

## Report of the Head of Planning, Sport and Green Spaces

**Address** ALDIS HALL & WETHERBY HOUSE GREEN LANE NORTHWOOD

**Development:** Proposed Change of use of Aldis Hall (from C1 residential to D1 Pre-School Nursery) with associated parking, access alterations and landscaping and a change of use of Wetherby House (from D1 Pre-School Nursery to C3 residential).

**LBH Ref Nos:** 68153/APP/2017/793

**Drawing Nos:** Maximum capacity analysis for Wetherby House  
Highways Summary Note: 1612-63/TN/01A  
Draft Traffic & Parking Management Plan: 1612-63/TPMP/01  
2341(08)001 D  
Transport Statement 2  
Drainage Statement  
Noise Impact Statement  
Air Quality Assessment  
2341(03)003  
2341(21)001 C  
2341(21)002 A  
2341(03)004  
2341(03)005  
2341(03)013  
2341(20)002 A  
2341(20)003  
FLU.441.WN.02  
2341(20)004  
2341(20)005  
Site Photos  
Elevation and Floor  
FLU.441.WN.01  
2341(02)001 A  
Planning Statement  
Design & Access Statement  
Arboricultural Impact Assessment  
Land Contamination Risk Assessment  
Heritage Impact Assessment  
Transport Statement

**Date Plans Received:** 03/03/2017      **Date(s) of Amendment(s):** 10/07/2017  
**Date Application Valid:** 06/04/2017      28/03/2017

### 1. SUMMARY

Planning permission is sought for the proposed Change of Use of Aldis Hall from residential to a Pre-School Nursery (D1) with associated parking, access alterations and landscaping and a change of use of Wetherby House from a Pre-School Nursery to residential.

There would be no external alterations to the existing buildings and the proposed

alterations to the car parking and gardens are modest so there would be no external impact. Subject to appropriate conditions it is considered that no adverse impact for occupiers of neighbouring residential properties will result.

It is noted that strong objections have been raised by local residents and Members with regard to the total number of children to attend which in turn contribute to their concerns regarding the impacts the proposal would have on traffic congestion along Green Lane, especially during drop-off and collection, and the parking provisions for staff and parents. In response additional reports have been submitted which is accepted by the Council's Highways team as providing satisfactory evidence. Notwithstanding this it is proposed that permission could also be granted subject to a number of conditions and a legal agreement including a Travel Plan and a Monitoring Regime. Such controls could enable the number of children to be capped or staggered, increasing incrementally year on year and only following the discharge of appropriate conditions and compliance with any monitoring regime; but with a cap on the total number.

It is therefore recommended that planning permission be granted subject to appropriate conditions and planning obligations.

## **2. RECOMMENDATION**

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

**A) That the Council enter into a legal agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) or any other legislation to secure the following:**

**i. Travel Plan: Prior to occupation a full Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. A Travel Plan Co-ordinator shall be appointed and the Travel plan shall have clear targets and measures to adhere to, to achieve a higher level of sustainable modes of transport for both parents and staff.**

**ii. Car Parking and Traffic Management Plan: Including measures to ensure child safety and the enforcement regime to control pick ups and drop offs.**

**B) That in respect of the application for planning permission, the applicant meets the Council's reasonable costs in preparation of the Section 106 and any abortive work as a result of the agreement not being completed.**

**C) That officers be authorised to negotiate and agree the detailed terms of the proposed agreement and conditions of approval.**

**D) That, if the S106 agreement has not been finalised within 6 months, under the discretion of the Head of Planning and Enforcement, the application is refused under delegated powers on the basis that the applicant has refused to address planning obligation requirements.**

**E) That if the application is approved, the following conditions be imposed subject to changes negotiated by the Head of Planning and Enforcement prior to issuing the decision.**

**1 COM3 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 COM4 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 (02)001; (08)001 D; (03)003; (03)004; (03)005; (03)013; (20)002; (20)003; (20)004; (20)005; (21)001; 441.WN.01; 441.WN.02; and shall thereafter be retained/maintained for as long as the development remains in existence.

**REASON**

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

**3 NONSC Non Standard Condition**

Wetherby House shall not be used as a Children's Nursery including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987).

**REASON**

To ensure the appropriate use of the building in this location in accordance with the NPPF and Policy OL1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**4 NONSC Non Standard Condition**

Aldis Hall shall be used as a Children's Nursery and for no other purpose (including any other purpose in Class D1) of the Schedule to the Town and Country Planning (Use Classes) Order 1987).

**REASON**

To ensure the appropriate use of the building in this location in accordance with the NPPF and Policy OL1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**5 NONSC Non Standard Condition**

The use of Aldis Hall for Class D1 day nursery shall only take place between the hours of 07:00 to 19:00 Monday to Friday only and at no time on Saturday and Sunday.

**REASON**

To safeguard the amenity of the surrounding area in accordance with policy OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**6 NONSC Non Standard Condition**

The garden and outdoor space shall not be used in connection with use as a day nursery (Class D1) before the hours of 09.00 and after 18.00, Monday to Friday and at no time on Saturday or Sunday and not more than 12 children shall use the garden and outdoor space at any one time and at no time will they be left unsupervised.

**REASON**

To safeguard the amenity of the occupants of surrounding properties in accordance with policy OE1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**7 NONSC Non Standard Condition**

The Class D1 nursery use hereby approved shall be limited to a maximum enrolment/attendance of 45 children in the first year, 80 children in year two and 104 children in year three and in the years thereafter.

**REASON**

To ensure that the development does not have an unacceptable impact on residential amenity and in the interests of highway and pedestrian safety in accordance with policies OE1, AM2 and AM7 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**8 NONSC Non Standard Condition**

The development shall not begin until a scheme which specifies the provisions to be made for the control of noise emanating from the site and affecting the nearby residential properties has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include an investigation of all available physical mitigations, administrative measures, and noise limits with the most applicable being collated in a Noise Management Plan that specifies the responsible person for its implementation and monitoring. Prior to the first use of the building for the D1 use hereby approved, the approved Noise Management Plan scheme shall be implemented and maintained in full compliance with the approved measures.

**REASON**

To safeguard the amenity of the surrounding area in accordance with policy OE1 and OE3 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**9 NONSC Non Standard Condition**

No provision shall be made for staff parking, for parent/guardian parking or pupil pick-up/drop off on site during hours of operation, other than for disabled persons.

**REASON**

In order to maintain safe and efficient operating conditions at the adjacent traffic signals and in the interests of highway and pedestrian safety, in accordance with policies AM2 and AM7 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**10 LB11 Further Details (Listed Buildings)**

Detailed drawings or samples of materials, as appropriate, in respect of the following shall be submitted to and approved in writing by the Local Planning Authority before the relevant part of the work is begun:

- (a) skylight
- (b) lift over run
- (c) glass balustrade to first floor balcony
- (d) new window
- (e) door openings

The scheme shall then be undertaken only in accordance with those approved drawings.

**REASON**

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

**11 LB7 Inspection of the building prior to works**

Where works involve removal, alterations or restoration, the Local Planning Authority shall

be notified and allowed to inspect prior to the execution of final proposals. It is important that the setting and original features with the existing building Aldis Hall (such as but not limited to: the staircase/fireplace/panelling etc.) are appropriately safeguarded and recorded.

#### REASON

To safeguard the special architectural and/or historic interest of the building in accordance with Policy BE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

### **12 RES8 Tree Protection**

No site clearance or construction work shall take place until the details have been submitted to, and approved in writing by, the Local Planning Authority with respect to:

1. A method statement outlining the sequence of development on the site including demolition, building works and tree protection measures.
2. 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. Such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details. 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:

- 2.a There shall be no changes in ground levels;
- 2.b No materials or plant shall be stored;
- 2.c No buildings or temporary buildings shall be erected or stationed.
- 2.d No materials or waste shall be burnt; and
- 2.e 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 trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

### **13 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.a Refuse Storage
  - 2.b Covered and Secured Cycle Storage (for a minimum of 3 cycles)

- 2.c Means of enclosure/boundary treatments
- 2.d Car Parking Layouts
- 2.e Hard Surfacing Materials
- 2.f External Lighting
- 2.g Other structures (such as play equipment and furniture)
- 2.h Covered and Secure Storage area for Children's buggies and scooters.

5. Schedule for Implementation

6. Other

- 6.a Existing and proposed functional services above and below ground
- 6.b Proposed finishing levels or contours

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 amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policy 5.17 (refuse storage) of the London Plan (2016).

**14 RES10 Tree to be retained**

Trees, hedges and shrubs shown to be retained on the approved plan(s) shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority. If any retained tree, hedge or shrub is removed or severely damaged during (or after) construction, or is found to be seriously diseased or dying, another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs'

Remedial work should be carried out to BS BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and to comply with Section 197 of the Town and Country Planning Act 1990.

**15 RES14 Outbuildings, extensions and roof alterations**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification); no garage(s), shed(s) or other outbuilding(s), nor extension

or roof alteration to any dwellinghouse(s) shall be erected without the grant of further specific permission from the Local Planning Authority.

**REASON**

To protect the character and appearance of the area and amenity of residential occupiers in accordance with policies BE13, BE21, BE23 and BE24 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**16 RES24 Secured by Design**

The development shall achieve 'Secured by Design' accreditation awarded by the Hillingdon Metropolitan Police Crime Prevention Design Adviser (CPDA) on behalf of the Association of Chief Police Officers (ACPO). No dwelling shall be occupied until accreditation has been achieved.

**REASON**

In pursuance of the Council's duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in exercising its planning functions; to promote the well being of the area in pursuance of the Council's powers under section 2 of the Local Government Act 2000, to reflect the guidance contained in the Council's SPG on Community Safety By Design and to ensure the development provides a safe and secure environment in accordance with London Plan (2015) Policies 7.1 and 7.3.

**17 N11 Control of plant/machinery noise**

All plant and/ or machinery hereby approved shall provide a comprehensive scheme for the control of noise emanating from the site, or from other sites from causing noise nuisance to future occupiers of all habitable areas of the development. An Environmental Noise Survey will need to be carried out by a suitably qualified acoustic consultant and must be carried out to the standards laid out in BS 4142: 1997 (Method for rating industrial noise affecting mixed residential and industrial areas). The scheme shall include such combination of measures as may be approved by the LPA. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

**REASON:** To safeguard the amenity of the surrounding area in accordance with policy OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and London Plan (2016).

**18 N6 Sound insulation scheme**

The sound insulation and ventilation scheme should be designed to protect the proposed development from external noise sources. The scheme shall meet an acceptable internal noise design criteria to guard against external noises. It shall satisfy or exceed the standards laid by BS 8233: 2014 - Guidance on sound insulation and noise reduction for buildings. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

**REASON:** To ensure that the amenity of the occupiers of the proposed development is not adversely affected by noise in accordance with policy OE5 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**INFORMATIVES**

**1 I47 Damage to Verge - For Council Roads:**

The Council will recover from the applicant the cost of highway and footway repairs,

including damage to grass verges.

Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense.

For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).

## **2            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).

## **3            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 - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

AM14	New development and car parking standards.
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
BE10	Proposals detrimental to the setting of a listed building
BE13	New development must harmonise with the existing street scene.
BE14	Development of sites in isolation
BE18	Design considerations - pedestrian security and safety
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE39	Protection of trees and woodland - tree preservation orders
BE4	New development within or on the fringes of conservation areas
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
LPP 3.8	(2016) Housing Choice
NPPF7	NPPF - Requiring good design
R10	Proposals for new meeting halls and buildings for education, social, community and health services



R13	Use of residential accommodation for educational and child care premises
AM7	Consideration of traffic generated by proposed developments.
BE19	New development must improve or complement the character of the area.
BE12	Proposals for alternative use (to original historic use) of statutorily listed buildings
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
H2	Restrictions on changes of use of residential properties
H3	Loss and replacement of residential accommodation
LPP 7.15	(2016) Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
NPPF	National Planning Policy Framework
NPPF1	NPPF - Delivering sustainable development
NPPF12	NPPF - Conserving & enhancing the historic environment
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
R12	Use of premises to provide child care facilities

#### 4

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. The Council supports pre-application discussions. In this case negotiation was necessary to deal with issues relating to impact on neighbour's amenities and on the local highway network.

#### 5 115 **Control of Environmental Nuisance from Construction Work**

Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should ensure that the following are complied with:-

A. Demolition and construction works which are audible at the site boundary shall only be carried out between the hours of 08.00 and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays, Bank or Public Holidays.

B. All noise generated during such works shall be controlled in compliance with British Standard Code of Practice BS 5228:2009.

C. Dust emissions shall be controlled in compliance with the Mayor of London's Best Practice Guidance' The Control of dust and emissions from construction and demolition.

D. No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit ([www.hillingdon.gov.uk/noise](http://www.hillingdon.gov.uk/noise) Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction

other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

### **3. CONSIDERATIONS**

#### **3.1 Site and Locality**

The application site comprises an approximately 0.2 hectare irregularly shaped plot located on the Northern side of Green Lane in Northwood. It accommodates Wetherby House and Aldis House along with its landscaped gardens and car parking.

Wetherby House, a modern two-storey building was briefly in use as a nursery (class D1) and is located towards the Western side of the site. Hardstanding to the site frontage provides parking for several cars. The historic play space is located to the rear of the property. This property is currently vacant. When it was previously used as a nursery it had a maximum of 54 children (not 88 as suggested by the applicant) with approximately 20 staff both in part and full-time employment.

Aldis Hall, which is also currently vacant is understood to have formerly accommodated student accommodation and is located to the East of the site. This an attractive three-storey (including roof space accommodation) Edwardian building built in the Arts and Crafts style with accommodation in the roof space. It is characterised by red brick and hung tiles at first floor, with a tiled roof featuring bonnet tiles. A landscaped garden enclosed by mature hedging is situated to the East and was designed as part of the setting of the house. It includes a pond which had a fountain feature and creates a positive, pleasing environment for the building. Car parking is located to the front of the building and access is via a driveway from Green Lane, which is shared with properties to the rear.

A substantial gap has been maintained between the two buildings by the retention of the garden associated with Aldis Hall. This positively contributes to the general street scene and surrounding area.

The 1970-73 OS Map and earlier maps show that the construction of Wetherby House, occurred between the late 1960s and early 1970s (by 1973). The footprint of Wetherby House in the 1970s does not appear to have changed much from the current footprint, but the parking area on the South side has been expanded and access from the College via paths on the North side has now been cut off.

The building has a relatively plain main elevation facing South. The building is rendered and painted brick at ground floor level, with hung tile cladding to the first floor. The main entrance is at the centre of the elevation and there is a narrow veranda on the West side of the elevation. Side walls are gable ends in face brick with a chimney stack on the East side. There is a single storey building attached to the South West corner of the building with a further wooden shed, bin store area and tarmac parking area in front of the building.

The site is bounded to the North West by The London School of Theology and, indeed, it is understood it formally comprised part of their grounds. To the North, the site is bounded by residential accommodation and two-semi-detached properties. Planning permission (ref: 10112/APP/2016/3976) was granted in 2016 for the redevelopment of that site to provide a four-storey detached residential building comprising nine flats (4 x 2 bedroom and 5 x 3 bedroom units) with associated parking and landscaping. To the East the site is bounded by residential properties in Welcote Drive and residential properties also lie beyond Green

Lane to the South at The Glen.

The application site falls within the 'developed area' as designated in the Hillingdon Local Plan. Aldis Hall is however locally listed and trees on site are protected by way of Tree Preservation Order (TPO). The Glen Conservation Area is located to the South of the site. Green Lane is designated as a Local Distributor Road.

### 3.2 Proposed Scheme

The application seeks planning permission for the proposed change of use of: Aldis Hall from residential to a Pre-School Nursery (D1) with associated parking, access alterations and landscaping; and a change of use of Wetherby House from a Pre-School Nursery to residential.

Following initial concerns raised by Conservation regarding the division/alteration of the site and garden originally associated to Aldis Hall an amended block plan has been submitted. The proposed site area associated to Aldis Hall, according to the amended block plan, now includes the landscaped garden area associated to the original property. An internal lift is proposed and the existing staircase is also to be restored and used as required. Four car parking spaces are proposed toward to the front of the building alongside a small drop off area.

The applicant states that the nursery would provide childcare for up to 104 children in the age range 0-5 years old, with approximately 37 staff. The proposed opening hours are 07:00 to 19:00 Monday to Friday for 51 weeks of the year.

Wetherby House would be converted into a single 4 bedroom dwelling with no external alterations proposed with the provision for a minimum 2 car parking spaces.

### 3.3 Relevant Planning History

68153/APP/2011/2667 Wetherby 15 Green Lane Northwood

To change the use of the Principal's House at 15 Green Lane, HA6 2UZ from educational use to domestic use as the property is to be rented out commercially.

**Decision:** 21-12-2011 NFA

68153/APP/2016/4518 15 Green Lane Northwood

Erection of four storey (inclusive of basement car parking level and accommodation within the roof) building to provide 10 residential flats (8 x 2 bed & 2 x 3 bed units) with associated external works including provision of refuse building, landscaping and access, following demolition of existing nursery building.

**Decision:** 27-01-2017 Withdrawn

68153/PRC/2017/12 Aldis House & Wetherby Hall Green Lane Northwood

Proposed change of use of Aldis Hall (C1 to D1 nursery) and change of use of Wetherby Hall (D nursery to C3)

**Decision:**

## **Comment on Relevant Planning History**

68153/PRC/2017/12 - Pre-Application: Proposed change of use of Aldis Hall (C1 to D1 nursery) and change of use of Wetherby Hall (D1 nursery to C3).

The planning history for both buildings and the site in general is limited. There is no planning history for Wetherby House. Indeed there is no planning permission which has been granted (or refused) by the council for its historic use as a nursery. Aldis Hall, previously known as Wetherby and noted as No.15 Green Lane, again has no meaningful or relevant planning history, although it is accepted that this has always been in residential use of some sort throughout the years.

## **4. Planning Policies and Standards**

Aldis Hall is on the local list. Saved Policy BE12 states that, inter-alia, locally listed buildings should preferably remain in their historic use. Where planning permission is required an alternative use will be permitted if it is appropriate to secure the renovation and subsequent preservation of the building, features of architectural or historic interest and setting.

In this regard, minimal external changes are proposed to the building and any internal changes do not appear to be structural. In theory the ability for the building to return to residential use remains.

Saved Policy H2 states that the local planning authority will not normally grant planning permission for a change from residential use of any building or part of a building that is suitable with or without adaptation for residential uses.

Policy R11 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (2012) states that the Local Planning Authority will assess proposals which involve the loss of land or buildings used or whose last authorised use was for education, social, community and health services by taking into account whether:

- (i) There is a reasonable possibility that refusal of permission for an alternative use would lead to the retention and continued use of the existing facility;
- (ii) Adequate accessible alternative provision is available to meet the foreseeable needs of the existing and potential users of the facility to be displaced;
- (iii) The proposed alternative use accords with the other policies of this plan and contributes to its objectives. HDAS Residential Layouts SPD states that redevelopment of more than 10% of properties on a residential street is unlikely to be acceptable, including the number of houses which have been redeveloped for new blocks of flats.

Policy H3 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (2012) states that the loss of residential accommodation (which could be occupied with or without adaption) will only be permitted if it is replaced within the boundary of the site. An increase in the accommodation will be sought, subject to other policies in the plan.

The NPPF and Policy 3.3 'Increasing Housing Supply' of the London Plan (2016) recognises the need for more homes in London in order to promote opportunity and provide real choice for all Londoners in ways that meet their needs at a price they can afford.

Policy R12 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that the Local Planning Authority will permit proposals for the use of premises to provide either full or sessional day care for pre-school children, or childminding services

provided:

- i. The proposal does not result in the loss of any units of residential accommodation;
- ii. The proposal does not lead to conditions prejudicial to the safety and free flow of traffic and the adjoining highway;
- iii. Parking provision is in accordance with the Council's adopted standards; and
- iv. The proposal, by reason of noise and general activity, does not adversely affect the amenities of nearby residential properties.

In reaching planning decisions Local Planning Authorities are required to balance the material planning considerations in each case and the National Planning Policy Framework indicates a general principle that planning permission should be granted unless the adverse impacts significantly outweigh the beneficial impacts.

There is strategic policy support at all levels of the development plan for the provision of educational facilities and for strategies which seek to improve health, social and cultural wellbeing and deliver community and cultural facilities to meet local needs. Having regard to these objectives it is considered that in certain specific local circumstances the benefits of providing a nursery/day care facility could outweigh the adverse impact on housing stock caused by the loss of residential accommodation.

#### **UDP / LDF Designation and London Plan**

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

Part 1 Policies:

Part 2 Policies:

AM14	New development and car parking standards.
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
BE10	Proposals detrimental to the setting of a listed building
BE13	New development must harmonise with the existing street scene.
BE14	Development of sites in isolation
BE18	Design considerations - pedestrian security and safety
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE39	Protection of trees and woodland - tree preservation orders
BE4	New development within or on the fringes of conservation areas
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
LPP 3.3	(2016) Increasing housing supply

LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
LPP 3.8	(2016) Housing Choice
NPPF7	NPPF - Requiring good design
R10	Proposals for new meeting halls and buildings for education, social, community and health services
R13	Use of residential accommodation for educational and child care premises
AM7	Consideration of traffic generated by proposed developments.
BE19	New development must improve or complement the character of the area.
BE12	Proposals for alternative use (to original historic use) of statutorily listed buildings
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
H2	Restrictions on changes of use of residential properties
H3	Loss and replacement of residential accommodation
LPP 7.15	(2016) Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
NPPF	National Planning Policy Framework
NPPF1	NPPF - Delivering sustainable development
NPPF12	NPPF - Conserving & enhancing the historic environment
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
R12	Use of premises to provide child care facilities

## **5. Advertisement and Site Notice**

**5.1** Advertisement Expiry Date:- Not applicable

**5.2** Site Notice Expiry Date:- Not applicable

## **6. Consultations**

### **External Consultees**

26 neighbouring properties along with Northwood Residents Association and the Local History Society were all consulted on 10.04.2017 and a site notice was posted to the front of the site approximately in between both the buildings.

There have been 6 objections received raising the following points:

i) Green Lane is a busy bus route. Single and double deck buses travel constantly both ways. There is a bus stop on the same side, just seven meters before the entrance/exit of Aldis Hall. Ten meters beyond it, is a zebra crossing that buses hurtle through. Exactly opposite Aldis Hall entrance/exit is a row for parking which is usually full. Northwood's primary car park lies a few meters beyond the zebra crossing so the road is used to access it. The Glen entrance/exit is opposite that bus stop.

Traffic for the 52 flats is fairly constant. Many building and delivery trucks go up and down also, making Green Lane, at this precise Aldis Hall exit/entrance point, rather narrow: a bus stop; buses running constantly; a zebra crossing; a row of parked cars; Cars turning in and out of The Glen constantly; Cars turning out of Welcote Drive less constantly.

For the last 2 years, when Wetherby House was rented to the Montessorri School, (now moved to the corner of Green Lane and Rickmansworth Rd), myself and other Glen residents have watched with horror, as 4x4 cars backed out of Wetherby House drive into the traffic, in the rush hour between 8.30 to 9.30am and 5.00 to 6.30pm, often causing chaos, road blocks, tail backs - with tiny children in their cars! Police or their traffic camera's nowhere to be seen. The level of driving awareness, ability and consideration was dangerous beyond belief. The "Transport Assessment" in your planning documentation for Aldis Hall bears no resemblance to what I am reporting and documenting here. I am prepared to testify in person to the transport situation on Green Lane. (Now it is 11.52am, the road is in a calm car a minute moment.)

Ways to proceed to ensure the safety of children and parents using Aldis Hall as a Primary School, are as follows:-

1) LEFT on AH drive, as cars exit onto Green Lane erect TURN LEFT ONLY sign with arrow pointing LEFT. On right side, a sign NO RIGHT TURN. Imagine the total disruption of Green Lane in rush hour with cars turning right, on a bus route, traffic nose to tail on every road in Northwood. It would be madness equaling hooting, swearing, despair.

2) Information given to parents is: \* Only turn left exiting to Green Lane. \* Only cross the road on the crossing.\* Do not use The Glen to park your car and hurry over the road, not on the crossing.

3) The existing tree on left by pavement is not a TPO according to your map. It now badly overhangs the path of tall buses and driver vision. Clear left side of tree and Privet bushes so drivers have uninterrupted vision.

4) Wetherby Hse Montessori School, had 40 children, dropped/collected per day and you have totally underestimated peak time parking requirement's. There is no average time, as your data supposes, for parents to park - they are human and sometimes stop to chat to teachers about their offspring; as indeed they should.

5) Looking at Aldis from Green Lane, there's a brick wall on the left and you are erecting a 500 mm high railing. I suggest you utilize this very neglected space properly. Keep the two trees with TPO's, white cherry and yew and lilac . Then to create three more parking spaces and/or vital turning space so they do not back out onto Green Lane, grub out the dead tree wood, bushes, ivy, and cover with tarmac. I have measured the narrowest part of the drive near the white cherry TPO tree, and if the scrub is removed for railing and tarmac, there is room for two cars to pass,1 entering 1 exiting. This was impossible at Wetherby Hse where the drive is 5 paces narrower. A bad vehicle accident outside Aldis Hall, could mean a vehicle coming straight into our Glen wooden fence by my flat.

However, my main concerns are four-fold, the safety of tiny children, the success of a quality Pre-School Nursery, the safety of bus drivers and their passengers, and the safety of the many pedestrians of all ages: using the station, schools, doctors, post office, shops, supermarket. The traffic and transport assessment analysts who have given you data from everywhere in the UK except Green Lane, Northwood, may also be interested to know that despite the 20 mph sign, many expensive cars are driven at great speed up and down Green Lane past Aldis Hall drive. It is disquieting for us (intelligent tax paying) residents to read that your Transport Assessment for this Proposed Change of Use of Aldis Hall, lacks research and responsibility: under any circumstances, especially when tiny children are involved.

Parking bays access/availability

2.3 states "Parking is free up to 30 mins a charge for extra" This is not correct as only residents displaying permits can park for one hour per day. The bays also are usually full on most days and representations are currently being made to have these bays discontinued due to their position creating hazardous exits from The Glen.

Dangerous Parking bay location. This bay is on opposite side of the road with the consequence of alighting passengers having to cross the busy road, away from the zebra crossing.

Hazardous Entrance/Exit onto site. Only one access road, about 5 m wide, to cater for 9 flats at rear and 104 children twice a day. Surely the provision of one entrance and one exit is imperative?

Traffic

TRICS Data 6.4 misapplied results. 6.4 states "that as the data base is too small and limited Nursery site figures are unavailable, so data has been extended to All England". This obviously negates the data as such wildly estimated data assumptions create inaccurate conclusions. TRICS Data 7.3.4 - wrong sources used. This survey was taken in Islington, Tower Hamlets, Devon, Kent, Suffolk, Cheshire, Manchester a Tyne & Wear to illustrate what traffic trip rate would be in Northwood. Would not a survey actually in Northwood have been more useful? TRICS - a deliberate failure to reveal data. Why is no mention made of two nationally known Day Schools within 500 yards, with a daily total of over 2000 pupils. Currently there is traffic grid-lock in mornings and afternoons and this development will only add to the current traffic chaos. Section 3.20 draws wrong conclusion This states that "there is a low percentage of parents arriving by car". There is an absence of figures to justify an unresearched statement that disregards true facts. Section 4.28 obfuscation . This states that "there will be no increase in Green Lane traffic: - again, there are no supporting facts; 104 pupils in and out will plainly create extra traffic. Why is 40 now 88? Wetherby Hall is now empty. It was previously occupied by Montessori nursery school with only 40 children. This school was moved down the road to Cornerways and now has just 60 places. Are these the same pupils who will move into Aldis House? To minimise the increase of children numbers by saying 88(sic) to 104, when it really is 40 to 104 (260%) is totally misleading and is believed to be deliberate. Variable staff numbers. It is confusing to establish how many staff will actually be on site - 4 different figures are stated ranging from 25 to 37? Already up to ten staff cars are parked at the recently moved school (on the Cornerways site). Northwood's unskilled parkers. The Application is assuming that the four on-site parking bays can each handle 8 cars an hour. Local residents have already observed the lack of driving skills of current parents and view this na ve comment with amazement. Traffic Data is misapplied . It is hoped that Hillingdon's Planners will not be deceived by the over- abundance of questionable data, most of which has been misapplied.

ii) There is already too much major traffic congestion along Green Lane in the mornings and again in the afternoons. It would appear that not enough consideration has been allowed for adequate parking and turning around also to add to this inadequate plan there is also the 9 Flats being built directly behind Aldis House which are going to increase congestion on Green Lane. There is a suggestion that parents to the 104 children "dropping off" can use the public car park and walk up to the crossing to take there children to the school, but what of the plans to develop Northwood College, also using the carpark as an entrance. Already there is Northwood College and St Helens School creating havoc to traffic in the mornings with up to 2000 day students toing and froing in their family cars. When is this profit making madness going to stop. Please do think of us the resident who have to use Green Lane and breath all the fumes, to go to the shops and also work.

iii) I do not think enough thought has gone into on site parking and the associated congestion being caused on an already over crowded road especially at morning / evening rush hours (pre and post school hours).

iv) I was the previous tenant of 15 Green Lane renting it as a nursery. During my time there I was told that the property did not have D1 and would need planning permission to continue as a nursery. If you check your records you will see that 15 Green Lane does not have D1 use. In addition with my recent experience with the planning department I believe this should go to Committee. No information has been submitted regarding the proposed nursery at Aldis Hall such as how many children there will be daily? Where is the traffic survey reflecting the introduction of families picking up and dropping off? Where is the travel plan? Noise survey? Parking facilities for staff and parents, visitors? Before I left 15 Green Lane it was reinstated it to a home it is no longer a nursery. 15 Green



Lane and Aldis Hall should remain as residential properties. There is no need for a further nursery on Green Lane. I look forward to seeing this at Committee.

v) Deep concerns regarding the proposal and in particular the change of use of Aldis Hall into the nursery for 104 children. The exit is near the bus stop causing further congestion on Green Lane when picking up and setting down passengers. Can you really believe that these Parents will walk their children to the zebra crossing about 50 yards away?

It will be wholesale bedlam each morning and afternoon on a road already overwhelmed with traffic at these busy times of the day.

vi) A Ward Councillor has also objected in regard to:

- lack of parking for parents and staff;

- traffic congestion along Green Lane is already appalling adding a nursery with 104 pupils will bring the only part of Green Lane that is partially circulating to a halt along with the rest of Green Lane;

- there are more than enough nursery places in the area namely at Cornerways and The Grove in The Grange.

Accordingly the Ward Cllr has asked that this be called in for consideration by the North Planning Committee rather than decided upon under officer delegation.

It is understood that on the 4th July 2017, the applicant via their agent submitted an e-petition in order to garner 20 signatories in support of the proposal. At the time of preparing this report Democratic Services have confirmed there are currently 22 signatories.

### **Internal Consultees**

Access: No objections and advised of the following informatives:

The following informatives should be attached to any grant of planning permission:

a) The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.

b) Fixtures, fittings and furnishings, particularly hard materials should be selected to ensure that sound is not adversely reflected. The design of all learning areas should be considerate to the needs of people who are hard of hearing or deaf. Reference should be made to BS 8300:2009+A1:2010, Section 9.1.2, and, BS 223 in selecting an appropriate acoustic absorbency for each surface.

c) Care should be taken to ensure that the internal decoration achieves a Light Reflectance Value (LRV) difference of at least 30 points between floor and walls, ceiling and walls, Including appropriate decor to ensure that doors and door furniture can be easily located by people with reduced vision.

d) Induction loops should be specified to comply with BS 7594 and BS EN 60118-4, and a term contract planned for their maintenance.

e) Care must be taken to ensure that overspill and/or other interference from induction loops in different/adjacent areas does not occur.

f) Flashing beacons/strobe lights linked to the fire alarm should be carefully selected and installed to ensure they remain within the technical thresholds not to adversely affect people with epilepsy.

The Environmental Protection Unit: No objections subject to the following conditions:

Sound insulation scheme

The sound insulation and ventilation scheme should be designed to protect the proposed development from road, rail and air traffic, and other external noise sources. The scheme shall meet an acceptable internal noise design criteria to guard against external noises. It is good practice to

have a scheme satisfying or exceeding the standards laid by BS 8233: 2014 - Guidance on sound insulation and noise reduction for buildings. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

REASON: To ensure that the amenity of the occupiers of the proposed development is not adversely affected by (road traffic) (rail traffic) (air traffic) (other) noise in accordance with policy OE5 of the Hillingdon Unitary Development Plan. Control of plant/machinery noise Scheme for noise control All plant and/ or machinery hereby approved shall provide a comprehensive scheme for the control of noise emanating from the site, or from other sites from causing noise nuisance to future occupiers of all habitable areas of the development.

An Environmental Noise Survey will need to be carried out by a suitably qualified acoustic consultant and must be carried out to the standards laid out in BS 4142: 1997 (Method for rating industrial noise affecting mixed residential and industrial areas). The scheme shall include such combination of measures as may be approved by the LPA. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

REASON: To safeguard the amenity of the surrounding area in accordance with policy OE1 of the Hillingdon Unitary Development Plan.

CONSTRUCTION: Dust Development shall not begin until a scheme for protecting [surrounding dwellings] [sensitive] from dust emitted from the construction works, has been submitted to, and approved by the Local Planning Authority. The scheme shall include such combination of dust control measures and other measures as may be approved by the Local Planning Authority.

REASON: It is known that dust from construction works can cause nuisance by soiling surfaces and other articles in and about buildings. Dust can also cause irritation such as irritation to the eyes, noise, and throat. There is growing evidence and concern that dust, especially the very small and fine dust particles, can cause or exacerbate respiratory ill-health. Control of environmental nuisance from construction work Nuisance from demolition and construction work is subject to control under the Control of Pollution Act 1974, the Clean Air Act 1993 and the Environmental Protection Act 1990

You should ensure that the following are complied with:

- (i) Demolition and construction works should only be carried out between the hours of 0800 and 1800 on Monday to Friday and between the hours of 0800 and 1300 on Saturday. No works should be carried out on Sundays, Public or Bank Holidays;
- (ii) All noise generated during such works should be controlled in compliance with British Standard 5228, and use best practicable means, as defined in section 72 of the Control of Pollution Act 1974;
- (iii) Measures should be taken to eliminate the release of dust, odours and other emissions caused by the works that may create a public health nuisance. Guidance on control measures is given in, "The control of dust and emissions from construction and demolition: best practice guidelines", Greater London Authority, November 2006; and
- (iv) No bonfires that create dark smoke or cause nuisance to local residents should be allowed at any time.

You are advised to consult the Council's Environmental Protection Unit to seek prior approval under Section 61 of the Control of Pollution Act 1974 if you anticipate any difficulty in carrying out the works other than within the normal working hours set out above, and by means that would minimise disturbance to adjoining premises.

Officer Comments: Matters relating to dust are covered by Environmental Health legislation. Accordingly a condition in this regard is not considered necessary in this instance, especially given the relatively minor nature of the works proposed.

Trees/Landscape: No objections subject to conditions:

This application refers to two adjacent sites, one occupied by Aldis Hall and Wetherby House,

situated immediately to the east of the London Theological College. Both sites are set back from Green Lane and have mature vegetation, including trees, which contribute to the character of the area. Selected trees are protected by TPO 481.

This application follows a pre-application submission ref. 68153/PRC/2017/12. An Arboricultural Impact Assessment report by Landmark Trees has been submitted. The report has assessed the condition and value of 23 trees across the sites. There are no 'A' (good) or 'B' (fair) quality trees. 16 have been identified as 'C' grade (poor) and the remaining seven are 'U' - or unsuitable for retention. While the 'C' grade trees are not normally considered to be a constraint on development, they may justify retention if they provide screening or their collective amenity value is greater than their individual quality -as is the case here. In section 5.0, Table 1, the report notes that the proposed footpath close to T10 (yew) and T12 (birch) will require a 'no dig' construction specification and detail. Further recommendations are summarised in section 8.0. This includes the need for tree protection details and a working method statement. In view of the circumstances, in my view the tree consultant should be retained to monitor and supervise the tree protection measures at critical stages (as outlined in 8.2.10).

RECOMMENDATION: No objection subject to conditions RES8 (tree protection), RES9 (parts 1,2,5 and 6) (landscaping) and RES10 (trees to be retained).

Conservation & Urban Design: No objections:

BACKGROUND: This site comprises of the existing Nursery building (Wetherby House) and the Locally Listed Building (heritage asset), Aldis Hall and its respective gardens. It is located off Green Lane in Northwood South-East of the London School of Theology. To the South of the site on the opposite side of the road is The Glen, Northwood Conservation Area, a 1950s planned development comprising of blocks of maisonettes arranged in a landscaped area.

Aldis Hall, previously known as Wetherby and noted as No.15 Green Lane, is an attractive 2 storey Edwardian building built in the Arts and Crafts style with accommodation in the roof space. It is characterised by red brick and hung tiles at

first floor, with a tiled roof featuring bonnet tiles. A landscaped garden enclosed by mature hedging is situated to the East and was designed as part of the setting of the house. It includes a pond which had a fountain feature and creates a positive, pleasing environment for the Locally Listed Building.

The existing nursery building now known as Wetherby House site is a modern 20th Century building of limited historic and architectural value. A substantial gap view has been maintained between Aldis Hall and the building by the retention of the garden associated to Aldis Hall. This positively contributes to the general street scene and surrounding area. A previous scheme to develop the site comprising of Wetherby House has been recently withdrawn.

The proposal is for the conversion of the existing Aldis Hall for use as a children's nursery/pre-school. Whilst there would be no objections to the principle of the use and conversion, further details would need to be submitted regarding some elements.

Following previous concerns regarding the division/alteration of site and garden originally associated to Aldis Hall an amended block plan has been submitted. The proposed site area associated to Aldis Hall, according to the amended block plan, now includes the landscaped garden area associated to the original property. The landscaped garden contributes to a pleasing environment and setting of the Locally Listed Building, which also acts as a suitable buffer/gap between the neighbouring sites. The original building was purposely designed in a manner to respond to its associated garden area. It is important the associated original garden is not entirely lost as it is an important feature that forms part of the original building.

It is important that the setting and original features with the existing building (such as the staircase/fireplace/panelling etc.) are appropriately safeguarded and recorded. Further details would be required in relation to the proposed skylight, lift over run, glass balustrade to the first floor balcony and the new window and door openings. These could be covered by way of a condition, however would need to be appropriately worded.

Conclusion: No objections, conditions proposed.

Highways: No objections subject to conditions:

This application is for the change of use of two existing buildings off Green Lane Northwood. There is a supporting Transport Statement (TS) by Transport Planning Associates dated March 2017. Green Lane Northwood is a classified road on the Council's Road Network and is a bus route with bus stops close to the site. The site has a PTAL value of 3 (moderate) which suggests there will be a reliance on private cars for trip making. Wetherby House was the site of a recent nursery school for 60 children and 17 staff but that facility has moved to a site further along Green Lane. Aldis Hall has been used for residential purposes associated with the London School of Theology. The proposal is to convert Aldis Hall to a day nursery and convert Wetherby House to a 4 bed dwelling. The TS suggests that there could be a small increase in traffic as result of the proposed change in nursery operation compared with the existing and the proposed 4 bed dwelling would generate less trips than the existing Aldis Hall which results in very little change in traffic generation at the site. In terms of Aldis Hall I would like to know from the applicant where staff at the nursery will park their cars. The supporting material indicates there will be as many as 104 children and 37 staff (25 in the application) at the site. I do understand that not all of the staff will be on site at any one time but there will be a significant number and many will use private cars. With such a staffing level at the site there will be a need for a Staff Travel Plan. The pick up and drop-off activity for a nursery is always an issue and the 4 on-site parking spaces will be used for this purpose but the TS suggests that existing Green Lane parking will be employed along with a local car park. A parking stress survey is mentioned in the TS but no data is available at this stage. In the case of Wetherby House I would like a revised layout plan that shows at least 2 car parking spaces on the site along with at least 2 secure covered cycle parking spaces and a refuse/recycling bin area no more than 10 m from the highway. The TS shows that there is significant sight distance to enter and leave the site from Green Lane. Once the applicant has provided the above information (where nursery staff park, local parking stress survey and revised layout plan for Wetherby House) I will be able to complete my assessment.

Then on the 28th June:

The applicant has forwarded information relating to staff car parking. There are 37 staff employed according to the TS but only 25 according to the Application form and these different figures need some clarification. The proposed nursery facility will be open from 0700 to 1900 Monday to Friday so there will be no weekend activity at the site. The recent comments by the transport consultants suggest that this earlier opening time (previous Montessori nursery was 0800) will give a wider spread of arrivals. The previous surveys undertaken at the Montessori Nursery with a 60 child capacity was a 6 car peak demand and with 1.7 times more children the peak demand would be 10.2 cars which is more than the 6 car spaces which are available on site off the access road. It was suggested in the TS that the on site bays will be used for child drop-off/pick up facilities and staff will park in the Green Lane car park and this is clearly not tenable. The transport consultants have suggested that upto 2 year olds would be accepted and the remainder of children will use the the Green Lane Car Park. Car park surveys at Green Lane Car Park (142 spaces) on two weekdays were carried out and it was shown that there was ample spare capacity, especially during peak drop off and pick up times at the nursery. This spare capacity is more than capable of dealing with the demand from staff and parents picking up and setting down. It was suggested in the TS that the on-street car parking bays would also be used for pick-up and drop off at the nursery. The latest proposals are that children are dropped off in the Green Lane Car park in the same way that children from Northwood Primary School use the car park as a drop off and pick up point and continue on by foot to the school. There is a zebra crossing on Green Lane that will assist both parents with children and staff to cross Green Lane safely. If this application is to be approved I suggest a car parking/traffic management plan is conditioned for the nursery that stipulates how children will be dropped off and picked safely and without reducing the capacity of this classified road that also caters for bus services from adjacent bus stops. I would also like to see the number of children limited so that the nursery size does not exceed the number applied for. I am happy with the responses provided over the staff using Green Lane Car Park for car parking. By adding demand during the weekdays this will will not cause

problems for the peak period of Saturday. There will still be a need for a condition covering a Travel Plan for the site so that trips by car are monitored and measures put in place to reduce these trips. From the above comments it is clear that the arrival and departure of 104 children at the nursery does cause me some concern. If this is to work efficiently I would require a management plan to be put in place by the operators to ensure safe access and egress from the nursery especially in those instances where arrivals and departures are by car. Although the original TS suggests that arrivals and departures will take place in the existing driveway and in parking places nearby I believe that the revised arrangements are more effective. On the basis that conditions are applied: on site car parking for 2 car spaces for the single residence, a Travel Plan for the nursery plus a stringent car park/pick up/drop off management plan for the nursery I do not have significant highway concerns over this application.

Planning Officer:

The applicant/agent has confirmed that there would be 37 staff employed with a total number of 104 children.

## **7. MAIN PLANNING ISSUES**

### **7.01 The principle of the development**

The relevant policies and standards that are to be considered in the determination of this application have been provided in the relevant section above. The principle of the development is essentially whether the loss of residential use and capabilities either at present or in the future at Aldis Hall could be supported, and whether the change of use can be justified in this instance.

Aldis Hall was originally built as a private residential property. However, its use changed from about the 1940s when the London College of Divinity took over the site and used the building for staff accommodation. It gradually changed to multiple occupancy use as a halls of residence for both of the colleges that occupied the site and was used as such until recently.

In support of their proposal and in justification for the loss of residential use the applicant states,

"As the building is now redundant as a halls of residence and vacant, regeneration of the heritage asset as a pre-school would be a suitable alternative to its original residential use. Re-use will secure the long-term preservation of the vacant building, including extant features of architectural interest, and as permitted by Policy BE12 of the Unitary Development Plan (Saved Policies September 2007) and Policy HE1: Heritage of the Hillingdon Local Plan (Adopted November 2012)

Use as a school would enable the survival of extant historic fabric and it is expected that works to fit out the school would aim to enhance, consolidate and improve an interior that has already been compromised by previous alterations. It would also improve the external setting and appreciation of the street elevation of Aldis Hall."

Prior to becoming vacant, Aldis Hall was used as student and staff accommodation ancillary to the London School of Theology. The applicant states the building could accommodate 15 bedrooms allowing for around 30 bed spaces to be provided. However due to a lack of demand for such accommodation, Aldis Hall became vacant and was subsequently sold to the applicant in December 2016. The applicant states that the latest evidence of student accommodation availability within the area shows that there is a clear over provision of private-rented student accommodation, with over 190 student market properties accommodating between 1-7 bedrooms available. The fact that the building was sold demonstrates that there is no need for the premises to remain in student housing to

meet the needs of the London School of Theology while the availability of private-rented student accommodation generally demonstrates that the change of use to Class D1 will not have a material effect on this sector of the housing market.

Turning to Wetherby House and the D1 use. The applicant states that this application 'seeks to swop' the uses of Aldis Hall and Wetherby House. The applicant states that the principle of a D1 nursery use has already been established by the presence of Wetherby House Montessori and Aldis Hall could accommodate 16 more children with a total number of 104. However it has been confirmed that there was only 54 children at Wetherby House and not 88 as suggested.

The applicant goes on to state that,

"Due to the demand for pre-school nursery places within the Borough and the sites location and suitability for the proposed end use, the need for a D1 pre-school nursery is considered to outweigh the need for C3 residential accommodation or ancillary student accommodation for the LST (London School of Theology) in this location."

It should be noted that Wetherby House Montessori School opened in May 2012 and by the applicants submission, the nursery business had been served with a Notice to Vacate the building by 6 March 2017. There are also no records of any planning permission being granted or refused for the previous D1 use. However it is accepted that it has always been in use associated to the London School of Theology and therefore it could be argued to have an established D1 use on this basis.

In addition the closure of Wetherby House Montessori was used as the justification in securing planning permission for the Nursery which was granted planning permission on the 7th October 2017 at the Cornerways Green Lane, Green Lane, Ref: 18414/APP/2016/2486. Furthermore this initial permission was only for 30 places, which was only increased to a total number of 60 by a second application, Ref:18414/APP/2016/3792, which was approved on 10th March 2017. The owner of the previous Nursery has confirmed that it had 54 children with 20 staff at the time of closing and had not exceeded 60 children at any time.

The applicant has submitted additional information in support of the application and which they believe demonstrates the need for the proposal and the change of use to the nursery. It states,

"The attached needs analysis has been carried out by The London Preschool Ltd and we will be pleased to send confirmation of independent auditing of the analysis in order to assist matter.

The 2-3mile radius findings can be summarised as below:

- There are 9 settings within a 1 - 2 mile radius of the Northwood site.
- 100% of the settings offer less than 75 spaces in total.
- 33% of the settings offer term time only care over limited sessional opening hours.
- Of the only 6 full day care providers, 5 offer the limited hours of 8 am to 6 pm, again not meeting parental needs and causing an increase on traffic congestion.
- Only one setting offers the normal day nursery hours of 7:30 - 6:30.
- 0 settings offer the hours of 7 am to 7 pm, which parents require most if both husband and wife are in employment.
- 44% of the settings do not offer care to Under 2s.
- Only two settings advise that they have any full time spaces for children aged under two, one of which has not yet opened.

In conclusion, given the historic use of both Aldis Hall and Wetherby House by the London School of Theology, it is accepted that it could be argued that D1 use exists. Indeed, it is noted that unlike conventional residential housing (C3), student or staff accommodation is likely to operate quite differently and include or be reliant on ancillary facilities such as laundry, reception and common rooms. Even if it could be argued that the development would result in the loss of residential accommodation, this would, to some extent, be offset by the proposed conversion of Wetherby House to provide a large family dwelling, particularly when noting the general policy support and identified growing need for larger family homes in the borough. Equally, the applicant's argument that there is limited demand for staff/student accommodation in the area is accepted such that no objections are raised to the conversion of Wetherby House to provide market housing.

On the basis of the above the scheme is, on balance, considered to comply with current relevant Local Plan, London Plan and national planning policies such that no objections are raised to the principle of the development in this instance, subject to the proposal meeting other site specific criteria.

#### **7.02 Density of the proposed development**

Not applicable. This proposal is for a change of use and the proposed dwelling would be a single detached 4 bedroom property.

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

The proposal does not raise any archaeological issues and is not within a Conservation Area or an Area of Special Character.

Aldis Hall and its respective gardens is Locally Listed. Aldis Hall, previously known as Wetherby and noted as No.15 Green Lane, is an attractive 2 storey Edwardian building built in the Arts and Crafts style with accommodation in the roof space. It is characterised by red brick and hung tiles at first floor, with a tiled roof featuring bonnet tiles. A landscaped garden enclosed by mature hedging is situated to the East and was designed as part of the setting of the house. It includes a pond which had a fountain feature and creates a positive, pleasing environment for the Locally Listed Building.

The original submitted proposal had divided the gardens and separated the attractive landscaped gardens from Aldis Hall. The landscaped garden contributes to a pleasing environment and setting of the Locally Listed Building, which also acts as a suitable buffer/gap between the neighbouring sites. The original building was purposely designed in a manner to respond to its associated garden area. It is important the associated original garden is not entirely lost as it is an important feature that forms part of the original building. Therefore following the concerns raised by the Conservation Officer, an amended block plan has been submitted which now includes the landscaped garden area associated to the original property.

Given the minor nature of the physical alterations proposed, it is not considered that the scheme would have any detrimental impact on the visual amenities of The Glen Conservation Area, which is located on the opposite side of Green Lane.

#### **7.04 Airport safeguarding**

Not applicable.

#### **7.05 Impact on the green belt**

Not applicable.

#### **7.07 Impact on the character & appearance of the area**

There are no external changes proposed to Wetherby House and there are only minor

alterations to Aldis Hall. The changes to the car park and to the garden are within the body of the site, which is well-screened from public view.

It is considered that the overall physical changes proposed would be low key and would not have any major external impact due to the strong screening along the boundaries with Green Lane.

#### **7.08 Impact on neighbours**

Policies BE19, BE20 and BE24 of the Hillingdon Local Plan: Part Two-Saved UDP Policies (November 2012) seek to ensure the amenities of adjoining occupiers are protected in new developments. Policy OE1 advises that planning will not normally be approved for uses which are likely to become detrimental to the amenity of surrounding properties because of noise.

There are no changes to Wetherby House and the building meaning that no issues of overlooking or loss of privacy will arise. In addition there are no neighbouring residential properties in close enough proximity which could be affected by the proposal. There are also minimal changes to Aldis Hall meaning once again that no issues of overlooking or loss of privacy will arise.

However, Local Plan Policy R12 states that the change of use to sessional day care for pre-school children, or childminding services will not be permitted if the proposal, by reason of noise and general activity, adversely affects the amenities of nearby residential properties. Local Plan Policies OE1, OE3 and OE5 also seek to protect nearby residents from general noise and disturbance. In particular it is noted that planning permission has recently been granted for the redevelopment of the site to the North West, to provide a four-storey detached residential building comprising nine flats (4 x 2 bedroom and 5 x 3 bedroom units) with associated parking and landscaping (ref: 10112/APP/2016/3976).

The applicant has submitted a Noise Assessment Report which suggests that the timber fence around the perimeter and proposed play area would suffice. However it is suggested that a number of additional conditions could be added similar to other recent schemes which have been determined. These would include restricting the number of children using the garden at any one time and an appropriate measure to put a restriction on use of the garden/play area until after 09.00. This can be combined with a condition requiring submission of a Noise Management Plan prior to commencement. This should cover such matters as arrangements to keep doors closed, acoustic screening and hedges. Subject to these measures and to conditions it is considered that no material harm to residential amenity will result from the development. Traffic matters will be addressed later in the report.

#### **7.09 Living conditions for future occupiers**

Not applicable to Aldis Hall.

London Plan Policy 3.5 seeks to ensure that all new housing development is of the highest quality, both internally and externally and in relation to their context.

The London Plan sets out the minimum internal floor space required for new housing development in order to ensure that there is an adequate level of amenity for existing and future occupants. Table 3.3 requires a 2 storey, 4 bedroom, with a maximum of 8 person dwelling, to have a minimum size of 124 sq.m. The proposed converted dwelling would be approximately 260 sq.m and would comply with the required standard resulting in a satisfactory residential environment for future occupiers, in compliance with Policy 3.5 and Table 3.3 of the London Plan and Policy BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).



Section four of the Council's HDAS: Residential Layouts states that developments should incorporate usable attractively laid out and conveniently located garden space in relation to the dwellings they serve. It should be of an appropriate size, having regard to the size of the flats and the character of the area.

The minimum level of amenity space required for a four bedroom house is 100 sq.m of amenity space to meet the standard. The revised proposal would have a total well over this figure and over 100 sq.m of which would be located to the rear of the dwelling.

It is also considered, that all the proposed habitable rooms would maintain an adequate outlook and source of natural light, therefore complying with Policy 3.5 of the London Plan (2011).

#### **7.10 Traffic impact, car/cycle parking, pedestrian safety**

Wetherby House:

The existing access to the front will remain the same as existing and there is an existing large area of hard-standing to the front which would provide parking space for at least two vehicles. Therefore the proposal would comply with the Council's adopted parking standards and therefore with policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

Aldis Hall:

There are strong concerns raised by local residents over the impact the proposal would have on the local road network, in particular Green Lane and the subsequent impact this could create for local residents and the safety of all concerned. It should be noted though that Wetherby House had been operating as a nursery for nearly 5 years. Transport statements and assessments have been submitted in support of the proposal and these demonstrate that with the introduction of Travel Plans, Traffic Management Plans, Monitoring regime along with other detailed conditions imposed there would be no adverse impacts on highways or safety of road users including pedestrians. The council's highways officer also has no objections to the proposal subject to various conditions and plans put in place including restricting the total number of children. Highways have confirmed,

The proposed nursery facility will be open from 0700 to 1900 Monday to Friday so there will be no weekend activity at the site. This earlier opening time (previous Montessori nursery was 0800) will give a wider spread of arrivals. The previous surveys undertaken at the Montessori Nursery with a 60 child capacity was a 6 car peak demand and with 1.7 times more children the peak demand would be 10.2 cars which is more than the 6 car spaces which are available on site off the access road. The transport consultants have suggested that up to 2 year olds would be accepted and the remainder of children will use the Green Lane Car Park. Car park surveys at Green Lane Car Park (142 spaces) on two weekdays were carried out and it was shown that there was ample spare capacity, especially during peak drop off and pick up times at the nursery. This spare capacity is more than capable of dealing with the demand from staff and parents picking up and setting down.

The latest proposals are that children are dropped off in the Green Lane Car park in the same way that children from Northwood Primary School use the car park as a drop off and pick up point and continue on by foot to the school. There is a zebra crossing on Green Lane that will assist both parents with children and staff to cross Green Lane safely. A car parking/traffic management plan is conditioned for the nursery that stipulates how children will be dropped off and picked up safely and without reducing the capacity of this classified road that also caters for bus services from adjacent bus stops. Controls could also be imposed to limit the number of children so that the nursery size does not exceed the

number applied for. As regards staff parking in the Green Lane car park by adding demand during the weekdays this will not cause problems for the peak period of Saturday. There will still be a need for a condition covering a Travel Plan for the site so that trips by car are monitored and measures put in place to reduce these trips. If this is to work efficiently a management plan needs to be put in place by the operators to ensure safe access and egress from the nursery especially in those instances where arrivals and departures are by car. This could be covered by a S106 Agreement.

#### **7.11 Urban design, access and security**

Wetherby House:

This is a change of use only. There are no changes to the building itself and only minimal changes to the area to the front. Secured by Design is now covered by Part Q of the Building Regulations which the development will be required to accord with. In addition, any proposed dwelling would be required to be constructed to meet the standards for a Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015.

Aldis Hall:

This involves a change of use only with only minimal changes to the building itself and the car parking/drop off area for the building.

#### **7.12 Disabled access**

This has been addressed in the previous sections.

#### **7.13 Provision of affordable & special needs housing**

Not applicable.

#### **7.14 Trees, Landscaping and Ecology**

Both sites are set back from Green Lane and have mature vegetation, including trees, which contribute to the character of the area. Selected trees are protected by TPO 481 which are to the south of Aldis Hall however these remain unaffected. The council's Tree and Landscape Officer has no objections and states,

An Arboricultural Impact Assessment report by Landmark Trees has been submitted. The report has assessed the condition and value of 23 trees across the sites. There are no 'A' (good) or 'B' (fair) quality trees. 16 have been identified as 'C' grade (poor) and the remaining seven are 'U' - or unsuitable for retention. While the 'C' grade trees are not normally considered to be a constraint on development, they may justify retention if they provide screening or their collective amenity value is greater than their individual quality -as is the case here. In section 5.0, Table 1, the report notes that the proposed footpath close to T10 (yew) and T12 (birch) will require a 'no dig' construction specification and detail. Further recommendations are summarised in section 8.0. This includes the need for tree protection details and a working method statement. In view of the circumstances, in my view the tree consultant should be retained to monitor and supervise the tree protection measures at critical stages (as outlined in 8.2.10).

No objection subject to conditions RES8 (please add that details of arboricultural supervision and monitoring should be submitted), RES9 (parts 1,2,5 and 6) and RES10.

#### **7.15 Sustainable waste management**

Policy 5.17 of the London Plan requires that all new development provides adequate facilities for the storage of waste and recycling. This matter is the subject of a condition.

#### **7.16 Renewable energy / Sustainability**

Given the relatively minor nature of the application and the limited extent of physical alterations proposed there is no planning requirement for the development to incorporate the use of renewable energy or sustainable building measures.

#### **7.17 Flooding or Drainage Issues**

Not applicable to this application.

#### **7.18 Noise or Air Quality Issues**

The Council's Environmental Protection Unit has raised no objections subject to suitable controls. Conditions are recommended to control matters including noise and the submission of a Noise Management Plan. No air quality issues are raised.

#### **7.19 Comments on Public Consultations**

The planning issues raised following public consultation have been addressed within the report.

#### **7.20 Planning Obligations**

S106 Legal agreement to provide a detailed Travel Plan including for all Staff, Car Parking and Traffic Management Plan.

#### **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**

Not applicable to this application.

#### **10. CONCLUSION**

Planning permission is sought for the proposed Change of Use of Aldis Hall from residential to a Pre-School Nursery (D1) with associated parking, access alterations and landscaping and a change of use of Wetherby House from a Pre-School Nursery to residential.

There would be no external alterations to the existing buildings and the proposed alterations to the car parking and gardens are modest so there would be no external impact. Subject to appropriate conditions it is considered that no adverse impact for occupiers of neighbouring residential properties will result.

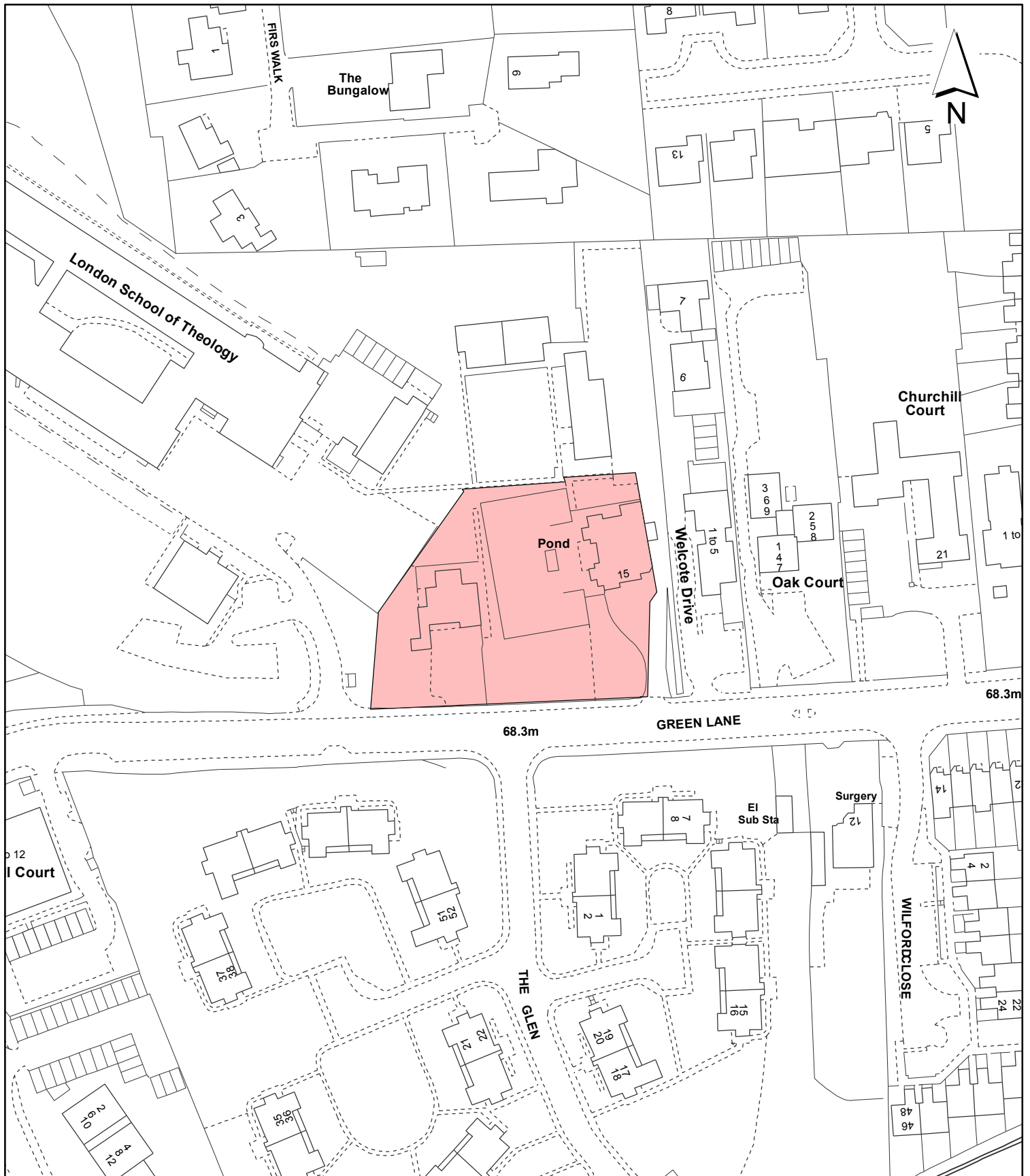
It is therefore recommended that planning permission be granted subject to appropriate conditions and planning obligations.

#### **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 (2016)  
The Housing Standards Minor Alterations to The London Plan (March 2016)  
Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016)  
Technical Housing Standards - Nationally Described Space Standard  
Hillingdon Design and Accessibility Statement: Residential Layouts  
Hillingdon Design and Accessibility Statement: Accessible Hillingdon  
National Planning Policy Framework

**Contact Officer:** Hardeep Ryatt

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**Notes:**

 Site boundary

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Site Address:

**Aldis Hall & Wetherby House  
 Green Lane  
 Northwood**

**LONDON BOROUGH  
 OF HILLINGDON**  
 Residents Services  
 Planning Section

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

Planning Application Ref:

**68153/APP/2017/793**

Scale:

**1:1,250**

Planning Committee:

**North**

Date:

**July 2017**



**HILLINGDON**  
 LONDON