

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

**Address** WOODBRIDGE HOUSE NEW WINDSOR STREET UXBRIDGE

**Development:** Demolition of an existing Almshouse complex and erection of 30 no. residential units (Use Class C3) comprising 20 no. 1-bed almshouse units, 2 no. 2- bed almshouse units and 8 no. 1-bed units for persons of state pensionable age (of which 23 no. units built to M4(2) standard with M4(3) bathrooms & 7 no. built to full M4(3) standard), with office/meeting room, residents' cafe/social room, ancillary buildings and associated parking and landscaping.

**LBH Ref Nos:** 20590/APP/2017/3413

**Drawing Nos:** 447 TP2 004  
447 TP2 006  
447 TP2 007  
447 TP2 008  
447 TP2 009  
C02 15 D  
C02 15 E2  
C02 15 F  
C02 15 D  
C02 15 S  
Design and Access Statement Rev B  
447 TP2 002 B  
447 TP2 003 B  
447 TP2 005 A  
447 TP2 001 B

**Date Plans Received:** 26/09/2017                      **Date(s) of Amendment(s):** 20/11/2017  
**Date Application Valid:** 03/10/2017                      26/09/2017

### 1. SUMMARY

The application proposes the demolition of existing almshouses and the construction of a new almshouse complex to provide 30 units, including 22 almshouses to be run by the Uxbridge United Welfare Trust and 8 No.1 bed flats intended for open market rental (not for sale), to people aged of a state pensionable age and over.

The existing building is locally listed and is considered to make a significant contribution to the character of the Rockingham Bridge Conservation Area within which it is located. The NPPF Paragraph 126 advises that Heritage Assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance.

Paragraph 132 advises that 'when considering the impact of a proposal on the significance of an asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification'.

The total demolition of Woodbridge House would lead to substantial harm to the significance of the buildings themselves and also to the Conservation Area. The National Planning Policy Framework (NPPF) is clear that in such circumstances, applications should be refused unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or that all of the criteria noted in the NPPF (para 133) apply.

- The nature of the heritage asset prevents all reasonable uses of the site; and
- No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

With regards to demonstrating 'the substantial public benefits that outweigh that harm or loss' the applicant has put forward a number of public benefits of the proposal, including; the existing units are inaccessible and not capable of adaptation, proposals will reduce energy usage and CO2 emissions, will increase sheltered housing provision and provides affordable housing, is financed without contribution from the public, addresses an identified deficit in elderly housing provision, contributes to the social fabric of Uxbridge and reduces inequality and discrimination in the existing accommodation offer.

The value of the public benefits, including the increased number of Almshouse units, the significantly greater level of accessibility and the improved standard of accommodation, have been carefully considered against the loss of the Heritage Asset. Given the public benefits proposed, the principle of the demolition of the existing locally listed building and replacement with the proposed development is considered to be acceptable as set out in this report.

Subject to conditions and a S106 Legal Agreement, the application is therefore recommended for approval.

## **2. RECOMMENDATION**

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

**A) Entering into an agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) and/or S278 of the Highways Act 1980 (as amended) and/or other appropriate legislation to secure:**

- 1. Off-site sustainability contribution of £8,856 to a carbon fund.**
- 2. Agreement that future occupants will not be able to apply for car parking permits.**
- 3. Agreement that 22 units on the site shall be maintained as almshouse units.**

**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/or 278 Agreements 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) If the Legal Agreements have not been finalised by 31st January 2018 (or such**

other timeframe as may be agreed by the Head of Planning and Enforcement), delegated authority be given to the Head of Planning and Enforcement to refuse planning permission for the following reason:

'The applicant has failed to provide measures to mitigate the impacts of the development through enhancements to services and the environment necessary as a consequence of demands created by the proposed development (relating to off-site sustainability contribution, agreement that future occupants will not be able to apply for car parking permits and agreement that 22 units on the site shall be maintained as almhouse units). The proposal therefore conflicts with policies R17, OE1, AM2 and AM7 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), the Council's Planning Obligations SPD and the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012), Policy 5.2E of the London Plan (2016) and the NPPF.'

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

F) 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:

447 TP2 001 B

447 TP2 002 B

447 TP2 003 B

447 TP2 004

447 TP2 005 A

447 TP2 006

447 TP2 007

447 TP2 008

447 TP2 009; 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 COM5 General compliance with supporting documentation**

The development hereby permitted shall not be occupied until the following has been completed in accordance with the specified supporting plans and/or documents:

Design and Access Statement Rev B  
Planning Statement - March 2016  
Air Quality Statement - July 2016

Thereafter the development shall be retained/maintained in accordance with these details for as long as the development remains in existence

**REASON**

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

**4 NONSC Non Standard Condition**

The development hereby permitted shall provide 23 no. units which are constructed to M(4)2 standard with M(4)3 level bathrooms and 7 no. units that are constructed to full M(4)3 standard as detailed with The Building Regulations (2010) Approved Document M and as shown on the approved plans.

**REASON**

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), the London Plan (2016) and Paragraphs 132 and 133 of the NPPF.

**5 NONSC Age Restriction**

None of the retirement living units hereby approved shall be occupied at any time by any person other than: A person or persons of 60 years of age or above; or a person or persons of pensionable age or above.

**REASON**

To safeguard the residential amenities of the occupiers of the units and surrounding area, to safeguard the adequacy of ancillary vehicular parking provision at the site and to mitigate the impacts of the development on local educational facilities and to accord with policies BE19, AM14 and R17 of the London Borough of Hillingdon Local Plan (November 2012).

**6 COM7 Materials (Submission)**

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

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

**REASON**

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

**7 COM9 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 Cycle Storage
  - 2.c Means of enclosure/boundary treatments
  - 2.d Car Parking Layouts (including demonstration that 1no. parking space is served by an electrical charging point)
  - 2.e Hard Surfacing Materials
  - 2.f External Lighting
  
4. Details of Landscape Maintenance
  - 4.a Landscape Maintenance Schedule for a minimum period of 5 years.
  - 4.b Proposals for the replacement of any tree, shrub, or area of surfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.
  
5. Schedule for Implementation
  
6. Other
  - 6.a Existing and proposed functional services above and below ground

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 Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (2016).

#### **8 COM31 Secured by Design**

The building(s) 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 building 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 (2016) Policies 7.1 and 7.3.

#### **9 COM6 Levels**

No development shall take place until plans of the site showing the existing and proposed ground levels and the proposed finished floor levels of all proposed buildings have been submitted to and approved in writing by the Local Planning Authority. Such levels shall be shown in relation to a fixed and known datum point. Thereafter the development shall not be

carried out other than in accordance with the approved details.

#### REASON

To ensure that the development relates satisfactorily to adjoining properties in accordance with policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

#### **10 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.

#### **11 NONSC Photographic Record**

Prior to commencement of development (including any demolition works) recording of the building to Historic England Level 3 shall be completed, submitted, and approved in writing by the Local Planning Authority (LPA). The scope of recording is to be agreed with the LPA prior to the commencement of works. Copies of the final documents are to be made available to the LPA, Local History Library and Historic England.

#### REASON

To safeguard the special architectural and/or historic interest of the building in accordance with 'saved' policies BE8, BE9, BE10, BE11 and BE12 of the Unitary Development Plan (2007); policy 7.8 of the London Plan (2016); and National Planning Policy Framework (2012).

#### **12 NONSC Archaeology**

A) No development shall take place until the applicant has secured the implementation of a programme of archaeological works in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the local planning authority.

B) No development or demolition shall take place other than in accordance with the Written Scheme of Investigation approved under Part (A).

C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under Part (A), and the provision made for analysis, publication and dissemination of the results and archive deposition has been secured.

#### REASON

Heritage assets of archaeological interest survive on the site. The planning authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development, in accordance with Policy BE3 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **13 COM15 Sustainable Water Management**

The scheme shall demonstrate ways of controlling the surface water on site by providing information on:

a) Suds features:

- i. incorporating sustainable urban drainage in accordance with the hierarchy set out in Policy 5.15 of the London Plan. Where the proposal does not utilise the most sustainable solution, justification must be provided,
- ii. calculations showing storm period and intensity and volume of storage required to control surface water and size of features to control that volume to Greenfield run off rates at a variety of return periods including 1 in 1 year, 1 in 30, 1 in 100, and 1 in 100 plus Climate change,
- iii. overland flooding should be mapped, both designed and exceedance routes above the 100, plus climate change, including flow paths depths and velocities identified as well as any hazards, ( safe access and egress must be demonstrated).

b) Receptors

- i. Capacity demonstrated for Thames Water foul and surface water network, and provide confirmation of any upgrade work required having been implemented and receiving watercourse as appropriate.
- ii. Where infiltration techniques (soakaway) or a basement are proposed a site investigation must be provided to establish the level of groundwater on the site, and to demonstrate the suitability of infiltration techniques proposed on the site. (This should be undertaken at the appropriate time of year as groundwater levels fluctuate).
- iii. Where groundwater is found within the site and a basement is proposed suitable mitigation methods must be provided to ensure the risk to others is not increased.
- iv. identify vulnerable receptors, ie WFD status and prevent pollution of the receiving groundwater and/or surface waters through appropriate methods;

c) Minimise water use. The scheme shall also demonstrate the use of methods to minimise the use of potable water through water collection, reuse and recycling and will:

- i. incorporate water saving measures and equipment.
- ii. provide details of water collection facilities to capture excess rainwater;
- iii. provide details of how rain and grey water will be recycled and reused in the development.

d) Long Term Management and Maintenance of the drainage system.

- i. Provide a management and maintenance plan for the lifetime of the development of arrangements to secure the operation of the scheme throughout its lifetime. Including appropriate details of Inspection regimes, appropriate performance specification, remediation and timescales for the resolving of issues. Where there is overland flooding proposed, the plan should include the appropriate actions to ensure the safety of the users

of the site should that be required.

ii. Where the maintenance will not be the responsibility of an individual householder, the details of the body legally responsible for the implementation of the management and maintenance plan must be provided.

f) During Construction

i. How temporary measures will be implemented to ensure no increase in flood risk from commencement of construction.

Thereafter the development shall be implemented and retained/maintained in accordance with these details for as long as the development remains in existence.

Reason

To ensure that surface water run off is controlled to ensure the development does not increase the risk of flooding contrary to Policy EM6 Flood Risk Management in Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012) Policy 5.12 Flood Risk Management of the London Plan (2016) and National Planning Policy Framework (March 2012) and the Planning Practice Guidance (March 2014). To be handled as close to its source as possible in compliance with Policy 5.13 Sustainable Drainage of the London Plan (March 2016), and conserve water supplies in accordance with Policy 5.15 Water use and supplies of the London Plan (March 2016).

#### **14 NONSC Demolition & Construction Environmental Management Plan**

Prior to the development commencing, the applicant shall submit a demolition and construction management plan to the Local Planning Authority for its written approval.

The plan shall detail:

(i) The hours during which development works will occur

(ii) A programme to demonstrate that the most valuable or potentially contaminating materials and fittings can be removed safely and intact for later re-use or processing.

(iii) Measures to prevent mud and dirt tracking onto footways and adjoining roads (including wheel washing facilities).

(iv) Traffic management and access arrangements (vehicular and pedestrian) and parking provisions for contractors during the development process (including measures to reduce the numbers of construction vehicles accessing the site during peak hours).

(v) Measures to reduce the impact of the development on local air quality and dust through minimising emissions throughout the demolition and construction process.

(vi) The storage of demolition/construction materials on site. The approved details shall be implemented and maintained throughout the duration of the demolition and construction process.

REASON

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

#### **15 COM16 Scheme for site noise control**

Development shall not begin until a sound insulation and ventilation scheme for protecting the proposed development from road traffic and other noise has been submitted to and approved in writing by the Local Planning Authority. The scheme shall meet an acceptable internal noise design criteria against external noise as agreed with the Local Planning Authority. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

Reason

To ensure that the amenity of the occupiers of the proposed development is not adversely affected by road traffic and other noise in accordance with policy OE5 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (2012).

**16 COM17 Control of site noise rating level**

The rating level of the noise emitted from the site shall be at least 5dB below the existing background noise level. The noise levels shall be determined at the nearest residential property. The measurements and assessment shall be made in accordance to the latest British Standard 4142, 'Method for rating industrial noise affecting mixed residential and industrial areas'.

**REASON**

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

**17 COM30 Contaminated Land**

(i) The development hereby permitted shall not commence until a scheme to deal with contamination has been submitted in accordance with the Supplementary Planning Guidance on Land Contamination and approved by the Local Planning Authority (LPA). The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

(a) A desk-top study carried out by a competent person to characterise the site and provide information on the history of the site/surrounding area and to identify and evaluate all potential sources of contamination and impacts on land and water and all other identified receptors relevant to the site;

(b) A site investigation, including where relevant soil, soil gas, surface and groundwater sampling, together with the results of analysis and risk assessment shall be carried out by a suitably qualified and accredited consultant/contractor. The report should also clearly identify all risks, limitations and recommendations for remedial measures to make the site suitable for the proposed use.

(c) A written method statement providing details of the remediation scheme and how the completion of the remedial works will be verified shall be agreed in writing with the LPA prior to commencement.

(ii) If during development or works contamination not addressed in the submitted remediation scheme is identified, an addendum to the remediation scheme must be agreed with the LPA prior to implementation; and

(iii) All works which form part of the remediation scheme shall be completed and a verification report submitted to the Council's Environmental Protection Unit before any part of the development is occupied or brought into use unless the LPA dispenses with any such requirement specifically and in writing.

**REASON**

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy OE11 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**18 NONSC No additional windows and doors**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or

without modification), no additional windows, doors or other openings shall be constructed in the walls or roof slopes of the development hereby approved facing North, South, East or West.

**REASON**

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

**19 NONSC Roof Gardens**

Access to any flat roofs hereby approved shall be for maintenance or emergency purposes only and the flat roof shall not be used as a roof garden, terrace, balcony, patio or similar amenity area.

**REASON**

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

**20 NONSC Obscure Glazing**

The window(s) facing west shall be glazed with permanently obscured glass and non-opening below a height of 1.8 metres taken from internal finished floor level for so long as the development remains in existence.

**REASON**

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

**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.

AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
BE12	Proposals for alternative use (to original historic use) of statutorily listed buildings
BE4	New development within or on the fringes of conservation areas
BE8	Planning applications for alteration or extension of listed buildings

BE13	New development must harmonise with the existing street scene.
BE18	Design considerations - pedestrian security and safety
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
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.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
H3	Loss and replacement of residential accommodation
H4	Mix of housing units
OE1	Protection of the character and amenities of surrounding properties and the local area
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
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
LPP 5.1	(2016) Climate Change Mitigation
LPP 5.12	(2016) Flood risk management
LPP 5.13	(2016) Sustainable drainage
LPP 5.15	(2016) Water use and supplies
LPP 5.3	(2016) Sustainable design and construction
LPP 7.1	(2016) Lifetime Neighbourhoods
LPP 7.14	(2016) Improving air quality
LPP 7.2	(2016) An inclusive environment
LPP 7.4	(2016) Local character
LPP 7.6	(2016) Architecture
LPP 7.8	(2016) Heritage assets and archaeology
LPP 7.9	(2016) Heritage-led regeneration
LPP 8.2	(2016) Planning obligations
LPP 8.3	(2016) Community infrastructure levy
NPPF12	NPPF - Conserving & enhancing the historic environment

### **3 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.

#### 4

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

#### 5

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

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

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

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

D. No bonfires that create dark smoke or nuisance to local residents. You are advised to consult the Council's Environmental Protection Unit ([www.hillingdon.gov.uk/noise](http://www.hillingdon.gov.uk/noise) Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

#### 6

The Applicant should ensure bins are on smooth hard standing and there is a means to wash the bin storage area down. Ideally a hose union tap should be installed for the water supply. Drainage should be by means of trapped gully connected to the foul sewer. The floor of the bin store area should have a suitable fall (no greater than 1:20) towards the drainage points. The gate / door of the bin stores need to be made of metal, hardwood, or metal clad softwood and ideally have fire resistance of 30 minutes when tested to BS 476-22. The door frame should be rebated into the opening. Again the doorway should allow clearance of 150 mm either side of the bin when it is being moved for collection. The door(s) should have a latch or other mechanism to hold them open when the bins are being moved in and out of the chamber. The gradient of any path that the bulk bins have to be moved on should ideally be no more than 1:20, with a width of at least 2 metres. The surface should be smooth. If the storage area is raised above the area where the collection vehicle parks, then a dropped kerb is needed to safely move the bin to level of the collection vehicle. The access roads must be made strong enough to withstand the load of a 26 tonne refuse collection vehicle.

### 3. CONSIDERATIONS

#### 3.1 Site and Locality

The site is located to the north of, and accessed from, New Windsor Street approximately 400 metres west of Uxbridge Town Centre. It is in a secluded 'precinct-type' location, sitting

behind buildings fronting New Windsor Street and behind buildings in the Lynch, to the west, and Lawn Road, Cross Road and Lynch Close to the north and east.

The site provides almshouse accommodation for elderly residents of Uxbridge. The current building provides 10 almshouse units on the ground floor and 10 almshouse units on the first floor. The existing two storey building on the site is 'U' shaped and sits around a central courtyard that is now utilised to predominantly provide 12 parking spaces and for vehicle turning, though some soft landscaping is present. The building, known as Woodbridge House, dates from 1905 and was designed by local architect William Eves. There have been additions to either end of the building (to provide staff accommodation and ancillary office provision) plus other additions such as a glazed 'cloister' to the front of building. To the north, east and west of the buildings are further areas of soft landscaping.

The site is owned and run by Uxbridge United Welfare Trust and information submitted within the application states that the Trust has provided almshouses for the community of Uxbridge since the 1720s. The Trust's Mission Statement is given as: 'The Trust maintains and improves the living conditions of the community within the almshouses, and maximises the assistance available to those in need within the area of benefit'.

The site has a Public Transport Accessibility Level (PTAL) of 4 and sits within the Rockingham Bridge Conservation Area, with the building itself locally listed. The site is also within an Archaeological Priority Area, an Air Quality Management Area and is within the Developed Area, as designated within the Hillingdon Local Plan (November 2012).

### **3.2 Proposed Scheme**

The application proposes the demolition of the existing almshouses and other buildings on the site (20 existing almshouse bed-sit units, 2 No. 2 bed flats and a 3 bedroom house) and the construction of a new almshouse complex to provide 30 units, including 20 one bedroom flats, 2 No. 2 bedroom flats and, in order to finance the modernisation of the almshouse stock, an additional 8 No. 1 bed flats intended for open market rental (not for sale), to people aged 65 and over. Also proposed are an ancillary staff office (to include kitchen, store and meeting room) plus a communal social room/cafe with kitchen for the residents.

The buildings proposed are three storeys in height, with a section of two storey height in the north west corner. Rather than provide internal corridors the scheme incorporates external sheltered circulation routes, predominately to the rear. A 'Cloister' is proposed at ground floor level that spans the front of the 'u' shaped layout and incorporates a 'gate house' entrance. Within this space the internal courtyard will be redesigned to create an external partially soft and partially hard landscaped area for use by residents. The proposed units will be Lifetime Homes compliant and, following the supersedence of Lifetime Homes, the Applicant has confirmed that 23 no. units will be built to M4(2) standard with M4(3) bathrooms & 7 no. units will be built to full M4(3) standard.

8 parking spaces and a buggy/bike store are proposed to the west of the site adjacent to properties on The Lynch. Parking is proposed as staff/visitor parking and incorporates 2 disabled parking bays and 1 electric vehicle charging point. To the north of the buildings an area of soft landscaping is proposed plus a plant and store room. To the east of the site a private resident's garden is proposed with further soft landscaping.

### **3.3 Relevant Planning History**

20590/APP/2016/1383 Woodbridge House New Windsor Street Uxbridge

Application for the demolition of an existing Almshouse complex and the erection of 30 no. residential units (Use Class C3) (comprising 20 no. 1 bed replacement almshouse units, 2 no. 2 bed staff units and 8 no. 1 bed sheltered units), with office/meeting room, residents' cafe/social room, ancillary buildings and associated parking and landscaping.

**Decision:** 20-06-2017 Refused

#### **Comment on Relevant Planning History**

Application reference 20590/APP/2016/1383 (Application for the demolition of an existing Almshouse complex and the erection of 30 no. residential units (Use Class C3) (comprising 20 no. 1 bed replacement almshouse units, 2 no. 2 bed staff units and 8 no. 1 bed sheltered units), with office/meeting room, residents' cafe/social room, ancillary buildings and associated parking and landscaping) was refused on 27-06-17. The reasons for refusal being:

1. The total loss of Woodbridge House, a locally listed building and non-designated heritage asset of considerable local significance, would be to the detriment of the historic character, identity and distinctiveness of the immediate area and cause substantial harm to the special architectural and historic character of the Rockingham Bridge Conservation Area. In these respects, the proposal would fail to meet the requirements of Paragraphs 132, 133 and 135 of the National Planning Policy Framework (NPPF), London Plan Policy 7.8 and Policies BE4 and BE8 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

2. The applicant has failed to provide contributions towards the improvements of services and facilities as a consequence of demands created by the proposed development (in respect of off-site sustainability contribution to a carbon fund). Given that a legal agreement to address this issue has not at this stage been offered or secured, the proposal is considered to be contrary to Policy R17 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) and the London Borough of Hillingdon's Supplementary Planning Document on Planning Obligations.

The current application has an increased the number of almshouses from 20 to 22 and also the provision of M4(2) units with M4(3) bathrooms and fully M4(3) standard units from the previous application. As such the proposed public benefits of the scheme are now deemed to outweigh the loss of the heritage asset. The applicant has also confirmed their acceptance of the required off-site sustainability contribution. The previous reasons for refusal are therefore no longer deemed valid in accordance with the current application as set out in this report.

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

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan (March 2016)  
National Planning Policy Framework  
Hillingdon Supplementary Planning Document - Accessible Hillingdon  
Hillingdon Supplementary Planning Document - Noise  
Hillingdon Supplementary Planning Guidance - Air Quality  
Hillingdon Supplementary Planning Guidance - Community Safety by Design

**UDP / LDF Designation and London Plan**

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
- AM7 Consideration of traffic generated by proposed developments.
- AM14 New development and car parking standards.
- AM15 Provision of reserved parking spaces for disabled persons
- BE12 Proposals for alternative use (to original historic use) of statutorily listed buildings
- BE4 New development within or on the fringes of conservation areas
- BE8 Planning applications for alteration or extension of listed buildings
- BE13 New development must harmonise with the existing street scene.
- BE18 Design considerations - pedestrian security and safety
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- 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.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
  
- H3 Loss and replacement of residential accommodation
- H4 Mix of housing units
- OE1 Protection of the character and amenities of surrounding properties and the local area
  
- HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
- LDF-AH Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
  
- 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
- LPP 5.1 (2016) Climate Change Mitigation
- LPP 5.12 (2016) Flood risk management

- LPP 5.13 (2016) Sustainable drainage
- LPP 5.15 (2016) Water use and supplies
- LPP 5.3 (2016) Sustainable design and construction
- LPP 7.1 (2016) Lifetime Neighbourhoods
- LPP 7.14 (2016) Improving air quality
- LPP 7.2 (2016) An inclusive environment
- LPP 7.4 (2016) Local character
- LPP 7.6 (2016) Architecture
- LPP 7.8 (2016) Heritage assets and archaeology
- LPP 7.9 (2016) Heritage-led regeneration
- LPP 8.2 (2016) Planning obligations
- LPP 8.3 (2016) Community infrastructure levy
- NPPF12 NPPF - Conserving & enhancing the historic environment

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

- 5.1** Advertisement Expiry Date:- **8th November 2017**
- 5.2** Site Notice Expiry Date:- Not applicable

27th October 2017

## 6. Consultations

### External Consultees

Consultation letters were sent to circa 130 local owner/occupiers and site notices were also posted. 1 petition has been received in support of the application. In addition 2 comments of objection and 4 comments in support have been submitted for the proposals.

#### PETITION IN SUPPORT

The petition is signed by 29 people and states:

'We the undersigned as the residents of Woodbridge House and the surrounding area urge the Council to approve the application and secure our future in these homes.'

#### COMMENTS OF OBJECTION

The 2 letters of objection to the proposals can be summarised to cover the following points:

- These almshouses are part of our history and should be preserved.
- Uxbridge is losing its historic buildings
- Only people that will benefit from this change are the developers
- Increased mass
- Loss of light
- Increased traffic
- What measures are in place to ensure the safe demolition

#### COMMENTS IN SUPPORT

The 4 letters of support for the proposals can be summarised to cover the following points:

- Many buildings which are no longer fit for purpose are left empty and fall into disrepair.
- This application seeks to renew a facility that has served the community in various forms for generations.
- Redevelopment will meet the needs of those who are the most vulnerable set within an environment that will provide the most up to date amenities.
- Quality of design/proposed scheme would be detrimental to the Conservation Area.
- In the absence of the Trust's proposals no other body or organisation is providing this type of accommodation to meet the needs of the local Community.
- Efficient use of land.
- Many benefits from this in the future to our community/improved facilities

#### HISTORIC ENGLAND

This application should be determined in accordance with national and local planning policy, and on the basis of specialist conservation advice.

#### GREATER LONDON ARCHAEOLOGICAL ADVISORY SERVICE (GLAAS)

The National Planning Policy Framework (Section 12) and the London Plan (2011 Policy 7.8) emphasise that the conservation of archaeological interest is a material consideration in the planning process. Paragraph 128 of the NPPF says that applicants should be required to submit appropriate desk-based assessments, and where appropriate undertake field evaluation, to describe the significance of heritage assets and how they would be affected by the proposed development.

Appraisal of this planning application using the Greater London Historic Environment Record and

information submitted with the application indicates a need for further information to reach an informed judgement of its impact on heritage assets of archaeological interest.

The planning application lies in an area of archaeological interest (Archaeological Priority Area) identified for the Local Plan: Uxbridge; Colne Valley.

In relation to previous proposals for redevelopment of the site I advised the applicant to submit an archaeological desk-based assessment in support of the application. This is because the proposed development lies on the edge of both the Colne Valley Archaeological Priority Zone and the Uxbridge Archaeological Priority Area. The latter relates to the medieval and postmedieval town which was focused along the High Street but by 1754 (Rocque's map) included a road running down to the river and buildings in this general area. This part of the Colne Valley is also well known for important late glacial and early post-glacial hunter-gatherer occupation sites and associated palae-environmental remains.

This site lies close to the boundary between the alluvial river floodplain and the terrace gravel which could be a favoured topographical location for early prehistoric settlement, although the existing development will presumably have caused some disturbance. Unfortunately, the applicant's heritage statement explicitly excludes buried archaeology.

I note that the proposed development is for replacement buildings on a similar footprint to the existing but given the nature of deposits on the edge of the river valley we should not assume that the existing building has destroyed all the archaeology beneath it. Furthermore, if the Upper Palaeolithic or Mesolithic occupation is present this is not something which should be left to be discovered at a late stage in the development process.

I therefore recommend that the following further studies should be undertaken to inform the preparation of proposals and accompany a planning application:

Desk-based assessment produces a report to inform planning decisions. It uses existing information to identify the likely effects of the development on the significance of heritage assets, including considering the potential for new discoveries and effects on the setting of nearby assets. An assessment may lead on to further evaluation and/or mitigation measures.

It will be particularly important to assess the geo-archaeology of the area and likely modern disturbance to determine the potential for surviving early prehistoric occupation. Geotechnical data from the site itself would be particularly valuable and if site investigations are to take place then they should be monitored by a geo-archaeologist.

#### Historic Building Recording

Archaeological building recording is an investigation to establish the character, history, dating, form and development of an historic building or structure which normally takes place as a condition of planning permission before any alteration or demolition takes place. The outcome will be an archive and a report which may be published.

From the Alan Baxter Heritage Statement I note also that the almshouses are of local historical and architectural interest and therefore if consent is granted for the demolition of the heritage asset I would recommend a condition for an appropriate level of recording in accordance with NPPF paragraph 141. The report should be provided to the Greater London Historic Environment Record.

The nature and scope of assessment and evaluation should be agreed with GLAAS and carried out by a developer appointed archaeological practice before any decision on the planning application is taken. The ensuing archaeological report will need to establish the significance of the site and the

impact of the proposed development. Once the archaeological impact of the proposal has been defined a recommendation will be made by GLAAS.

The NPPF accords great weight to the conservation of designated heritage assets and also non-designated heritage assets of equivalent interest. Heritage assets of local or regional significance may also be considered worthy of conservation.

If archaeological safeguards do prove necessary, these could involve design measures to preserve remains in situ or where that is no feasible archaeological investigation prior to development. If a planning decision is to be taken without the provision of sufficient archaeological information then we recommend that the failure of the applicant to provide adequate archaeological information be cited as a reason for refusal.

Further information on archaeology and planning in Greater London is available on the Historic England website. Please note that this advice relates solely to archaeological considerations. If necessary, Historic England's Development Management or Historic Places teams should be consulted separately regarding statutory matters.

Case Officer's Comments:

A condition has been added to require the archaeological study/assessment requested by GLAAS. As such the lack of such an assessment is not deemed sufficient to warrant a reason for refusal of the proposal. A condition for level 3 recording of the building has also been attached.

#### **Internal Consultees**

##### **ACCESS OFFICER**

The Council's Access Officer reviewed the proposals as originally submitted and asked for some minor amendments to the internal layouts. These were passed to the applicant who has made all of the changes requested. Following a review of the amended plans the Access Officer provided the following comments:

In response to my memorandum dated 23 October 2017, the submitted revised plans (477/TP2/001A, 447/TP2/002A, and 447/TP2/003A, dated 30 October 2017), confirm the proposed development are acceptable from an accessibility and inclusive design standpoint.

Conclusion: no further accessibility concerns are raised.

##### **ASSISTANT DIRECTOR PROVIDER AND COMMISSIONED CARE**

I can confirm that Older Adults with social care needs are and have previously used the accommodation at Woodbridge House. This is of benefit to those without financial support to secure their own property and as such, this charity appears to be assisting in the prevention of homelessness in older people and preventing the need for residential placement due to care & support being provided in their own homes.

Case Officer's comments:

The Council's Assistant Director Provider & Commissioned Care has reviewed the existing and proposed use on the site and confirmed that the Uxbridge United Welfare Trust provide a public benefit.

##### **WASTE STRATEGY OFFICER**

Space allocated for 8 x 1,100 litre large wheeled bins which is satisfactory containment. Please ensure bins are on smooth hard standing and there is a means to wash the bin storage area down. Ideally a hose union tap should be installed for the water supply. Drainage should be by means of trapped gully connected to the foul sewer. The floor of the bin store area should have a suitable fall (no greater than 1:20) towards the drainage points. The gate / door of the bin stores need to be

made of metal, hardwood, or metal clad softwood and ideally have fire resistance of 30 minutes when tested to BS 476-22. The door frame should be rebated into the opening. Again the doorway should allow clearance of 150 mm either side of the bin when it is being moved for collection. The door(s) should have a latch or other mechanism to hold them open when the bins are being moved in and out of the chamber. The gradient of any path that the bulk bins have to be moved on should ideally be no more than 1:20, with a width of at least 2 metres. The surface should be smooth. If the storage area is raised above the area where the collection vehicle parks, then a dropped kerb is needed to safely move the bin to level of the collection vehicle. The access roads must be made strong enough to withstand the load of a 26 tonne refuse collection vehicle.

Case Officer's comments:

The advice provided by the Council's Waste Strategy Officer is included within a proposed informative should the application be approved.

#### FLOOD AND WATER MANAGEMENT OFFICER

It is noted that a draft sustainable drainage plan has been submitted and that water will be controlled on site. Therefore the previous comments ref 20590/APP/2016/1383 requesting condition still apply.

Case Officer's comments:

The condition requested by the Council's Flood and Water Management within their previous comments on application reference 20590/APP/2016/1383 has been added to the current application.

#### HEAD OF CONSERVATION

This proposed redevelopment is similar to the previous scheme in its external appearance, save for the enlargement of the northern block to permit larger, more accessible room sizes. My previous comments therefore still apply in that Woodbridge House is a locally listed building of some quality, which makes a positive contribution to the character of Rockingham Bridge Conservation Area. It is considered that its significance is such that its demolition would be a great loss, not only in itself, but to the character of the Conservation Area.

However, if approval were to be granted, a full building recording should be carried out. Suggested wording:

"Prior to commencement of development (including any demolition works) recording of the building to Historic England Level 3 shall be completed, submitted, and approved in writing by the Local Planning Authority (LPA). The scope of recording is to be agreed with the LPA prior to the commencement of demolition. Copies of the final documents are to be made available to the LPA, Local History Library and Historic England."

Reason

To record the architectural and historic interest of the building in accordance with the National Planning Policy Framework (2012), para. 141.

Case Officer's comments:

The comments provided by the Head of Conservation are noted, however for the reasons set out in this report, the public benefits of the new proposal are deemed to outweigh the loss of the heritage asset and as such the application is recommended for approval. A condition for level 3 recording of the building has been attached.

#### ENVIRONMENTAL PROTECTION UNIT

The planning application site lies within a predominantly residential area. The applicant proposes a mixed use development, consisting of 30 dwellings and a communal cafe area.

No objection to the planning application; subject to satisfactory reports on noise and land contamination.

I would recommend the following conditions/informative respectively:

#### Sound insulation scheme

Development shall not begin until a sound insulation and ventilation scheme for protecting the proposed development from road traffic and other noise has been submitted to and approved in writing by the Local Planning Authority. The scheme shall meet an acceptable internal noise design criteria against external noise as agreed with the Local Planning Authority. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

#### Reason

To ensure that the amenity of the occupiers of the proposed development is not adversely affected by road traffic and other noise in accordance with policy OE5 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (2012).

#### Noise affecting residential property

The rating level of noise emitted from the plant and/or machinery hereby approved shall be at least 5 dB below the existing background noise level. The noise levels shall be determined at the nearest residential property. The measurements and assessment shall be made in accordance with British Standard 4142 "Method for rating industrial noise affecting mixed residential and industrial areas".

#### Reason

To safeguard the amenity of the surrounding area in accordance with policy OE1 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (2012).

#### Land Contamination

A report is required; please make the applicant aware that:

- (i) If during development works contamination not addressed in the submitted land contamination report is identified, an updated brief shall be submitted and an addendum to the remediation scheme shall be agreed with the Council prior to implementation; and
- (ii) All works which form part of the remediation scheme shall be completed and a comprehensive verification report shall be submitted to the Council's Environmental Protection Unit before any part of the development is occupied or brought into use unless the Council dispenses with any such requirement specifically and in writing.
- (iii) No contaminated soils or other materials shall be imported to the site. All imported soils for landscaping purposes shall be clean and free of contamination. Before any part of the development is occupied, all imported soils shall be independently tested for chemical contamination, and the results of this testing shall be submitted and approved in writing by the Council. All soils used for gardens and/or landscaping purposes shall be clean and free of contamination.

#### Reason

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy OE11 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (2012) and policy 7.21 of the London Plan (2016).

#### Control of environmental nuisance from construction work (Informative)

Nuisance from demolition and construction work is subject to control under the Control of Pollution Act 1974, the Clean Air Act 1993 and the Environmental Protection Act 1990. You should ensure that the following are complied with:

- (i) Demolition and construction works should only be carried out between the hours of 0800 and

1800 on Monday to Friday and between the hours of 0800 and 1300 on Saturday. No works should be carried out on Sundays, Public or Bank Holidays;

(ii) All noise generated during such works should be controlled in compliance with British Standard 5228, and use "best practicable means" as defined in section 72 of the Control of Pollution Act 1974;

(iii) Measures should be taken to eliminate the release of dust, odours and other emissions caused by the works that may create a public health nuisance. Guidance on control measures is given in "The control of dust and emissions from construction and demolition: best practice guidelines", Greater London Authority, November 2006; and

(iv) No bonfires that create dark smoke or cause nuisance to local residents should be allowed at any time.

You are advised to consult the Council's Environmental Protection Unit to seek prior approval under Section 61 of the Control of Pollution Act 1974 if you anticipate any difficulty in carrying out the works other than within the normal working hours set out above, and by means that would minimise disturbance to adjoining premises. For further information and advice, contact the Environmental Protection Unit, 3S/02 Civic Centre, High Street, Uxbridge, Middlesex UB8 1UW (tel. 01895 250155)

Case Officer's comments:

All of the conditions and informative requested by the Council's Environmental Protection Unit have been added bar the proposed Land Contamination condition. As no Land Contamination Report was submitted with the application, a condition has been added that requires one to be submitted and approved by the LPA and any remediation works carried out.

#### LANDSCAPE ARCHITECT

This site is occupied by an almshouse complex situated to the north of Rockingham Road, to the west of Mahjacks Roundabout, on the edge of Uxbridge Town Centre. The current building is roughly 'U'-shaped and site within an irregular-shaped plot with a communal garden / private amenity space for residents on the east side of the building.

There are a few trees around the boundaries, some of which are off-site. The trees in this area are all protected by virtue of their location within a Conservation Area.

#### Comment

This site has been the subject of pre-application advice and a previous application, ref. 2016/1383 which was refused.

A site (topographic) survey has been submitted which indicates the locations and spreads of trees. No tree report has been submitted, so it is not possible to identify any tree loss. However, according to the master plan, some of the trees are far enough away from the proposed building to be unaffected (directly).

Notwithstanding that, trees could be indirectly affected by the proposal and demolition /construction-related activity.

A tree survey (to BS5837:2012) should be submitted to categorise the existing trees. This should be supported by an arboricultural impact assessment, a tree protection plan and an arboricultural method statement to show how the trees will be protected throughout the site clearance / demolition and construction phases.

According to the Design & Access Statement (section 5.2) the landscape associated with the new development has been carefully considered resulting in a 36% increase in green space designed for the enjoyment of residents and their guests.

The landscape layout include the retention of most, if not all, of the trees, and the provision of functional and attractive hard and soft landscape components. Features will include; water features, sculptures, pergolas and a mix of ornamental and ecological planting, as illustrated in the D&AS. Subject to detail this proposal should result in a net landscape improvement to the area in

accordance with saved policy BE38.

Recommendation

No objection subject to conditions.

## HOUSING

As the application will deliver Almshouse residential accommodation on this site there is no requirement for Affordable Housing.

## HIGHWAYS

My previous comments on this application were as follows:

I have considered the above application and have the following comments:

The site is located off New Windsor Street (A4007) which is a classified road. The site is on the edge of the Uxbridge Controlled Parking Zone.

The site has a PTAL value of 4 (good) , which is a result of the proximity of local bus services and the 700+m walk from Uxbridge Station.

The site has a private vehicular and pedestrian access off New Windsor Street.

The site has approximately 12 car parking spaces available off the New Windsor Street access under the current arrangements

The proposals include the demolition of the existing 20 bedsit/studio almhouse facility and replacing it with 20 bedsit/studio flats+2x2bed staff flats and 8 sheltered housing flats.

The existing access is being re-used as part of the proposed development.

8 car parking spaces are proposed along with mobility scooter parking and EV charging point and a car parking management plan.

There is sufficient room within the development to provide the proposed car parking spaces and for vehicles to enter and leave the site in a forward direction.

On the basis of the above comments no highway objections are raised.

I note that the staff apartments are now to revert to almshouses I can only add that if these apartments are to be let commercially to residents of a pensionable age then I would suggest that the residents do not have the right to residents car parking permits that can be secured through a S106 agreement.

My conclusions in terms of the highways impact of this scheme has not changed.

Case Officer's comments:

The Council's Highway Engineer has requested that the applicant enter into a S106 legal Agreement that ensures that future residents are not to apply for resident's parking permits within the locality.

The Applicant has confirmed that they accept this requirement.

## **7. MAIN PLANNING ISSUES**

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

Paragraph 17 of the National Planning Policy Framework states that one of the core principles of the document is the "effective use of land by reusing land that has been previously developed (brownfield land)."

Policy H3 of the Hillingdon Local Plan states that the loss of residential accommodation will only be permitted if it is replaced within the boundary of the site. An increase in residential accommodation will be sought.

The development proposes the demolition of the existing staff accommodation and studio

units and the erection of 30 units to include one and two bedroom flats. The development in use class terms is considered an acceptable use on a brownfield site and would represent an increase in residential accommodation, in accordance with Policy H3 of the Hillingdon Local Plan (November 2012). The site is currently in residential use and therefore the principle of residential use on the site is already established.

Policy BE4 of the Hillingdon Local Plan (November 2012) states that there will be a presumption in favour of retaining buildings which make a positive contribution to the character or appearance of a conservation area and Policy 7.8 of the London Plan (2016) states that development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

The Rockingham Bridge Conservation Area is a designated Heritage Asset and Woodbridge House, through its local listing, has been identified as a Heritage Asset in its own right. It has also been highlighted in the Council's 'Statement of Significance' as making a positive contribution to the special architectural and historic character of that Conservation Area.

The NPPF Paragraph 126 advises that Heritage Assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance.

Paragraph 132 advises that 'when considering the impact of a proposal on the significance of an asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification'.

The total demolition of Woodbridge House would lead to substantial harm to the significance of the buildings themselves and also to the Conservation Area. The NPPF is clear that in such circumstances, applications should be refused unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or that all of the criteria noted in the NPPF (para 133) apply.

- The nature of the heritage asset prevents all reasonable uses of the site; and
- No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

With regards to demonstrating 'that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss' the applicant has put forward the following arguments:

1. The proposal replaces units that are cramped and inaccessible to older, less mobile users and not capable of improvement through demonstrably viable adaptation, with highly specified, accessible units including above policy requirements for M(4)2 and M(4)3 units.
2. It performs an environmental role in reducing energy usage and CO2 emissions, through good design, improved building fabric and energy generation on-site.
3. It increases sheltered housing provision in a location determined by London Plan and Borough planning policies to be highly desirable for such uses, avoiding isolation and social exclusion.

4. It provides 22 out of 30 units within the scheme at a recognised level of 'affordability'.
5. It is financed without contribution from the public purse and directly supports the Local Authority's Housing Department in providing accommodation for the elderly.
6. It addresses an identified and increasing deficit in specialist elderly housing provision in both the Borough and London-wide.
7. It enables The Trust to maintain a use on this site that contributes importantly to the social fabric of Uxbridge.
8. It enables The Trust to reduce present inequality and discrimination in the accommodation offers it is able to make.

The value of the public benefits, including the increased number of Almshouse units, the significantly greater level of accessibility and the improved standard of accommodation, have been carefully considered against the loss of the Heritage Asset and in comparison with the previous application reference 20590/APP/2016/1383. Given the public benefits proposed, the principle of the demolition of the existing locally listed building and replacement with the proposed development is considered to be acceptable.

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

The application site has an area of 2,725 sq.m which equates to 0.275 hectares, and the proposed development is for 30 units. This results in a proposed density of approximately 110 units per hectare.

In terms of habitable rooms the 28 No. 1 bed units have a kitchen/diner/living room space of 27 sq.m approximately, plus a bedroom. This equates to 3 habitable rooms each = 84 habitable rooms.

The 2 No. 2 bed units have 4 habitable rooms each = 8 habitable rooms.

Total proposed habitable rooms is therefore 92 and results in 340 Hr/Ha.

The London Plan's 'Sustainable Residential Quality Matrix' is used to determine the acceptability of density for proposed new development. For an application site with a PTAL (Public Transport Accessibility Level) of 4 in an urban setting (predominantly dense development, terraced houses, between 2 and 4 storeys, within 800 metres of a District Centre) the indicative densities by PTAL and setting are 200-700 Hr/Ha and for smaller unit sizes (2.7-3.0 Hr/Ha) = 70-260 Units/Ha.

The proposed development therefore accords with the density ranges deemed appropriate with the London Plan (March 2016) and the Mayor's Housing SPG. It is worth noting that the densities are within the lower range of the threshold, however given the setting of the site within a conservation area the quantum of development is deemed appropriate.

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

The Council's Head of Conservation has carefully considered the proposed development and provided detailed comments on the application. The proposals can be considered in two parts, firstly the demolition of the existing building and secondly the proposed new development.

Loss of the Existing Building:

Woodbridge House was built in 1906 by the celebrated local architect, William Eves, for the Uxbridge United Charities. Although it is acknowledged as not being quite statutorily listable, Woodbridge House is considered to be a very good locally listed building, which makes a positive contribution to the special architectural and historic interest of the Rockingham Bridge Conservation Area. Woodbridge House is considered the single, most important building in the Conservation Area, and the only one to be locally listed. It is thus a very important contributor to the special architectural character of the Conservation Area.

As set out in section 7.01 of this report it is considered that the significance of Woodbridge House is such that its demolition would be a great loss, not only in itself, but to the character of the Conservation Area. However the scheme is considered to result in sufficient public benefit to outweigh the loss of the heritage asset and is therefore recommended for approval.

#### The Proposed Building:

The buildings are three storeys, rather than two as now, and have been arranged around a smaller courtyard, each side being linked by a service core and cloister. There are outward facing walkways linking the flats on the second floor: a difficult plan to reconcile successfully with the traditional roofscapes in the Conservation Area. The development would certainly be visible from the wider area and the spaces within and around the buildings would be impacted by the extra storey height and reduced courtyard. However the pre-application comments have been taken on board and the overall design now exhibits a much clearer vertical emphasis and cohesion of architectural elements, roof line and materials. Remaining concerns relate to the degree of dominance of the second storey windows in the courtyard and the heavy impact of the second storey walkways (on both the garden side and the Fassnidge Park side) on the roofscape of the external elevations. Also, there is a concern that such a large group of buildings might appear very dark overall.

#### Conclusions:

Whilst some concerns are raised with the design of the new proposals and their subsequent impact on the Conservation area, they are not deemed sufficient to warrant a recommendation of refusal of the application.

#### ARCHAEOLOGY

The proposed development lies on the edge of both the Colne Valley Archaeological Priority Zone and the Uxbridge Archaeological Priority Area.

The Greater London Archaeology Advisory Service was consulted as part of the application process and they have raised an objection to the proposals based on the lack of a desk-based assessment of the site. Whilst the requirement of a desk-based assessment is deemed appropriate given the potential archaeological value of the site, the lack of an assessment is not deemed sufficient to warrant a recommendation of refusal of the application. As such an assessment is required by an appropriately worded planning condition should the application be approved.

#### **7.04 Airport safeguarding**

The National Air Traffic Services have been consulted as part of the application process and have raised no objections to the development proposed.

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

The application site is within a developed area and is not within close proximity of the green belt.

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

The impact of the proposals on the character of the area, and in particular the Rockingham Bridge Conservation Area, are discussed above in section 7.03 of this report. It is concluded that the proposals would have an acceptable impact on the character and appearance of the area and is therefore recommended for approval. The proposal is therefore in accordance with Policies BE13 & BE19 of the Hillingdon Local Plan (November 2012).

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

With the exception of small elements of circulation space and new single storey

outbuildings, the proposed new development will sit within the footprint of the existing Woodbridge House buildings and will therefore be no closer to neighbouring residential properties than as currently exists on site. However the development will replace a two storey building with a new development that is three stories in height. The impact of the additional storey on the privacy and amenity of adjacent occupiers is an important consideration as to the acceptability of the proposed development.

The current proposal has an increased width of approximately 1.0m for the northern part of the building compared to the previous application reference 20590/APP/2016/1383. This additional floor space is required to achieve M(4)3 bathrooms within all units within the development. As a result the building would be approximately 1.0m closer to properties on the Lynch Close, but no closer to properties on Cross Road. The building would still sit approximately 2.0m within the footprint of the existing dwelling in this location and this section of the building will remain a sufficient distance of 17.5m from properties on the Lynch Close.

In terms of loss of privacy one of the main concerns with the new development is the potential for overlooking from the external sheltered walkways or 'cloisters'. This concern was raised at pre-application stage and some efforts have been made to amend the design to reduce the possibility of overlooking occurring. Particular concerns were raised with regard to the proximity of the first and second floor walkways and properties to the west on The Lynch. The proposals have been amended to incorporate glazed sections on these floors rather than sections which remain open. The proposed elevation plans indicate that 'All first floor and second floor windows in this elevation in opaque glass'. It is considered that should the application be recommended for approval a condition is attached to any consent that confirms the requirement for these windows to be fixed shut and obscure glazed. Subject to the attachment of this condition the impact of the proposal on the privacy of the neighbouring properties is considered to be acceptable.

The proposal incorporates a mansard roof to reduce the scale of the building from a traditional three storey design. However it will still raise the ridge height from approximately 8m above ground level to 11m in height. The applicant has submitted a Shadow Analysis and Daylight Study as part of the planning application. These studies conclude that whilst there will be some impact caused by the proposed new buildings, this impact will not be sufficiently detrimental to the amenity of adjacent occupiers to warrant a recommendation of refusal of the scheme. The Council's Environmental Protection Unit have reviewed the details submitted and raised no objection to the development subject to the attachment of conditions requiring the protection of neighbouring residential properties from unacceptable noise disturbance. These conditions are therefore recommended to be attached to any approval of the application in order to protect residential amenity.

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

### **INTERNAL FLOOR AREA**

The proposed development is for the creation of 30 units within the site. Each of the dwellings would be erected in accordance with the floor space standards contained within Policy 3.5 of the London Plan (March 2016).

### **EXTERNAL AMENITY SPACE**

The present balance of open space to building footprint would not be significantly altered by the proposal. To determine whether amenity space provision remains adequate in light of the additional units, the Council sets out a guideline figure for flats of 20 sq.m for 1 bed flats and 25 sq.m for 2 bed flats. If space is provided within balconies, this may be deducted from the requirement. The proposed development makes provision as follows:

HDAS Requirement: 28 No. 1 bed flats @ 20 sq.m = 560 sq.m  
2 No. 2 bed flats @ 25 sq.m = 50 sq.m  
Total HDAS Requirement = 610 sq.m

Total Proposed Amenity Space Provision = 1138.75 sq.m

The proposed shared amenity space for the flats will be a mixture of formal and informal space that would provide an attractive setting for the new development. Therefore, the proposed development is considered to be provided with sufficient outdoor amenity space for the occupiers of the development, in accordance with Policy BE23 of the Hillingdon Local Plan.

#### LIGHT, OUTLOOK AND OVERLOOKING

All of the habitable rooms within the units require an acceptable source of light and outlook in accordance with Policies BE20 of the Hillingdon Local Plan and 3.5 of the London Plan (March 2016).

In terms of outlook for future residents, Policy BE21 of the Local Plan seeks to ensure that new development would not have a significant loss of residential amenity, by reason of the siting, bulk and proximity of new buildings.

It is considered that the site layout would provide an acceptable standard of amenity for future occupiers. 28 of the 30 proposed units would be dual aspect units. One aspect would be onto the shared sheltered circulation spaces, however the layout has been designed so that kitchen windows would face onto these spaces rather than bedrooms or living rooms. This conforms with the approach suggested at pre-application stage. The two units in the north west corner of the site would be single aspect and the outlook for the ground floor unit is deemed less than ideal. However given the constraints of the site and the general quality of the amenity level proposed this is not deemed sufficient to warrant a recommendation of refusal of the proposal.

The layout ensures that there is adequate separation between the units. This would result in a satisfactory outlook from the proposed units and reduces the potential for disturbance to the future occupiers. As such, the development is considered to be consistent with relevant design guidance and policies BE21 and OE1 of the UDP.

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

The proposed development incorporates eight car parking spaces, including two disabled spaces and an electric vehicle charging point. The application site has a PTAL of 4 and is within close proximity to Uxbridge Town Centre. Sufficient space would be provided to enable service vehicles to manoeuvre within the site.

The Council's Highway Engineer has considered the details submitted as part of the application and raised no objections to the proposals. However they have requested that the applicant enter into a S106 legal Agreement that ensures that future residents are not to apply for resident's parking permits within the locality. The Applicant has confirmed that they accept this requirement.

As such the scheme is deemed acceptable from a highways and parking perspective.

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

The layout provides natural surveillance of the surrounding and central spaces. The main approach is observed from three sides, and directly from the Warden and staff office. The social space (cafe) also ensures an active building appearance within the site and would

contribute to surveillance of this area. Additionally the 24 hour warden presence adds considerably to the security of the setting.

The applicant has held discussions with the Metropolitan Police Designing out Crime Officer during the design process and the Officer has been consulted as part of the application process. The Metropolitan Police Designing out Crime Officer has not raised an objection to the proposals. Should the application be approved it is recommended that a condition is attached that requires the development meets Secure by Design standards.

#### **7.12 Disabled access**

In accordance with NPPF paragraph 133, the proposed total loss of Woodbridge House should be outweighed by a facility that will provide a substantial benefit to the community. Current standards require new development to be constructed so that 90% of units are built to M4(2) level and 10% built to M4(3), which is defined as a 'Wheelchair Accessible Dwelling.'

The proposed units will be Lifetime Homes compliant and, following the supersedence of Lifetime Homes, the Applicant is proposing that 23 no. units will be built to M4(2) standard with M4(3) bathrooms & 7 no. units will be built to full M4(3) standard. As such the proposed development would deliver far higher levels of accessibility than current standards require and the existing buildings are able to achieve.

The Council's Access Officer has reviewed the submitted plans and raised no objections to the development proposed.

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

The application has been submitted by the Uxbridge United Welfare Trust who are a registered charity. The Trust has also confirmed that the proposed almshouses within the development will be provided at 80% or below open market rate which under the London Plan (March 2016) definitions meets the requirements of 'affordable housing'. As such 22 of the proposed 30 units within the development would constitute affordable housing.

#### **7.14 Trees, landscaping and Ecology**

The Council's Landscape Architect has reviewed the details submitted with the application and raised no objections to the development subject to the attachment of planning conditions to any consent. These conditions are required to include a Tree Survey, An Arboricultural Impact Assessment, existing and proposed drainage, Tree Protection Plan and an Arboricultural Method Statement to show any incursion into tree root protection areas (RPA's) will be addressed.

A landscape scheme should also be submitted and any new tree planting specifics should be provided. Subject to these requirements it is deemed that the proposal is acceptable and would be compliant with Policy BE38 of the Hillingdon Local Plan (November 2012).

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

The Council's Waste Services Officer has reviewed the application and confirmed that the proposed scheme provides sufficient space for the refuse and recycling requirements. As such Waste Services has no objection to the proposals. An informative that provides information on waste management is recommended to be attached to any grant of planning consent.

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

The Council's Sustainability Officer has reviewed the details submitted within the application and whilst the energy strategy shows that the development does not achieve the required 35% reduction in CO2 from 2013 Building Regulations he has raised no

objections to the proposed development. This is because the attempts made to make the development compliant have been robust and are acceptable in principle.

Policy 5.2E of the London Plan allows for offsite solutions where there is a shortfall in the target onsite and sets a contribution value of £60/carbon tonne/annum for 30years. The Council's Sustainability Officer advised that the development would be compliant with Policy 5.2 subject to a contribution of £8,856 (4.92CO<sub>2</sub> x £60 x 30years) and a condition requiring that, prior to the commencement of development, full details of the PVs required to meet the CO<sub>2</sub> reductions set out in the energy strategy shall be submitted to and approved in writing by the Local Planning Authority.

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

The Council's Flood and Water Management Officer has reviewed the details submitted as part of the application and raised no objection to the application subject to the attachment of a condition requiring a scheme for the provision of sustainable water management.

Subject to this condition the scheme is considered to be in accordance with Policy EM6 of the Hillingdon Local Plan: Part 1 - Strategic Policies (Nov 2012), Policies 5.12 and 5.13 and 5.15 of the London Plan (March 2015).

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

The Council's Environmental Protection Unit have reviewed the submitted details and subject to the attachment of conditions have raised no objection to the proposed development.

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

Comments received from members of the public that refer to material planning considerations have been discussed within the body of this report. Matters or concerns that are not material planning considerations have not been discussed as they are not material to the consideration of the application.

#### **7.20 Planning obligations**

Policy R17 of the Hillingdon UDP is concerned with securing planning obligations to supplement the provision recreation open space, facilities to support arts, cultural and entertainment activities, and other community, social and education facilities through planning obligations in conjunction with other development proposals. These saved UDP policies are supported by more specific supplementary planning guidance.

The comments received from internal consultees indicate the need for the following contributions or planning obligations to mitigate the impacts of the development:

1. Off-site sustainability contribution of £8,856 to a carbon fund.
2. Agreement that future occupants will not be able to apply for car parking permits.
3. Agreement that 22 units on the site shall be maintained as almhouse units.

In addition to S106 contributions the Council has recently adopted its own Community Infrastructure Levy (CIL) with a charge per square metre of gross internal floor area. In addition to the London Borough of Hillingdon CIL, the Mayor of London's Community Infrastructure Levy (CIL) has introduced a charging system within Hillingdon per square metre of gross internal floor area to be paid to the GLA to go towards the funding of Crossrail.

However this application is not CIL liable due to the Uxbridge United Welfare Trusts charitable status.

#### **7.21 Expediency of enforcement action**

Not relevant 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**

None

#### **10. CONCLUSION**

The application proposes the demolition of existing almshouses and the construction of a new almshouse complex to provide 30 units, including 22 almshouses to be run by the Uxbridge United Welfare Trust and 8 No.1 bed flats intended for open market rental (not for sale), to people aged of a state pensionable age and over.

The existing building is locally listed and is considered to make a significant contribution to the character of the Rockingham Bridge Conservation Area within which it is located. The NPPF Para 126 advises that Heritage Assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance.

Para 132 advises that 'when considering the impact of a proposal on the significance of an asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification'.

The total demolition of Woodbridge House would lead to substantial harm to the significance of the buildings themselves and also to the Conservation Area. The National Planning Policy Framework (NPPF) is clear that in such circumstances, applications should be refused unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or that all of the criteria noted in the NPPF (para 133) apply.

- The nature of the heritage asset prevents all reasonable uses of the site; and
- No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

With regards to demonstrating 'the substantial public benefits that outweigh that harm or loss' the applicant has put forward a number of public benefits of the proposal, including; the existing units are inaccessible and not capable of adaptation, proposals will reduce energy usage and CO2 emissions, will increase sheltered housing provision and provides affordable housing, is financed without contribution from the public, addresses an identified deficit in elderly housing provision, contributes to the social fabric of Uxbridge and reduces inequality and discrimination in the existing accommodation offer.

The value of the public benefits, including the increased number of Almshouse units, the significantly greater level of accessibility and the improved standard of accommodation, have been carefully considered against the loss of the Heritage Asset. Given the public

benefits proposed, the principle of the demolition of the existing locally listed building and replacement with the proposed development is considered to be acceptable as set out in this report.

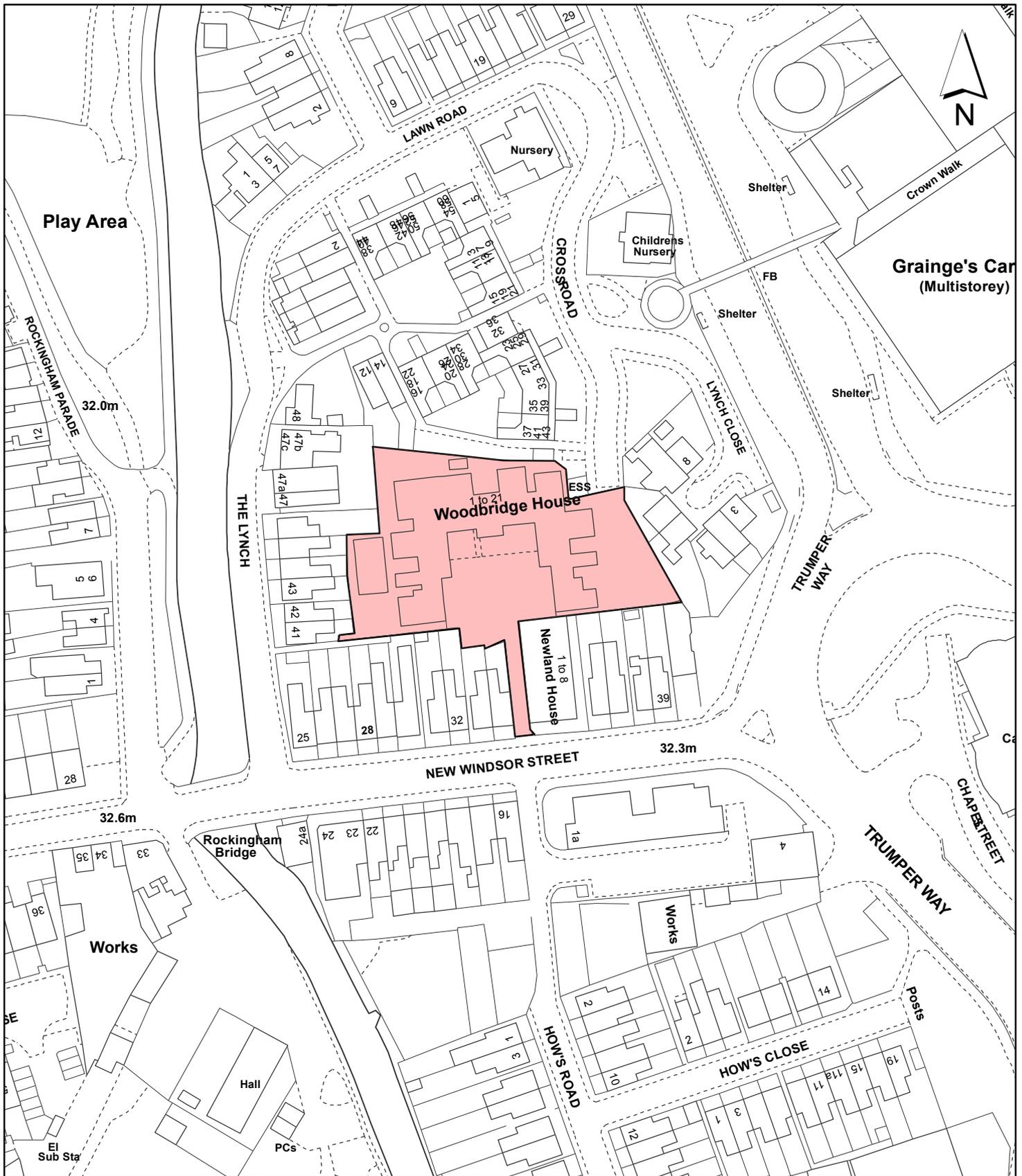
Subject to conditions and a S106 Legal Agreement, the application is therefore recommended for approval.

#### **11. Reference Documents**

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan (March 2016)  
National Planning Policy Framework  
Hillingdon Supplementary Planning Document - Accessible Hillingdon  
Hillingdon Supplementary Planning Document - Noise  
Hillingdon Supplementary Planning Guidance - Air Quality  
Hillingdon Supplementary Planning Guidance - Community Safety by Design  
Hillingdon Supplementary Planning Guidance - Land Contamination

**Contact Officer:** Ed Laughton

**Telephone No:** 01895 250230



<p><b>Notes</b></p> <p> Site boundary</p> <p>For identification purposes only.</p> <p>This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act).</p> <p>Unless the Act provides a relevant exception to copyright.</p> <p>© Crown copyright and database rights 2013 Ordnance Survey 100019283</p>	<p>Site Address</p> <p style="text-align: center;"><b>Woodbridge House</b></p>		<p><b>LONDON BOROUGH OF HILLINGDON</b></p> <p><b>Residents Services</b></p> <p>Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</p>
	<p>Planning Application Ref:</p> <p style="text-align: center;"><b>20590/APP/2017/3413</b></p>	<p>Scale</p> <p style="text-align: center;"><b>1:1,250</b></p>	
	<p>Planning Committee</p> <p style="text-align: center;"><b>Major Application</b></p>	<p>Date</p> <p style="text-align: center;"><b>December 2017</b></p>	

