

Report of the Head of Planning, Sport and Green Spaces

Address BANNERMAN CENTRE, BRUNEL UNIVERSITY KINGSTON LANE
HILLINGDON

Development: Refurbishment of existing coffee shop and enlargement into existing office space, involving installation of kiosk sliding hatch, double doors and roller shutters and creation of external seating area.

LBH Ref Nos: 532/APP/2017/2147

Drawing Nos: DWG003223 49
DWG003223 01 Rev. C
DWG003223 50

Date Plans Received: 13/06/2017 **Date(s) of Amendment(s):**
Date Application Valid: 13/06/2017

1. **SUMMARY**

Planing permission is sought for the refurbishment of part of the ground floor of the Bannerman Centre, at the heart of the Brunel University campus, currently used as a cafe and administrative offices, for use as a new coffee shop facility.

No objections are raised to the use of this part of the building for class A3 use, as this facility would serve and remain ancillary to the main use of the campus as an educational establishment.

The works would not increase the developed area of the campus, and it is considered, given the modest scale of the proposals, which are mainly internal, that the works would not have a greater impact on the openness of the Green Belt in this location.

The limited works to the external fabric of the building would complement the character and amenity of the area and harmonise with the scale, form, architectural composition and proportions of the original building and would not be detrimental to the setting of the adjacent listed building.

Approval is recommended accordingly, subject to conditions.

2. **RECOMMENDATION**

APPROVAL subject to the following:

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 DWG003223 49 and

DWG003223 01 Rev. C and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

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

3 COM7 Materials (Submission)

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

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

REASON

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

4 B25 External Openings/Machinery (Not Shown in Plans)

Where external machinery/equipment or external openings are proposed for the cafe hereby approved, details of the siting and sound insulation of such works (for example, refrigeration and air conditioning, ventilation units, air intake louvres, ducting, chimneys, mechanical extraction and disposal of fumes, dust and grit) shall be submitted to and approved by the Local Planning Authority, implemented before the use hereby approved is commenced and thereafter permanently retained. The noise emitted from such equipment should be inaudible in the nearest residence and be in compliance with BS 4142/BS 8233.

REASON

To ensure that the use does not detract from the amenities of local residents and to ensure that the development presents a satisfactory appearance in accordance with Policies OE1 and BE13 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

INFORMATIVES

1 I52 Compulsory Informative (1)

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

2 I53 Compulsory Informative (2)

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

BE13 New development must harmonise with the existing street scene.

BE10	Proposals detrimental to the setting of a listed building
BE15	Alterations and extensions to existing buildings
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
R16	Accessibility for elderly people, people with disabilities, women and children
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL2	Green Belt -landscaping improvements
OL4	Green Belt - replacement or extension of buildings
LPP 7.8	(2016) Heritage assets and archaeology
LPP 7.16	(2016) Green Belt
NPPF1	NPPF - Delivering sustainable development
NPPF9	NPPF - Protecting Green Belt land
NPPF12	NPPF - Conserving & enhancing the historic environment

3

The Local Planning Authority has actively engaged with the applicant at the application stage of the planning process, in order to achieve an acceptable outcome. 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. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2012, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance.

4 I59 **Councils Local Plan : Part 1 - Strategic Policies**

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2016). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

5 I14C **Compliance with Building Regulations Access to and use of**

You are advised that the scheme is required to comply with either:-

- The Building Regulations 2000 Approved Document Part M 'Access to and use of buildings', or with
- BS 8300:2001 Design of buildings and their approaches to meet the needs of disabled people - Code of practice.
- AMD 15617 2005, AMD 15982 2005.

These documents (which are for guidance) set minimum standards to allow residents, workers and visitors, regardless of disability, age or gender, to gain access to and within buildings, and to use their facilities and sanitary conveniences.

You may also be required make provisions to comply with the Disability Discrimination Act 1995. The Act gives disabled people various rights. Under the Act it is unlawful for employers and persons who provide services to members of the public to discriminate against disabled people by treating them less favourably for any reason related to their

disability, or by failing to comply with a duty to provide reasonable adjustments. This duty can require the removal or modification of physical features of buildings provided it is reasonable.

The duty to make reasonable adjustments can be effected by the Building Regulation compliance. For compliance with the DDA please refer to the following guidance: -

- The Disability Discrimination Act 1995. Available to download from www.opsi.gov.uk
- Disability Rights Commission (DRC) Access statements. Achieving an inclusive environment by ensuring continuity throughout the planning, design and management of building and spaces, 2004. Available to download from www.drc-gb.org.
- Code of practice. Rights of access. Goods, facilities, services and premises. Disability discrimination act 1995, 2002. ISBN 0 11702 860 6. Available to download from www.drc-gb.org.
- Creating an inclusive environment, 2003 & 2004 - What it means to you. A guide for service providers, 2003. Available to download from www.drc-gb.org.

This is not a comprehensive list of Building Regulations legislation. For further information you should contact Building Control on 01895 250804/5/6 and 8.

6 125 Consent for the Display of Adverts and Illuminated Signs

This permission does not authorise the display of advertisements or signs, separate consent for which may be required under the Town and Country Planning (Control of Advertisements) Regulations 2007. [To display an advertisement without the necessary consent is an offence that can lead to prosecution]. For further information and advice, contact - Residents Services, 3N/04, Civic Centre, High Street, Uxbridge, UB8 1UW (Tel. 01895 250574).

3. CONSIDERATIONS

3.1 Site and Locality

The Bannerman Centre building is located at the centre of site 1 of the Brunel University campus, fronting onto the pedestrian spine road, just west of the Grade 2 listed Lecture Theatre block and adjacent to the Library building, which is locally listed.

The application relates to the ground floor of the building, which is currently used as a coffee shop and as an office administration area.

The application site is designated as Green Belt.

3.2 Proposed Scheme

Planning permission is sought for the refurbishment of the existing coffee shop space and conversion of the existing administration office space, increasing and extending coffee shop seating area covers internally and externally. The proposals include new counters and furniture layout, removal of an existing internal stud wall, reconfiguring existing electrical services, adding new lighting and refurbishing of all floors and walls. Externally, the proposals include the replacement of a section of existing glazing with new glazed

double doors to match the existing double doors and replacing an existing window section with a new glazed sliding kiosk hatch.

The proposal will provide for 182 covers internally, together with associated storage areas. Externally 56 covers are proposed, within a dedicated seating area protected by cafe barriers, within the tree lined open space to the east of the building, off the pedestrian spine road.

3.3 Relevant Planning History

Comment on Relevant Planning History

Planning permission was granted on 16/1/03 (Ref:532/APP/2002/2236) for the erection of a four storey extension to the Library Building, located at site 2 of Brunel University's Uxbridge Campus. The proposed extension provided 5,470 square metres of additional academic floor space, stop shop centre and cafe.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
- PT1.HE1 (2012) Heritage

Part 2 Policies:

- BE13 New development must harmonise with the existing street scene.
- BE10 Proposals detrimental to the setting of a listed building
- BE15 Alterations and extensions to existing buildings
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- R16 Accessibility for elderly people, people with disabilities, women and children
- OL1 Green Belt - acceptable open land uses and restrictions on new development
- OL2 Green Belt -landscaping improvements
- OL4 Green Belt - replacement or extension of buildings
- LPP 7.8 (2016) Heritage assets and archaeology
- LPP 7.16 (2016) Green Belt
- NPPF1 NPPF - Delivering sustainable development
- NPPF9 NPPF - Protecting Green Belt land
- NPPF12 NPPF - Conserving & enhancing the historic environment

5. Advertisement and Site Notice

- 5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Two local residents associations, Cleveland Road Neighbourhood Watch and Cleveland Road Residents Association were consulted. No responses have been received.

Internal Consultees

TREE AND LANDSCAPE OFFICER

The site is occupied by an existing building in the centre of the campus to the east of Cleveland Road and west of the River Pinn. There are no TPO's or Conservation Area designations affecting the site. The campus lies within the Green Belt.

COMMENT: No trees or other landscape features of merit will be affected by the proposal. Most of the application involves the refurbishment of an existing coffee shop and office space. An external seating area is to be furnished within the treelined open space to the east of the building.

RECOMMENDATION: No objection and no need for landscape conditions.

URBAN DESIGN AND CONSERVATION OFFICER

No objection as this building is a modern addition to the campus and the changes to the elevations are such that there would be no negative impact on the setting of the adjacent grade II listed Lecture Theatre or the adjoining Locally Listed Library.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The application site is designated as Green Belt. The main policy issue in relation to this development is considered to be the principle of additional development within the Green Belt and its impact on the openness, character and appearance of the Green Belt.

Historically, Brunel University has been identified in the Local Plan as a major developed site within the Green Belt. Although the NPPF no longer refers to major developed sites, paragraph 89 of the NPPF states that limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development, would not constitute inappropriate development in the Green Belt.

The works would not increase the developed area of the campus, and it is not considered given the modest scale of the proposals, that the works would have a greater impact on the openness of the Green Belt in this location, in accordance with Policies OL1 and OL2 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

In addition, Policy PR22 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) is considered relevant. This policy reserves the campus for development associated with the functioning of the University as a centre of academic learning and research, while safeguarding the function and open nature of the Green Belt. The proposed

coffee shop would serve the main use of the campus as an educational establishment. The proposed use is therefore directly related and associated with the University, in compliance with Saved UDP Policy PR22.

Given the above considerations, no objection is raised to the principle of the development at this location.

7.02 Density of the proposed development

Not applicable to this application.

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

the Bannerman Centre is located to the west of the Grade 2 listed Lecture Theatre building and is adjacent to the locally listed Library building. Of particular relevance is Saved UDP policy BE10. This seeks to ensure that development does not have a detrimental impact on the setting of a listed building.

The Urban Design and Conservation Officer notes that the Bannerman Centre building is a modern addition to the campus and considers that the changes to the elevations are such that there would be no negative impact on the setting of the adjacent Grade 2 listed Lecture Theatre or the adjoining Locally Listed Library.

It is therefore considered that the proposal would not have a detrimental impact on the heritage assets, in accordance with to Saved Policy BE10 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

Whilst alterations and extensions to existing buildings are not necessarily inappropriate development in the Green Belt, the NPPF makes it clear that this is on the proviso that such extensions or alteration are not disproportionate in relation to the size of the original building. Local Plan Part 2 Policy OL4 establishes criteria where replacement or extension of buildings within the Green Belt would be considered appropriate. It would need to be demonstrated that the proposed extensions would not have a detrimental effect on the visual amenity of the Green Belt.

The University campus is situated within a relatively isolated area of designated Green Belt and the campus itself is relatively built up and urbanised, with institutional buildings 10-15m in height. Given the relatively modest scale of the proposed external works, it is considered that these could be implemented without a significant impact on the appearance of this part of the site and its immediate context. In addition, the proposal involves works in an area of the campus that has been previously developed.

It is considered that the visual impacts of the proposal are unlikely to be of significant detriment to the character of the area, or the perception of openness of the Green Belt. It is therefore considered that the amenity and openness of the Green Belt would not be harmed to a detrimental degree by the proposals, in accordance with Saved Policy OL4 of the Hillingdon Local Plan: Part 2 -Saved UDP Policies (November 2012).

7.07 Impact on the character & appearance of the area

Part 1 Policy BE1 of the Local Plan requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods. Saved Part 2 Policy BE13 of the Hillingdon Local Plan: Part 2- Saved UDP Policies (November 2012) seek to ensure that new development complements or

improves the character and amenity of the area. Saved UDP Policy BE15 states proposals for alterations and extensions to existing buildings will be permitted where they harmonise with the scale, form, architectural composition and proportions of the original building.

The majority of the works involve internal alterations, which would not impact on the external environment. Externally, the aim is to create a space which connects the unit to the buildings within the surrounding area, many of which have retail elements to them, along the Central Pedestrian Spine Road. This east-west pedestrian route is very clearly defined, and the major buildings easily identified from it. It is considered that the proposed external seating areas, off this spine road will re-enforce these linkages and be made more attractive, around existing hard landscaping features. The streetscape would be urban in character, but existing hard and soft landscaping will be retained, to produce a softer appearance, complementing the existing more informal seating, meeting areas, lighting and other security features designed to enhance user comfort.

The proposed design and appearance of the limited external works are considered acceptable, in accordance with Part 1 Policy BE1 of the Local Plan, Policies BE13 and BE15 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), and London Plan Policies 7.1 to 7.8.

7.08 Impact on neighbours

The location of the proposed works are within the University campus and there are no residential properties within the vicinity of the site.

7.09 Living conditions for future occupiers

Not applicable to this application.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Not applicable to this application

7.11 Urban design, access and security

These issues have been considered in other section of this report.

7.12 Disabled access

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 main external pedestrian access into the restaurant is through three sets of double doors on the main glazed fascia, with push button disabled access control. All points of entry have a level threshold throughout. The scheme does not obstruct any pedestrian route or reduce accessibility around the campus. The works will comply with Approved Document M, 2013 of the Building Regulations and BS 8300:2001.

The scheme is considered to comply with Policy R16 of the Hillingdon Local Plan:Part 2 - Saved UDP Policies (November 2012), London Plan policies 7.1 and 7.2 and the Council's Supplementary Planning Document HDAS: Accessible Hillingdon.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

The Tree and Landscape Officer notes that no trees or other landscape features of merit will be affected by the proposal. Most of the application involves the internal refurbishment of an existing coffee shop and office space. An external seating area is to be furnished

within the existing tree lined open space to the east of the building. Since the existing hard and soft landscaping around the building will be retained and will not be affected by the proposals, the Tree and Landscape officer raises no objections to the scheme. As such, the scheme is considered to comply with Policy BE38 of the Hillingdon Local Plan:Part 2 - Saved UDP Policies (November 2012).

7.15 Sustainable waste management

Refuse points will be created for staff and public use throughout the catering facility. Waste will be decanted from these to a mobile bin back of house where it can then be taken to the buildings central bin store for the contract refuse collector to pick up at the allotted times.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

No comments have been received.

7.20 Planning obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Not applicable to this application.

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

The principle of the development is considered acceptable at this location. In terms of the impact on the Green Belt, it is considered that the visual impacts of the proposal will not be of significant detriment to the character and openness of this part of the Green Belt.

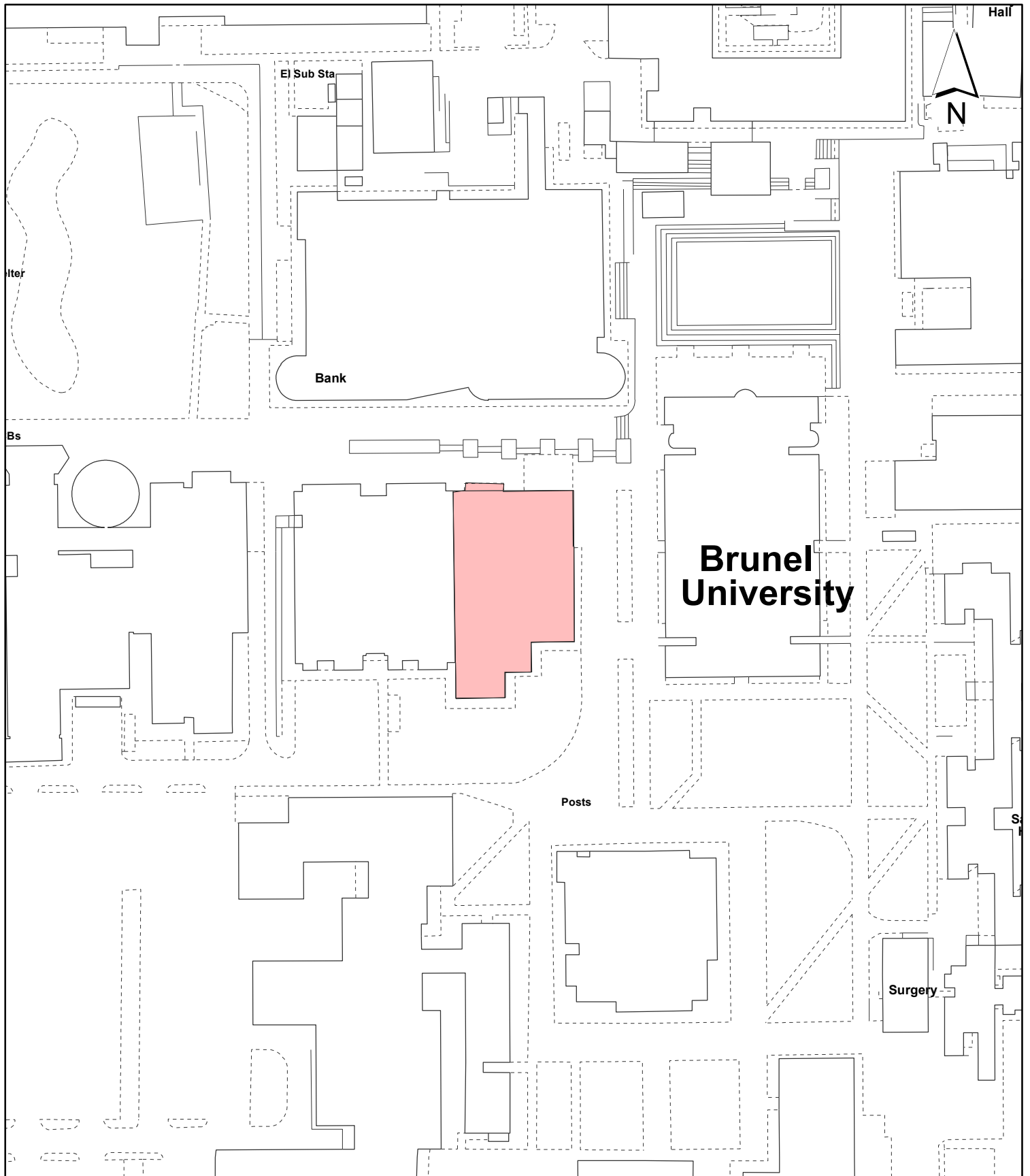
There are no adverse highway, ecological or amenity issues associated with this development. Subject to conditions, the application is recommended for approval.

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)
Hillingdon Design and Accessibility Statement: Accessible Hillingdon
National Planning Policy Framework

Contact Officer: Karl Dafe

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

**Bannerman Centre
 Brunel University**

**LONDON BOROUGH
 OF HILLINGDON**

**Residents Services
 Planning Section**
 Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111

Planning Application Ref:
532/APP/2017/2147

Scale:
1:1,250

Planning Committee:
Central & South

Date:
October 2017

