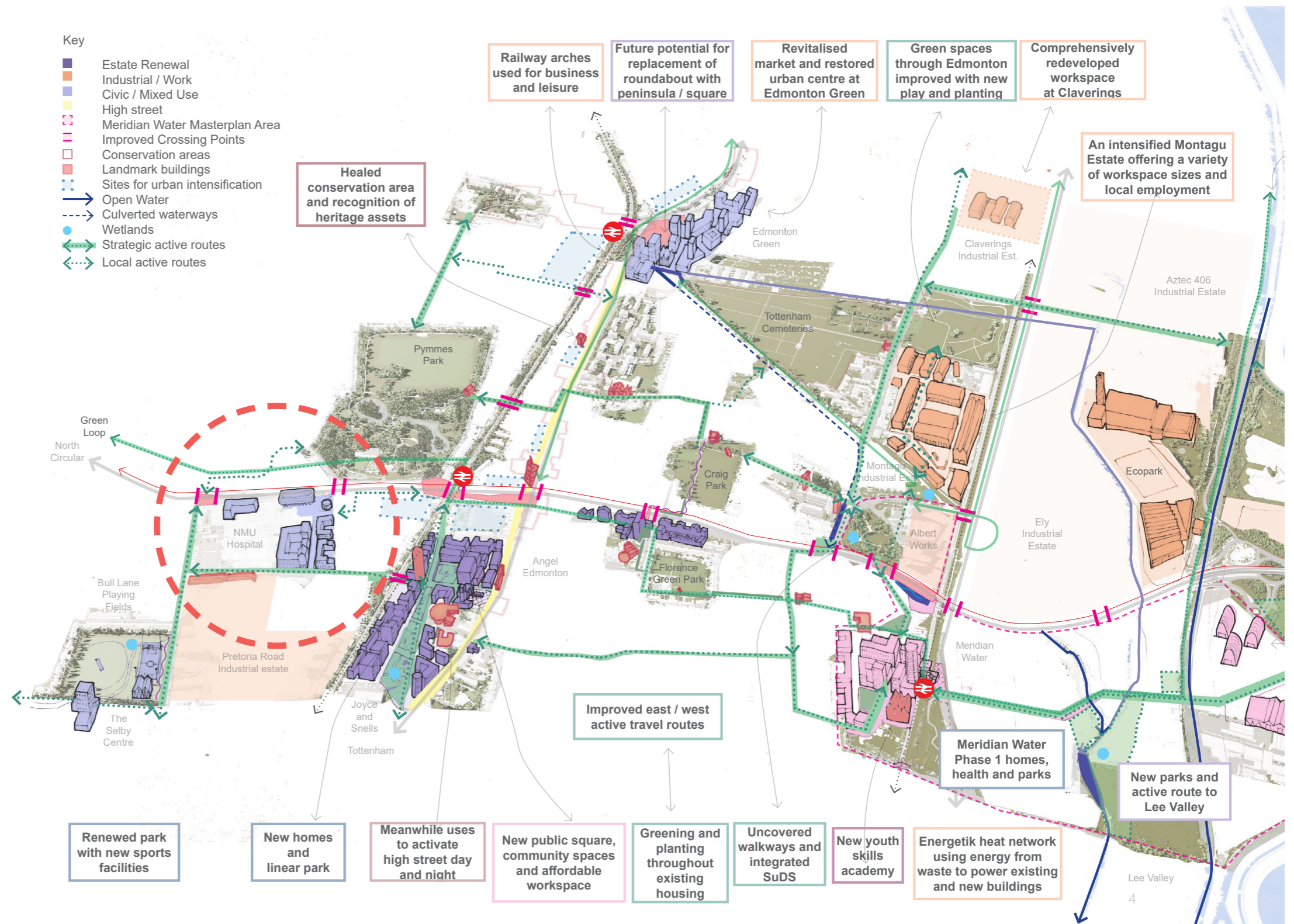
Edmonton is expected to see transformational change come forward in the near future - as significant development and regeneration is planned here. As the area changes the Council wants to capture the benefits of growth to deliver improvements to the local area for the existing community.

The vision for Edmonton sets out the Council's aspirations for how the area will accommodate inclusive growth and indicates how this might be delivered.

At this stage the vision acts as an evidence base document that underpins and informs the area-based planning policies within the new Local Plan relating to the Edmonton area. It informs the relevant emerging Local Plan area-based policies which, once adopted, will be a material consideration in decision-making of planning applications. At this stage the document is a non-statutory planning document, underpinning the emerging Local Plan, but has officer buy-in across the Council.

It will help:

- Create a comprehensive vision for the area
- Coordinate infrastructure delivery
- Assist with guiding decision-making



A Vision for Inclusive Growth

Edmonton will capitalise on its fantastic location with improved public transport services between the local centres and beyond. Active travel will be the primary means of movement along enhanced streets and green links, encouraging residents to lead active and healthy lifestyles. New pedestrian and cyclist connections across the North Circular will enhance connectivity.

The different parks and green space will become more accessible through improved connectivity, and

new pocket parks will be created offering more green space on people's doorsteps. Waterways will offer key connections around the area with walkways that are open to the public. There will be excellent direct and safe access to the Lee Valley Regional Park from all parts of Edmonton.

Workplaces and industry will be at the heart of the community. A more just and equitable economy will create increased and more diverse employment with amenities for workers to develop a stronger character

and identity that will be visible to the surrounding communities.

It will be a place where people can afford to live, providing opportunity for everyone. Large scale developments will catalyse positive change in the area including the transformation of a number of estates into high-quality mixed tenure neighbourhoods.

The Council will work with local people and businesses to ensure they have an active role in positively shaping growth and change in their area.

The areas transformation will be strongly rooted in its existing heritage, reigniting its rich cultural legacy and retaining the most valued aspects of its existing identity.

This interim vision should be broken into deliverable, time dependent portions.

Area Improvement Projects

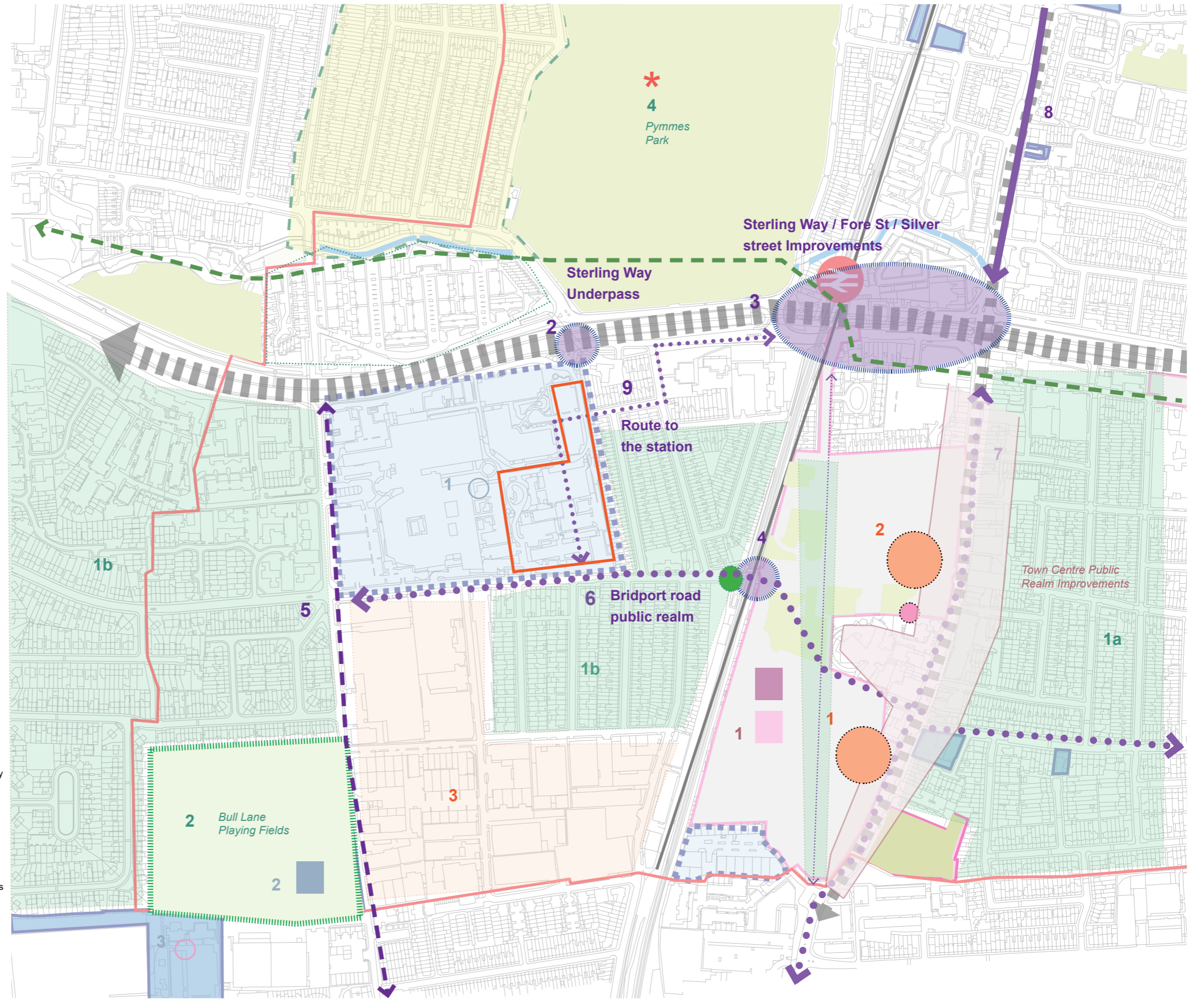
This map is an extract of the project list in Edmonton Vision, which it is anticipated will feed into the update of the Infrastructure Delivery Plan which will support the emerging draft ELP. The below list covers potential projects in the sub area and is intended to provide a framework for discussions around developer contributions (both in kind and contribution based) for projects coming forward in the future.

Project Key

- | | |
|--|--|
| | 1. NMUH hospital Improvements |
| | 2. New Bull Lane sports facilities |
| | 3. New Selby Centre |
| | 1a. Angel Edmonton urban greening |
| | 1b. West Angel Edmonton urban greening |
| | 2. Improved Bull Lane |
| | 2. Sterling Way Underpass |
| | 3. Sterling Way / Fore St / Silver street Improvements |
| | 4. Bridport road pedestrian bridge |
| | 5. Bull Lane cycle way (underway) |
| | 6. Bridport road public realm |
| | 7. Fore Street public realm |
| | 8. Fore Street cycle way (completed) |
| | 9. Route to the station |
| | 1. Angel Yard Workshop |
| | 2. Fore Street Living Room |
| | 3. Pretoria Road Industrial estate |
| | 1. Joyce and Snells Estate Regeneration |
| | 1. Angel Edmonton urban greening |
| | 2. West Angel Edmonton urban greening |
| | 3. Improved Bull Lane Playing Fields |
| | 4. Pymmes Park Improvements * |

Key

- | | | | |
|--|------------------------------------|--|--------------------------------------|
| | North Circular Crossings | | New housing |
| | East West Connections | | Improved or new community facilities |
| | Existing Active Travel Links | | Fore Street Improvements |
| | Future Planned Active Travel Links | | Town Centres and High Streets |
| | Proposed Active Travel Links | | Heritage led improvements |
| | Enfield green loop | | Cultural Infrastructure Focus |
| | Open Space improvements | | Intergenerational Housing |
| | Proposed area of greening | | Public Toilets |
| | Proposed Wetlands /Deculverting | | Skills and Learning |
| | Area of industrial improvements | | Sport and Leisure Facilities |
| | Inclusive Economy opp sites | | Improved Health Facilities |
| | The Site | | |



Area Improvement Precedents

The images beside illustrate best practice examples of how the surrounding infrastructure requirements could be delivered. They are suggestive and indicative only.

* Priority for this site

Project Key

- 1. NMUH hospital Improvements
 - 2. New Bull Lane sports facilities
 - 3. New Selby Centre
-
- 1a. Angel Edmonton urban greening
 - 1b. West Angel Edmonton urban greening
 - 2. Improved Bull Lane
-
- 1. Bull lane underpass
 - 2. Sterling Way Underpass
 - 3. Sterling Way / Fore St / Silver street Improvements
 - 4. Bridport road pedestrian bridge
 - 5. Bull Lane cycle way (underway)
 - 6. Bridport road public realm
 - 7. Fore Street public realm
 - 8. Fore Street cycle way (completed)
 - 9. Route to the station
-
- 1. Angel Yard Workshop
 - 2. Fore Street Living Room
 - 3. Pretoria Road Industrial estate
-
- 1. Joyce and Snells Estate Regeneration
-
- 1. Angel Edmonton urban greening
 - 2. West Angel Edmonton urban greening
 - 3. **Improved Bull Lane Playing Fields**
 - 4. **Pymmes Park Improvements**



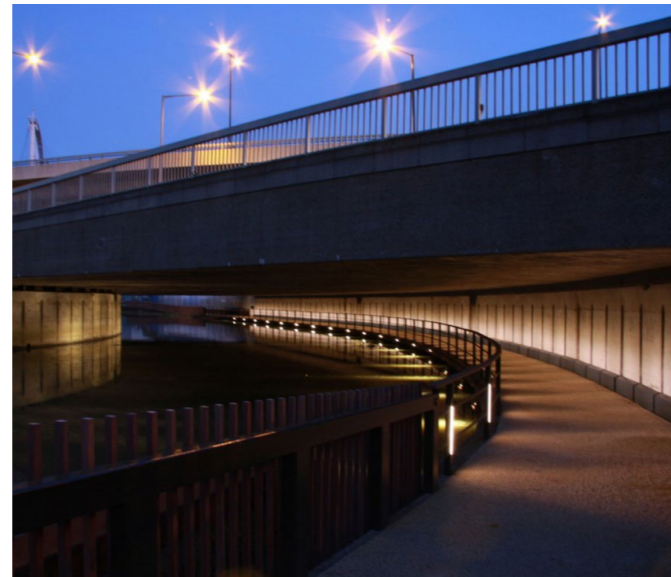
Play on the way route, playground and main thoroughfare linked to new housing development - Kings Crescent estate - muf



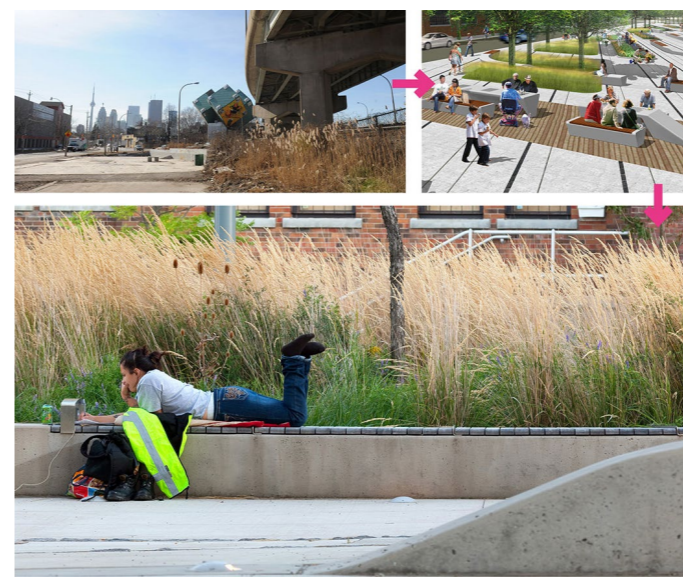
Connecting Colliers Wood - Gort Scott



Firs Farm wetlands, Enfield



Bow underpass - Adams and Sutherland



Vision precedent : Toronto Underpass Park.



Glasgow underpass - 7NArchitects



Bruce Grove public conveniences visualisation - DKCM



Haselbury neighbourhood improvements, Enfield















Site Opportunities / Constraints

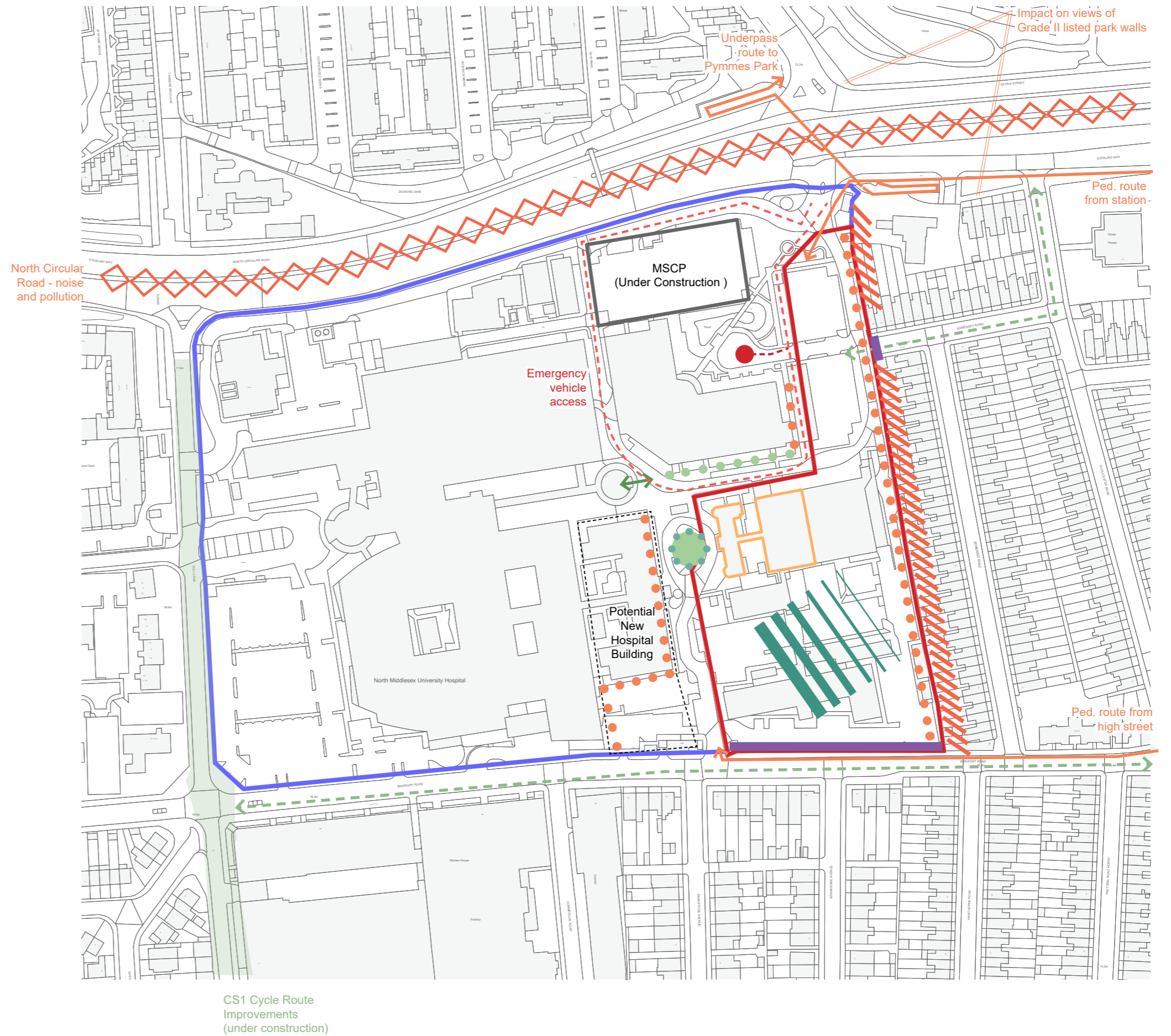
The site is bounded by a number of constraints that development will have to respond to, as well as capitalising on the opportunities the site benefits from. Proposals will also need to respond to existing consents around the site.

Proposed development should respond to these factors in their designs.

This diagram illustrates the initial urban design assessment.

Key

-  Opportunity to connect to existing public realm improvements
-  Opportunity to enhance existing square
-  Opportunity to improve existing route
-  Opportunity to improve setting of hospital entrance
-  Existing landscaping
-  Opportunity to step massing up from terraces
-  Existing service access
-  Undesignated local heritage asset
-  Exposed rear gardens
-  Bad neighbour (North Circular)
-  Existing poor / blank frontage
-  Opportunity to remove barrier to movement (wall)
-  NMUH ownership (hospital site)
-  Site boundary



Aligning with wider area vision

The site is a key location within the wider Angel Edmonton placeshaping area. As such development will be expected to play an important role towards delivering high quality placemaking within this new neighbourhood.

The vision for the broader Angel Edmonton area is set out within the emerging draft Enfield Local Plan which was consulted on in 2021. This in turn was informed by the detailed work on the Edmonton Vision which underpins the placemaking thinking for this area. This site development brief builds on the vision and objectives for Angel Edmonton, drawing out the parts which are specifically relevant to the GLA's NMUH site.

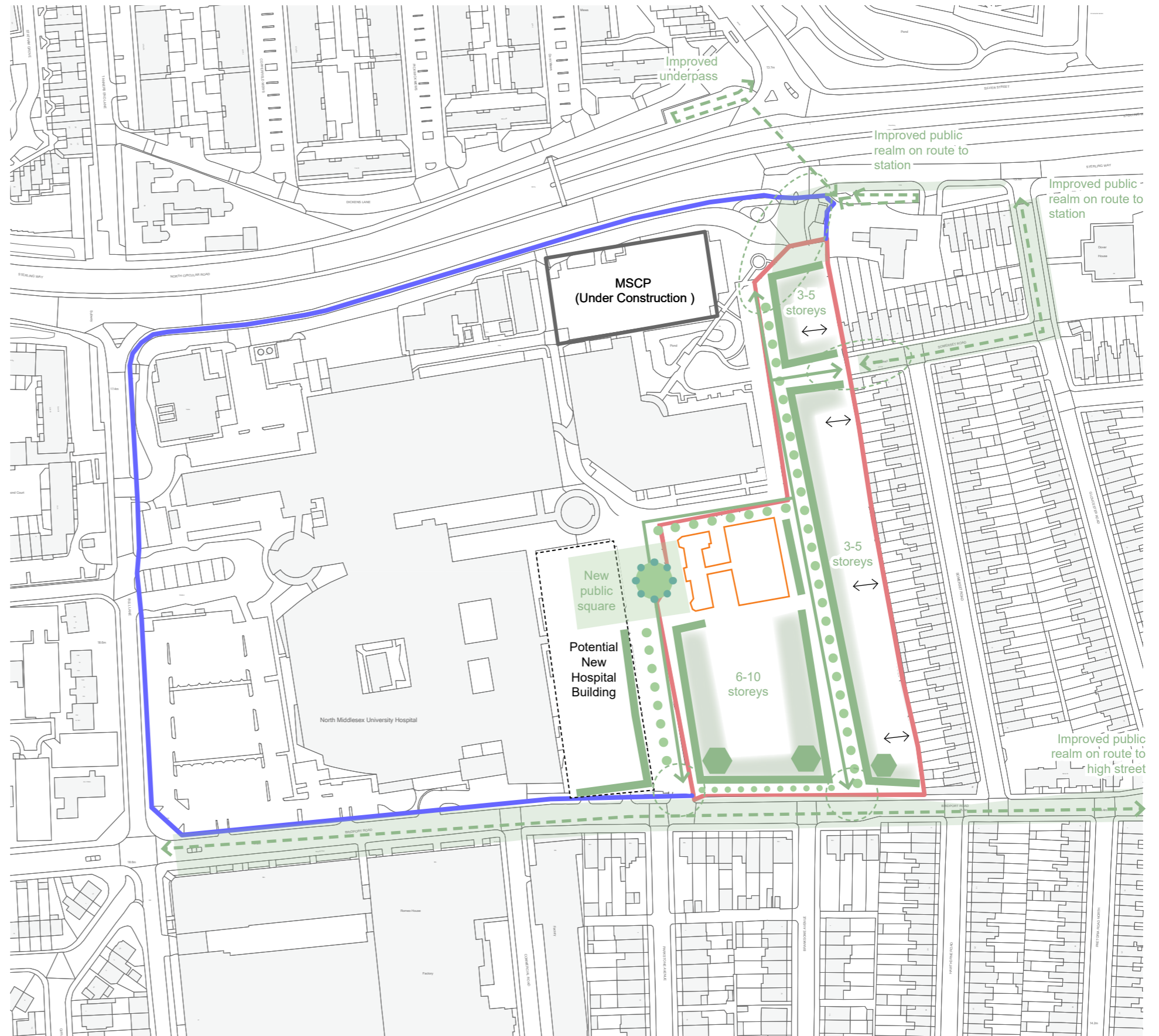
The site will deliver high quality ancillary office space for the hospital together with exemplary medium density new residential development. 50% of the homes will be genuinely affordable. The scheme will be integrated within the wider neighbourhood and hospital site, including public realm enhancements to key routes and connections around it as well as introducing green links through the site itself.

The existing non-designated heritage asset and its setting at the heart of the site will act as a characterful focal point for the hospital site and surrounding neighbourhood. This is achieved by retention and retrofit of the front and its contemporaneous rear element.

It will act as an exemplar of how new development can prioritise the health and well-being of residents and visitors as well as demonstrating how high quality, net zero-carbon homes can be delivered on public land (potentially showcasing how innovative methods of design and construction can be used to support this aim).

Key

- New public realm improvements
- Undesignated local heritage asset
- Potential for new public square
- Entrance gateway (architectural and landscape cues)
- Improved routes
- Potential for massing to pop up on corners to indicate entrance to site
- New routes through site
- Privacy retained / overlooking avoided
- Urban greening including, trees, SuDS
- NMUH ownership (hospital site)
- Site boundary
- Active frontage



Areas outside of redline are for reference only as the emergent context should inform the design response.

Key Development Principles

Proposals for the GLA's NMUH site should adhere to the following development principles to help achieve the vision.

Integrated development

Proposals must take into consideration existing planning consents and guidance for the wider Angel Edmonton area. Proposals for the site must demonstrate how they will complement wider proposals.

Current planning applications relevant to the site which proposals should have regard to are:

- Construction of a 4 level multi storey car park and landscape improvements (21/03468/FUL).

Housing

- As public land, 50% of the homes must be affordable with a policy compliant tenure split as defined by the most recent adopted policy requirements in the development plan

Layout

- The north-eastern corner of the site should act as a key gateway into the hospital site and the wider neighbourhood beyond from Silver Street station. This should be indicated through 'architectural and landscape' cues;
- Built form at the north-eastern corner adjacent to the A406 should create an 'open' entrance into the hospital site to reflect its gateway position, with sufficient space to accommodate anticipated pedestrian movements to and from the station;
- Development should facilitate delivery of a north-south green link through the site from the A406 towards Bridport Street, with generous street widths allowing for street planting and/or landscape features (e.g. SUDS, play on the way);
- Active frontages should assist with animating green links through the site and non-residential active frontages could be used around key places such as a new public square;
- Sufficient privacy should be maintained from the rear of the 2 storey houses to the east – to avoid overlooking and protect amenity of existing residents;
- The building line along Bridport Street should enable sufficient room for adequate defensible space (typically a minimum of 1.5m for residential uses);
- Development should maximise dual aspect to all residential dwellings.

Form Massing and Character

- In the first instance, bidders should consider if all or part of the existing non-designated heritage asset can be incorporated into the development to retain its setting at

the heart of the site, acting as a characterful focal point for the hospital site and surrounding neighbourhood. This could, for example, be achieved by retention and retrofit of the front of the building'.

- As part of a meaningful pre application process, the council expects early engagement with the heritage and design team to establish the viability of retention and retrofit of the heritage asset.
- The site could accommodate a range of heights up to 33m (i.e. 9-10 storeys). Heights should be located away from existing residential dwellings. They could be located as accents at corners of blocks.
- Variation in height is encouraged to avoid a monolithic development. This could be accommodated on the corners of new blocks to mark entrances.
- Lower rise typologies may be appropriate along the eastern edge of the site adjacent to the terraced houses on Somerset Road.

Improving Connectivity and Permeability

- Development must integrate with the wider neighbourhood and hospital site, by contributing to and public realm enhancements to key routes and connections around it as well as delivering green links through the site itself.
- Development should contribute to crossing improvements from Silver Street station across the A406.
- The boundary walls which act as an impediment to movement along Bridport Street and the end of Somerset road should be removed and replaced with a permeable boundary treatment.
- Development should ensure that the movement network prioritises pedestrian and cyclist movement thereby promoting active travel and use in the first instance, followed by the public transport user, subject to ensuring that sufficient servicing and emergency vehicle access can be provided. Reliance on private vehicle and car parking provision should be minimised.

Green Infrastructure & Public Realm

- Development should integrate the landscaped area in front of the existing non-designated heritage asset, as a focal point for the hospital site and surrounding neighbourhood, potentially expanding this with public realm to create an enhanced square with public access. A new square could form part of the new green link through the site. The council welcomes alternative proposals but believes a civic element should form the heart of the site.
- Proposals must achieve biodiversity net gain on the site;
- Design must be used to minimise noise and air pollution impacts from the A406, including through sensitive and effective landscape design and building placement. Design proposals must demonstrate how they

minimise the impacts of the harsh vehicle dominated environments from the A406.

- Proposals should explore integrating tree planting to contribute to urban greening to soften the connection along Bridport Street.

Children's Play

- Public realm provision should encourage play and interaction, providing different activities for children and young people.
- Development will be expected to provide policy compliant levels of play provision, to help create a desirable and liveable neighbourhood for families.

Microclimate

- Development proposals should deliver a comfortable microclimate (including wind, sunlight, daylight and overshadowing of the public realm).
- Public spaces should be located, designed and orientated to achieve excellent levels of daylight and sunlight throughout whilst offering sufficient shading for summer months.

Sustainability & Well-being

- The office component should achieve BREEAM 'excellent' with an aim of meeting 'outstanding'. The shell for fit out by the NHS trust should be designed to allow the above standards to be achieved.
- Development should act as an exemplar demonstrating how it prioritises the health and well-being of residents and visitors. For the office component this could include aiming for achievement of a WELL certification;
- Development should aim to incorporate a connection to the district energy heat network.
- Development should deliver high quality, net zero-carbon homes (potentially showcasing how innovative methods of design and construction can be used to support this aim).

Infrastructure Requirements

Development proposals will be expected to deliver or contribute to a range of infrastructure including transport, public realm, green & blue infrastructure, community, health, education, utilities etc. to help achieve the site vision. The table below sets out the infrastructure contributions/requirements on or near the site and

is intended to act as a framework for discussions on developer contributions. It is based on evidence available at the time of production and may not be exhaustive as further evidence is produced. Infrastructure requirements will be site-specific, but developers should also refer to the requirements set out in the Section 106 Supplementary

Planning Document which includes further detail on calculating contributions for particular requirements.

The Council will welcome working positive and collaborative working with the landowner/ occupier to ensure a co-ordinated approach to development and

delivery of infrastructure in the wider area. A number of funding streams will be utilised to help deliver infrastructure, including Government and GLA funding bids, Community Infrastructure Levy (CIL) and S106 Planning Obligations.

Infrastructure Contributions/Requirement	S106 full / apportioned?	Delivery lead	Partners & stakeholders
Transport			
Contribution to bus stops / diversions Contribution towards enhancements including, for example new bus stops, including any required diversions or enhanced capacity/frequency to be agreed with TfL.	S106 Apportioned contribution	TfL	TfL
Contribution to crossing improvements around Silver Street Station	S106 Apportioned contribution	Developers / land-owners	TfL
Improvements to Sterling Way Underpass The site should contribute to enhancements at the Sterling Way underpass beneath the A406, including improved signage, lighting, and public realm/landscaping.	S106 Apportioned contribution	Developers / land-owners	LBE, TfL
Improvements to Bull Lane Underpass The site should contribute to enhancements at the Bull Lane underpass beneath the A406, including improved signage, lighting, and public realm/landscaping.	S106 Apportioned contribution	Developers / land-owners	LBE, TfL
Blue and Green Infrastructure			
North-south green link Development should facilitate delivery of a north-south green link through the site from the A406 towards Bridport Street,	S106 Delivered on site	Developer	LBE, Natural England, Environment Agency, CRT
Silver Street Station Public Realm works Public realm improvements around Silver Street Station	S106 Apportioned contribution	Developer	LBE, Natural England, Environment Agency, CRT
Pymmes Park The site should contribute to enhancements of Pymmes Park	S106 Apportioned contribution	LBE	LBE
Utilities			
Connection to District Heat Network Developers will be obliged to collaborate and ensure schemes are connected to the district heating network, agreeing to a nil on-site heat generation policy.	S106 Delivered on site	Developer	Energetik
Non-potable water solution Contribution to any future area wide network	S106 Apportioned contribution	Thames Water	LBE
Installation of on-site solutions including rainwater harvesting and greywater recycling	S106 Delivered on site	Developer	LBE

Appendix A: Key Views of Site



Somerset Road



Bridport Road - Site approach from Angel Edmonton



Former Infirmary of the Edmonton Union Workhouse - southern view



View from southern access point



New MSCP and access road from North Circular



Former Infirmary of the Edmonton Union Workhouse - front view