

Report of the Head of Planning, Sport and Green Spaces

Address THE MOORCROFT COMPLEX HARLINGTON ROAD HILLINGDON

Development: Change of use of Units 11 and 12 (Use Class B1(a) to 2 x three bedroom Residential Units (Use Class C3) and reinstatement of rear conservatory.

LBH Ref Nos: 3043/APP/2012/1093

Drawing Nos: 4679-II
4679-3
4679-1 Rev. A
Design and Access Statement
Heritage Statement
4679-2 Rev. E

Date Plans Received: 04/05/2012 **Date(s) of Amendment(s):** 04/05/2012

Date Application Valid: 04/05/2012

1. SUMMARY

Planning permission is sought for the change of use of Units 11 and 12 which form part of the Grade II Listed Moorcroft Complex, the use of which was previously approved for office purposes, to residential use, to form 2 three bedroom units on two floors in the Mansion House. The re-instatement of a single storey conservatory to the rear of Unit 12, whose removal was unauthorised is also proposed.

The principle of the loss of office accommodation and change of use to residential within this Green Belt location is considered acceptable and much of the previously approved office floorspace has already been converted at the rear of the building. No objections are raised to the re-instatement of the conservatory. The proposal would bring this part of the listed building back into productive use and the conversion would not be unduly harmful to the historic fabric of the building. Furthermore, the residential units proposed would afford a suitable standard of residential accommodation, the proposal would not unduly affect the amenities of adjoining occupiers and adequate car parking would be provided. On this basis the proposal is considered acceptable and suitable for approval subject to a commensurate contribution towards school places in the local area, subject to the recommended conditions.

2. RECOMMENDATION

That delegated powers be given to the Head of Planning, Culture & Green Spaces to grant planning permission, subject to any relevant amendments agreed by the Head of Planning, Culture & Green Spaces and the following:

- i) That an education contribution in the sum of £24,048 is secured.**
- ii) That the applicant meets the Council's reasonable costs in the preparation of the S106 Agreement and any abortive work as a result of the agreement not being completed.**
- iii) If the S106 Agreement has not been finalised within 6 months, the application to be referred back to the Planning Committee for determination at the discretion of**

the Director of Planning and Community Services.

iv) That officers be authorised to negotiate and agree the detailed terms of the proposed agreement.

v) That subject to the above, the application be deferred for determination by the Head of Planning, Culture & Green Spaces under delegated powers, subject to the completion of the legal agreement under Section 106 of the Town and Country Planning Act 1990 and other appropriate powers with the applicant.

vi) That if the application is approved, the following conditions be imposed:

1 RES3 Time Limit

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

REASON

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

2 RES4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 4679-2 Rev. E and 4679-3 and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (July 2011).

3 RES7 Materials (Submission)

No development shall take place until details of new external pipework and vents, and all new joinery have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE8, BE9, BE13 and BE15 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

4 NONSC Non Standard Condition

Prior to the commencement of works on site, full details of the design and construction of the rear conservatory to Unit 12 shall be submitted to and approved in writing by the Local Planning Authority. The conservatory shall be constructed in accordance with the approved details prior to the occupation of the residential units

REASON

To ensure that the conservatory is re-instated at the site to maintain the historic integrity of the building, in accordance with BE8 and BE9 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

5 RES13 Obscure Glazing

Prior to the commencement of works on site, details of the obscure glazing to be installed

in the side elevations of rear conservatory facing Units 11 and 13 shall be submitted to and approved by the Local Planning Authority. The development shall be carried out in accordance with the approved details and the obscure glazing shall thereafter be retained.

REASON

To prevent overlooking to adjoining properties in accordance with policy BE24 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

6 RES9 Landscaping (car parking & refuse/cycle storage)

No development shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

1. Details of Soft Landscaping
 - 1.a Planting plans (at not less than a scale of 1:100),
 - 1.b Written specification of planting and cultivation works to be undertaken,
 - 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

2. Details of Hard Landscaping
 - 2.g Other structures (such as containers)

3. Details of Landscape Maintenance
 - 3.a Landscape Maintenance Schedule for a minimum period of 5 years.
 - 3.b Proposals for the replacement of any tree, shrub, or area of surfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.

5. Schedule for Implementation

Thereafter the development shall be carried out and maintained in full accordance with the approved details.

REASON

To ensure that the proposed development will preserve and enhance the visual and residential amenities of the locality and provide adequate privacy to future and adjoining occupiers in compliance with policies BE13, BE24 and BE38 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

7 NONSC Non Standard Condition

Prior to commencement of development an energy assessment shall be submitted demonstrating a reduction of 20% in CO2 emissions from existing levels. The assessment shall set out the emissions associated with the existing building and then the measures to reduce through the use of efficient design and improvements to heating and electricity infrastructure. The development must proceed in accordance with the approved plan unless otherwise agreed in writing with the Local Planning Authority.

Reason

To ensure the development contributes to CO2 reductions and improves the energy efficiency for future residents in accordance with Policy 5.2 of the London Plan and BE1 of the Local Plan.

8 RES22 Parking Allocation

No unit hereby approved shall be occupied until a parking allocation scheme has been submitted to, and approved in writing by, the Local Planning Authority. Thereafter the parking shall remain allocated for the use of the units in accordance with the approved scheme and remain under this allocation for the life of the development.

REASON

To ensure that an appropriate level of car parking provision is provided on site in accordance with Policy AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (July 2011).

INFORMATIVES

1 152 Compulsory Informative (1)

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

2 153 Compulsory Informative (2)

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

NPPF1

NPPF6

NPPF9

NPPF10

NPPF12

LPP 3.3 (2011) Increasing housing supply

LPP 3.4 (2011) Optimising housing potential

LPP 3.5 (2011) Quality and design of housing developments

LPP 3.8 (2011) Housing Choice

LPP 4.2 (2011) Offices

LPP 4.3 (2011) Mixed use development and offices

LPP 5.2 (2011) Minimising Carbon Dioxide Emissions

LPP 5.3 (2011) Sustainable design and construction

LPP 5.4 (2011) Retrofitting

LPP 5.7 (2011) Renewable energy

LPP 5.12 (2011) Flood risk management

LPP 5.13 (2011) Sustainable drainage

LPP 5.15 (2011) Water use and supplies

LPP 6.5 (2011) Funding Crossrail and other strategically important transport infrastructure

LPP 6.9 (2011) Cycling

LPP 6.13 (2011) Parking

LPP 7.2 (2011) An inclusive environment

LPP 7.16 (2011) Green Belt

LPP 7.8 (2011) Heritage assets and archaeology

OL1 Green Belt - acceptable open land uses and restrictions on new

	development
OL4	Green Belt - replacement or extension of buildings
BE8	Planning applications for alteration or extension of listed buildings
BE9	Listed building consent applications for alterations or extensions
BE10	Proposals detrimental to the setting of a listed building
BE12	Proposals for alternative use (to original historic use) of statutorily listed buildings
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
H8	Change of use from non-residential to residential
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010

3

You are advised that the development hereby approved represents chargeable development under the Mayor's Community Infrastructure Levy. The actual Community Infrastructure Levy will be calculated at the time your development is first permitted and a separate liability notice will be issued by the Local Planning Authority. Should you require further information please refer to the Council's Website www.hillingdon.gov.uk/index.jsp?articleid=24738

3. CONSIDERATIONS

3.1 Site and Locality

Units 11 and 12 are located within the Moorcroft Mansion House which forms part of The Moorcroft Complex located on the north-west corner of the Harlington Road/West Drayton Road junction. The landscaped grounds of the complex extend to some 1.45 hectares and has frontages onto Harlington Road to the north-east and West Drayton Road to the south-east. The complex comprises the Moorcroft Mansion House and its associated buildings - 'The Lawns' and 'Coach House' to the north, as well as the new building, 'The

Courtyard Terrace' to the rear and west of the Mansion House, approved under planning permission 3043/APP/2002/715.

The Mansion House consists of the original three storey seven bay early 18th Century Manor house and a number of substantial three, two and single storey extensions which have significantly increased the size of the original building. Units 11 and 12 are vacant office suites which are located within the front two storey part of the Mansion House which fronts Harlington Road, although it is stepped back from the road and separated by a car park with its the main access into the complex taken from Harlington Road.

The Mansion House, the wall to the south, The Lawns, Coach House and Vine Cottage (immediately to the north of The Lawns and now in separate ownership/use) are all Grade II Listed for their historic and architectural importance and, together, form a group. The whole site lies within the Green Belt.

To the north are the buildings of Hillingdon Manor School and to the south a small close of flats and a rural activities and garden centre. The area to the west is the open countryside associated with Moorcroft Farm. The boundaries of the site are largely defined by mature trees/hedgerows, many of the trees within the grounds being protected by Tree Preservation Order No. 503.

3.2 Proposed Scheme

The proposal is to change the use of Units 12 and 13 from Class B1(a) offices to residential (Class C3) and reinstate a former conservatory to the rear of Unit 12, the removal of which had not been authorised. The residential accommodation proposed would be for three-bedroom units on two floors.

As regards the conversion works, with the exception of the erection of a single storey conservatory to the rear of Unit 12 which would be designed and constructed as per the replacement conservatory previously approved as part of App. Nos. 3043/APP/2006/61 and 65, there would be no alterations to the external fabric of the building. As regards internal works, the main alterations would be additional stud walls on the first floor to provide division for two of the bedrooms and en-suite facilities, whilst on the ground floor of Unit 11, additional stud walls around the staircase is proposed. Additional pipework and servicing would be required for the new facilities.

The application is supported by the following documents:-

Design and Access Statement:

This provides an introduction to the proposals, advising that the office suites have remained vacant for over 5 years despite extensive marketing. The site context is assessed, the history of the site is detailed and planning policy and guidance assessed. The proposals are then described in terms of their use, amount of floor space, layout, scale and appearance, landscaping, access and parking and climate change mitigation. It concludes by stating that the original planning application which the Council was mindful to approve (3043/APP/2000/258 would have provided for a residential use of these units, The new thrust of the NPPF is supportive of mixed use development, The proposal accords with the UDP and the proposal does not harm the listed building and for these reasons, the proposal should be supported.

Heritage Statement:

This provides an introduction to the proposals and describes the Moorcroft complex. Relevant planning policy is assessed and the proposals described. It concludes by stating that the necessary internal alterations are limited in their scope and would cause very limited harm to the building, harm which is easily outweighed by the public benefit of re-introducing a beneficial use.

3.3 Relevant Planning History

Comment on Relevant Planning History

Planning permission and listed building consent were originally granted for the erection of a two storey building for office purposes and conversion of the Manor House, Coach House and the Lawns buildings to form offices with associated parking and access (involving demolition of a two storey wing and ancillary buildings) on 1/10/03 (App. Nos. 3043/APP/2002/715 and 716 refer respectively).

Subsequently, planning permission (App. No. 3043/3043/APP/2006/61 refers) and listed building consent (APP. No. 3043/APP/2006/65 refers) for the retention of a total of 8 office suites, change of use of offices (Class B1) to 20 residential units (as flats and 8 dwellinghouses) (Class C3) plus 4 new build residential units and associated parking (part retrospective application) were approved on 8/11/07 and 28/9/06 respectively.

It is also noted that planning application 3043/APP/2000/2581 was eventually withdrawn, this proposed the change of use of the Mansion House to form 13 houses and 6 flats, conversion of the Coach House to form 1 house and the erection of 4 courtyard terraced houses. The application was presented to the former Uxbridge Planning Committee on 15 November 2001 where Members resolved to approve the application subject to a Section 106 Agreement. The Agreement required a contribution towards school places in the area but it was never signed and the application was withdrawn.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.H1	(2012) Housing Growth
PT1.HE1	(2012) Heritage
PT1.BE1	(2012) Built Environment
PT1.EM1	(2012) Climate Change Adaptation and Mitigation
PT1.EM2	(2012) Green Belt, Metropolitan Open Land and Green Chains
PT1.EM6	(2012) Flood Risk Management
PT1.EM8	(2012) Land, Water, Air and Noise
PT1.C11	(2012) Community Infrastructure Provision
PT1.39	To seek where appropriate planning obligations to achieve benefits to the community related to the scale and type of development proposed.

Part 2 Policies:

NPPF1

NPPF6

NPPF9

NPPF10

NPPF12

LPP 3.3 (2011) Increasing housing supply

LPP 3.4 (2011) Optimising housing potential

LPP 3.5 (2011) Quality and design of housing developments

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LPP 6.5 (2011) Funding Crossrail and other strategically important transport infrastructure

LPP 6.9 (2011) Cycling

LPP 6.13 (2011) Parking

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BE13 New development must harmonise with the existing street scene.

BE15 Alterations and extensions to existing buildings

BE19 New development must improve or complement the character of the area.

BE20 Daylight and sunlight considerations.

BE21 Siting, bulk and proximity of new buildings/extensions.

BE23 Requires the provision of adequate amenity space.

BE24 Requires new development to ensure adequate levels of privacy to neighbours.

BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

OE1

	Protection of the character and amenities of surrounding properties and the local area
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
H8	Change of use from non-residential to residential
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
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HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

8 neighbouring properties have been consulted, the proposal has been advertised in the local press and a site notice was displayed at the entrance into the site. A further period of consultation with neighbours has been undertaken which expires on the 4/11/13 and any additional responses received will be reported on the addendum sheet.

Responses from 2 neighbouring occupiers have been received, raising a number of concerns which are summarised as follows:-

(i) The Council previously granted approval for Moorcroft Hospital to be converted into 21 freehold offices. We purchased one of these offices, Unit 13 in 2005 on the strict understanding that all the other units would be occupied as offices keeping normal office hours. In 2007, despite strong objections, the Council agreed to convert the rear of the site, ie 15 freehold offices into housing. This has considerably altered the usage of the site. We now have children playing at the rear of our offices throughout the day which can make it difficult for our staff to work,

(ii) It was always hoped that the terrace of 7 offices at the front of the building would remain as offices. 5 of the offices have been sold and the small businesses who occupy these offices have grown in size providing local employment. From starting point of 5 employees when company moved from Ealing in 2005, we now employ 21 staff,

(iii) It would be completely impractical to have a row of 7 offices and allow the 2 in the centre of the terrace to be converted into housing which would be at odds with the usage and occupation of the remaining 72% of the front terrace. The existing communal business grounds will no longer be contained meaning that domestic use will compromise our staff's use of the facilities. Currently, the existing residential aspect of the development is perfectly contained within its own area and gated entrance and the 2 areas do not conflict,

(iv) If Unit 12 is allowed to convert to residential, 21 office staff and numerous visitors would have to

share communal front entrance to our offices which could involve bicycles, pushchairs, young children etc, which would not create an appropriate environment for a professional company,

(v) The conversion of the building from offices has been carried out very cheaply and there is no sound insulation. Residential occupation of No. 12 could generate noise throughout the day which will have an adverse effect on our employees and our ability to continue as a business,

(vi) The proposed parking bays will block access making office entrance for our staff and visitors difficult as is currently a walkway,

(vii) The main reason for the neighbouring properties have not been sold is due to the inflated prices the owners/developers are seeking. We, together with other companies have expressed an interest in buying these units but price quoted was double the market value,

(viii) If units 11 and 12 are converted, this will further enhance the profits obtained from this development to the detriment of the companies who have bought freehold units on the provision that all properties on the site would be offices,

(ix) If application is refused, owners would be forced to sell offices at realistic commercial rates and other entrepreneurs can develop their businesses and employ local people. If approved, it is likely that job losses would occur,

(x) Concerned that as a neighbouring occupier at No. 13, we were not informed of this application or indeed the earlier application (3043/APP/2006/61 refers),

(xi) We request that a joint meeting is held in order to raise our valid concerns which hopefully can be addressed.

Internal Consultees

CONSERVATION/URBAN DESIGN OFFICER:

The revised drawings are acceptable in Listed Building terms as the room layouts, as far as is possible, can still be read i.e. the chimney breasts can be seen and are left in sensible positions in the reordered rooms. The conservatory needs to be reinstated before the houses are completed or occupied - I am concerned that the application does not include a detailed drawing of this feature, but refers back to previous approvals, but we could ask for this via condition.

We need to condition details of new external pipework and vents, and all new joinery.

ACCESS OFFICER:

Given the historical significance of the building and the works involved to allow for the proposed residential use, it is suggested that the London Plan July 2011, Policy 3.8 (Housing Choice) and the Council's Supplementary Planning Document "Accessible Hillingdon" adopted May 2013 are not strictly applied in this instance.

1. However, it is noted that the premises as existing incorporate a toilet for use by wheelchair users. The ground floor layout should incorporate a fully accessible entrance level WC within units 11 and 12 that meets the Lifetime Home Standards. The facility should provide 700mm to one side of the toilet pan with 1100mm in front to any obstruction opposite.

Conclusion: Provided the above specifications could be incorporated into revised plans, no objection is raised from an accessibility perspective.

SUSTAINABILITY OFFICER:

Older buildings have a tendency to be very energy inefficient and therefore have high CO2 emissions. The conversion of older non-residential units to residential place a high burden on future occupiers exposed to inefficiencies. The developer should therefore aim to improve the energy efficiency of the building as much as possible and not simply provide a bare minimum conversion. In accordance with London Plan Policy 5.2 and Local Plan Policy BE1 the following

condition is necessary:

Prior to commencement of development an energy assessment shall be submitted demonstrating a reduction of 20% in CO2 emissions from existing levels. The assessment shall set out the emissions associated with the existing building and then the measures to reduce through the use of efficient design and improvements to heating and electricity infrastructure. The development must proceed in accordance with the approved plan unless otherwise agreed in writing with the Local Planning Authority.

Reason

To ensure the development contributes to CO2 reductions and improves the energy efficiency for future residents in accordance with Policy 5.2 of the London Plan and BE1 of the Local Plan.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The application site forms part of the Green Belt. The NPPF at Paragraph 87 advises that inappropriate development is harmful to the Green Belt but at paragraph 90 that the re-use of buildings in the Green Belt is not inappropriate, providing that the openness of the Green Belt is preserved and the proposal does not conflict with the purposes of including land within the Green Belt and that the buildings are of permanent and substantial construction. The residential use of the building would not give rise to any intensification of the use of the site as compared to its authorised use as offices. Furthermore, the provision of the small conservatory would re-instate a similar structure that was previously on site and its removal was unauthorised. Therefore, the proposal raises no objections on Green Belt grounds.

The NPPF (March 2012), the Mayor's London Plan (July 2011) and the Hillingdon Local Plan (November 2012) do not incorporate any specific policies which preclude the loss of offices. Policy H8 of the Hillingdon Local Plan: Part Two - Saved UDP POLICIES (November 2012) is generally supportive of proposals which seek to change the use of non-residential buildings to residential, providing a satisfactory residential environment can be created, the existing use is unlikely to meet a demand for such accommodation in the foreseeable future and other policy objectives of the plan are satisfied. The agents advise that the offices have been vacant for over 5 years and remain vacant despite extensive marketing. Officers are also of the opinion that in the current economic climate, such office space is unlikely to be attractive to companies, due to its relatively isolated location and listed status of the building reducing flexibility of the use of the space as compared with modern open plan space in town centres. It should also be noted that the former Uxbridge Planning Committee on 15 November 2001 resolved to approve the residential conversion of all the buildings, although the application was eventually withdrawn due to the S106 Agreement not being progressed. There has been no change in policy to suggest that such an assessment would no longer be appropriate. Therefore, no objections are raised in principle to the loss of the office space.

The NPPF also advises at paragraph 131 that when determining planning applications, local planning authorities should have regard to the desirability of sustaining and enhancing the significance of heritage assets and of putting them to viable uses consistent with their conservation.

It is therefore considered that no objections in principle can be raised against this proposal in policy terms.

7.02 Density of the proposed development

As the application seeks the conversion of 2 office suites within an existing building, the

density of development is not material to the consideration of the proposals.

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

The proposal would not affect any conservation area or area of special local character. As regards archaeology, the conservatory would replace a similar structure which was previously sited to the rear of Unit 12 so that there would be little impact upon archaeological remains.

As regards the listed building, it is considered that the alteration works have been kept to a minimum, having regard to the need to provide a conversion scheme which affords a reasonable standard of residential amenity. The Council's Conservation / Urban Design Officer advises that the room layouts on the revised scheme, as far as is possible, can still be read with the chimney breasts being visible and retained in sensible positions in the reordered rooms. The officer concludes that the scheme is acceptable, subject to conditions requiring details of the conservatory and details of all new external pipework and vents and all new joinery.

7.04 Airport safeguarding

There are no airport safeguarding objections raised by this proposal.

7.05 Impact on the green belt

The change of use of part of the building from two office suites to two residential units would not result in an intensification of the use of the site.

The proposed 3m deep by 5.0m wide single storey conservatory would re-instate a similar conservatory whose removal was unauthorised which would have minimal impact upon the Green Belt, being sited within the main building envelope.

7.07 Impact on the character & appearance of the area

This is dealt with in Section 7.05 above.

7.08 Impact on neighbours

The proposed conservatory would adjoin the ground floor office space within Unit 13 and the proposed residential floor space in Unit 11. The conservatory would have an overall depth of 3m which accords with the Council's HDAS Design Guidance: Residential Extensions. As such, there would be no unacceptable impacts in terms of loss of sunlight or being overbearing. Furthermore, any impacts as regards overlooking of neighbouring properties could be mitigated with the use of obscure glazing in the side elevations. It should also be noted that this conservatory is replacing a similar structure whose removal was unauthorised.

As regards the grounds at the rear of this part of the building, currently this space is shared with the offices. Although the area adjacent to the existing residential units is separated on this part of the site by a low wall, this can be stepped over and access to this part of the grounds can be gained around the front of the building so that there is no physical barrier to prevent commercial and residential occupiers using the whole site. As such, this proposal would not have a materially greater impact than the existing situation. However, although formally dividing the grounds with permanent fencing would be inappropriate in terms of the setting of the listed building and the openness of the Green Belt, it is considered that greater use of landscaping and planting in container pots could assist in helping to create the impression of defensible private space immediately at the rear of the individual units.

7.09 Living conditions for future occupiers

The proposals would provide residential houses with internal floor areas of 148 sq. m (Unit 11) and 155 sq. m (Unit 12). These areas would satisfy the Mayor's minimum internal floor

space standards of 96 sq. m and 106 sq. m for a three bedroom, 5 person and 6 person houses respectively. Furthermore, all the habitable rooms would have an acceptable standard of outlook and natural lighting.

As regards external amenity space, the residents would have access to the grounds of the Moorcroft complex.

As regards privacy, although the layout of the frontage with planted areas provides a buffer to safeguard the reasonable privacy of ground floor windows, at the rear there is no such planting, with a large communal patio area adjoining the rear of the properties. As stated above, although the permanent boundary treatment such as close boarded fencing would be inappropriate here, privacy could be improved with additional low key planting and planting in containers that would help to give the impression of defensible space. The side elevations of the conservatory could also be obscure glazed. An appropriate landscaping scheme and obscure glazing of the conservatory has therefore been conditioned as part of any approval.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

The proposed residential use of the units would not be likely to generate any additional traffic as compared to the existing office use.

The units would utilise that part of the existing car park at the front of the building which would be capable of providing 4 off-street car parking spaces, including a wheelchair users space. The proposal therefore provides parking in accordance with the Mayor's maximum car parking standards.

7.11 Urban design, access and security

Relevant planning issues have been discussed within the relevant sections of this report.

7.12 Disabled access

The Council's Access Officer advises that given the historical significance of the building, full compliance with relevant disabled access legislation and guidance would not be appropriate in this instance. However, the officer did advise that a fully accessible entrance level wc should be provided. This has been incorporated on the amended plans and the scheme is now acceptable from an accessibility perspective.

7.13 Provision of affordable & special needs housing

Not applicable to this development.

7.14 Trees, landscaping and Ecology

The proposed conversion scheme does not have any implications for protected trees on site.

7.15 Sustainable waste management

Existing storage facilities for refuse and recycled waste are provided at the entrance to the site.

7.16 Renewable energy / Sustainability

The Design and Access Statement describes the energy efficiency measures that would be employed, such as low energy light bulbs, high efficiency boilers and use of high quality insulation materials wherever appropriate. The report advises that the use of uPVC glazing and solar panels would not be appropriate in the context of the listed building.

The Council's Sustainability Officer advises that older buildings can be very energy inefficient, placing a high burden upon future occupiers and therefore recommends a condition which seeks a 20% reduction on CO2 emissions on the existing level.

7.17 Flooding or Drainage Issues

Not applicable to this development.

7.18 Noise or Air Quality Issues

The residential use of the units would have no implications for air quality or noise issues as compared to the office use of the units.

7.19 Comments on Public Consultations

As regards the comments raised by neighbouring occupiers, points (i), (ii), (viii) and (ix) are noted, but no guarantees can be given that adjoining units will be retained in their original use and all planning applications have to be considered on their individual merits. Point (iii) has been dealt with in the main report. As regards point (iv), the sharing of a communal access by residential and commercial uses is not uncommon and would not be a valid ground to refuse the application. In terms of point (v), the proposed residential use is unlikely to generate any additional noise than the existing office use, particularly during the day when the adjoining offices would be occupied. As regards the parking (point vi), this application proposes no physical alteration of the existing access arrangements. In terms of point (vii), this is noted, but as mentioned in the officer's report, this type of office accommodation is not likely to be attractive in the current economic climate. In terms of neighbour notification (point x), the adjoining units were consulted on this application and on the revised plans and as regards the need for a meeting (point xi), this would serve little purpose as neighbouring occupier's concerns have been well detailed in their correspondence.

7.20 Planning obligations

Policy R17 of the Council's Unitary Development Plan states that: 'The Local Planning Authority will, where appropriate, seek to supplement the provision of recreation open space, facilities to support arts, cultural and entertainment activities, and other community, social and education facilities through planning obligations in conjunction with other development proposals'.

Should the application be approved, an education contribution of £24,048 would be required.

The applicant has agreed to these proposed Heads of Terms, which are to be secured by way of a S106 Agreement/Unilateral Undertaking. Overall, it is considered that the level of planning benefits sought is adequate and commensurate with the scale and nature of the proposed development, in compliance with Policy R17 of the UDP and relevant supplementary planning guidance.

7.21 Expediency of enforcement action

7.22 Other Issues

No other relevant planning issues are raised by this application.

8. Observations of the Borough Solicitor

When making their decision, Members must have regard to all relevant planning legislation, regulations, guidance, circulars and Council policies. This will enable them to make an informed decision in respect of an application.

In addition Members should note that the Human Rights Act 1998 (HRA 1998) makes it unlawful for the Council to act incompatibly with Convention rights. Decisions by the Committee must take account of the HRA 1998. Therefore, Members need to be aware of the fact that the HRA 1998 makes the European Convention on Human Rights (the Convention) directly applicable to the actions of public bodies in England and Wales. The

specific parts of the Convention relevant to planning matters are Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

Article 6 deals with procedural fairness. If normal committee procedures are followed, it is unlikely that this article will be breached.

Article 1 of the First Protocol and Article 8 are not absolute rights and infringements of these rights protected under these are allowed in certain defined circumstances, for example where required by law. However any infringement must be proportionate, which means it must achieve a fair balance between the public interest and the private interest infringed and must not go beyond what is needed to achieve its objective.

Article 14 states that the rights under the Convention shall be secured without discrimination on grounds of 'sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status'.

9. Observations of the Director of Finance

10. CONCLUSION

The principle of the loss of office accommodation and change of use to residential within this Green Belt location is considered acceptable and it is noted that much of the previously approved office floorspace has already been converted at the rear of the building.

The proposal would bring this part of the listed building back into productive use and the conversion would not be unduly harmful to the historic fabric of the building. No objections are raised to the re-instatement of the conservatory.

The residential units proposed would afford a suitable standard of residential accommodation, and although the change of use would insert residential accommodation between the retained office suites, the relationship is not unacceptable and could be improved with strategic landscaping/planting. Adequate car parking would be provided.

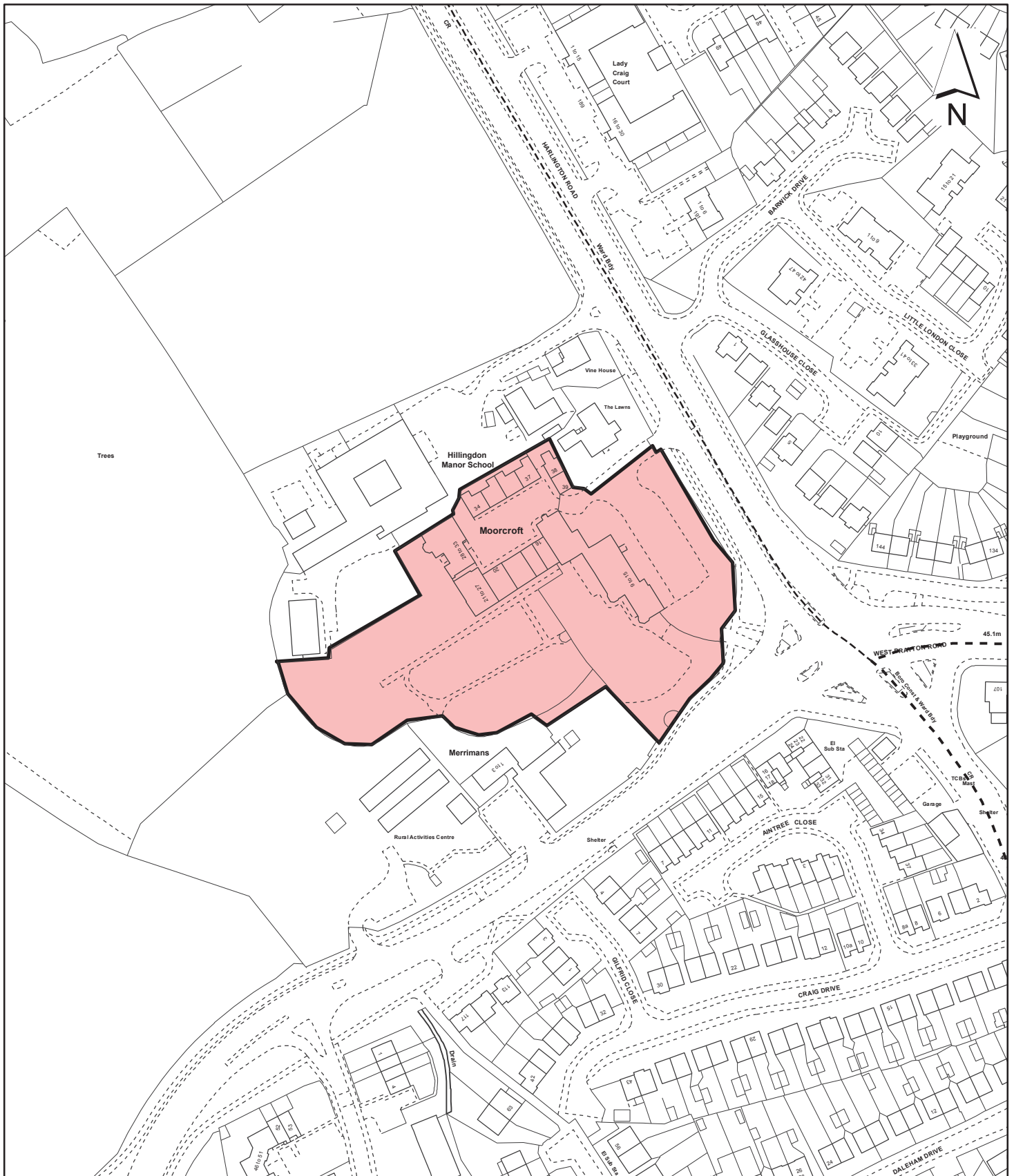
On this basis the proposal is considered acceptable and suitable for approval subject to a commensurate contribution towards school places in the local area, subject to the recommended conditions.

11. Reference Documents

National Planning Policy Framework (March 2012)
London Plan (July 2011)
Hillingdon Local Plan (November 2012)
HDAS: Residential Layouts
HDAS: Accessible Hillingdon
Consultation responses

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Notes

 Site boundary

For identification purposes only.

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Site Address

**The Moorcroft Complex
Harlington Road**

Planning Application Ref:

3043/APP/2012/1093

Planning Committee

Central & South

Scale

1:2,000

Date

**November
2013**

**LONDON BOROUGH
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