

Report of the Head of Planning, Sport and Green Spaces

Address HEATHROW MEDICAL CENTRE 1 ST PETER'S WAY HARLINGTON

Development: Single storey side/rear extension

LBH Ref Nos: 55700/APP/2015/3554

Drawing Nos: Design and Access Statement
PD 671
Location Plan
Block Plan

Date Plans Received: 23/09/2015

Date(s) of Amendment(s):

Date Application Valid: 19/10/2015

1. **SUMMARY**

Full planning permission is sought for a single storey side/ rear extension measuring the full width and depth of the amenity area situated to the rear of the building.

The application site comprises of a large detached building occupied as a Medical Centre within The Harlington Village Conservation Area where any form of development will be expected to either preserve or enhance its special architectural and visual character.

A petition has also been signed by occupiers of the neighbouring properties and patients of the Medical Centre in submitted in support of the application.

The application represents a need for a balance to be struck between allowing for the extension of the building to meet the need for these facilities in the local area whilst also seeking to preserve to the character and appearance of the Conservation Area.

2. **RECOMMENDATION**

1. That delegated powers be given to the Head of Planning and Enforcement to grant planning permission, subject to the following:

A) That amended plans are secured that demonstrate to the satisfaction of the Head of Planning and Enforcement, in consultation with the Council's Conservation and Urban Design Team, the following amendments:

(i) the rear wall of the proposed extension be redesigned as a garden wall with a parapet, disguising behind it the proposed addition and rooflights;

(ii) the retention or replacement of the existing garden wall to the north boundary of the site; and

(iii) details for a scheme of protection for the historic wall to the south to the site to ensure it is safeguarded during construction works.

B) The following conditions be attached

1 T8 Time Limit - full planning application 3 years

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 COM7 Materials (Submission)

No development shall take place until details of all materials and external surfaces 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.

Details should include information relating to make, product/type, colour and photographs/images.

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

3 HO9 Tree Protection

Prior to the commencement of any site clearance or construction work, detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority such fencing should be a minimum height of 1.5 metres. The fencing shall be retained in position until development is completed. The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

1. There shall be no changes in ground levels;
2. No materials or plant shall be stored;
3. No buildings or temporary buildings shall be erected or stationed.
4. No materials or waste shall be burnt; and.
5. No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policy 5.17 London Plan (2015).

INFORMATIVES

1 I52 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 I53 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 (2015) and national guidance.

R10	Proposals for new meeting halls and buildings for education, social, community and health services
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.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
LPP 3.5	(2015) Quality and design of housing developments
LPP 3.17	(2015) Health and social care facilities

3 159 Councils Local Plan : Part 1 - Strategic Policies

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), the London Plan Policies (2015). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises of a two storey 19th Century building converted from a house into a Medical Centre, and is set back from the main highway, St Peter's Way, Harlington. The building is characterised by a gable end roof with a single storey front element characterised by a pitched roof, with an identical form of extension projecting beyond the rear elevation. The building benefits from a hardstanding area to the front, with a low level wall positioned centrally along the front boundary to create an enter and exit arrangement.

The application site falls within The Harlington Village Conservation Area with a number of surrounding properties converted from large residential use to business/ commercial premises. Two dwellings are located to the rear boundary of the site.

3.2 Proposed Scheme

A single storey side/rear extension measuring approximately 7m in depth, 10.2m in width and would be characterised by a flat roof measuring 3m high. The proposed extension would follow the northern building line of the original building and extend up to the boundary perimeter and protrude beyond the southern building line by 2.0m.

The extension would be finished in materials to match the existing.

3.3 Relevant Planning History

Comment on Relevant Planning History

The application site benefits from an existing single storey 3m deep extension beyond the rear wall of the main building, however there is no record on the LPA file.

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.BE1 (2012) Built Environment

PT1.CI1 (2012) Community Infrastructure Provision

Part 2 Policies:

R10 Proposals for new meeting halls and buildings for education, social, community and health services

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.

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

AM7 Consideration of traffic generated by proposed developments.

AM14 New development and car parking standards.

LPP 3.5 (2015) Quality and design of housing developments

LPP 3.17 (2015) Health and social care facilities

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **18th November 2015**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

A total of 8 external consultees, including 3 neighbouring properties, Harlington Village Residents Association, Harlington Hospice Association, Heathrow Aerodrome Safeguarding, Heathrow Airport LTD and the Harlington Conservation Area Advisory Panel were consulted via letter dated 21.10.15. A site notice was also attached to the front of the premises on 23.10.15.

No comments or objections received from neighbouring properties. A Petition in support of the application with over 30 signatories has been received.

Heathrow Aerodrome Safeguarding:
No objections.

Harlington Conservation Advisory Panel:

No objections however if the building were to be converted back to residential use, the extension should be demolished to ensure adequate amenity area.

Harlington Village R.A:

No response.

Harlington Hospice Association:

No response.

Heathrow Airport LTD:

No response.

Age Concern UK:

A letter of support has also been submitted by AGE Concern UK stating the current medical centre has lack of office space to support their PCN, but would be able to do so depending on the positive outcome of the application.

NHS England:

An additional letter of support from NHS England, in support of the scheme as the new funding would improve clinical services in the form of an improvement in the range of services, increase in number of consultancy rooms, enhance patient experience and improve DDA compliance.

Internal Consultees

Trees/ Landscape:

The removal of T1 and T3 would be acceptable, subject to replacement planting, in addition these trees not being able to be assessed under this application as they fall outside the boundary of the application site.

A safeguarding scheme should be implemented to safeguard T5 and the Magnolia situated to the front of the property. Appropriate conditions should be imposed.

Conservation & Urban Design:

The site is located within the Harlington Village Conservation Area. The existing modern building is situated on the site of a former 19th Century house, the use is converted from a residential dwelling. To the south of the building there is an attractive, most likely 16th Century boundary wall. The neighbouring Georgian houses to the south of the site, have been identified in the Harlington Village Conservation Area Appraisal as positive contributors to the special character of the Conservation Area.

The proposed single storey side/ rear extension would extend an existing addition to the rear of the property. This would normally be considered unacceptable in principle, particularly as the building would extend across the whole of the rear garden, up to the rear site boundary line. This would make it impossible to retain the existing garden wall, as the rear wall of the proposed extension would effectively become the rear boundary. This would detract considerably from the residential character of the Conservation Area. Moreover the garden wall on the north side of the site boundary, currently screens the existing lean to extension to the rear. This would be replaced by a low timber post and rail fence, which would open the rear of the site, increasing its visibility from the streetscene.

However it is understood in this unique case that there are special circumstances in relation to the medical use of the property. In order to mitigate some of the adverse impact caused by the 2.7m high proposed building, it is recommended that the rear wall of the proposed extension be designed as a garden wall with a parapet, disguising the proposed addition and rooflights, which would be

situated behind it. In addition the existing garden wall to the north boundary of the site would need to be either retained or replaced to match the rear wall of the proposed building, to ensure the rear of the site remains well screened.

All materials, colours and external finishes would need to match the existing property. It is important the historic wall to the south to the site is safeguarded during the construction of the proposed addition.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Within the Council's Local Plan Part 1, Policy CI1 relates to Community Infrastructure Provision and supports the retention and enhancement of existing community facilities. Policy R10 of the Hillingdon Local Plan Part 2 (Saved UDP Policies) states that proposals for new health services should be as acceptable in principle. Policy 3.17 of the London Plan (2015) sets out that development proposals which provide high quality health and social care facilities will be supported in areas of identified need.

The policy position supports the principle of the proposed enhancement of this existing medical facility.

The applicant has detailed in their submission that the medical centre originally served a population of 3,500 patients. In 2015 the centre merged with another nearby practice significantly increasing the number of patients. It is stated that there has been an 80% increase in demand for services with the centre.

It is suggested that elderly and vulnerable local residents who will benefit from the care provided with the centre. This claim is corroborated by a letter of support for the application received from Age UK Hillingdon who want to utilise part of the enlarged practice to accommodate Primary Care Navigators.

Specifications for consulting room sizes have been greatly increased in recent years. The applicant has suggested that the NHS Health technical manual requires all new clinical rooms to be a minimum of 16sqm and non-clinical to be 8sqm, this adds to the space requirements of the practice. A letter of support from NHS Hillingdon Clinical Commissioning Group (CCG) highlights that the practice has successfully secured funding from NHS England as part of a wider programme to improve primary care premises. The CCG "welcomes the proposal of the practice, the benefits this will offer to patient care and the positive impact it will create for the wider population".

The increased demand on services in this area, the the support the proposal has received from Age UK and the local NHS CCG, is demonstration of the need for the proposed works. This local need is felt to represent a material consideration that should carry significant weight in the determination of the application.

7.02 Density of the proposed development

Not applicable.

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

Policy BE4 of the Hillingdon Local Plan Part two (Saved UDP Policies) requires all new development within or on the fringes of the Conservation Area to either preserve or enhance those features which contribute to the area's special visual and architectural qualities.

Policy BE13 requires the layout and appearance of extensions to harmonise with the existing street scene and Policy BE19 ensures any new development complements or

improves the amenity and character of the area.

The application site comprises of a 19th Century detached building, converted into a Medical Centre, and benefits from a 3.0m deep single storey pitched roof extension, which projects beyond the rear wall of the original building. The proposed extension would measure approximately 7m deep, would protrude beyond the southern building line by 2m and would be characterised by a 3m high flat roof extension. The development would involve the demolition of the existing rear boundary wall to accommodate the single storey extension so as to measure the full depth of the existing rear amenity area.

The Conservation & Urban Design Team were consulted, and have highlighted that to the south of the building there is an attractive, 16th Century boundary wall. The neighbouring Georgian houses to the south of the site, have been identified in the Harlington Village Conservation Area Appraisal as positive contributors to the special character of the Conservation Area.

The works as proposed would make it impossible to retain the existing garden wall, as the rear wall of the proposed extension would effectively become the rear boundary. This would detract considerably from the residential character of the Conservation Area. Moreover the garden wall on the north side of the site boundary, currently screens the existing lean to extension to the rear. This would be replaced by a low timber post and rail fence, which would open the rear of the site, increasing its visibility from the streetscene. These element would fail to preserve the character and appearance of the Conservation Area and therefore could be used as a reasoning to refuse the application.

In this instance however the significant weight represented in the planning balance to the need for the extension and the improved facilities at the Medical Practice means that the Council is keen to seek to find a solution. The recommendation of the Council's Conservation Team is to redesign the rear wall of the proposed extension to action as a garden wall with a parapet to disguise the proposed addition and rooflights. In addition it is suggested that the existing garden wall to the north boundary of the site would need to be either retained or replaced to match the rear wall of the proposed building, to ensure the rear of the site remains well screened.

The recommendation is that powers be delegated to the Head of Planning and Enforcement to secure these changes. Subject to the committee agreeing the recommendation, this would allow for the application to be determined without undue delay and support the delivery of the needed improvements to the Medical Practice.

Subject to the proposed amendments being secured, it is considered the resultant scheme would preserve the character and appearance of the Conservation Area in accordance with Policies BE4, BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.04 Airport safeguarding

Heathrow Airport Safeguarding whom were consulted raised no objections to the proposed development.

7.05 Impact on the green belt

Not applicable.

7.07 Impact on the character & appearance of the area

Discussed within the 'Impact on Conservation Area' section.

7.08 Impact on neighbours

Policy BE20 requires any new development to be laid out so as to protect the daylight and sunlight levels of existing houses. Policy BE21 requires new extensions by virtue of their siting, bulk and proximity would not result in a significant loss of residential amenity to neighbouring properties and Policy BE24 should protect the privacy of the occupiers and their neighbours.

The application site benefits from 2 new detached dwellings situated within close proximity of the rear boundary of the site. The new dwellings comprise of No. 2 & 3 St Peter's Way with No. 2 positioned directly to the rear of the site.

The current relationship between the application site and No. 2 St Peters Way is in the form of a 2m high brick boundary wall and a number of trees and shrubs with a separation gap of approximately 8-10 meters.

It is considered a 3m high flat roof extension erected to and in replacement of the rear boundary wall would result in a dominant feature within the outlook available from, in particular, number 2 St. Peter's Way. However, it is also recognised that at present the area between number 2 and the site accommodates 3 trees which are detailed in the submitted Tree Report to measure between 6-9 metres in height. Also this development is proposed to the front of number 2 and would not impact on the outlook available to the rear of the property. On balance therefore it is not considered that the impacts of the proposal (inclusive of the parapet wall recommended by the Conservation Team) would result in a material loss of residential amenity to the occupiers of No. 2 St Peters Way.

The neighbouring property at No.3 St Peters Way, is sited at an angle and a sufficient distance for the development to have a detrimental impact upon their residential amenities and light levels.

It is therefore considered the proposed development would accord with the objectives set out in Policies BE20 & BE21 of the Hillingdon Local Plan: Part Two Saved UDP Policies(November 2012).

7.09 Living conditions for future occupiers

Not applicable.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Hillingdon Local Plan: Part Two Policy AM7 relates to traffic generation of new development with (ii) particularly relating to highway and pedestrian safety. AM14 states the need for all development to comply with the Council's adopted parking standards.

The application site proposes an increase of 4 extra rooms, with no justification in regards to the current parking arrangement. The application site benefits from 7 off road parking spaces as shown on the submitted plans, however no assessment or survey has been carried out to support the increase of 4 rooms with a lack of increase in parking.

This is an area with some limited on-street parking available in the vicinity of the site and the development, if approved, could add further parking pressure to the local area. However, this application is for the improvement of an existing Medical Practice not the provision of a new facility. Indeed the increase of patients registered at the Practice has already happened following the merger in 2015 and therefore any increased parking demand is likely to be of a similar nature to the existing use of the site.

Whilst the applicant has not demonstrated compliance with Policies AM7 and AM14 of the Hillingdon Local Plan Part Two Saved UDP Policies (November 2012), this has to be

weighed against the wider benefits of the proposal. The provision of improved medical services in an area where there is a demonstrated need is considered to represent a greater benefit that outweighs any possible localised impacts in terms of parking pressure. On this basis it is not considered that it would be appropriate to refuse the application on parking or traffic grounds.

7.11 Urban design, access and security

Not applicable.

7.12 Disabled access

The application site is an existing medical centre with existing disabled facilities to assist patients entering and exiting the premises. The proposed development would consist of a single storey composition and designed in accordance with NHS minimum standards.

7.13 Provision of affordable & special needs housing

Not applicable.

7.14 Trees, landscaping and Ecology

The Trees & Landscape Officer were consulted regarding the trees. An arboricultural assessment was also submitted by the applicant following advice from the Trees Officer. It was considered although there were no objections to the removal of trees T1 & T3 subject to appropriate re-planting as they were outside the remits of the application site, they could not be assessed under this application.

The applicant has however submitted a separate works to trees in a conservation area application at this time to carry out the removal works.

The Magnolia Tree and T5 situated to the front should not be affected by the proposed works, providing a safeguarding scheme and it is recommended that this be secured via condition.

7.15 Sustainable waste management

Not applicable.

7.16 Renewable energy / Sustainability

Not applicable.

7.17 Flooding or Drainage Issues

Not applicable.

7.18 Noise or Air Quality Issues

Not applicable.

7.19 Comments on Public Consultations

No comments or objections received from neighbouring properties, however a petition in support of the development signed by neighbouring properties and patients of the Medical Centre has been submitted.

7.20 Planning obligations

Not applicable.

7.21 Expediency of enforcement action

Not applicable.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the

development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

None

10. CONCLUSION

The principle of development is supported by planning policy. The increased demand on services in this area is demonstration of the need for the proposed works.

The proposed development, as submitted, would fail to preserve or enhance the character of the Harlington Conservation Area. However, amendments have been identified that would allow for improvements to be made in order to achieve an acceptable form of development that would both preserve the character and appearance of the Conservation Area and secure the proposed improvements to the provision of medical services locally.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)

Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)

The London Plan (2015)

National Planning Policy Framework

Contact Officer: Naim Poptani

Telephone No: 01895 250230



Notes:

 Site boundary

For identification purposes only.

This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act).

Unless the Act provides a relevant exception to copyright.

© Crown copyright and database rights 2016 Ordnance Survey 100019283

Site Address:

**Heathrow Medical Centre
1 St Peter's Way
Harlington**

**LONDON BOROUGH
OF HILLINGDON**

**Residents Services
Planning Section**

Civic Centre, Uxbridge, Middx. UB8 1UW
Telephone No.: Uxbridge 250111

Planning Application Ref:

55700/APP/2015/3554

Scale:

1:1,250

Planning Committee:

Central & South

Date:

March 2016



HILLINGDON
LONDON