

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

**Address** 401 UXBRIDGE ROAD HAYES

**Development:** Demolition of existing day care centre and erection of a new primary healthcare facility for two GP surgeries plus 2 storey residential scheme above comprising a total of 20 flats (4 x 1 bed, 14 x 2 bed and 2 x 4 bed), new car parking and all associated external works and landscaping

**LBH Ref Nos:** 23799/APP/2017/4648

**Drawing Nos:** Woodside Medical Centre and Flats Design and Access Statement  
2017-D-232-P-02 Existing Plan and Topographical Sur  
2017-D-232-P-06 Roof Plan-Roof Plan  
2017-D-232-P-07 Proposed Front and Rear Elevations  
2017-D-232-P-01 Site Location Plan-A4 Portrait  
2017-D-232-P-03 Rev A Proposed Site Plan  
2017-D-232-P-04 Rev A Proposed Ground Floor Plan  
2017-D-232-P-05 Rev A 1st and 2nd Floor Resi  
2017-D-232-P-08 Rev A Proposed Side Elevations-A3 Landscape

**Date Plans Received:** 22/12/2017                      **Date(s) of Amendment(s):** 22/12/2017  
**Date Application Valid:** 22/12/2017                      02/02/2018

### 1. SUMMARY

The application is for the demolition of an existing day care centre and the erection of a new primary healthcare facility for two GP surgeries. Also proposed are two storeys of 20 residential units above the new primary primary healthcare facility with associated car parking, external works and landscaping.

The proposed development is considered an appropriate mix of uses, scale and built form that will enhance the locality. The provision of the health facility would provide an important community service to the local area which is supported by local policy and the London Plan (2016). The application is therefore recommended for approval.

### 2. RECOMMENDATION

**A) That the Council enter into a Statement of Intent/Legal Agreement under Section 106 of the Town and Country Planning Act 1990 (as amended) and/or Section 278 of the Highways Act 1980 (as amended) or other appropriate legislation to secure the following:**

1. **Affordable Housing: 100% affordable (Shared Ownership)**
2. **Highway Works: S278/S38 for required Highways Works**
3. **Travel Plan: to include £20,000 Bond**
4. **Agreement to prevent future occupants from applying for car parking permits within existing and future parking zones/schemes (with the exception of Blue Badge holders).**
5. **Construction Training: Training Costs: £2500 for every £1m build cost + Coordinator Costs: 28/160 x £71,675**
6. **Project Management & Monitoring Fee: 5% of total cash contributions.**

**B) That in respect of the application for planning permission, the applicant meets the Councils 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 20th June 2018, delegated authority be given to the Head of Planning, Green Spaces and Culture to refuse planning permission for the following reason:**

**'The applicant has failed to provide contributions towards the improvement of services and facilities as a consequence of demands created by the proposed development (in respect of affordable housing, highways works, Travel Plan, parking, construction training or project management). The proposals therefore conflicts with Policy R17 of the adopted Local Plan and the Councils Planning Obligations SPG.'**

**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 to issuing the decision:**

**1            SP01            Council Application Standard Paragraph**

This authority is given by the issuing of this notice under Regulation 3 of the Town and Country Planning General Regulations 1992 and shall enure only for the benefit of the land.

**2            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.

**3            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:

2017-D-232-P-01 Site Location Plan-A4 Portrait

2017-D-232-P-02 Existing Plan and Topographical Sur

2017-D-232-P-03 Rev A Proposed Site Plan

2017-D-232-P-04 Rev A Proposed Ground Floor Plan

2017-D-232-P-05 Rev A 1st and 2nd Floor Resi

2017-D-232-P-06 Roof Plan-Roof Plan

2017-D-232-P-07 Proposed Front and Rear Elevations

2017-D-232-P-08 Rev A Proposed Side Elevations-A3 Landscape; 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).

**4 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 December 2017

Transport Statement December 2017

Arboricultural Impact Survey Ref: 2017/D/232/P/12

BREEAM Pre-Assessment 19th December 2017

Air Quality Assessment December 2017

Sustainability Statement December 2017

Noise Exposure Assessment Report 13092-NEA-01 Preliminary

Thereafter the development shall be retained/maintained in accordance with these details 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).

**5 RES9 Landscaping (car parking & refuse/cycle storage)**

No development shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

1. Details of Soft Landscaping

1.a Planting plans (at not less than a scale of 1:100),

1.b Written specification of planting and cultivation works to be undertaken,

1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

2. Details of Hard Landscaping

2.a Refuse Storage

2.b Cycle Storage (40 spaces)

2.c Means of enclosure/boundary treatments

2.d Hard Surfacing Materials

2.e External Lighting

3. Living Walls and Roofs

3.a Details of the inclusion of living walls and roofs

3.b Justification as to why no part of the development can include living walls and roofs

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 surfacing/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 Details of signage within car park

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).

**6 COM7 Materials (Submission)**

No development shall take place until details of all materials and external surfaces, including details of 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 NONSC M4(3) and M4(2) Dwellings**

The development hereby approved shall ensure that 10% of the residential units are constructed to meet the standards for Category 3 M4(3) dwelling, with all remaining units designed to the standards for Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015, and all such provisions shall remain in place for the life of the building.

**REASON:**

To ensure an appropriate standard of housing stock in accordance with London Plan (2016) Policy 3.8 d, is achieved and maintained.

**8 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.

### **9 RES8 Tree Protection**

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

1. A method statement outlining the sequence of development on the site including demolition, building works and tree protection measures.
2. Detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details. The fencing shall be retained in position until development is completed. The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

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

#### REASON

To ensure that trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### **10 NONSC Parking Management Strategy**

Prior to occupation of the development, a Parking Management Strategy shall be submitted to and approved in writing by the Local Planning Authority. The Strategy shall include details of the operation of the barrier access system, active (4 spaces) and passive (4 spaces) electric vehicle charging points and a review mechanism for the use and allocation of parking spaces. Thereafter, the parking shall be as agreed within the Parking Management Strategy unless otherwise agreed in writing by the Local Planning Authority.

#### REASON

To ensure availability and management of parking, in accordance with policies AM2, AM7

and AM14 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and policies 6.3 and 6.13 of the London Plan (2016).

**11 COM15 Sustainable Water Management**

No development approved by this permission shall be commenced until a scheme for the provision of sustainable water management has been submitted to and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate that sustainable drainage systems (SUDS) have been incorporated into the designs of the development in accordance with the hierarchy set out in accordance with Policy 5.15 of the London Plan and will:

- i. provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;
- ii. include a timetable for its implementation; and
- iii. provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime. The scheme shall also demonstrate the use of methods to minimise the use of potable water through water collection, reuse and recycling and will:
- iv. provide details of water collection facilities to capture excess rainwater;
- v. provide details of how rain and grey water will be recycled and reused in the development.

Thereafter the development shall proceed in accordance with the approved scheme.

**REASON**

To ensure the development does not increase the risk of flooding in accordance with Policy OE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and London Plan (2016) Policy 5.12.

**12 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.

**13 NONSC Low Emission Strategy**

No development shall commence until a low emission strategy has been submitted to and approved in writing by the Local Planning Authority. The Low emissions strategy shall be aligned with The London Councils 'Air Quality and Planning Guidance'; DEFRA Practice Guidance 3: Practice guidance on Measures to Encourage the Uptake of Low Emission Vehicles, February 2009; and Low Emission Strategies: Using the Planning System to Reduce Transport Emissions, Good Practice Guidance prepared by the Beacons Low Emission Strategies, June 2008.

**REASON**

As the application site is within an Air Quality Management Area and to comply with paragraph 124 of the NPPF, policy 7.14 of the London Plan, and policy DME1 14 of the London Borough of Hillingdon Local Plan (part 2).

**14 NONSC C02 Reduction**

Prior to the commencement of development a scheme demonstrating a reduction of 15tCO<sub>2</sub> for 30 years shall be submitted and approved in writing by the Local Planning Authority. The scheme should identify a project or projects offsite that aim to achieve a saving of 15tCO<sub>2</sub> through energy efficiency improvements and/or low or zero carbon technology. No occupation of this development shall occur until identification of the offsite project has been finalised and agreed in writing with the Local Planning Authority. The offsite project must commence within 1 year of the first occupation of this development unless otherwise agreed in writing by the Local Planning Authority.

**REASON**

To ensure the development contributes to the reduction in CO<sub>2</sub> in accordance with Policy 5.2 of the London Plan.

**15 NONSC Zero Carbon Technology**

Prior to the commencement of development full details of the low and zero carbon technology required to achieve the onsite savings from the 'Be Green' measures as set out in the Energy Assessment (XCO<sub>2</sub>, December 2017) shall be submitted and approved in writing by the Local Planning Authority. The details shall include location plans of the equipment (air source heat pump) and the necessary roof plans and elevations showing the inclusion of (photovoltaic panels). The development must proceed in accordance with the details.

**REASON**

To ensure the development contributes to the reduction in CO<sub>2</sub> in accordance with Policy 5.2 of the London Plan.

**16 NONSC Ecology**

Prior to the commencement of development a scheme for the protection of existing biodiversity features and the inclusion of enhancement opportunities shall be submitted and approved in writing by the Local Planning Authority. The scheme shall identify measures to be incorporated into the building fabric i.e. living walls and roofs, bat and bird boxes) as well enhancement measures in the landscaping (i.e. nectar rich planting, water features, habitat walls). The development must proceed in accordance with the approved scheme.

**REASON**

To ensure the development contributes to the protection and enhancement of biodiversity in accordance with EM8 of the Local Plan.

**17 NONSC Demolition and Construction Management Plan**

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

- (i) The phasing of development works
- (ii) The hours during which development works will occur (please refer to informative I15 for maximum permitted working hours).
- (iii) 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.

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

(v) 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).

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

(vii) 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 Unitary Development Plan (Saved Policies 2012).

### **18 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).

### **19 OM5 Provision of Bin Stores**

No development shall take place until details of the on-site waste management, including



details of covered and secure facilities to be provided for the screened storage of refuse bins within the site have been submitted to and approved in writing by the Local Planning Authority. The site management regime should ensure that waste collection distances do not exceed a distance of 10m from the highway. No part of the development shall be occupied until the facilities have been provided in accordance with the approved details and thereafter the facilities shall be permanently retained.

#### REASON

To ensure a satisfactory appearance and in the interests of the amenities of the occupiers and adjoining residents, in accordance with Policy OE3 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

#### **20 RES22 Parking Allocation**

No unit hereby approved shall be occupied until a parking allocation scheme has been submitted to, and approved in writing by, the Local Planning Authority. Thereafter the parking shall remain allocated for the use of the units in accordance with the approved scheme and remain under this allocation for the life of the development.

#### REASON

To ensure that an appropriate level of car parking provision is provided on site in accordance with Policy AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (2016).

### **INFORMATIVES**

#### **1 I52 Compulsory Informative (1)**

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

#### **2 I53 Compulsory Informative (2)**

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

AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM8	Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
AM11	Improvement in facilities and promotion of safety and security at bus and rail interchanges; use of planning agreements to secure improvement in public transport services
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services

	(ii) Shopmobility schemes
	(iii) Convenient parking spaces
	(iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
BE4	New development within or on the fringes of conservation areas
BE13	New development must harmonise with the existing street scene.
BE18	Design considerations - pedestrian security and safety
BE21	Siting, bulk and proximity of new buildings/extensions.
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.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE5	Siting of noise-sensitive developments
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
R10	Proposals for new meeting halls and buildings for education, social, community and health services
R17	Use of planning obligations to supplement the provision of recreation leisure and community facilities
LPP 5.1	(2016) Climate Change Mitigation
LPP 5.11	(2016) Green roofs and development site environs
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 5.7	(2016) Renewable energy
LPP 6.13	(2016) Parking
LPP 6.3	(2016) Assessing effects of development on transport capacity
LPP 6.9	(2016) Cycling
LPP 7.13	(2016) Safety, security and resilience to emergency
LPP 7.14	(2016) Improving air quality
LPP 7.3	(2016) Designing out crime
LPP 7.4	(2016) Local character
LPP 7.5	(2016) Public realm
LPP 7.6	(2016) Architecture
LPP 8.2	(2016) Planning obligations
LPP 8.3	(2016) Community infrastructure levy

### 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.

**4 170 LBH worked applicant in a positive & proactive (Granting)**

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.

**5 172 Section 106 Agreement**

You are advised that this permission has been granted subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990.

**6 173 Community Infrastructure Levy (CIL) (Granting Consent)**

Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. Before commencement of works the development parties must notify the London Borough of Hillingdon of the commencement date for the construction works (by submitting a Commencement Notice) and assume liability to pay CIL (by submitting an Assumption of Liability Notice) to the Council at [planning@hillingdon.gov.uk](mailto:planning@hillingdon.gov.uk). The Council will then issue a Demand Notice setting out the date and the amount of CIL that is payable. Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed.

The above forms can be found on the planning portal at: [www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil](http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil)

Pre-Commencement Conditions: These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of the pre-commencement conditions have been discharged/complied with.

### **3. CONSIDERATIONS**

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

The site is situated on the southern side of the Uxbridge Road (A4020) in Hayes between Church Road (to the west) and the junction with Central Avenue (to the east). The site is 2,966m<sup>2</sup> in area and currently contains the existing single storey day care centre that is no longer in use, plus its associated parking area. Also included within the site is an area of hardstanding that currently provides poorly laid out parking for the neighbouring properties on Swift Close. Adjacent to the site to the south east is a 4 storey residential block on Addison Way. To the north west is a further 4 storey residential block on Swift Close to which the additional site parking belongs. To the rear/south west of the site is a pedestrian footpath with the rear gardens of two storey properties on Acacia Avenue beyond. The site is just beyond the northern boundary of the Hayes Village Conservation Area and has a

PTAL rating of 3.

The site is located with the developed area as allocated by the Hillingdon Local Plan (November 2012).

### **3.2 Proposed Scheme**

Planning permission is sought for the demolition of the existing day care centre, known as the Woodside Day Centre, and the construction of a new three storey building with associated parking and landscaping. On the ground floor of the new building would be a new primary healthcare facility for two GP surgeries. The surgeries would share facilities such as reception, waiting area, changing rooms and records room, as well as having their own consulting rooms and offices. On the upper two storeys it is proposed to construct 20 residential units. The units would have their own separate pedestrian access from Uxbridge Road and would provide the following mix:

4 x 1 bed 2 person

8 x 2 bed 3 person

6 x 2 bed 4 person

2 x 4 bed 5 person

An area of external amenity space for the residential units has been created in the southern/rear corner of the site, with defensible space proposed in front of the windows of the ground floor consulting rooms to protect the privacy of those using the consulting rooms and amenity space.

The scheme has been designed to create a frontage toward the north onto Uxbridge Road with the principal pedestrian access points also facing north. The proposed building sits on the eastern side of the site to create a car parking area to the north west of the building, which would be accessed from Swift Close. A total of 43 car spaces are proposed. The new medical centre is proposed to be allocated 7 spaces, of which one will be a blue badge parking space. 20 car spaces are proposed for the new residential flats which include 2 blue badge compliant spaces. The resident's of Swift Close would have 8 dedicated spaces, and there are a further 8 visitor car spaces proposed (of which 1 would be blue badge compliant). An emergency ambulance drop-off has been incorporated on Uxbridge Road to allow for the pickup of patients requiring emergency hospital care from the medical centre should the need arise, however it is anticipated that this would be only on very rare occasions.

A total of 40 cycle spaces have been designed into the scheme. The residential scheme would have 28 cycle spaces, these have been allocated in front of the pedestrian entrance and in a shared lockable shed. 12 cycle spaces are proposed for the medical centre, these are located at the front entrance of the medical centre.

The design quality and environmental energy assessment standard targeted for this development is BREEAM "Excellent" for the non-residential elements.

The Applicant has provided the following explanation for the proposals:

"The London Borough of Hillingdon (LBH) with the NHS have identified a need for a primary care medical facility and has worked with the NHS and two doctors surgeries to provide a brief for a new facility. LBH has identified Woodside Day Centre Site as a suitable plot. The aim is to provide a much needed focal point for modern healthcare in the borough, combined with a development of shared ownership flats.

Woodside Day Centre used to provide a day care service for people with complex mental

and physical needs. Over the last few years Social Services has modernised and relocated these services to various other buildings, as a consequence Woodside Day Centre Site has become redundant and therefore available for this development, but more importantly is sizable to accommodate a primary healthcare facility."

### 3.3 Relevant Planning History

23799/H/97/0052                      Former Peter Pan Day Nursery, 401                      Uxbridge Road Hayes  
Erection of single storey day centre for adults with learning difficulties (involving demolition of existing building) and provision of new access point to Addison Way

**Decision:** 27-03-1997      ADH

#### Comment on Relevant Planning History

Planning consent for the existing building was granted under application reference 23799/H/97/0052 on 27th March 1997 (Erection of single storey day centre for adults with learning difficulties (involving demolition of existing building) and provision of new access point to Addison Way).

### 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

#### UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1            (2012) Built Environment  
PT1.EM1            (2012) Climate Change Adaptation and Mitigation  
PT1.EM6            (2012) Flood Risk Management  
PT1.EM8            (2012) Land, Water, Air and Noise  
PT1.EM11          (2012) Sustainable Waste Management  
PT1.T1              (2012) Accessible Local Destinations

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.  
AM8                Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes  
AM11               Improvement in facilities and promotion of safety and security at bus and rail interchanges; use of planning agreements to secure improvement in public

	transport services
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
BE4	New development within or on the fringes of conservation areas
BE13	New development must harmonise with the existing street scene.
BE18	Design considerations - pedestrian security and safety
BE21	Siting, bulk and proximity of new buildings/extensions.
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.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE5	Siting of noise-sensitive developments
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
R10	Proposals for new meeting halls and buildings for education, social, community and health services
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
LPP 5.1	(2016) Climate Change Mitigation
LPP 5.11	(2016) Green roofs and development site environs
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 5.7	(2016) Renewable energy
LPP 6.13	(2016) Parking
LPP 6.3	(2016) Assessing effects of development on transport capacity
LPP 6.9	(2016) Cycling
LPP 7.13	(2016) Safety, security and resilience to emergency
LPP 7.14	(2016) Improving air quality
LPP 7.3	(2016) Designing out crime
LPP 7.4	(2016) Local character
LPP 7.5	(2016) Public realm

- LPP 7.6 (2016) Architecture
- LPP 8.2 (2016) Planning obligations
- LPP 8.3 (2016) Community infrastructure levy

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

- 5.1** Advertisement Expiry Date:- **14th February 2018**
- 5.2** Site Notice Expiry Date:- Not applicable

1st February 2018

## 6. Consultations

### External Consultees

Consultation letters were sent to 53 local owner/occupiers, the Hayes Village Conservation Panel and the Townfield Residents Association on the 9th January 2018. In addition an Open Event was held at the existing building on the 17th January 2018. The application was also advertised by way of site and press notices. Two consultation responses were received at the Open Event and these have been passed on the case officer.

One response requested additional planting on the southern boundary to prevent overlooking and loss of privacy to properties on Acacia Avenue. A second comment was received stating that the GP surgeries and flats would benefit the local community.

Case Officer's comments:

The request for additional planting has been considered and discussed with the applicant, however the properties on Acacia Avenue are of a sufficient distance away from the proposed building as to accord with Council policy in terms of overlooking. In addition there is insufficient space within the site to increase the level of planting without having a detrimental impact on the level of car parking provided. Trees are already proposed on the southern boundary of the site within the external amenity area. The comment in support of the application is noted.

### Internal Consultees

#### LANDSCAPE ARCHITECT

This site is occupied by a block of flats on the south side of Uxbridge Road. The block is set well back from the main road and, at the east end features two particularly fine specimen trees, which make a positive contribution to the generally poor visual and environmental quality of Uxbridge Road. There is also a group of trees at the west end of the site. This is a Council-owned site and, therefore, the trees are not protected by TPO.

Comment

Pre-application advice regarding the trees was sought from the Green Spaces team - albeit after the building and site layout had been designed. An internal tree report assesses the condition and value of 8 individual specimens.

There are no grade 'A' trees. 7 of the trees are grade 'B1' - a category that justifies retention on development sites. The remaining tree is graded 'C', a category which is not regarded as a significant constraint on development. According to the plan ref. 2017/D/232/P/04 (read in conjunction with the tree report) T1 and T2 the two Golden Rain (B grade) trees at the east end of the site will be removed to facilitate the development. The remaining group of trees at the west end of the site could be retained subject to careful site management and adherence to a detailed protection and site construction method statement.

While the loss of T1 and T2 is regrettable, the proposed site layout provides space and opportunity to secure replacement planting, together with hard and soft landscape enhancement, along the front and rear boundaries. This should include approximately 12 new / replacement trees which, over time, will go some way to mitigating the proposed tree loss - and securing a succession / wider age structure of trees for the future, in this location.

Recommendation

No objection subject to conditions requiring landscaping details and tree protection measures.



#### FLOOD AND WATER MANAGEMENT OFFICER

There are no flood risk management objections to the proposed development subject to a standard surface water drainage condition requesting the use of Sustainable Drainage Systems.

The site is in not a high risk flood area however as a major development it is expected that some drainage material is submitted with the proposals. The management of surface water flooding and subsequent flooding risk is a material consideration.

Any subsequent approval should ensure that the final designs include the measures to reduce and manage surface water run off. This can be secured through the standard surface water drainage condition.

#### CONSERVATION AND DESIGN OFFICER

No impact on the adjacent Hayes Village Conservation Area, or any other known heritage assets.

#### AIR QUALITY MANAGEMENT

I have evaluated the planning application above and I offer the following recommendations:

a) the air quality assessment has predicted that the proposal is not air quality neutral as per GLA's requirement. However, the methodology applied by the consultant undertaking the air quality modelling is excessive (used the retail benchmark as a proxy for the proposed uses) and therefore had the correct methodology been applied it would have met policy requirements.

b) the location is within Uxbridge Road Focus Area (see map below), in a range between 36 and 40 ug/m<sup>3</sup> which classifies the application within APEC B ( Air Pollution Exposure Criteria (APEC) - London Councils methodology).

Therefore it is recommended the proposal develops and applies of a Low Emission Strategy including appropriate mitigation (for instance, maximise distance from pollutant source, proven ventilation systems extracting clean air from rear side of the building, away from main road, parking considerations, winter gardens/green wall, internal layout considered and internal pollutant emissions minimised. Please see condition text as below.

#### Condition - Low Emission Strategy

No development shall commence until a low emission strategy has been submitted to and approved in writing by the Local Planning Authority. The Low emissions strategy shall be aligned with The London Councils 'Air Quality and Planning Guidance'; DEFRA Practice Guidance 3: Practice guidance on Measures to Encourage the Uptake of Low Emission Vehicles, February 2009; and Low Emission Strategies: Using the Planning System to Reduce Transport Emissions, Good Practice Guidance prepared by the Beacons Low Emission Strategies, June 2008.

#### Reason

As the application site is within an Air Quality Management Area and to comply with paragraph 124 of the NPPF, policy 7.14 of the London Plan, and policy DMEI 14 of the London Borough of Hillingdon Local Plan (part 2).

#### SUSTAINABILITY OFFICER

I have no objections to the proposed development subject to the following.

#### Energy

The energy strategy does not show a suitable reduction in CO<sub>2</sub> emissions for both the non residential and residential elements. There is a shortfall of 15tco<sub>2</sub>/annum. The applicant therefore needs to provide a strategy for how this saving will be achieved offsite, either through [1] a S106 contribution of £27,000 (15tco<sub>2</sub> per annum x £60/tco<sub>2</sub>) x 30 years; or [2] through the following

condition:

#### Condition

Prior to the commencement of development a scheme demonstrating a reduction of 15tCO<sub>2</sub> for 30 years shall be submitted and approved in writing by the Local Planning Authority. The scheme should identify a project or projects offsite that aim to achieve a saving of 15tCO<sub>2</sub> through energy efficiency improvements and/or low or zero carbon technology. No occupation of this development shall occur until identification of the offsite project has been finalised and agreed in writing with the Local Planning Authority. The offsite project must commence within 1 year of the first occupation of this development unless otherwise agreed in writing by the Local Planning Authority.

#### Reason

To ensure the development contributes to the reduction in CO<sub>2</sub> in accordance with Policy 5.2 of the London Plan.

In addition, the following condition is necessary:

#### Condition

Prior to the commencement of development full details of the low and zero carbon technology required to achieve the onsite savings from the 'Be Green' measures as set out in the Energy Assessment (XCO<sub>2</sub>, December 2017) shall be submitted and approved in writing by the Local Planning Authority. The details shall include location plans of the equipment (air source heat pump) and the necessary roof plans and elevations showing the inclusion of (photovoltaic panels). The development must proceed in accordance with the details.

#### Reason

To ensure the development contributes to the reduction in CO<sub>2</sub> in accordance with Policy 5.2 of the London Plan.

#### Ecology

The applicant has provided an ecology assessment with the submission. This ecology assessment is not fit for purpose. However, the Council would not normally recommend an ecology survey on a site with such an obvious limited ecological value. The following condition is therefore necessary:

#### Condition

Prior to the commencement of development a scheme for the protection of existing biodiversity features and the inclusion of enhancement opportunities shall be submitted and approved in writing by the Local Planning Authority. The scheme shall identify measures to be incorporated into the building fabric i.e. living walls and roofs, bat and bird boxes) as well enhancement measures in the landscaping (i.e. nectar rich planting, water features, habitat walls). The development must proceed in accordance with the approved scheme.

#### Reason

To ensure the development contributes to the protection and enhancement of biodiversity in accordance with EM8 of the Local Plan.

#### Case Officer's comments:

The suggested conditions are recommended to be attached to any grant of planning consent, including the requirement for a scheme demonstrating a reduction of 15tCO<sub>2</sub> for 30 years. The off-site financial contribution is not therefore required to be included within the Statement of Intent.

#### HIGHWAYS ENGINEER

The site is situated on the southern side of the Uxbridge Road (A4020) in Hayes between Church Road (to the west) and the junction with Central Avenue (to the east). The nearby Uxbridge Road

and Church Road junctions are signalised at their junction and are both designated as classified roads within the hierarchy of the borough's road network.

This part of Uxbridge Road directly forms a section of the London Cycle Network (LCN) and therefore exhibits a segregated cycle track outside the site frontage. In terms of public transport services there are a plethora of bus services, notably no's 90,427,607 and U7 which stop directly adjacent to the site. The nearest London Underground Station is located at Northolt approximately 3 miles from the site which contributes to the site's lower public transport accessibility level (PTAL).

#### Car Parking Provisions

Within the site envelope the proposal consists of a revised parking layout as compared to the previous and now redundant day care centre use. The new provisions will cater for the Primary Health Care facility and new residential content as well as the adjacent housing units in Swift Close (No's 2-16) as was previously the case. The parking provisions for residents of Swift Close will feature a reconfigured layout with a segregated parking facility for the new Primary Health Care facility/Residential provision which will be accessed via a gated barrier control.

A) Medical Centre D1 Parking Quantum = 7 spaces + 7 visitor spaces (inclusive of 2 disabled compliant provisions)

There are no prescriptive parking standards within the London Plan 2016 or the council's adopted UDP. However the emerging Local Plan: Part Two DMT6 policy and parking standard for D1 medical uses suggest a standard of two spaces per consulting room of which there are 8 proposed. As a result there is some flexibility in determining a final and suitable parking quantum for such uses. The parking requirement is therefore considered on an individual 'site by site' basis taking into account likely parking demand and the characteristics of the local road network which may influence a higher or lower site provision depending on parking stresses and on-street parking controls.

As a guide if the emerging standard is applied there would be a provision of 16 spaces for the surgery use. 14 spaces are proposed which is a comparable quantum to the standard. If the local characteristics of the road network are considered such as the parking controls in Church Road and the Uxbridge Road itself, it is apparent that any parking demand generated by the new medical centre or residential element is unlikely to impinge/displace onto the highway network in vicinity of the site. The exception to the rule is Swift Close itself which remains unrestricted however owing to the nature of the D1 medical use any displaced parking affiliated to the site would be short term in nature. However it is accepted that parking 'turnover' will be generated by the medical use therefore in reality the available parking spaces on Swift Close may be utilised for a substantive part of the day albeit by different vehicles during surgery opening hours.

The predicted vehicular trip generation for the D1 use also supports this assumption as there will be measurable parking 'turnover' throughout the surgery opening hours which is typical for the D1 medical use class. Although unlikely given the on-site parking quantum, parking overspill from the proposed residential units may also contribute to on-street demand in Swift Close. It is clear that the applicant has maximised on-site parking provisions on-site and that there is no further scope to provide any more for the surgery given the competing demands of re-providing parking spaces for residents of the adjacent housing provision in Swift Close and maintaining adequate internal roadways within the site. The requirement to provide suitable amenity space also restricts further on-site parking provision. On this premise it is considered that the parking level is appropriate for the D1 use with the caveat that Swift Close be monitored once the development is complete and if undue/ injudicious parking displacement is evident, the council would then consider implementing parking controls which would aid access for all users of Swift Close including emergency service vehicles. In accord with the Housing Design Guide 2010 - 10% of parking spaces should be disabled compliant equating to 1-2. Two spaces of appropriate scale are proposed which therefore conforms to the relevant standard. In terms of cycle parking there would be a provision of 2 secure and

accessible spaces per consulting room in accord with the council's cycle parking standard. This would equate to 16 spaces which the applicant has proposed. They will be provided at various site locations utilising Sheffield stands and covered/lockable areas. This arrangement accords with Transport for London's (TfL) design standards and is therefore considered acceptable.

B) New Residential C3 (20 mixed 1,2 & 4 bed flatted units) = 20 spaces (inclusive of 2 disabled compliant provisions).

Policy AM14 of the Hillingdon Local Plan: Part Two - saved UDP policy states that new development will only be permitted where it is in accordance with the Council's adopted parking standards. As presented the overall site parking ratio equates to 1:1. The proposal would normally require a total of up to 30 on-site spaces to fully comply with Hillingdon's adopted UDP maximum parking standard. Notwithstanding this point, there are substantive parking controls in the area (with the exception of Swift Close) which would inherently discourage the likelihood of untoward parking displacement onto the public domain due to such under provision. Further to this aspect it is recommended that the site address be made 'Resident Permit Restricted' in order to prevent future occupiers from obtaining parking permits for the local area if and when a Controlled Parking Zone is introduced in the future. This would help deter excess car ownership/usage from within the site and would be achieved by suitable planning condition or legal agreement. Car ownership/usage may also be potentially discouraged due to the site PTAL rating of 2-3 which assists in promoting a modal shift toward sustainable travel given the 'real world' public transport provisions which are more generous than the PTAL suggests. Modal shift is also encouraged by generous pedestrian footways and cycling facilities within the locality.

Within the above context, the lower level of car parking provision for this site is therefore considered acceptable. Within the proposed parking quantum there is a requirement for electric vehicle charging points (EVCPs) in line with London Plan 2016 (LP 2016) standards for this C3 use which would equate to 4 EVCPs for 'active' provision with a further 4 spaces acting as 'passive' provision for future activation. This however has the potential to reduce the availability of parking spaces for general use by vehicles other than electrically powered thereby lowering the already relatively low overall parking ratio of the site. This would have the potential to incur undesirable and injudicious/obstructive parking within the site itself with further potential of detrimental overspill onto the highway. Therefore given the current levels of electric/hybrid vehicle ownership it is considered reasonable that the 'passive' and 'active' provisions be provided at a later stage and increased in number on a demand led basis monitored and controlled within a parking management strategy (PMS) regime (referred to later in this report). The applicant would need to indicate and incorporate this aspect by way of suitable planning condition or legal agreement.

In accord with the Housing Design Guide 2010 - 10% of parking spaces should be disabled compliant equating to 2. Two spaces of appropriate scale have been proposed which therefore conforms to the relevant standard.

In terms of cycle parking there would be a provision of 22 secure and accessible spaces in total averaging one per unit. This accords with council's cycle parking standard. They will be provided at various site combinations utilising Sheffield stands and covered/lockable areas. This arrangement also conforms to TfL's cycle design standards and is therefore considered acceptable.

C) No's 2 -16 Swift Close C3 - 8 spaces inclusive of 1 disabled compliant provision

This existing housing block is outside of the development envelope and hence is exempt from full scrutiny under required parking standards. The 8 new replacement spaces fulfill an obligation to re-provide a previous facility set within the medical centre site boundary. Notwithstanding the above, a parking ratio of 1:1 is to be provided which is considered realistic and acceptable in the context of the overall scheme proposal.

#### Motor Cycle Parking Provision

The emerging Local Plan: Part 2 DMT 6 policy and parking standard requires new developments to provide one motorcycle/scooter parking space per 20 car parking spaces. On this site the overall

provision would therefore equate to approximately one space. It is considered that given the relatively small scale of the site and already limited on-site parking provision, any further specific designation of a motorcycle or scooter parking bay, resulting in a loss of a car parking bay, could have the potential to cause injudicious parking within the site itself thereby compromising safety and internal vehicular movement. In practise motor cycle patrons would seek an unused space i.e. 'dead space' to park on hence for this particular scale of application it is considered acceptable not to dedicate a specified parking place.

#### Parking Management Strategy (PMS)

To best control the mixed use profile of parking usage within the site it is considered that the application of a PMS is a key tool which helps to ensure an unhindered and functional operation for the residential and medical centre parking uses within the site envelope. This will involve creating an internal site management regime that will enforce and oversee overall parking control on a site wide basis thus ensuring the harmonious and mutual coexistence/interplay of the parking bay facilities for patrons/employees of the surgeries and new residents (including visitors) of the development. The PMS may be supported by enforcement structures which encourage the correct use of parking places which would assist in ensuring that parking demand and allocation is managed coherently. It is assumed that the remote control barrier system to the main car park is to feature as a parking control mechanism. It would benefit from an explanation as to how it would function within the narrative of the strategy. The PMS can be secured via an appropriate planning condition.

#### Trip Generation

Policy AM7 of the Hillingdon Local Plan: Part Two - saved UDP policy considers whether the traffic generated by the proposed development is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. The applicant has applied the TRICS database to determine the trip rates for the proposed residential and medical centre uses. When comparing the prior D1 use class (day care centre) to the predicted revised D1 and new C3 use class traffic generation, it is accepted that there would in fact be a marginal net increase in vehicular movements during both the morning and evening peak hour traffic periods. The combined peak period traffic generation would equate to some 25 and 17 vehicles distributed through the am and pm peak hour respectively. Given the previous D1 use (when operational) which generated a lower level of activity, it is considered that the marginal net increase generated by the proposal can be absorbed within the local road network without notable detriment to traffic congestion and road safety.

#### Private Vehicle & Refuse collection access arrangements

The existing vehicular access to the site would remain unaltered for the redevelopment with all access provided from Swift Close. This includes for residential and medical waste collections which would be undertaken by refuse truck from within the site boundary. It has been satisfactorily demonstrated that the latter can enter and leave the site in a forward gear which is the recommended practice on highway safety grounds and accords with Department for Transport best practice guidance (Manual for Streets circa 2007). A site management regime should ensure that waste collection distances do not exceed a distance of 10m from the highway in order to conform to good practice therefore a suitable on-site management planning condition should be sought to secure this aspect.

#### Proposed Ambulance lay-by on Uxbridge Road

A new lay-by, directly outside the main entrance to the surgeries, is proposed for emergency use only. This would allow for an ambulance to stop on the Uxbridge Road without impeding traffic flows which clearly is welcomed given the highly trafficked nature of the location. At present the footpath in front of the site exhibits three distinct characteristics. There is a footway that abuts the site front boundary which then sides onto a segregated cycle track next and a grass verge which borders the main roadway. The proposal is to remove the grass verge and realign the cycle track and footway by deflecting the line of east/west bound pedestrian and cycle travel toward the front boundary of the

site. This is broadly acceptable in principle however it is noted that although the repositioned cycle track retains its current width (approximately 2.4m), the footway would be reduced from approximately 3m in width to just less than 2m which gives rise to some concern. This is due to the footway exhibiting extensive footfall at present which the development will exacerbate. The surgeries, in particular, will attract a wide demographic of patronage i.e. wheelchair users, parents with push chairs/prams etc. The existing footway measures 3m in width and is adequate for the task however any reduction in width as indicated as part of the redesign will prejudice pedestrian free-flow. This view is supported by TfL guidance relating to 'Pedestrian Comfort' of footways which recommends a minimum footway width of 2.6m in these circumstances. As the development will generate additional footfall from what is currently a dormant site, it is recommended that this 'minimum' width is not reduced further otherwise it will be prejudicial to the free flow of pedestrians on the Uxbridge Road. It is therefore considered acceptable to introduce the lay-by with a 2.6m wide footway which, as a consequence, will result in a marginally narrowed cycle track than proposed. The required adjustments to the public highway will need to be executed to an appropriate council standard and as both the Council and NHS are party to this application, the scheme will need to be financed through an appropriate funding stream and/or separate agreement.

#### Travel Plan (TP)

A combined TP has been submitted covering both the residential and the medical centre uses and broadly conforms with TfL guidelines as it addresses all good mechanisms necessary to achieve a modal shift away from the private motor car thereby leading toward a sustainable travel mode to and from the site. The TP will need to be secured under planning condition. This will allow for a review mechanism in years 1, 3 and 5 following site occupation which will help ensure compliance to the sustainable travel mode targets set within the submitted action plan.

#### Construction Logistics Plan (CLP)

A full and detailed CLP will be a requirement given the constraints and sensitivities of the local and classified road network in order to minimize/avoid potential detriment to the public realm. It will need to be secured under a suitable planning condition.

#### Conclusion

The Transport statement and Travel Plan submitted with the application has been reviewed by the Highway Engineer who is satisfied that, subject to appropriate planning conditions, the proposal would not exacerbate congestion or parking stress, and would not raise any highway safety concerns, in accordance with policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3, 6.9, and 6.13 of the London Plan (2016).

#### ACCESS OFFICER

This planning application seeks permission to redevelop the former Woodside Day Centre site into a primary care medical facility to provide new accommodation for two existing GP surgeries. The development would also comprise 20 shared ownership flats on the 1st and 2nd floors.

The objective is to provide a much needed focal point for modern health care in the Borough, and the London Borough of Hillingdon in collaboration with the NHS have identified this site as a suitable plot. In view of the above, a number of discussions and meetings have taken place between the Council's Principal Architect and its Access Officer. Revised plans are underway to address the following issues:

1. Given the intended use of the ground floor as a medical facility and the likely clientele, a 'Changing Places' should be incorporated to provide accessible and dignified toilet facilities for people with complex and/or multiple disabilities.
2. The proposed residential accommodation on the 1st and 2nd floors should incorporate two wheelchair accessible units, specified to accord with M4(3) as set out in Approved Document M to the Building Regulations (2015 edition).
3. All remaining units should be compliant with the prescribed standards set out in M4(2), with

particular attention given to the furniture layout and spatial requirements within the bathroom.

Conclusion: the submission of revised plans is imminent. Any grant of planning permission should include the following Planning Condition:

The development hereby approved shall ensure that 10% of the residential units are constructed to meet the standards for Category 3 M4(3) dwelling, with all remaining units designed to the standards for Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015, and all such provisions shall remain in place for the life of the building.

Reason:

To ensure an appropriate standard of housing stock in accordance with London Plan Policy 3.8 d, is achieved and maintained.

Case Officer's comments:

Revised plans have been received.

#### NEW BUSINESS MANAGER

The Woodside Day Centre development is considered an Enabling Development as the 20 shared ownership units being built on the development will finance the build costs of the ground floor GP surgeries. There is an identified shortfall of GPs in this area and this shortfall will become more acute when the Grassy Meadows Extra Care Sheltered Housing scheme opens in July 2018 and a further 88 vulnerable older people move into the area. Whilst not strictly policy compliant in terms of affordable housing as the development does not offer any rented units, the development does offer 100% affordable housing well above the 35% policy requirements and has been designed to include a range of unit sizes including 2 x 4 bed flats to meet a proven demand for shared ownership housing in that area.

### **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)."

The existing building is not statutory or locally listed and no objections could be raised to its loss. The provision of the health facility (Use Class D2) would provide an important community service to the local area which is supported by local policy and the London Plan (2016). The health facility would also replace an existing D2 Use on the site and therefore the principle of this use has already been established. There would be no objection in principle to residential use of the site within an established residential area, subject to normal development control criteria.

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

The site has a PTAL score of 3 and Policy 3.4 of the London Plan seeks for new developments to achieve the appropriate density which is compatible with the local context. Table 3.2 of the London Plan recommends that for a PTAL of 3, with smaller sized units of 2.7 to 3 habitable rooms that a density of 70-170 could be achieved. The proposed scheme has a density of 67.5 units per hectare which sits just below the density range recommended by the London Plan (March 2016). However given that the site would also include the new primary healthcare facility and parking for the adjacent residential units on Swift Close, the proposed density is deemed appropriate and acceptable in this location.

Unit Mix

In ensuring a range of housing choice is provided to residents, London Plan Policy 3.8

states that new developments should offer a range of choices, in terms of the mix of housing sizes and types. Saved Policies H4 and H5 of the Hillingdon Local Plan (November 2012) seek to ensure a practicable mix of housing units are provided within residential schemes. Therefore the mix proposed is deemed acceptable and accords with policy.

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

The impact of the proposal on the adjacent Hayes Village Conservation area is deemed acceptable. The proposed building is of a smaller scale than the existing adjacent buildings and is considered to be of an appropriate contemporary design. The site does not fall within an Archaeological Priority Area. The Council's Conservation Officer has reviewed the proposals and raised no objections to the application.

#### **7.04 Airport safeguarding**

The proposed three storey building would be located between two existing four storey buildings and therefore there are no airport safeguarding concerns raised in relation to the development.

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

The site is not located within or close to the Green Belt, as such there are no Green Belt issues relating to this application.

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

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) requires new development to harmonise with the existing street scene or other features of the area which it is desirable to retain or enhance and Policy BE19 requires development within residential areas to complement and improve the character of the area.

The scheme would be a predominantly brick built construction, however within the supporting Design and Access Statement it states:

'Aesthetically the deep balcony soffits and walls will be clad with bright coloured anodised aluminium, as will the medical to create an artful and decorate impact.'

As stated above the proposed development would be smaller in scale than the adjacent existing buildings. In addition the current day care centre building is not in use and the proposed new building is considered to be of a superior design to the existing building occupying the site. A materials condition is recommended to ensure that the building is constructed to a high standard that will complement and improve the character of the area.

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

Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seek to protect the amenities of surrounding residential properties from new development in relation to loss of sunlight, dominance and loss of privacy respectively. The Council's Supplementary Planning Document HDAS: Residential Layouts provides further clarification in that it advises that buildings of two or more storeys should maintain at least a 15m separation distance from adjoining properties to avoid appearing overdominant and a 21m distance between facing habitable room windows to safeguard privacy.

The proposed residential units would be located in excess of 15m from the adjacent properties to the south east and north west and there are no windows in the flank elevation of the existing neighbouring buildings. As such there will be no detrimental impact on the residents of these properties. The proposed new units will be located over 21m from properties to the south west on Acacia Avenue. Overall, the scheme is not therefore considered to result in any significant loss of amenity to neighbouring properties in accordance with policies BE20, BE21 and BE24 of the Hillingdon Local Plan (November



2012).

#### Daylight/Sunlight

The proposed residential units would be located in excess of 15m from the adjacent properties to the south east and north west and over 21m from properties to the south west on Acacia Avenue. Overall, the scheme is not therefore considered to result in any significant loss of daylight or sunlight to neighbouring properties in accordance with policies BE20 and BE21 of the Hillingdon Local Plan (November 2012).

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

#### Internal Floor Area

The proposed development is for the creation of 4 x 1 bed 2 person unit, 8 x 2 bed 3 person unit, 6 x 2 bed 4 person unit and 2 x 4 bed 5 person. All of the dwellings would be constructed in accordance with the floor space standards contained within Policy 3.5 of the London Plan (2016). Therefore, each dwelling would be considered to create residential accommodation of an acceptable size for the number of bedrooms and inhabitants being proposed.

#### External Amenity Space

The Hillingdon Supplementary Planning Document HDAS: Residential Layouts states that one bedroom flats require a minimum of 20m<sup>2</sup> of external amenity space, two bedroom flats require 25m<sup>2</sup> and three bedroom or above 30m<sup>2</sup>. Therefore the properties would require a total of 490m<sup>2</sup> of amenity space. The scheme would provide 252m<sup>2</sup> of external amenity with a rear garden area plus 331m<sup>2</sup> of balcony amenity space. As such the amenity provided is considered acceptable and in accordance with Policy BE23 of the Hillingdon Local Plan (November 2012) and The Hillingdon Supplementary Planning Document HDAS: Residential Layouts.

#### Light and Outlook

All of the habitable rooms within the dwellings would be provided with an acceptable source of light and outlook in accordance with Policies BE20 of the Hillingdon Local Plan (November 2012) and the London Plan (2016).

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

Policies AM2 and AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) advise respectively that proposals for development will be assessed against their contribution to traffic generation and impact on congestion, having regard to the present and potential capacity of public transport and that the traffic generated by proposed developments would need to be accommodated on principal roads without increasing demand along roads or at junctions already used to capacity, not prejudice the free flow of traffic, nor diminish environmental benefits brought about by other road improvement schemes or infiltrate local roads. Policy AM9 supports cycle provision, including the need for cycle storage provision within development schemes and Policy AM14 advises that development should accord with adopted car parking standards.

A total of 43 car spaces are proposed. The new medical centre is proposed to be allocated 7 spaces, of which one will be a blue badge parking space. 20 car spaces are proposed for the new residential flats which include 2 blue badge compliant spaces. The resident's of Swift Close would have 8 dedicated spaces, and there are a further 8 visitor car spaces proposed (of which 1 would be blue badge compliant). An emergency ambulance drop-off has been incorporated on Uxbridge Road to allow for the pickup of patients requiring

emergency hospital care from the medical centre should the need arise, however it is anticipated that this would be only on very rare occasions.

A total of 40 cycle spaces have been designed into the scheme. The residential scheme would have 28 cycle spaces, these have been allocated in front of the pedestrian entrance and in a shared lockable shed. 12 cycle spaces are proposed for the medical centre, these are located at the front entrance of the medical centre.

The Council's Highways Engineer has carefully reviewed the proposals and has confirmed that the level of car and cycle parking proposed is acceptable, as is the parking layout and the provision of waste and recycling services. The lack of motorcycle parking is noted and regrettable, however given the tight constraints of the site the Council's Highways Engineer raises no objection in this instance. Following the receipt of their comments the applicant has amended their plans so that the width of the pedestrian footpath along Uxbridge Road has been retained. In addition a Parking Management Strategy is recommended to be secured by condition, to include details of the access barrier operation, and an additional Heads of Term for the Statement of Intent to ensure that future residents, with the exception of blue badge holders, are unable to apply for resident's parking permits. Subject to the above no objections are raised to the proposal from a highways perspective.

It is therefore considered that the proposals would not have a significant impact on traffic and pedestrian flow in the immediate area. The proposal therefore accords with Policies AM2, AM7 and AM14 of the Hillingdon Local Plan (November 2012).

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

The applicant has stated their intention to construct the building to Secured by Design standard. A condition to require that the development satisfies 'Secure by Design' criteria is recommended to ensure that this is achieved.

#### **7.12 Disabled access**

The Council's Access Officer does not raise any objections in principle to this development. The plans have been amended in the light of the officer's detailed comments and a condition has been attached to ensure the scheme satisfies the appropriate levels of M4(2) and M4(3) provision.

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

All of the 20 units are proposed to be for shared ownership sale. Therefore the scheme is not policy compliant in terms of affordable housing, as the development does not offer any rented units, however the development does offer 100% affordable housing well above the 35% required by policy and includes a range of unit sizes to meet a proven demand for shared ownership housing in that area.

In addition the Council's New Business Manager has confirmed that the development is considered an Enabling Development as the 20 shared ownership units being built on the development will finance the build costs of the ground floor GP surgeries. There is an identified shortfall of GPs in this area and this shortfall will become more acute when the Grassy Meadows Extra Care Sheltered Housing scheme opens in July 2018 and a further 88 vulnerable older people move into the area.

Taking the above matters into account, the affordable housing offer is considered to be justified with regard to the site specific circumstances outlined.

The details of the provision of affordable housing will be secured under the Statement of Intent.

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

### Trees and Landscaping

Saved policy BE38 of the Hillingdon Local Plan advises that new development should retain topographical and landscape features of merit and that new planting and landscaping should be provided wherever it is appropriate.

The Council's Tree/Landscaping Officer has reviewed the submission and noted that whilst the loss of the two trees on the site adjacent to the Uxbridge Road is regrettable 'the proposed site layout provides space and opportunity to secure replacement planting, together with hard and soft landscape enhancement, along the front and rear boundaries. This should include approximately 12 new / replacement trees which, over time, will go some way to mitigating the proposed tree loss - and securing a succession / wider age structure of trees for the future, in this location.'

Therefore subject to conditions on landscaping details and tree protection measures they raise no objection to the proposals.

## **7.15 Sustainable waste management**

The development proposal incorporates an integral refuse storage area that would provide sufficient capacity for refuse/recycling bins. The Council's Highways Engineer has carefully reviewed the proposals and raised no objections to the waste provision proposed subject to a suitable condition.

## **7.16 Renewable energy / Sustainability**

The applicant has confirmed that the non-residential elements of the building will be constructed to BREEAM Excellent Standard. The Council's Sustainability Officer has reviewed the submitted details and subject to the attachment of an appropriately worded condition has raised no objections to the development.

## **7.17 Flooding or Drainage Issues**

The Council's Water and Flood Management Officer has reviewed the application and raised no objection to the proposals subject to the attachment of a condition to secure appropriate sustainable drainage methods on the site. Whilst the submitted layout plan indicates that permeable paving will be utilised further details are required and therefore the condition is recommended to be attached to any grant of planning consent.

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

The site is located within an Air Quality Management Area. The Council's Air Quality Specialist has reviewed the submitted details and subject to the attachment of an appropriately worded condition has raised no objections to the development.

## **7.19 Comments on Public Consultations**

As stated above the request for additional planting has been considered and discussed with the applicant, however the properties on Acacia Avenue are of a sufficient distance away from the proposed building as to accord with Council policy in terms of overlooking. In addition there is insufficient space within the site to increase the level of planting without having a detrimental impact on the level of car parking provided. Trees are already proposed on the southern boundary of the site within the external amenity area. The comment in support of the application is noted.

## **7.20 Planning obligations**

Policy R17 seeks to supplement the provision of recreational open space and other community, social and educational facilities through planning obligations. The applicant has agreed to a full range of planning obligations required to offset the impact of the development. A contribution can also be secured in respect of project management and

monitoring.

The following planning obligations have been agreed:

1. Affordable Housing: 100% affordable (Shared Ownership)
2. Highway Works: S278/S38 for required Highways Works
3. Travel Plan: to include £20,000 Bond
4. Agreement to prevent future occupants from applying for car parking permits (with the exception of Blue Badge holders).
5. Construction Training: Training Costs: £2500 for every £1m build cost + Coordinator Costs: 28/160 x £71,675
6. Project Management & Monitoring Fee: 5% of total cash contributions.

The applicant has agreed to these proposed Heads of Terms, which are to be secured by way of a Statement of Intent or a S106 Agreement. Overall, it is considered that the level of planning benefits sought is adequate and commensurate with the scale and nature of the proposed development, in compliance with Policy R17 of the Hillingdon Local Plan (November 2012).

In addition to S106 contributions the Council has recently adopted its own Community Infrastructure Levy (CIL) with a charge of £95 per square metre of gross internal floor area for the residential elements. This application is CIL liable with respect to new floorspace being created.

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 of £35 per square metre of gross internal floor area to be paid to the GLA to go towards the funding of Crossrail. This application is CIL liable with respect to new floorspace being created.

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

No enforcement action is required in this instance.

#### **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 is for the demolition of an existing day care centre and the erection of a new primary healthcare facility for two GP surgeries. Also proposed are two storeys of 20 residential units above the new primary primary healthcare facility with associated car parking, external works and landscaping.

The proposed development is considered an appropriate mix of uses, scale and built form that will enhance the locality. The provision of the health facility would provide an important community service to the local area which is supported by local policy and the London Plan (2016). The application is therefore recommended for approval.

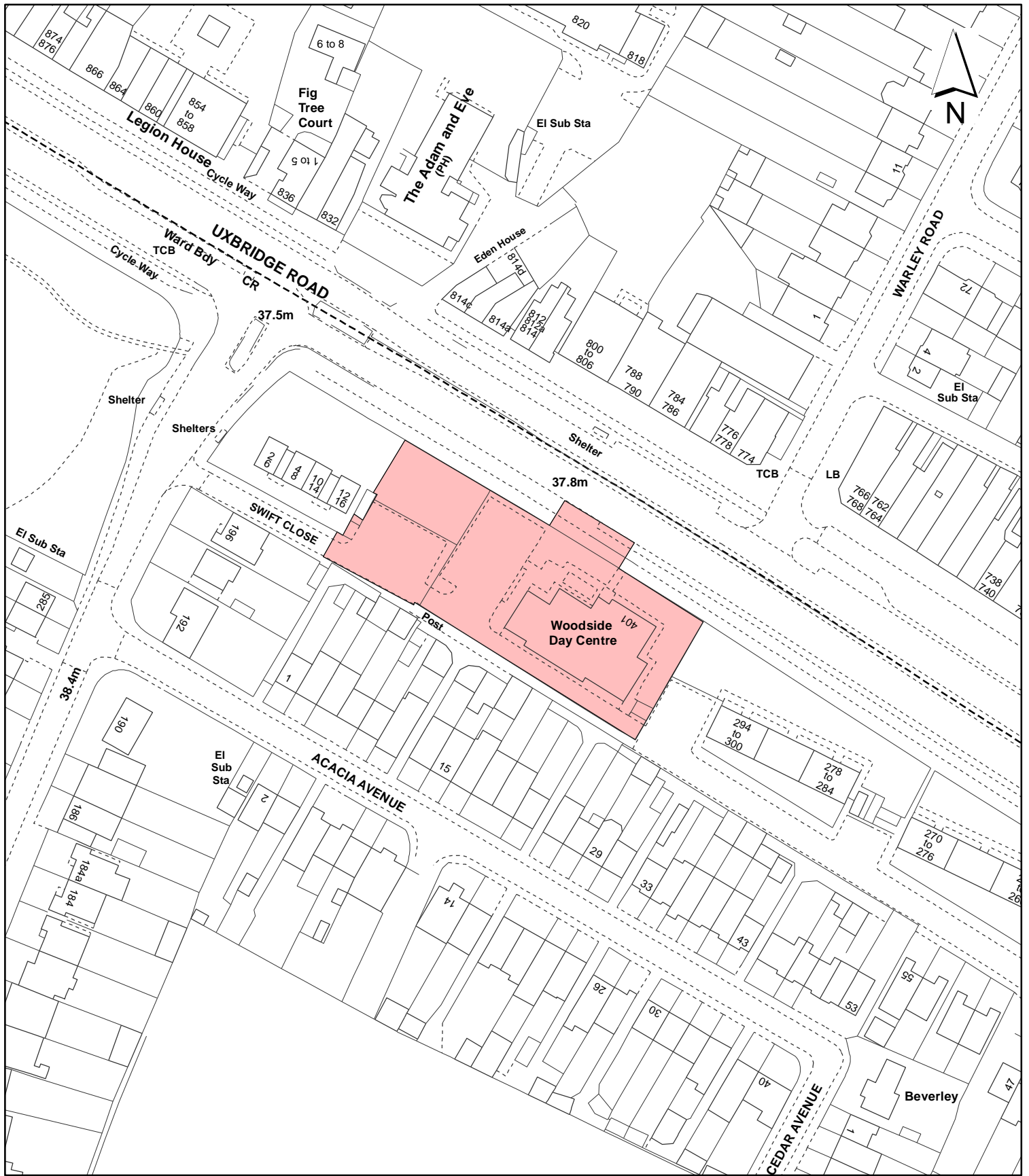
### **11. Reference Documents**

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

**Contact Officer:** Ed Laughton

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**Notes:**

 Site boundary

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Site Address:

**401 Uxbridge Road  
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**LONDON BOROUGH  
 OF HILLINGDON**  
 Residents Services  
 Planning Section

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

Planning Application Ref:

**23799/APP/2017/4648**

Scale:

**1:1,250**

Planning Committee:

**Major**

Date:

**February 2018**



**HILLINGDON**  
 LONDON