

Report of the Head of Planning, Sport and Green Spaces

Address ALDIS HALL AND WETHERBY HOUSE GREEN LANE NORTHWOOD

Development: Change of use of Aldis Hall (from Class C1 Residential to Class D1 Pre-School Nursery) with associated parking and landscaping and a change of use of Wetherby House (from Class D1 Pre-School Nursery to Class C3 Residential).

LBH Ref Nos: 68153/APP/2017/3233

Drawing Nos: 2341(02)001
Transport Statement
2341(03)006
2341(03)010
2341(03)011
2341(03)012
2341(03)013
2341(20)003
2341(20)004
2341(20)005
2341(21)001
Design & Access Statement
Arboricultural Impact Assessment
Appendix 1
Appendix 3
FLU.441.WN.01
FLU.441.WN.02
Site Photos
2341(20)006

Date Plans Received: 05/09/2017 **Date(s) of Amendment(s):** 15/09/2017
Date Application Valid: 15/09/2017 05/09/2017

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.

This is a re-submission following the previous and similar application which was refused at Committee. This had an officer recommendation for approval however Members raised concerns due to the lack of parking available on site and the reliance of parents to use a nearby car park. Members commented that the proposal regarding parking arrangements was not sufficient for the number of vehicles that would be coming to the site, including staff members, and the proposed use of Green Lane Car Park was not deemed practical for nursery-aged children. In turn, this could result in increased risk to pedestrian and highway safety, especially due to the young age of many of the children. As such, the Committee was concerned that the application would be contrary to planning policy AM7 (ii) regarding the free flow of traffic.

Following the previous refusal, the scheme and in particular the layout to the front of the site close to Green Lane has now been revised following discussions with the Council's Tree/Landscape Officer and Highways Officer. The proposal now involves the provision of 11 car parking spaces on site whilst minimising the loss of trees and vegetation cover in the front garden and reducing the amount of hard surfacing required. As before, there would be no major external alterations to the existing buildings.

It is therefore considered that the revised scheme and layout adequately addresses the previous concerns raised by Members and together with the imposition of appropriate conditions and planning obligations, planning permission can be granted.

As with the previous application there has been strong local objections to the proposal and which have been duly noted within the report.

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 2431(20)003; 2431(20)004; 2431(20)005; 2431(20)001; 2341(20) 006 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

Once this permission is implemented, 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 for the duration of the development.

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 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)

10 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)

11 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)

12 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.

3. Schedule for Implementation

4. Other

4.a Existing and proposed functional services above and below ground

4.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).

13 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.

14 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).

15 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 excising 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.

INFORMATIVES

1 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.

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

4 147 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).

5

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.

6 115 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 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 their 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.

Wetherby House 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 verandah 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 site is covered by TPO 481 and there are five protected trees within these plots - T14 to the rear (North) of Wetherby House, T15 and T16 to the front (South) of Aldis Hall and T17 and T18 to the West of Wetherby House.

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

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.

The nursery would provide childcare for up to 104 children in the age range 0-5 years old, with 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/APP/2017/1051 Aldis Hall And Wetherby House Green Lane Northwood

Proposed Change of use of Aldis Hall (from C1 residential to D1 Pre-School Nursery) with associated parking and landscaping and a change of use of Wetherby House (from D1 Pre-School Nursery to C3 residential)

Decision: 31-03-2017 NFA

68153/APP/2017/793 Aldis Hall & Wetherby House Green Lane Northwood

Proposed Change of Use of Aldis Hall (from Class C1 residential to Class D1 Pre-School Nurse with associated parking, access alterations and landscaping and a Change of Use of Wetherby House (from Class D1 Pre-School Nursery to Class C3 residential).

Decision: 02-08-2017 Refused

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 (D1 nursery to C3)

Decision:

Comment on Relevant Planning History

68153/APP/2017/793 - Proposed Change of Use of Aldis Hall (from Class C1 residential to Class D1 Pre-School Nursery) with associated parking, access alterations and landscaping and a Change of Use of Wetherby House (from Class D1 Pre-School Nursery to Class C3 residential). Refused 02.08.2017 for the following reason:

The proposed use of the premises as a nursery and primary school does not adequately provide on-site pickup and drop off facilities to the detriment of child safety and fails to have regard to existing highway and pedestrian safety concerns. The proposed use would result in an increase in parking stress within the surrounding area which is already subject to considerable pressure. Furthermore, the use of the Green Lane Car Park due to its distance from the proposed nursery would result in cars parking stress on the local highway network and would create an environment that would present considerable hazard to pupils and other pedestrians and will be disruptive to residents of neighbouring dwellings. The proposed use is therefore in conflict with Policies AM7, AM14, BE13, BE19, BE25, OE1 and R16 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 6.10, 6.13, 7.4 and 7.5 of the London Plan (2016).

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

28 neighbouring properties along with Northwood Residents Association were all consulted on 19.09.2017 and a site notice was posted to the front of the site approximately in between both the buildings on 19.09.2017.

A Ward Cllr has asked that this be called in for consideration by the North Planning Committee.

At the time of preparing this report there was no valid petition submitted.

There have been 10 objections received raising the following points:

i) Referenced using the Transport Statement:

1.2 Increase of nursery places from 60 to 104 - ratio is 1.73 (see 4.6 below)

2.3 This statement is incorrect. The on-street parking is not marked in bays, but there are three sections allowing a maximum total of 20 standard car sized vehicles to park free all day, except for a residents only slot between 1pm and 2 pm. With 37 staff at the nursery, maybe some part-time,

these places could be taken up by them and local residents and visitors could lose this facility.

4.2 12 car parking spaces are inadequate, particularly as two of these are at the rear of the site and beyond a significant narrowing of the road width due to a fire escape. People delivering children to the school will find the spaces too time consuming and difficult to use.

4.5 While the Wetherby House site was in use as a school, I walked past between 8am and 8.30am most mornings. On many occasions up to eight vehicles were jockeying for position in the parking area (marked with 10 bays, but as several vehicles were usually large 4x4s, only 8 bays could be used), resulting in hold-ups on Green Lane and use of the on-street parking space opposite (see 2.3 above).

4.6 From 4.5 above, I believe that the very minimum number of parking spaces necessary is 8×1.73 or 14, with good room to manoeuvre a number of sizeable vehicles.

ii) I believe that this should be a decision for committee. Adding a few new parking spaces does not eliminate the safety concerns highlighted by residents.

iii) The additional traffic will further disrupt an already congested through route for buses and for other transport to shops, schools and hospital.

iv) This new Application has not addressed any of the reasons for rejection in August 2017 of the previous Application and the grounds for rejection were:

1. There were insufficient numbers of parking spaces provided.
2. There were several pedestrian safety concerns .
3. The proposed use would have resulted in an increase in parking stress within the area .
4. The distance from the site of Green Lane Car Park, previously criticised, still, of course, exists.
5. The local highway network would be severely affected by parents trying to park nearer.

The new application is flawed in several major areas, all in the Transport Statement, for example but not all,

1.01 There is no evidence to support the statement: the majority of parents will arrive by foot or on public transport. Reference to Appendix B (Applicant's supporting 'evidence') shows that, in the 5 day attendance schedule at the near-by Montessori's application on average every day there were about 36 cars twice a day transporting pupils whereas there were only 6 walking parents - that does not represent a majority not driving.

2.2 Two access vehicle points are mentioned without mentioning that there is a fence separating them leaving only one access point to the main Aldis House site.

2.3 As from 12th October 2017 there is no parking outside the school, both sides in Green Lane.

2.11 Mention is made of the Accident Record showing only being two in the last 10 years. But within 400 yards there has been 11 accidents during the same period

3.4 The Roll for the previous school was 50 not 60

4.5 The Five Day Attendance Survey showed 6 as the max. number of cars but this was for only 30 minutes 17.00 - 17.30. To then extrapolate this to try to illustrate that parking demand is for only 10.74 cars is a flawed case. Correct reading of the figures reveals that the peak time is 0800 to 0900 with 30 cars arriving. That actually gives a percentage figure of 2.1% (not 1.74%) resulting in a figure nearer to 14 to 15 adjacent car parking spaces needed.

Nowhere in the Application is there any stated reason why this Montessori School needs to be sited near where, within such a short distance, there are two other perfectly adequate Montessori schools and two 1000 pupils each girls schools within 400 yards - all on the same busy road.

v) The application does not properly cover cars arriving at the school. The statement that most pupils will live within 10 minutes walking can't be verified. The parking opposite the site has been removed due to dangerous exit from The Glen (opposite). The statement that most will use the green lane car park and walk does not hold up if you consider Northwood College in Maxwell Road where parents seem not to be able to walk 50 yards and block the road mornings and evenings. Green Lane with 4 bus routes passing each way would potentially become very dangerous.

vi) If this application was granted there would be complete chaos in Green Lane! Potentially there would be 100 + children being dropped off and picked up by potentially 100 + Vehicles. Where would these cars park to drop off, and pick up the children? When the Montisori school was about 50 meters away from where this proposed school would be the situation very quickly became extremely dangerous, Cars driving in and reversing out into Green Lane. Having had 10 years experience in Road Safety my opinion is, the granting of permission to convert Aldis House, Green Lane into a School would be to create an accident waiting to happen!

vii) Too many cars already - really not safe for children. There are already enough nurseries in Northwood and I believe that there are too many cars on Green Lane as it is. It would not be safe for children with so many cars.

viii) Concerns regarding the difficulty of access to and from Green Lane a very busy road particularly during the morning and afternoon times when children are entering or leaving the other schools in Northwood. Not unusual for traffic to be completely stationary at these times.

viii) 5 extra spaces on site is inadequate. Existing spaces adjacent to the Glen will be insufficient to accommodate volume of cars. Could lead to illegal parking in The Glen. No effort taken to minimise the risk to parents and their children crossing busy road. Green Lane not a quiet road. Build up of buses, coaches and cars at peak times. 2 major schools, St Helens and Northwood College only short distance away. Congestion begins at Rickmansworth Road/Green Lane traffic lights up to the Northwood Station traffic lights. Applicant should be deferred again to allow applicant to reconsider their proposed parking arrangements. Must reduce the disruption that will inevitably occur to the present traffic flow in Green Lane. This is a catastrophe in the making.

x) Does not appear to be suitably wide access off Green Lane and onsite parking to allow possibly 100 vehicles to park and leave over a brief period twice a day. Green Lane is busy road and existing bus stops on either side of the road near to the entrance. The Glen is directly opposite and the parking stress in the area could lead to parents to park illegally. Application should be deferred until suitable parking arrangements are submitted with a traffic flow plan.

xi) The proposal will cause further delays along the already busy Green Lane which has four different bus routes. Would be a danger to parents, children and elderly.

Internal Consultees

Planning Officer Comments on internal consultee responses:

Following the initial submission discussions have taken place between the applicant and both the Council's Tree and Highways Officer's. The proposed layout has subsequently been revised and there are now 11 car parking spaces provided in total.

Access Officer: Has referred to comments made on the previous application (the proposal has not materially changed in that regard and the previous comments are therefore applicable in this instance). Their comments were:

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 a condition requiring a scheme to address noise emanating from the site to mitigate impact on neighbouring residents and inclusion of the Control from environmental nuisance from construction work.

Conservation/Urban Design:

Background

This site comprises of the existing Nursery building (Wetherby House) and the Locally Listed Building, Aldis Hall and its respective gardens (heritage asset). 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.

The previous similar scheme was refused on Highways grounds.

Comments:

The proposal is for the conversion of the existing Aldis Hall for use as a children's nursery/pre-school. There would be no objections to the principle of the use and conversion. The submitted scheme has omitted the previously proposed

skylight, lift and glass balustrade to the first floor balcony. The proposed site area associated to Aldis Hall, according to the submitted plans, includes the landscaped garden area associated to the original property. The landscaped garden contributes to the 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 lost as it is an important feature that forms part of the original building.

The area to the front of the property (facing towards Green Lane) is proposed as parking. Whilst the loss of existing greenery is regrettable it would be considered admissible in conservation terms. There are concerns regarding the railings, proposed as the front boundary treatment as it is not an established boundary treatment along Green Lane. Ideally if the railings are required they should be placed the other side of the existing hedge into order to retain the existing appearance to the front.

It is important the setting and original features within the existing building (such as the staircase/fireplace/panelling etc.) are ideally appropriately safeguarded and recorded. All materials, colours and external finishes would need to match the original property.

Conclusion: No objections.

Trees & Landscape Officer:

Aldis Hall and Wetherby House are detached properties of different periods and characters on neighbouring plots situated on the North side of Green Lane. Both properties are set back from, and slightly elevated above, the road.

The frontage of both properties is defined by mature hedging, with Aldis House almost totally obscured from view by a mix of trees with an under-storey of shrubs. This dense vegetation is typical of the mature vegetation along the Green Lane frontages which has been retained / maintained in recent developments to the benefit of the arboreal character and appearance of this area. The sites lie within the area covered by TPO 481 and there are five protected trees within these plots - T14 to the rear (North) of Wetherby House, T15 and T16 to the front (South) of Aldis Hall and T17 and T18 to the West of Wetherby House.

Comment:

These sites have been the subject of a number of applications, most recently application ref. 2017/793 which was refused. The application is supported by a tree report by Landmark Trees. The tree assessment has identified 22 No. individual trees and one group. According to the report no trees have been graded 'A' or 'B'. 17 No. are 'C' category and 6 No. are 'U'. While the 'C' category trees would not normally be considered a constraint on development, in this case their collective value within the context of this setting is closer to a 'B' category.

The 'U' grade trees should be removed in the interests of sound arboricultural management.

The report recommends the felling of 5 No. trees due to their die-back / poor condition. The schedule also recommends work to T14, a protected oak, to the rear of Wetherby House. This tree is also T14 on the schedule of TPO 481. Further supporting information will be required before any work can be undertaken on this tree. It is also proposed to remove a purple-leaved plum (T13) from the front of Wetherby Hall. This is one of the group of trees which creates such an attractive screen from Green Lane.

The front garden of Aldis Hall will be dominated by parking, with bays angled due to the lack of manoeuvring space. Similarly the roadside planting in front of Wetherby Hall will be removed to expose unsightly views of hard surfacing and parked cars. The car park manoeuvring space has more than doubled the size of the area required to provide parking space. -With the possible loss of one or two spaces the car parking layout could be simplified with a reduced land take and the retention of much of the existing planting.

Officer comment: The plans were updated to take on board the landscape architects comments (re: Parking level reduced to 11 spaces).

The amended layout ensures the impact to the protected trees to the front of the site are minimised and the overall level of hard-standing is reduced. The amended layout as illustrated in the amended drawing no. 2341 (20) 006, titled: Site Plan Option B. The tree officer has also commented on the need for additional measures such as tree protection measures and selective removal of weaker specimens and suitable replacement planting where necessary and appropriately monitored. It has been verbally confirmed they raise no objection subject to appropriate conditions which protect the remainign trees and landscaping during construction in addition to new replacement planting.

Highways Officer (Note - Comments take account of the revised parking layout agreed following the revisions requested by the Council's landscape architect):

This revised application for a nursery on Green Lane Northwood has a revised layout and Transport Statement and addresses some earlier concerns by members at Planning Committee. The previous

scheme indicated that drop-off and pick up for the site would be conducted at the Green Lane Car Park and parents and children would cross Green Lane at the pedestrian crossing. The Planning Committee refused the application on pedestrian safety and parking stress grounds.

The applicants have now revised the application to provide pick-up and drop-off within the application site. Green Lane is a classified road with on-street car parking available. Green Lane car park is a short walk (130 m) from the site. A revised Transport Statement by TPA (dated September 2017) has been provided in support of the latest proposal. The site has a PTAL value of 3 (moderate) with bus services passing outside the site. The adjacent site was previously the site of a Montessori nursery for as many as 60 children and 17 staff. Traffic surveys were undertaken at that site before it moved to The Greenways site. The latest scheme provides for 104 children on the site (1.76 times the previous nursery numbers). The 2016 traffic survey showed that the peak arrival traffic was 6 cars so the TS suggests that $1.76 \times 6 =$ approximately 11 cars would be appropriate for the new facility. The TS suggests that this would be the worst case as the new facility would be open longer and the spread of arrivals would be longer. The staff parking associated with the nursery would be 'expected to primarily utilise the Green Lane car park'. The TS goes on to show there is adequate car park capacity to accommodate the staff. The TS demonstrates that the access at the site complies with MfS. The TS estimates that the existing use would generate very little traffic and the proposed traffic from the nursery would be 49 vehicles in and 49 vehicles out in the morning peak hour (less in the afternoon peak) which is an increase of 21 vehicles in and 21 vehicles out or approximately 1 vehicle movement in and 1 movement out every 3 minutes which is not a severe impact. The proposed new dwelling would not add a significant change to the above assessment. The proposed car parking layout has 10 spaces in easy walk of the main entrance to the nursery and 2 'overspill' spaces at the rear of the site. On the basis of the latest scheme and the supporting material I do not have significant highway concerns over the latest scheme. Conditions - 1. Car parking on site for parents/carers 2. Travel Plan 3. Cycle parking.

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.

Following discussions between the agent and the council's tree and landscape officer the layout to the front has been amended. It is now considered that the amended scheme is more sympathetic and retains the overall key values of the site and the green screening to the front including the protected and unprotected trees along its boundary. The revised layout ensures that the inevitable disruption caused by the additional car parking spaces are limited and reduces the impact to the protected trees whilst still maintaining an adequate level of natural screening to the front of the site.

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 unacceptable 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,

This revised application for a nursery on Green Lane Northwood has a revised layout and

Transport Statement and addresses some earlier concerns by members at Planning Committee. The previous scheme indicated that drop-off and pick up for the site would be conducted at the Green Lane Car Park and parents and children would cross Green Lane at the pedestrian crossing. The Planning Committee refused the application on pedestrian safety and parking stress grounds

The applicants have now revised the application to provide pick-up and drop-off within the application site. Green Lane is a classified road with on-street car parking available. Green Lane car park is a short walk (130 m) from the site. A revised Transport Statement by TPA (dated September 2017) has been provided in support of the latest proposal. The site has a PTAL value of 3 (moderate) with bus services passing outside the site. The adjacent site was previously the site of a Montessori nursery for as many as 60 children and 17 staff. Traffic surveys were undertaken at that site before it moved to The Greenways site. The latest scheme provides for 104 children on the site (1.76 times the previous nursery numbers). The 2016 traffic survey showed that the peak arrival traffic was 6 cars so the TS suggests that $1.76 \times 6 =$ approximately 11 cars would be appropriate for the new facility. The TS suggests that this would be the worst case as the new facility would be open longer and the spread of arrivals would be longer. The staff parking associated with the nursery would be 'expected to primarily utilise the Green Lane car park'. The TS goes on to show there is adequate car park capacity to accommodate the staff. The TS demonstrates that the access at the site complies with MfS. The TS estimates that the existing use would generate very little traffic and the proposed traffic from the nursery would be 49 vehicles in and 49 vehicles out in the morning peak hour (less in the afternoon peak) which is an increase of 21 vehicles in and 21 vehicles out or approximately 1 vehicle movement in and 1 movement out every 3 minutes which is not a severe impact. The proposed new dwelling would not add a significant change to the above assessment. The proposed car parking layout has 10 spaces in easy walk of the main entrance to the nursery and 2 'overspill' spaces at the rear of the site. Obviously the views of the Tree officer are important here if any significant trees or landscaping are affected by the latest proposals. On the basis of the latest scheme and the supporting material I do not have significant highway concerns over the latest scheme. Conditions - 1. Car parking on site for parents/carers 2. Travel Plan 3. Cycle parking.

Officer Comments:

The revised layout provides a total of 11 car parking spaces on site which meets the requirements as stipulated above. In addition as with the previous application, 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 had initial concerns regarding the scale of additional parking and its impact on existing landscaping. The plans were revised to reduce the level of parking and the revised plans are considered to strike an acceptable balance between protection of the streetscene and its verdant character and meeting parking demand. Subject to a full suite of landscaping conditions, including conditions which ensure protective measures are installed to protect the TPO trees on site during construction work the proposals are considered acceptable with respect to policy BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

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.

This is a re-submission following the previous and similar applicaiton which was refused at committee.

Following the previous refusal, the scheme and in particular the layout to the front of the site close to Green Lane has now been revised following discussions with the Council's Tree/Landscape Officer and Highways Officer. The proposal now involves the provision of 11 car parking spaces on site whilst minimising the loss of trees and vegetation cover in the front garden and reducing the amount of hard surfacing required. As before, there would be no major external alterations to the existing buildings.

It is therefore considered that the revised scheme and layout adequately addresses the previous concerns raised by Members and together with the imposition of appropriate conditions and planning obligations, planning permission can be granted.

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

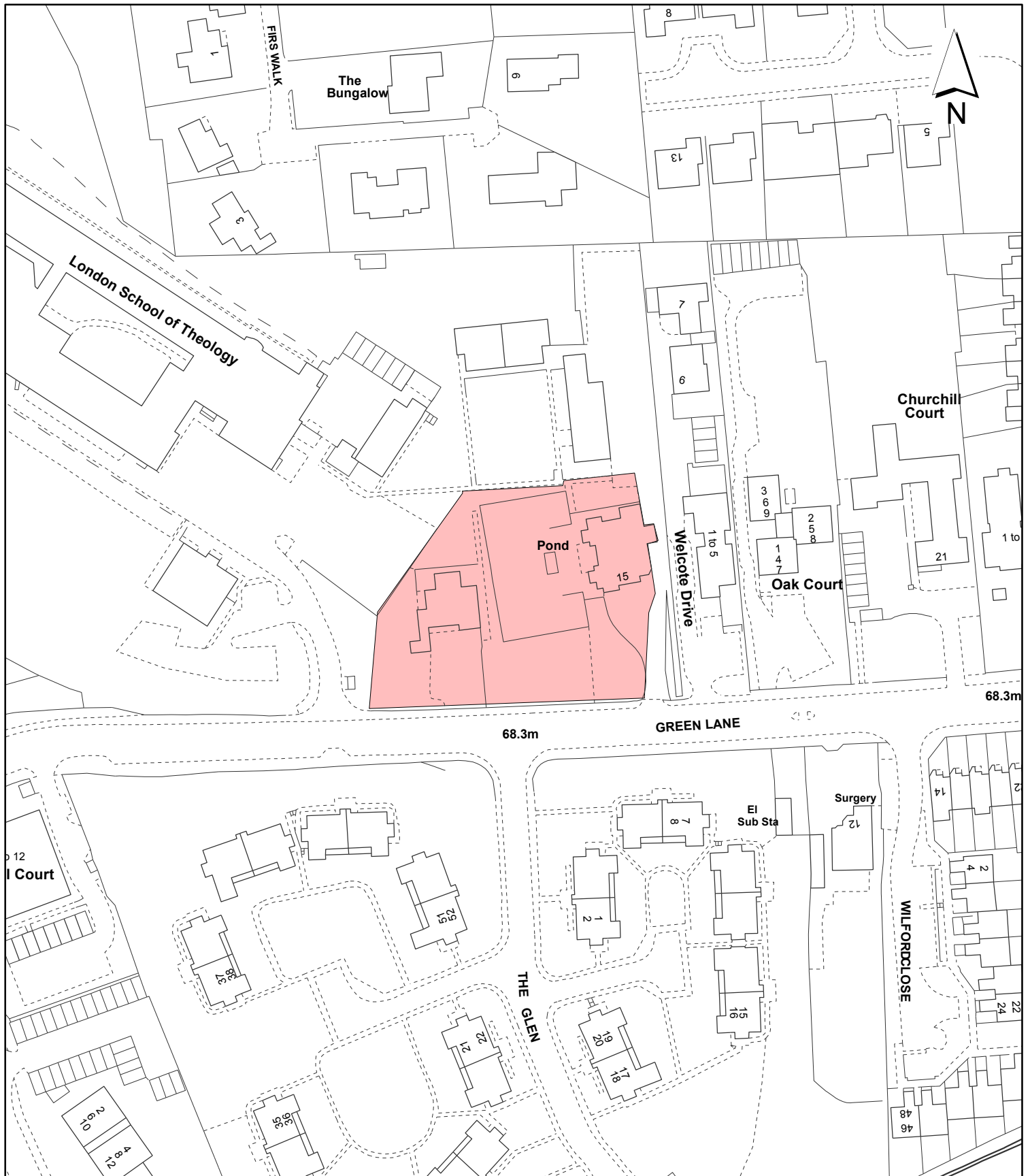
Hillingdon Design and Accessibility Statement: Residential Layouts

Hillingdon Design and Accessibility Statement: Accessible Hillingdon

National Planning Policy Framework

Contact Officer: Hardeep Ryatt

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

**Aldis Hall & Wetherby House
 Green Lane**

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

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

Planning Application Ref:
68153/APP/2017/3233

Scale:
1:1,250

Planning Committee:
North

Date:
November 2017



HILLINGDON
 LONDON