

 <b>Reigate &amp; Banstead</b> <b>BOROUGH COUNCIL</b> Banstead   Horley   Redhill   Reigate	<b>TO:</b>	PLANNING COMMITTEE
	<b>DATE:</b>	28 October 2020
	<b>REPORT OF:</b>	HEAD OF PLANNING
	<b>AUTHOR:</b>	Clare Chappell
	<b>TELEPHONE:</b>	01737 276004
	<b>EMAIL:</b>	Clare.Chappell@reigate-banstead.gov.uk
<b>AGENDA ITEM:</b>	10	<b>WARD:</b> Earlswood and Whitebushes

<b>APPLICATION NUMBER:</b>	20/01008/F	<b>VALID:</b>	01.06.2020
<b>APPLICANT:</b>	Surrey and Sussex Healthcare NHS Trust c/o Ameresco	<b>AGENT:</b>	Vail Williams
<b>LOCATION:</b>	<b>EAST SURREY HOSPITAL CANADA AVENUE REDHILL SURREY RH1 5RH</b>		
<b>DESCRIPTION:</b>	<b>Demolition of an existing building enclosure and construction of a replacement two storey building and enclosure to house the new energy facilities and facilitate the relocation of ground floor storage/office to first floor. The energy facilities will include the removal of existing steam boilers and installation of 2x 3,000kg/h steam boiler, the installation of a new CHP plant comprising 1.5 MWe natural gas plant and 1x 2400kg/h composite boiler, the installation of 2x standby oil tanks and a new Transformer Enclosure and associated works. As amended on 27/08/2020 and on 11/09/2020.</b>		
<b>All plans in this report have been reproduced, are not to scale, and are for illustrative purposes only. The original plans should be viewed/referenced for detail.</b>			

## SUMMARY

This is a Full planning application for a new energy facility to provide heat and power to the East Surrey Hospital site. The energy facility would be a natural gas fuelled 'combined heat and power' (CHP) system which generates electricity and heat simultaneously. The facility would comprise part two storey and part single storey buildings and enclosures with associated plant and chimneys. The first-floor part of the new building would contain some office space associated with the adjoining estates and facilities building.

The NHS Trust are requiring the upgrade of their heat and power facilities; firstly, to meet energy efficiency and carbon reduction targets in line with legislation and NHS England; and secondly, to replace existing boilers which have exceeded their life expectancy. It is understood that the proposed onsite electricity generation would also address a vulnerability with the current electricity supply.

The application site comprises a relatively small area located to the south side of Canada Avenue (the main road into the hospital) about 220m from the main entrance. Currently, the site comprises a collection of single storey buildings and enclosures with various ancillary and service functions connected to the estates and facilities building. There is a service road off Canada Avenue that passes to the south side of the site and the surrounding buildings and yard areas have a utilitarian appearance.

The proposed development with its functional forms and tall chimneys would not be an attractive building, however, tall chimneys are found at most large hospitals and the need for tall chimneys for air dispersion is recognised. Given the constraints of finding a suitable location for retrofitting such a facility and given the context of the site, close to other service and more ancillary areas of the hospital, the appearance of the development is considered acceptable.

The Council's noise consultant is satisfied that the noise from the development can be mitigated and that there would be no adverse noise impact on nearby residential, hospital ward and commercial receptors. A set of conditions are recommended to control the design, implementation and validation in respect to noise.

The Council's Air Quality Officer is satisfied that the energy facility would be acceptable from an air quality viewpoint.

The proposed development would have no impact on the public highway or parking provision at the hospital site.

The proposed development would provide a more resilient and efficient energy supply for the hospital and would make a welcome contribution to national targets to reduce carbon emissions.

## **RECOMMENDATION(S)**

Planning permission is GRANTED subject to conditions.

## **Consultations:**

Highway Authority: no objection and no highway requirements.

The Reigate Society: no response.

RBBC's noise advisor, Regulatory Support Services: Suitable noise information has been submitted to be satisfied that the noise from the development can be mitigated and that there would be no adverse noise impact on nearby receptors. A set of conditions recommended to control the design, implementation and validation in respect to noise.

Environmental Health, RBBC: No objection, air quality assessment reviewed and considered acceptable. Informative to be added to caution that if stack height lowered, remodelling and consent from the LPA would be necessary.

## **Representations:**

No letters were sent because there are no immediate neighbours to the hospital site. A site notice was posted on 9 September 2020. No representations have been received.

## **1.0 Site and Character Appraisal**

1.1 The application site comprises a relatively small area of the Surrey and Sussex Healthcare NHS Trust East Surrey Hospital site. The application site is located to the south side of Canada Avenue (the main road into the hospital) about 220m from the main entrance. Currently, the site comprises a collection of single storey buildings, two large diesel tanks (back-up fuel) and some uncovered storage areas enclosed by a brick wall. The single storey buildings contain plant, storerooms and a workshop which connects into the adjacent two-storey building with the light red cladding at first floor. The existing appearance is unremarkable, with largely dark brick walls and is indicative of use by the estates and facilities activities. There is a service road off Canada Avenue that passes to the south side of the site and the surrounding buildings and yard areas also have a utilitarian appearance. The existing boiler house and chimney is 50 metres to the south of the application site. The site is relatively flat. There are no trees in the vicinity of the site.

## **2.0 Added Value**

2.1 Improvements secured at the pre-application stage: The opportunity did not arise because the applicant did not approach the Local Planning Authority before submitting the application.

2.2 Improvements secured during the course of the application: A noise assessment has been requested and submitted. Further information was provided on the particulate levels from the system running on back-up fuel oil to ensure air quality levels were not adversely affected. The cladding colours have been adjusted. More details on materials and finishes have been submitted.

2.3 Further improvements to be secured through conditions or legal agreement:

- Materials
- Noise (4 parts)

### 3.0 Relevant Planning and Enforcement History

Significant number of applications across the hospital site - no recent applications relating to this part of the hospital site.

### 4.0 Proposal and Design Approach

4.1 The proposal is for a new energy facility building with associated plant to supply heat and power to the hospital site.

4.2 The applicant has submitted a design and access statement. A design and access statement should illustrate the process that has led to the development proposal, and justify the proposal in a structured way, by demonstrating the steps taken to appraise the context of the proposed development. It expects applicants to follow a four-stage design process comprising:

Assessment;  
Involvement;  
Evaluation; and  
Design.

4.3 Evidence of the applicant's design approach is set out below:

Assessment	<p>The statement submitted with the application is thorough in describing the context of the development. The statement describes that the Surrey and Sussex Healthcare (SASH) NHS Trust are requiring the upgrade of their heat and power facilities for two main reasons; firstly to meet energy efficiency and carbon reduction targets in line with legislation and NHS England; and secondly to replace existing boilers which have exceeded their life expectancy. There is also vulnerability with the electricity supply from UK Power Networks; if one of the two supply legs should fail, the remaining single supply leg is insufficient to support the whole site and power has to come from standby generators.</p> <p>The solution proposed is a 'combined heat and power' (CHP) system; it generates electricity and heat simultaneously. The CHP would be gas powered. CHP systems are considered to be efficient because they make use of the heat which would otherwise be wasted when generating electrical or mechanical power.</p>
Involvement	<p>The applicant has not sought any advice from the planning department prior to submitting the application.</p>
Evaluation	<p>The design statement demonstrates that other alternative sites for</p>

	<p>the development were considered:</p> <p>Inside the existing boiler house was discounted due to lack of space and ventilation. Also, the existing boiler house needs to remain in operation until the new CHP is fully operational.</p> <p>The grassed area opposite the east entrance of the hospital was also considered but this was discounted due to the excessive pipe runs required, the proximity to electrical transmission lines and the visual impact on the more public area.</p>
Design	<p>The application site is described as being the optimal location because it is already used for fuel storage tanks and other service activities and so it is not losing valuable clinical space. There are existing access roads and the adjacent buildings are occupied by support services and are not sensitive clinical or ward areas.</p> <p>The façade of the building has been designed to be similar to the adjoining estates building with brickwork finish on the ground floor front elevation and cladding at first floor. The pent roof form has been chosen so the chimneys can be mounted at the rear to reduce their prominence as far as possible.</p>

4.4 Further details of the development are as follows:

Site area	0.032 hectares (the wider hospital site under policy RED9 is 26 hectares)
Existing use	Hospital (C2 use class)
Proposed use	Hospital (C2 use class)
Proposed parking spaces	none
DMP parking standard	not applicable

**5.0 Policy Context**

5.1 Designation

East Surrey Hospital outside of the Metropolitan Green Belt

5.2 Reigate and Banstead Core Strategy

CS1 (Sustainable Development)  
CS2 (Valued Landscapes and the Natural Environment)  
CS10 (Sustainable Development)  
CS11 (Sustainable Construction)  
CS12 (Infrastructure Delivery)

5.3 Reigate and Banstead Development Management Plan

DES1 (Design of New development)  
DES9 (Pollution and Contaminated Land)

TAP1 (Access, Parking and Servicing)  
CCF1 (Climate Change Mitigation)  
RED9 (East Surrey Hospital)

#### 5.4 Other Material Considerations

National Planning Policy Framework  
National Planning Practice Guidance  
Supplementary Planning Guidance  
Other

Human Rights Act 1998

### 6.0 **Assessment**

6.1 The application site is situated within the East Surrey Hospital 'RED9' policy area in the DMP which removed the site from the Metropolitan Green Belt designation to allow the hospital to expand to cope with increasing demand. The requirements of policy RED9 are more relevant to potential larger scale developments at the hospital which would necessitate, for example, a masterplan. In this case, the proposed energy facility is a renewal of existing ancillary services on a relatively small, brownfield part of the site and hence, many of the requirements of RED9 are not relevant to this scheme. Therefore, the principal of the proposed energy facility is not considered to conflict with the criteria of policy RED9.

6.2 The main issues to consider are:

- Design and effect on the character of the area
- Environmental matters
- Highways matters

#### Design and effect on the character of the area

6.3 The proposed energy facility would increase the amount of built form on the site by introducing a significantly taller two storey element with chimneys to the rear. The ridge of the two-storey element would draw level with the ridge of the adjacent facilities building, however, its front eaves would be higher than the adjacent eaves, which would add to the impression of height. The shallow roof finished in profiled metal cladding would not be dissimilar to the surrounding roof forms.

6.4 The four chimneys from the new boilers would be 17.0m tall and undoubtedly quite prominent in wider views of the hospital site. It is acknowledged that the chimneys have been positioned on the rear side of the building and disguised partly by the first floor and roof of the new building.

6.5 The chiller units and ducting associated with the CHP unit would be partly hidden by perforated metal screening panels in a similar grey colour to the cladding of the upper parts of the new buildings. There would also be two flues projecting from the

CHP unit which presumably need to be exposed due to their air exhaust and intake functions.

- 6.6 On the front, roadside elevation the dark brickwork shall be retained and extended to the height of the brickwork on the adjacent facilities building. This will help the development assimilate with the backdrop of the rest of the dark brick hospital buildings and sit more comfortably with the attached facilities building.
- 6.7 The cladding is to be dark grey for the upper walls and light grey for the pent roof. Grey is considered to be the best option for receding into the sky and the patchwork of grey roofs on the rest of the hospital site. Grey was considered preferable to matching the light pinkish-red of the adjacent facilities building or using a bright red (like the A&E entrance). When stood in Royal Earlswood grounds, the pinkish-red and the bright red draw the eye, and in the case of the proposed building, drawing attention to it was not considered appropriate.
- 6.8 The schedule of materials and photographs of similar installations at other hospital sites provides enough confidence on the overall appearance. This will be controlled through a compliance condition which will also ensure the matching brickwork.
- 6.9 In summary, the proposed development would have a utilitarian appearance and the cluster of tall chimneys would look quite industrial. Its location on the main road into the hospital site, visible to all visitors is somewhat unfortunate, however, tall chimneys are found at most large hospitals and their essential function for air dispersion at height is recognised. The applicant has demonstrated that they have reviewed other options for siting the energy facility and that the proposed site is the most suitable given the constraints of retrofitting. The context of the site, close to other service and more ancillary areas of the hospital would mean that the new building and plant would not look out of place. It is therefore concluded that the proposed development would be acceptable in terms of its design and impact upon the character of the wider area, and complies with policies DES1 and RED9.

### Environmental Matters

- 6.10 On submission, the application was not supported by any form of noise assessment. This has since been provided following discussions with the Council's noise consultant, Regulatory Support Services.
- 6.11 The final comments from the Council's noise consultant are summarised as follows:

*“Recommendation: Suitable noise information has now been submitted and a noise condition can be provided for the development and we are satisfied that it will be suitably mitigated and reduced to ensure that there is no material adverse noise impact on the nearby residential receptors.  
However, there is some consideration required as to the final details and the level of mitigation and the final target to be applied.”*

*“Conclusion: Based on the submitted noise calculations the target the noise rating level at the boundary of the hospital is predicted to be below background level and therefore it is considered that policy requirements will be met if the proposed target*

*is complied with in accordance with the BS4142 rating method i.e. the impact will be mitigated and reduced to a minimum.*

*Protection of the hospital wards is also provided through this noise target although some additional mitigation may be required to protect office spaces this can be dealt with by localised on site screening or additional mitigation that can be designed into the scheme as part of the detailed submissions that will be required to comply with the conditions.”*

- 6.12 A set of conditions are recommended for the applicant to follow a step-by-step process of designing, proposing a scheme to validate and verify the design, confirming that the installation has been carried out as per the design, and then a noise assessment once operational to demonstrate the noise targets have been achieved. In the case of failing to meet the targets, the condition will then secure mitigation measures.
- 6.13 The Council's Air Quality Officer has reviewed the submitted Air Quality Assessment and addendum and is satisfied that the energy facility (when running normally and when running on fuel oil in case of interruption to the gas supply) would be acceptable from an air quality viewpoint. No conditions are considered necessary.
- 6.14 In summary, it is demonstrated that the proposed development would not result in a significant adverse impact on the local environment in terms of noise or air pollution. The proposal thereby complies with policy DES9.

#### Highways Matters

- 6.15 The County Highway Authority has undertaken an assessment in terms of the likely net additional traffic generation, access arrangements and parking provision and are satisfied that the application would not have a material impact on the safety and operation of the adjoining public highway. The County Highway Authority therefore has no highway requirements.
- 6.16 The proposed scheme would not have a material impact on vehicle parking at the hospital site. The development, although providing some new office space at first floor, would also result in loss of existing workshop space at ground floor, and so I do not consider that the net result would generate additional parking demand e.g. from staff.
- 6.17 There is a small existing motorbike parking area located next to the proposed transformer. This will be temporarily relocated into the main car park but reinstated following the construction.
- 6.18 The site is 220m from the main road entrance to the hospital and Canada Avenue is a private road. Therefore, construction transport management would be for the hospital to control.
- 6.19 In summary, the proposed scheme would be acceptable from a highway safety viewpoint and complies with policy TAP1.

## CONDITIONS

1. The development hereby permitted shall be carried out in accordance with the following approved plans:

Plan type	Reference	Version	Date Received
Block Plan	C-2019-804-PM-DRW-0004	0	21.05.2020
Roof Plan	C-2019-804-ME-DWG-0003	0	21.05.2020
Floor Plan	C-2019-804-ME-DWG-0002	0	21.05.2020
Floor Plan	C-2019-804-ME-DWG-0001	0	21.05.2020
Location Plan	C-2019-804-PM-DRW-0003	0	21.05.2020
Elevation Plan	C-2019-804-PL-DWG-0001	1	06.10.2020
Elevation Plan	C-2019-804-PL-DWG-0002	1	06.10.2020

Reason: To define the permission and ensure the development is carried out in accord with the approved plans and in accordance with National Planning Practice Guidance.

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

Reason: To comply with Section 91(1) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.

3. The materials to be used in the construction of the external surfaces of the development must be as specified within the application or as approved in writing by the Local Planning Authority.

Reason: To ensure that the development hereby permitted is only constructed using the appropriate external facing materials or suitable alternatives in the interest of the visual amenities of the area with regard to Reigate and Banstead Development Management Plan 2019 policy DES1.

4. No development shall commence until a tabulated scheme of equipment and supporting drawings of all internal and external plant, equipment and trunking, is submitted to and approved in writing by the local planning authority. The scheme shall be designed in accordance with the principles and supporting calculations specified in the AF acoustics report dated 11th September 2020. The scheme shall demonstrate performance in accordance with the principles of BS 4142: 2014 (or subsequent superseding equivalent) and other relevant standards, and shall include details of attenuation measures to ensure the cumulative rating level of noise emitted from the proposed plant, machinery or equipment is 5dBA less than background at the most sensitive residential receptors for both day and night metrics. All equipment, including internal and external plant shall be installed in accordance with the approved details.

Reason: To ensure that the development does not affect the amenity for nearby residential and commercial occupants by way of noise nuisance or disturbance with regard to Reigate and Banstead Development Management Plan 2019 policy DES9.

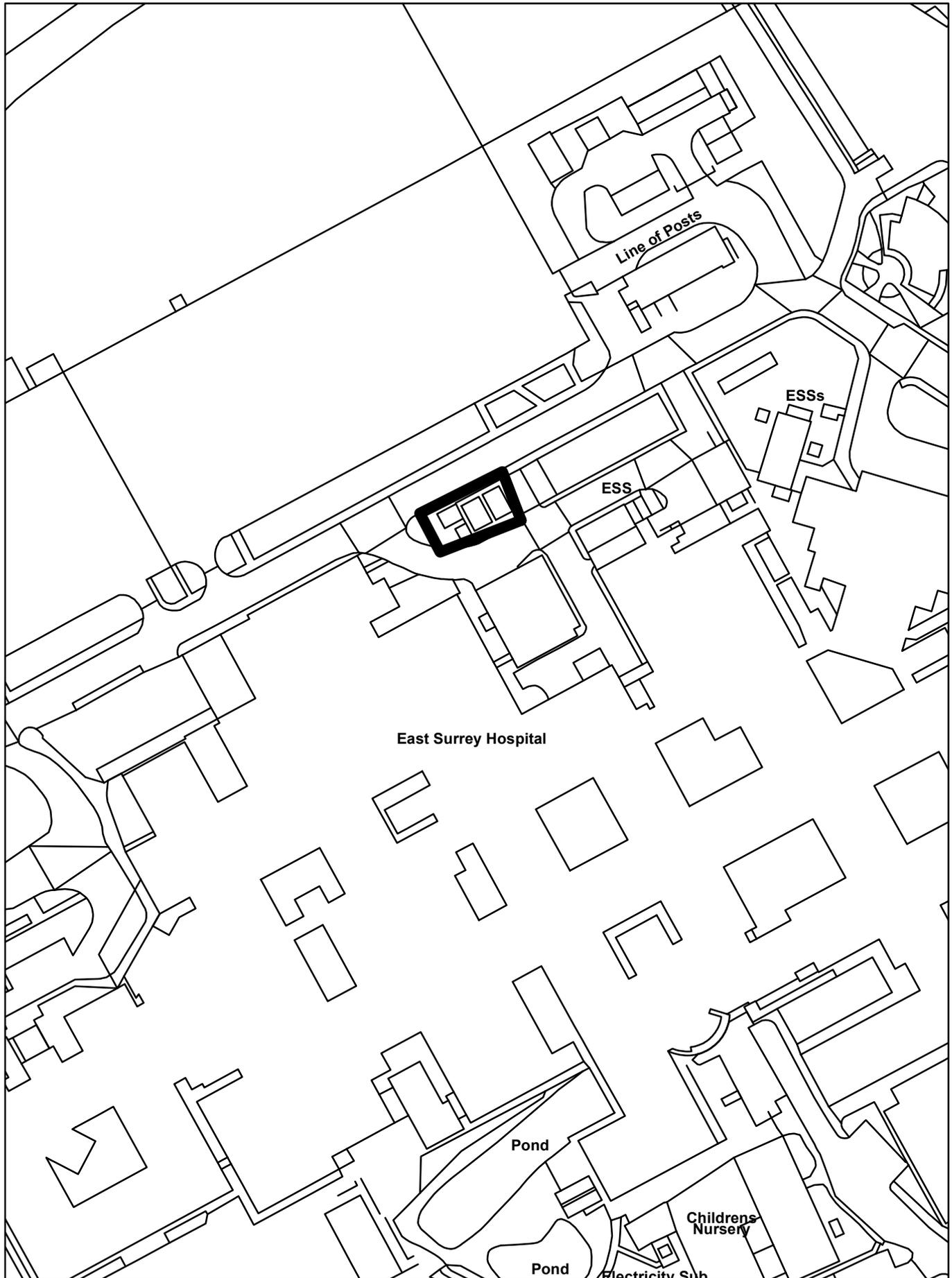
5. No development shall commence above ground level (excluding demolition and site clearance) until a scheme of verification and validation to demonstrate that all equipment will be installed in accordance with the agreed scheme in condition no.1 above is submitted to and approved in writing by the Local Planning Authority.  
Reason: To ensure that the development does not affect the amenity for nearby residential and commercial occupants by way of noise nuisance or disturbance with regard to Reigate and Banstead Development Management Plan 2019 policy DES9.
6. Prior to the commissioning of the plant and the commencement of operation, a statement of conformity from the main contractor or his appointed consultant (to show the plant has been installed in accordance with the approved scheme in condition no.1 above) shall be submitted to and approved in writing by the local planning authority.  
Reason: To ensure that the development does not affect the amenity for nearby residential and commercial occupants by way of noise nuisance or disturbance with regard to Reigate and Banstead Development Management Plan 2019 policy DES9.
7. Within three months of commissioning the plant and the commencement of operation a post-construction noise assessment based on the scheme of verification and validation approved in condition no.2 above shall be submitted to and approved in writing by the local planning authority. The post-construction noise assessment shall be carried out to confirm compliance with BS 4142: 2014 (or subsequent superseding equivalent) and other relevant standards, to ensure the cumulative rating level of noise emitted from the proposed plant, machinery or equipment is 5dBA less than background at the most sensitive residential receptors and that the nearest onsite commercial receptors are suitably protected from adverse noise impacts in accordance with BS8233. If adverse noise impacts are identified, a scheme of mitigation shall also be submitted to and approved in writing by the Local Planning authority with the post-construction noise assessment and all mitigation measures to be implemented and validated within 6 months of commencement of operation. The approved measures shall be permanently retained and maintained in working order for the duration of the use and operation of the development. All measures shall be designed and implemented by a suitably qualified person and shall be retained in accordance with manufacturers recommendations for the duration of the use hereby permitted.  
  
Reason: To ensure that the development does not affect the amenity for nearby residential and commercial occupants by way of noise nuisance or disturbance with regard to Reigate and Banstead Development Management Plan 2019 policy DES9.

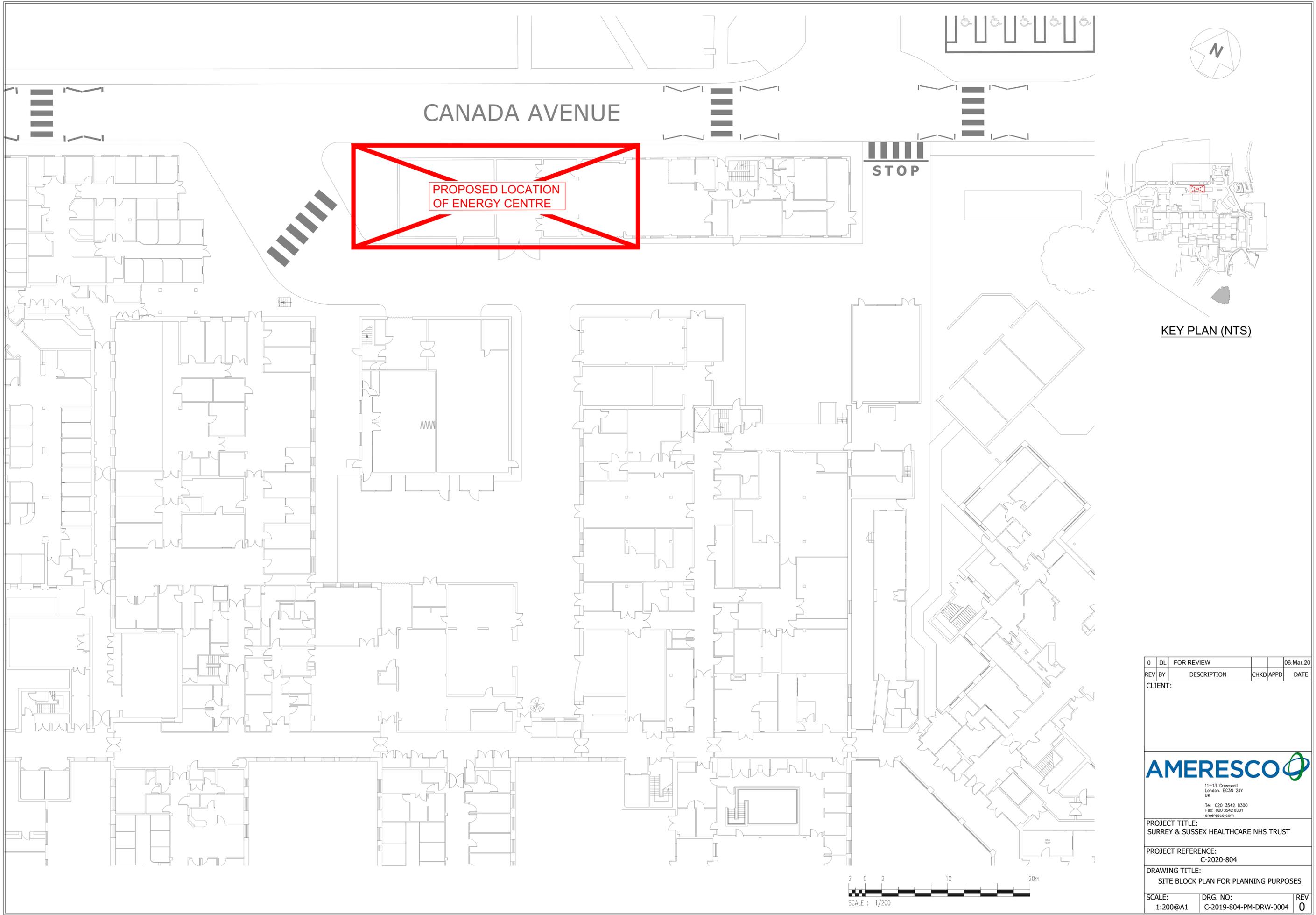
## **INFORMATIVES**

1. If following detailed design, the stack heights are proposed to be lowered, remodelling for air quality purposes and consent from the Local Planning Authority would be necessary.

- 
2. In conjunction with the noise conditions above, the applicant is reminded that their consultant's initial assessment of the noise impacts is based on a previous noise survey which was carried out within a hospital courtyard and was influenced to some degree by onsite plant noise.

# 20/01008/F - East Surrey Hospital, Canada Avenue, Redhill





CANADA AVENUE

PROPOSED LOCATION  
OF ENERGY CENTRE

STOP

KEY PLAN (NTS)

0	DL	FOR REVIEW	06.Mar.20
REV BY	DESCRIPTION	CHKD/APPD	DATE

CLIENT:

**AMERESCO**  
 11-13 Crosswall  
 London, EC3N 2JY  
 UK  
 Tel: 020 3542 8300  
 Fax: 020 3542 8301  
 ameresco.com

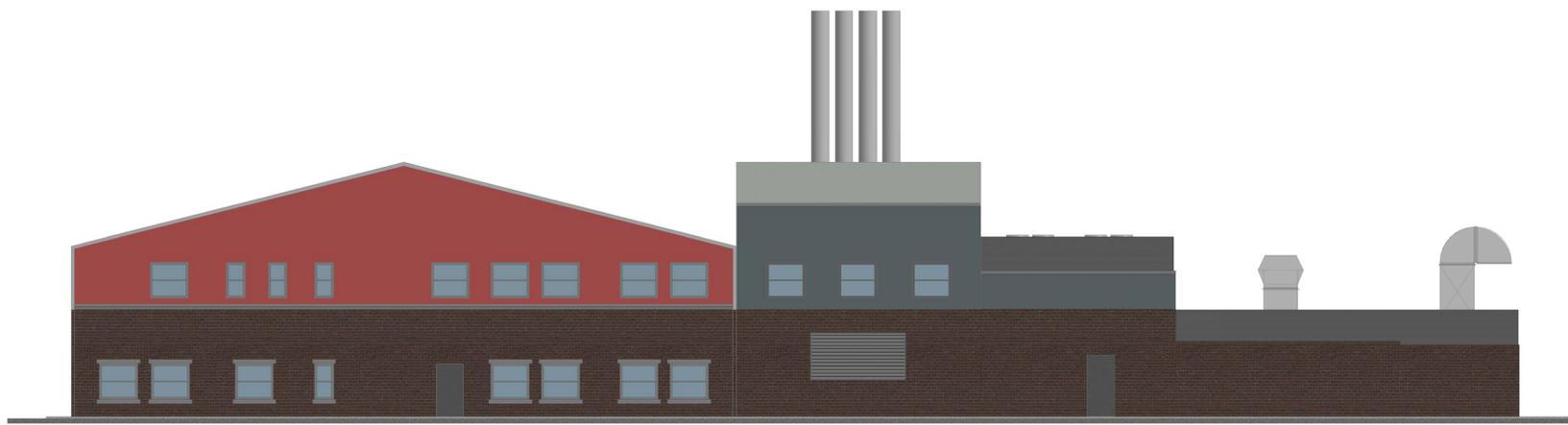
PROJECT TITLE:  
SURREY & SUSSEX HEALTHCARE NHS TRUST

PROJECT REFERENCE:  
C-2020-804

DRAWING TITLE:  
SITE BLOCK PLAN FOR PLANNING PURPOSES

SCALE: 1:200@A1	DRG. NO: C-2019-804-PM-DRW-0004	REV 0
--------------------	------------------------------------	----------

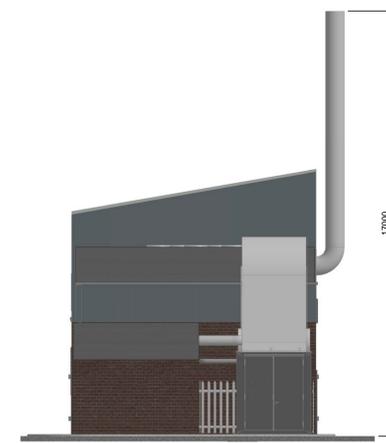




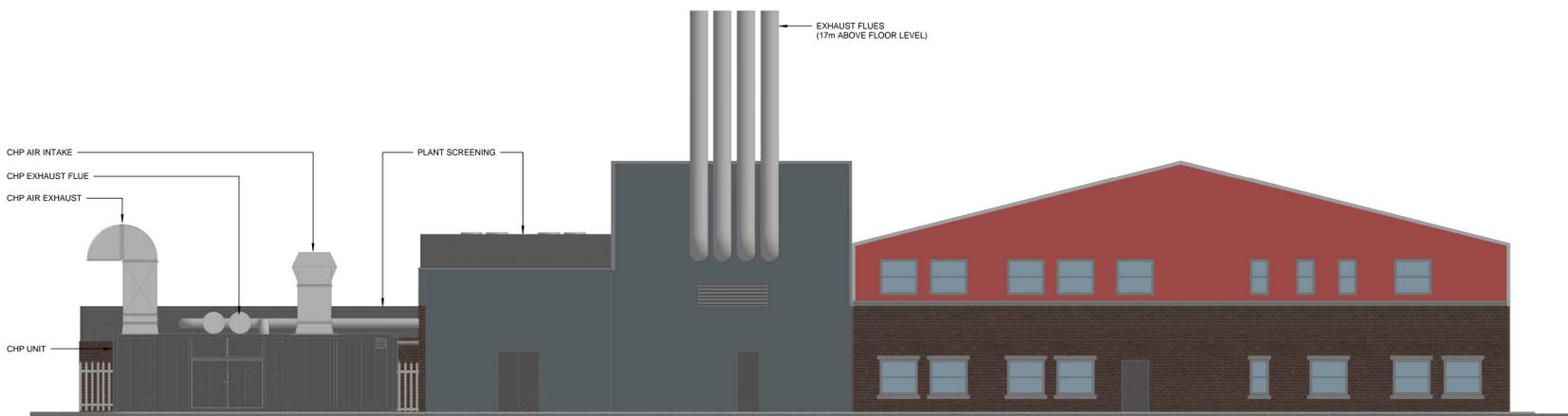
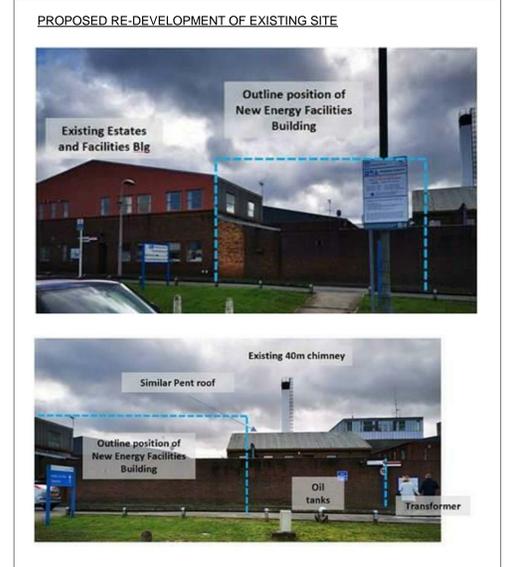
(A) Front Elevation - New Building  
1 : 100

EXISTING BUILDING

PROPOSED NEW BUILDING



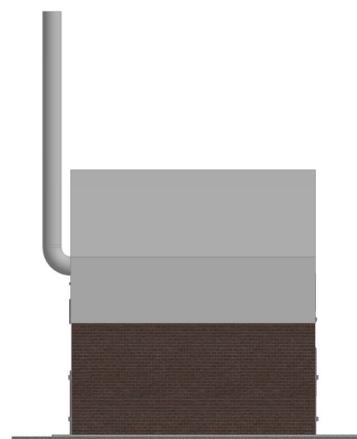
(B) Right End Elevation - New Building  
1 : 100



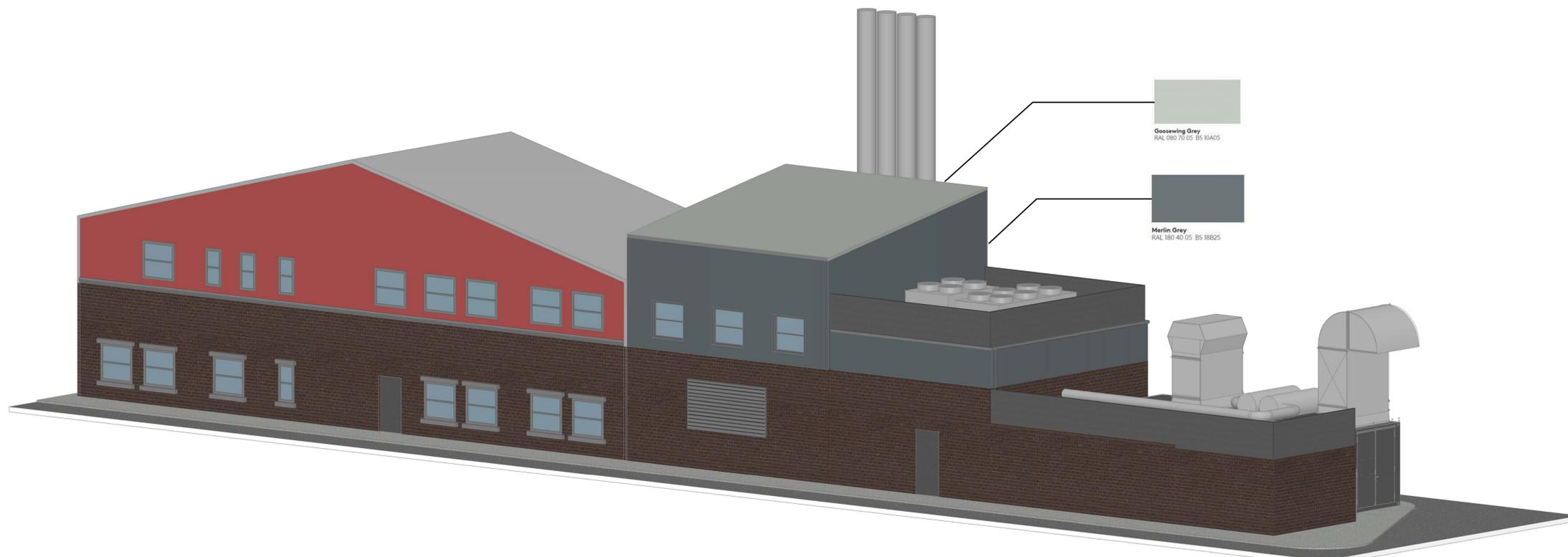
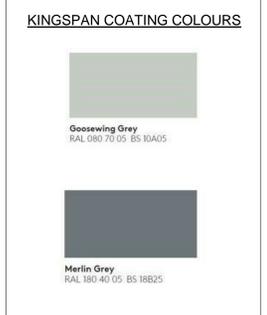
(C) Back Elevation - New Building  
1 : 100

PROPOSED NEW BUILDING

EXISTING BUILDING



(D) Left End Elevation - New Building  
1 : 100



(E) Exterior Isometric View 01

REV	BY	DESCRIPTION	CHKD	APPD	DATE
1	BB	ROOF & WALL CLADDING COLOURS UPDATED	DV	SM	21.09.20
0	BB	ISSUED FOR COMMENT	DV	SM	11.03.20

CLIENT:

11-13 CROSSWALL LONDON EC2N 2JY, UK  
TEL: 020 3542 8300  
FAX: 020 3542 8301  
AMERESCO.COM

**AMERESCO**

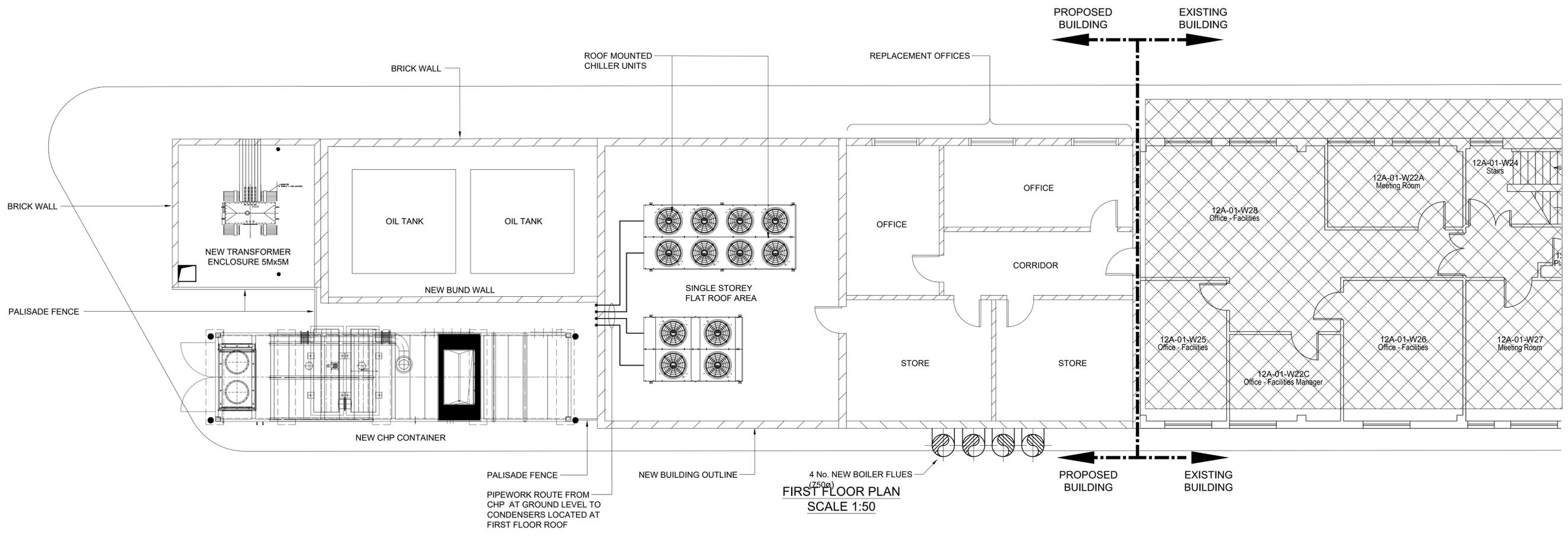
**THE BIM BUREAU**  
3D REVIT & BIM DELIVERY SPECIALISTS  
COMMER HOUSE, SUITE 13, STATION ROAD, TADCASTER, LS24 9JF  
TEL: 01937 838 708 | WWW.THEBIMBUREAU.COM

PROJECT TITLE:  
EAST SURREY HOSPITAL

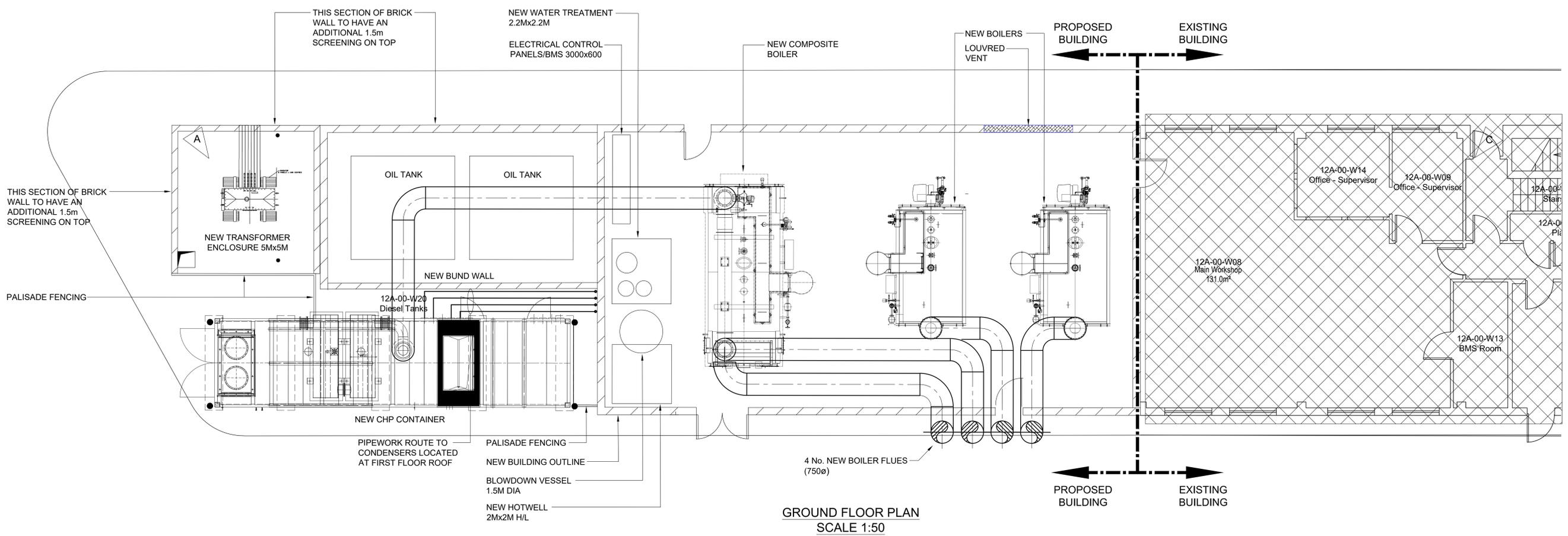
PROJECT REFERENCE:

DRAWING TITLE:  
PROPOSED ENERGY CENTRE ELEVATIONS & ISOMETRIC VIEW

SCALE: 1:100/BA0      DRG. NO: C-2019-004-PL-DWG-0002      REV 1



FIRST FLOOR PLAN  
SCALE 1:50



GROUND FLOOR PLAN  
SCALE 1:50

0	ISSUED FOR COMMENT	DV	SM	02.03.20
REV BY	DESCRIPTION	CHKD	APPD	DATE
CLIENT:				
11-13 CROSSWALL LONDON EC2N 2JY, UK TEL: 020 3542 8300 FAX: 020 3542 8301 AMERESCO.COM				
<b>AMERESCO</b>				
<b>THE BIM BUREAU</b>				
3D REVIT & BIM DELIVERY SPECIALISTS COMMER HOUSE, SUITE 13, STATION ROAD, TADCASTER, LE24 9JF TEL: 01937 835 728   WWW.THEBIMBUREAU.COM				
PROJECT TITLE: EAST SURREY HOSPITAL ENERGY CENTRE				
PROJECT REFERENCE:				
DRAWING TITLE: PLAN VIEWS FOR PROPOSED ENERGY CENTRE				
SCALE: 1:50 @ A0	DRG. NO: C-2019-804-ME-DWG-0002	REV 0		