

Report of the Head of Planning, Transportation and Regeneration

Address 20 HIGH STREET UXBRIDGE

Development: Change of use of the first and second floor from office use (Class B1) to two x 1 bed flats and two x 2 bed flats (Class C3) and associated internal and external alterations

LBH Ref Nos: 1337/APP/2018/946

Drawing Nos: AP(0)_0116
AP(0)_0117
AP(0)001
AP(0)_110
AP(0)_010
AP(0)_011
AP(0)_012
AP(0)_013
AP(0)_014
AP(0)_015
AP(0)_016
AP(0)_017
AP(0)003 Rev. A
AP(0)_111 Rev. B
AP(0)_112 Rev. B
AP(0)_113 Rev. A
AP(0)_114
AP(0)002
Design and Access Statement Rev. B
AP(0)_115 Rev. A
Letter from Rolfe Judd dated 13-03-2018
Heritage Appraisal Rev. 1
Letter from Michael Rogers dated 02-01-2018
Noise Impact Assessment

Date Plans Received: 13/03/2018 **Date(s) of Amendment(s):** 13/03/2018

Date Application Valid: 11/04/2018

1. SUMMARY

This application seeks full planning permission for the change of use of existing first and second floor offices to residential accommodation comprising two x 1 bed flats and two x 2 bed flats and associated internal and external alterations, at 20 High Street in Uxbridge. The property is designated as a Grade II listed building and an application for Listed Building Consent (Ref: 1337/APP/2018/947) has been submitted in parallel with this application.

No objections are raised to the principle of the development in this instance and it is considered that the proposals would provide an acceptable living environment for future occupants.

The proposal is considered to comply with current Local Plan, London Plan and national

planning policies and, accordingly, approval is recommended.

2. RECOMMENDATION

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

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

1. Parking permits: That future occupants are prohibited from holding a parking permit (including Council car park season tickets).

D. That the applicant meets the Council's reasonable costs in the preparation of the Section 106 agreement and any abortive work as a result of the agreement not being completed.

E. That the officers be authorised to negotiate the terms of the proposed agreement.

F. That, if the S106 agreement has not been finalised within six months, under the discretion of the Head of Planning, Transportation and Regeneration, the application is refused under delegated powers on the basis that the applicant has refused to address planning obligation requirements.

G. That if the application is approved, the following conditions be attached:

1 RES3 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 RES4 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 AP(0)003 Rev. A, AP(0)_110, AP(0)_111 Rev. B, AP(0)_112 Rev. B, AP(0)_113 Rev. A, AP(0)_114, AP(0)_115 Rev. A, AP(0)_0116 and AP(0)_0117 and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

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

3 RES5 General compliance with supporting documentation

The development hereby permitted shall not be completed in accordance with the following supporting documents:

Noise Impact Assessment

Heritage Appraisal Rev. 1.

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 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

4 RES7 Materials (Submission)

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

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

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policies BE4, BE8 and BE13 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.

BE4	New development within or on the fringes of conservation areas
BE8	Planning applications for alteration or extension of listed buildings
BE9	Listed building consent applications for alterations or extensions
BE10	Proposals detrimental to the setting of a listed building
BE13	New development must harmonise with the existing street scene.
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.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.

OE1	Protection of the character and amenities of surrounding properties and the local area
OE5	Siting of noise-sensitive developments
H4	Mix of housing units
H8	Change of use from non-residential to residential
AM7	Consideration of traffic generated by proposed developments.
LPP 2.15	(2016) Town Centres
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 5.17	(2016) Waste capacity
LPP 6.1	(2016) Strategic Approach
LPP 6.13	(2016) Parking
LPP 6.9	(2016) Cycling
LPP 7.2	(2016) An inclusive environment
LPP 7.4	(2016) Local character
LPP 7.8	(2016) Heritage assets and archaeology
LPP 8.2	(2016) Planning obligations
LPP 8.3	(2016) Community infrastructure levy
NPPF- 2	NPPF-2 2018 - Achieving sustainable development
NPPF- 5	NPPF-5 2018 - Delivering a sufficient supply of homes
NPPF- 11	NPPF-11 2018 - Making effective use of land
NPPF- 16	NPPF-16 2018 - Conserving & enhancing the historic environment

3 159 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 12 Encroachment

You are advised that if any part of the development hereby permitted encroaches by either its roof, walls, eaves, gutters, or foundations, then a new planning application may have to be submitted. The validity of this planning permission may be challengeable by third parties if the development results in any form of encroachment onto land outside the applicant's control for which the appropriate Notice under Article 13 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 has not been served.

6 15 Party Walls

The Party Wall Act 1996 requires a building owner to notify, and obtain formal agreement from, any adjoining owner, where the building owner proposes to:

carry out work to an existing party wall;

build on the boundary with a neighbouring property;

in some circumstances, carry out groundworks within 6 metres of an adjoining building.

Notification and agreements under this Act are the responsibility of the building owner and are quite separate from Building Regulations, or Planning Controls. The Building Control Service will assume that an applicant has obtained any necessary agreements with the adjoining owner, and nothing said or implied by the Council should be taken as removing the necessity for the building owner to comply fully with the Party Wall Act. Further information and advice is to be found in "the Party Walls etc. Act 1996 - explanatory booklet" published by the ODPM, available free of charge from the Residents Services Reception Desk, Level 3, Civic Centre, Uxbridge, UB8 1UW.

7 16 Property Rights/Rights of Light

Your attention is drawn to the fact that the planning permission does not override property rights and any ancient rights of light that may exist. This permission does not empower you to enter onto land not in your ownership without the specific consent of the owner. If you require further information or advice, you should consult a solicitor.

8 115 Control of Environmental Nuisance from Construction Work

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

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

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

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

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

You are advised to consult the Council's Environmental Protection Unit (www.hillingdon.gov.uk/noise Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises 20 High Street, a three-storey (plus basement) Grade II listed building located in Uxbridge Town Centre, which currently accommodates a cafe at

ground floor level and offices above.

The listing for the building suggests it was a former coaching inn, dating from the 16th century, with 17th Century and more modern (20th Century) modifications. The submitted Heritage Appraisal describes the building as follows:

"No. 20 High Street Uxbridge is a two storey timber frame building plus a roof storey and basement, dating principally from the 16th century, situated on the west side of the street. The High Street elevation has a modern glazed shopfront, behind which are substantial remains of 16th and 17th century timber frame structure.

The first floor elevation has three 19th century canted mullion and transom bay windows with roughcast coved aprons. There are 16th century curved wind braces and oak studding dating from various periods evident between the projecting bays.

Above, there are three blind gables jettied over the floors below, faced with roughcast and oak studs. The roof slopes behind are clad in clay tiles.

To the left-hand side of the ground floor elevation is a carriage entrance to the rear yard. The rear elevation is composed of 17th century and later extensions, with a large late 20th century brick office building occupying the western end of the typically long thin medieval plot."

Indeed the site has been extended significantly to the rear in the past and it is notable that the 20th Century addition to the rear is of relatively modern construction and does not benefit from the same architectural features as does the older parts of the building.

The office accommodation comprises a mix of open plan and cellular office spaces with ancillary facilities such as storage, kitchen and WCs. At the time officers visited the site the first floor was vacant, but the second floor was still in use. Much of the internal historic fabric of the building has been lost or is hidden behind suspended ceilings and partition walls, installed as part of the office fit-outs, but there are exposed timber beams present within parts of the original building.

Located on the southern side of the High Street, the site is bounded to the west by 21-22 High Street (occupied by Lloyds Bank); to the east by a small passageway, beyond which is the Grade II Listed 18-19 High Street (currently occupied by offices); and to the south by a service road. Various retail and commercial premises are located opposite.

The site falls within the Old Uxbridge/Windsor Street Conservation Area and Uxbridge Town Centre Primary Shopping Area as designated in the Hillingdon Local Plan. It also falls within an Archaeological Priority Area.

3.2 Proposed Scheme

The application seeks planning permission for the change of use of existing offices at 20 High Street in Uxbridge to provide two residential units.

No internal alterations are proposed at lower ground or ground floor levels.

At first floor level the two existing offices would be converted into two flats. Flat 1 would comprise two double bedrooms, one with en-suite shower-room, a living room with kitchenette, a bathroom and hallway. Flat 2 would comprise one single and one double

bedroom, a living room with kitchenette and adjoining dining area, a bathroom and hallway.

At second floor level the existing offices and kitchen would also be converted to provide two flats. Flat 3 would comprise a double bedroom, a living room with kitchen, a bathroom, storage space and hallway. Flat 4 would comprise a double bedroom, a large living/dining room with kitchenette, a bathroom and hallway.

Externally, the most obvious visual alteration proposed would be the reinstatement of casement windows within each of the gable ends fronting the High Street.

The existing side entrance along the adjacent passageway would continue to provide a shared access to the ground and upper floor units. Internally, as with the existing offices, a private stairway and lift would provide access to the proposed units.

Although the property can be accessed via both the High Street and Charter Place, it does not benefit from external space sufficient to provide parking and it would be a car free development. The existing canopy on the south east elevation would however be extended and infilled to provide bicycle storage, in addition to a bin store.

3.3 Relevant Planning History

1337/AD/96/1226 20 High Street Uxbridge

Erection of internal partition (Application for Listed Building Consent)

Decision: 04-10-1996 Approved

1337/AE/98/3006 Reed Employment, 20 High Street Uxbridge

Installation of a non-illuminated double-sided projecting sign on front elevation

Decision: 07-05-1998 Approved

1337/AF/98/0214 Reed Employment, 20 High Street Uxbridge

Installation of a non-illuminated double-sided hanging sign on front elevation (Application for Listed Building Consent)

Decision: 07-05-1998 Approved

1337/APP/2014/1726 20 High Street Uxbridge

Listed Building Consent for removal of partition wall on lower ground floor, removal of WC and installation of cupboard

Decision: 21-07-2014 Approved

1337/APP/2015/2201 20 High Street Uxbridge

Change of use of the ground floor of 20 High Street from Use Class A2 (Financial and professional services) to Use Class A3 (Restaurants and cafes).

Decision: 12-10-2015 Approved

1337/APP/2016/3522 20 High Street Uxbridge

Interior fit out to cafe, to include the erection of kitchen duct extract and supply to include a wall mounted condenser at rear of premises and the erection of a sign to the front elevation with external illumination

Decision: 28-11-2016 Approved

1337/APP/2016/3523 20 High Street Uxbridge

Interior fit out to cafe, to include the erection of kitchen duct extract & supply to include a wall mounted condenser at rear of premises and the erection of a sign to the front elevation with external illumination (Listed Building Consent)

Decision: 28-11-2016 Approved

1337/APP/2018/947 20 High Street Uxbridge

Change of use of the first and second floor from office use (Class B1) to two x 1 bed flats and two x 2 bed flats (Class C3) and associated internal and external alterations (Application for Listed Building Consent)

Decision:

1337/K/81/1041 Reed Employment, 20 High Street Uxbridge

Mixed development on 0.0200 hectares (full)

Decision: 11-08-1981 Approved

1337/L/84/0752 Reed Employment, 20 High Street Uxbridge

Listed building consent to develop/alter

Decision: 12-12-1984 Approved

1337/M/84/0753 Reed Employment, 20 High Street Uxbridge

Change of use to office premises and demolition and rebuilding of rear and restoration of front (with relaxation)

Decision: 12-12-1984 Approved

1337/S/87/0201 Reed Employment, 20 High Street Uxbridge

Installation of a non-illuminated hanging sign (Application for Listed Building Consent)

Decision: 27-04-1987 Approved

Comment on Relevant Planning History

The site has an extensive planning history, the most relevant of which is summarised above.

4. Planning Policies and Standards

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)
National Planning Policy Framework
Hillingdon Supplementary Planning Document: Accessible Hillingdon
Hillingdon Supplementary Planning Document: Residential Layouts
Hillingdon Supplementary Planning Document - Planning Obligations

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.E5 (2012) Town and Local Centres
PT1.H1 (2012) Housing Growth
PT1.HE1 (2012) Heritage

Part 2 Policies:

BE4 New development within or on the fringes of conservation areas
BE8 Planning applications for alteration or extension of listed buildings
BE9 Listed building consent applications for alterations or extensions
BE10 Proposals detrimental to the setting of a listed building
BE13 New development must harmonise with the existing street scene.
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.
BE23 Requires the provision of adequate amenity space.
BE24 Requires new development to ensure adequate levels of privacy to neighbours.
OE1 Protection of the character and amenities of surrounding properties and the local area
OE5 Siting of noise-sensitive developments
H4 Mix of housing units
H8 Change of use from non-residential to residential
AM7 Consideration of traffic generated by proposed developments.
LPP 2.15 (2016) Town Centres
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 5.17 (2016) Waste capacity
LPP 6.1 (2016) Strategic Approach
LPP 6.13 (2016) Parking

LPP 6.9	(2016) Cycling
LPP 7.2	(2016) An inclusive environment
LPP 7.4	(2016) Local character
LPP 7.8	(2016) Heritage assets and archaeology
LPP 8.2	(2016) Planning obligations
LPP 8.3	(2016) Community infrastructure levy
NPPF- 2	NPPF-2 2018 - Achieving sustainable development
NPPF- 5	NPPF-5 2018 - Delivering a sufficient supply of homes
NPPF- 11	NPPF-11 2018 - Making effective use of land
NPPF- 16	NPPF-16 2018 - Conserving & enhancing the historic environment

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **22nd May 2018**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Consultation letters were sent to nine adjoining owner/occupiers and The Mall Pavilions Residents' Association. Site and press notices were also posted. No responses have been received.

OLD UXBRIDGE CONSERVATION PANEL

No comments received.

UXBRIDGE LOCAL HISTORY AND ARCHIVE SOCIETY

No comments received.

HISTORIC ENGLAND

On the basis of the information provided, we do not consider that it is necessary for this application to be notified to Historic England under the relevant statutory provisions.

Internal Consultees

CONSERVATION OFFICER:

The location of bikes and bin store is satisfactory. A condition should be attached to require the results of investigation of the stack at first and second floor to be submitted to the Council before any removal of the stacks can be decided.

It is proposed to restore the casement windows in the gables on the High Street elevation. This should be subject to a condition requiring drawn and photographic evidence confirming the existence of such windows, following intrusive investigation, to be submitted to the Council. The design, size, and placement of the proposed casement windows should also be subject to condition.

There should also be a condition requiring full information to be submitted concerning investigation, survey details and final finish of timber frame elements uncovered during the course of investigation and building work.

HIGHWAY ENGINEER:

Site Characteristics and background:

The site is located on the High Street within the heart of Uxbridge Town Centre. The build is a 3 storey grade II listed building with commercial premises on the ground floor with the upper two floors designated for a B1 Use. The PTAL for the site is rated as 5 and borders on an area equating to 6a making the site highly accessible by public transport and as such it is less likely for new occupiers to be dependent on privately owned '4 wheeled' motorised transport.

Parking Provision

Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP policy states that new development will only be permitted where it is in accordance with the Council's adopted parking standards.

At present the site is 'car-free' for the commercial and office provisions and the proposal follows this ethos by indicating a residential 'car free' development consisting of 4 flats (2 x 1 and 2 x 2 bedroom units).

It is noted that the very high site PTAL inherently encourages the use of sustainable travel modes in lieu of the private motor vehicle given the exemplary location and proximity of Uxbridge Tube Station and the plethora of local bus services within the proximity of the address. To further encourage this 'sustainable travel' aim the site address is recommended to be made 'Resident Permit Restricted' in order to prevent future occupiers from obtaining resident parking permits for the local area to be secured via a Unilateral undertaking under section 106 of the Town and Country Planning Act 1990 (TCPA) 1990.

It is also observed that there is no 'free of charge' parking availability in the local area as it is extensively covered by a Controlled Parking Zone (CPZ) operating for most of week and the working day with additional stringent waiting restrictions which would assist in deterring any potential extraneous parking generated by the proposal.

When combining and appraising all of the above factors and circumstances, it is considered that the location can adequately sustain a 'car free' proposal.

Cycling Provision

In terms of cycle parking there would be still be a requirement to provide at least 1 secure and accessible space for each of the flatted units to accord with the Council's adopted minimum cycle parking standard. This would total 4 new spaces which should be secured via planning condition.

Conclusion

The application has been reviewed by the Highway Engineer who is satisfied that the proposal for a 'car free' development 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).

ENVIRONMENTAL PROTECTION UNIT:

I have looked through the submitted documentation and acoustic assessment that sets out satisfactory internal noise levels to be achieved. In light of the information provided I do not have any objections to the application but suggest the following should you be mindful to grant the application.

Condition: The noise level in rooms at the development hereby approved shall meet the noise standard specified in Table 4 of BS8233:2014 for internal rooms and external amenity areas.

Reason: To ensure that the amenity of occupiers of the development site and surrounding premises are not adversely affected by noise.

ACCESS OFFICER:

No objection.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The application site falls within Uxbridge Town Centre Primary Shopping Area as designated in the Hillingdon Local Plan. Key considerations in considering the principle of the development in this location therefore relate to the loss of office space and the appropriateness of the site for residential use.

Local Plan: Part 1 policy E5 seeks to encourage proposals which enhance the viability and vitality of town centres. Local Plan: Part 2 policy S11 similarly seeks to protect and enhance the function of primary shopping areas, with a particular focus being on ground level uses and shopping frontages. London Plan (2016) policy 2.15 reiterates these general objectives.

In this instance, no change is proposed to the existing ground floor A3 use, which would be retained. Relevant policies are generally more concerned with loss of typical town centre uses such as A1, A2 and A3 uses, particularly at ground floor level. They are silent on the issue of loss of B1 office use within town centre locations and, indeed, it must be acknowledged that were the building not listed, the applicant could arguably change the use of the upper floors under Class O, Part 3, Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015, without the need for full planning permission.

The applicant has submitted supporting information to demonstrate that, despite marketing efforts, including the offer of flexible lease options, mail shots and advertising both at the site through use of advertisement boards, and on various websites, that very limited interest has been shown in the premises. The submitted report suggests that the cellular and irregular shape of the offices, relatively low floor to ceiling heights, difficulties in providing sufficient trunking and services due to the building constraints, high maintenance costs due to the building's listing, and the substantial amount of more modern surplus B1 office accommodation available within the Uxbridge area, are all factors which influence the attractiveness of the building to future tenants.

The applicant's arguments are accepted in this instance and officers are satisfied that the loss of the upper floor office space would not harm the viability or vitality of the town centre in this instance.

In considering the proposed residential use, at a national level Chapter 5 of the National Planning Policy Framework (NPPF) 2018 seeks to significantly boost the supply of housing, acknowledging that "small and medium sized sites can make an important contribution to meeting the housing requirement of an area."

London Plan (2016) policy 3.3 similarly seeks to promote development which would increase housing supply and promote opportunity and provide choice of housing stock for Londoners.

Local Plan: Part 1 policy H1 reiterates these general objectives, seeking to maximise the supply of additional housing in the borough. It confirms that:

"The Council will meet and exceed its minimum strategic dwelling requirement, where this can be achieved, in accordance with other Local Plan policies."

Policy H4 of the Local Plan: Part 2 seeks to encourage additional housing in town centres. The supporting text states:

"The Council recognises the importance of residential accommodation in town centres as a part of the overall mix of uses which is necessary to ensure their vitality and attractiveness. Such housing offers particular advantages in terms of accessibility to town centre facilities, employment opportunities and public transport."

Local Plan: Part 2 policy H8 is also of relevance. This confirms that:

"The change of use from non-residential to residential will be permitted if:

- i) a satisfactory residential environment can be achieved;
- ii) the existing use is unlikely to meet demand for such accommodation in the foreseeable future; and
- iii) the proposal is consistent with other objectives of this plan, having particular regard to the contribution of the existing use to those objectives.

The re-use of previously developed land in town centres for new housing in mixed use schemes is consistent with both National, London Plan and local planning guidance. Subject to satisfactorily addressing heritage, transportation and amenity issues, no objections are raised to the principle of the proposed development.

7.02 Density of the proposed development

Policy 3.4 of the London Plan (2016) advises that Boroughs should ensure that development proposals achieve the highest possible intensity of use compatible with local context and the site's public transport accessibility. The London Plan provides a density matrix to establish a strategic framework for appropriate densities at different locations.

The London Plan states:

"Appropriate density ranges are related to setting in terms of location, existing building form and massing, and the index of public transport accessibility (PTAL)."

It defines 'Central' and 'Urban' settings as follows:

"Central - areas with very dense development, a mix of different uses, large building footprints and typically buildings of four to six storeys, located within 800 metres walking distance of an International, Metropolitan or Major town centre.

Urban - areas with predominantly dense development such as, for example, terraced houses, mansion blocks, a mix of different uses, medium building footprints and typically buildings of two to four storeys, located within 800 metres walking distance of a District centre or, along main arterial routes."

Whilst the site is located within a major town centre, surrounding buildings fronting this part of the High Street are predominantly of three-storeys in height with small-medium footprints, more akin to an urban setting. Beyond the facade of the High Street however, numerous buildings of significant size exist, including units within Intu Uxbridge to the north east, the Charter Building to the south west and numerous developments beyond Windsor Street and the station to the north west. The site is also, notably, less than 100m walking distance to Uxbridge Underground and bus stations. Accordingly, the site could, arguably, be regarded as falling within a central area. Nevertheless, taking the worst case scenario, guidelines relating to an urban setting will be used.

The site has a PTAL of 5. The London Plan 2016 range for residential sites with a PTAL of 4-6, which fall within an urban area is 200-700 habitable rooms per hectare (hrph) and, based on an average of 4 habitable rooms per unit (in accordance with guidance in the Council's Supplementary Planning Document on Residential Layouts rooms over 20m2 have been counted as two rooms), 45-185 units per hectare (uph).

Based on a site area of 288m2, the proposed scheme would have a density of 139 uph and 556 hrph, in full compliance with the above mentioned standards.

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

The site comprises a Grade II Listed Building, falling within the Old Uxbridge/Windsor Street Conservation Area. Whilst it also falls within an Archaeological Priority Area, the proposals relate to a change of use and, other than the extension and infilling of an existing canopy structure to create a bin/bike store, no works would take place at ground floor level. Accordingly, it is not considered that the proposed would have any detrimental impact on archaeology.

Local Plan: Part 2 policy BE4 seeks to ensure that new development preserves and enhances the character and appearance of conservation areas. Policies BE8, BE9 and BE10 seek to ensure that any alterations to listed buildings harmonise with their surrounding and preserve their setting.

Externally, casement windows would be provided to the gables on the High Street Elevation. The Heritage Statement provides evidence to show that such windows existed during the 18th Century but were later blocked/filled in. It is not considered that the restoration of these windows would detract from the character or appearance of the building and, notably, the Council's Conservation Officer has raised no objection in this regard.

The above mentioned bicycle/bin store would be provided adjacent to the modern rear extension to the building and accessed via the adjacent side alleyway. It would not be visible from the High Street and from the alleyway it would be viewed in context with the modern extension. Its design would be in keeping with the character and appearance of the existing modern extension and, given its discreet location and sympathetic design, the Council's Conservation Officer has raised no objections to it.

Internally, modern additions would be removed and new partition walls added to create the living spaces required. These are considered in more detail in the parallel Listed Building Consent application. However, it should be noted that the Conservation Officer has confirmed that no objections are raised to such works, subject to appropriate conditions.

In light of the above, the proposal is considered to comply with the above mentioned policies.

7.04 Airport safeguarding

Not applicable. There is no requirement to consult the aerodrome safeguarding authorities on this application.

7.05 Impact on the green belt

Not applicable. There is no green belt land within the vicinity of the application site.

7.07 Impact on the character & appearance of the area

Policies BE13 and BE19 seek to ensure that new development complements or improves the character and amenity of the area. As mentioned above, policy BE4 specifically seeks

to safeguard the visual amenities of Conservation Areas. The scale, bulk and siting of buildings are key determinants in ensuring that the amenity and character of an area is not compromised by new development.

7.08 Impact on neighbours

Local Plan: Part 2 policies BE19, BE20, BE21 and BE24, in addition to the Council's Supplementary Planning Document on Residential Layouts, seek to safeguard residential amenity.

The site is bounded by commercial properties on all sides. Offices exist to the south east, a bank to the north west, retail opposite and offices to the rear. A cafe, exists at ground floor level. As such, it is not considered that the proposed residential use of the upper floors of the building would have any significant detrimental impact on the amenity of adjoining occupants.

7.09 Living conditions for future occupiers

Policies BE20, BE21, BE23 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seek to safeguard the residential amenity of future and neighbouring occupants. The Council's Supplementary Planning Document (SPD) on Residential Layouts sets out more detailed guidance aimed at avoiding developments which would be detrimental to residential amenity.

At second floor level, the height of the windows, and lack of windows at this level in adjoining properties, is such that no unacceptable overlooking would occur.

At first floor level, rooms to the rear of flat 1 would be dual aspect. Accordingly, whilst overlooking could occur to secondary windows in the south east elevation from the adjacent commercial property at 18/19 High Street, adequate privacy would be afforded to windows in the rear elevation, such that this is considered to be acceptable.

The bedrooms to flat 2 would each be served by one side facing window. The adjoining property to the north west at nos.21-22 High Street (Lloyds Bank) has no windows in its side elevation and, therefore, no overlooking would occur from here. There is a window opposite the south east facing bedroom window in the side elevation of no.18. This serves a commercial property and is offset from the application site window. It is the only window at first floor level in that part of the adjoining property and, although officers are unable to be certain, it would appear likely to serve a back of house room as opposed to a well used commercial or office space. Whilst not ideal, given the use of that adjoining building as offices, which are unlikely to be used during evenings and weekends when residents are more likely to be at home, and in light of the offset of the windows, it is not considered that refusal could be justified on grounds of overlooking in this instance.

Windows to the front and rear of the property, and at second floor level, would receive reasonable levels of daylight. Daylight to those in the side elevation at first floor level could be more restricted due to the very close proximity of neighbouring properties. Again, the bedrooms to flat 2 would be most affected by this. That said, during the site visit, officers viewed the interior and exterior of the building and it was noted that the majority of the building appeared to receive reasonable levels of daylight. It is also notable that, despite the potential for overshadowing from adjoining properties, that a very large living room space, in addition to a dining room, would be provided to this unit, providing ample alternative habitable room space if required.

The listed status of the building is such that it does not easily lend itself to significant internal or external changes. Indeed, changes to the fenestration, to provide larger or

realigned windows, which could impact on its character and appearance would be totally unacceptable. Even to the rear, in the more modern part of the building, changes which alter the uniformity to the pattern of fenestration would impact on the character and appearance of the building and thus also the visual amenity of the conservation area.

Based on the information provided by the applicant and the constraints of the building, the lack of demand for office space in this location is accepted. Accordingly, if residential use of the premises was deemed unacceptable, this raises the question of what other uses might be appropriate in this location. The ongoing use of the listed building, which ensures its ongoing maintenance and upkeep, is considered preferable to the premises remaining empty for long periods of time.

On balance, given the listed status of the building and its town centre location, both of which bring about their own constraints, it is not considered that such an unacceptable living environment would be provided to future occupants that refusal could be justified.

In terms of the internal floorspace, the DCLG Technical Housing Standards - Nationally Described Space Standard (March 2015) sets out minimum internal space standards which must be achieved, relating to room sizes, ceiling height and internal floor space requirements. These requirements are reiterated in London Plan 2016 policy 3.5.

In total, the development proposes 2 x 1 bedroom 2-person units, 1 x 2-bedroom 3-person unit and 1 x 2-bedroom 4 person unit.

The above mentioned standards confirm that a minimum of 50m² internal floorspace must be provided for one-bedroom, two-person flats, 61m² for two-bedroom, three-person flats and 70m² for two-bedroom, four person flats. The standards also set out minimum acceptable room sizes for single and double or twin bedrooms, confirming that at least 7.5m² should be provided for the former and 11.5m² should be provided for the latter.

All units and rooms fully comply with the above mentioned standards.

With regard to amenity space the Council's SPD on Residential Layouts confirms that "developments should incorporate usable, attractively laid out and conveniently located garden space in relation to the flats they serve. It should be of an appropriate size, having regard to the size of the flats and the character or the area." It sets out minimum standards which should be achieved but goes on to state that "exceptions to garden space requirements will only apply in special circumstances such as the provision of small non-family housing, predominantly made up of 1 bedroom units, in town centres or the provision of small non-family housing above shops."

In this case, due to the nature of the site and its town centre location, it would not be feasible to provide amenity space by way of garden, terrace or balcony. Given the site's town centre location and the lack of family size units proposed, it is however considered that it would be reasonable to apply an exception in this instance, in accordance with the above mentioned guidance. This is typical of town centre sites such as this where provision of external space is not feasible and it is notable that other examples of similar development exist within the High Street. Indeed, planning permission (Ref: 1538/APP/2017/722) was granted for the change of use of upper floor office accommodation at nos. 6 and 6a High Street, to provide three residential units, earlier this year. That scheme similarly had no external amenity space. It is also notable that two parks, Fassnidge Park and Rockingham Recreation Ground, are located within 0.5 mile

walking distance from the site.

Whilst, due to the sensitive nature of the site some compromises would be necessary, overall it is considered that the development would provide a satisfactory living environment for future occupants such that the development would comply with the above mentioned planning policies.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Local Plan: Part 2 policies AM2 and AM7 seek to safeguard highway and pedestrian safety and ensure that developments do not have an adverse impact on the surrounding highway network. Policies AM14 and AM15 seek to ensure appropriate levels of car parking are provided.

In this instance no car parking is proposed for any of the units. Given the site's town centre location and its close proximity to Uxbridge Underground and bus stations, this is considered to be acceptable in this instance and the Council's Highway Engineer has, notably, raised no objections in this regard. Furthermore, the applicant has confirmed their willingness to enter into a legal agreement to ensure that future occupants cannot apply for residents parking permits.

At the request of the Highway Engineer a secure and covered cycle store is proposed, which would accommodate one cycle space per unit.

In view of the above, it is not considered that the development would lead to any unacceptable impact on the local highway network or increase in demand for parking spaces in the locality. The development is, accordingly, considered to comply with the above mentioned planning policies.

7.11 Urban design, access and security

Matters relating to urban design have been largely addressed in parts 7.03 and 7.07 of this report.

Limited external alterations would be made to the property, the exception being the reinstatement of casement windows to the front facing gables and the extension of an existing canopy on the side elevation to create cycle and refuse stores.

As mentioned previously, evidence suggests casement windows existed in the building during the 18th century and, accordingly, the proposed reinstatement of these would reflect the historic design of the building. It is not considered that the reintroduction of windows in this part of the building would detract from its character of appearance and the Council's Conservation Officer has notably raised no objections in this respect.

The extension and partial infilling of the canopy on the buildings south east elevation to create secure cycle and refuse stores would take place to a modern part of the building, accessed via an adjacent alleyway. No views would of it would be visible from the High Street and it would be viewed in context with the existing large and modern rear extension to the original building. Its design would be sympathetic to the character and appearance of the building and it is not considered that it would unduly detract from the setting of the listed building. The Council's Conservation Officer has similarly raised no objections to this aspect of the proposals.

With regard to security, in relation to residential development such matters are now covered by the Building Regulations and, as such, it is not considered that the requirement for a Secure by Design condition can be justified in this instance.

7.12 Disabled access

Level access to the building is provided by way of the existing entrance, which is accessed via the side passageway off the High Street. At ground floor level a modern lobby area provides access to stair and lift access to all floors.

The submitted Design and Access Statement confirms that new handrails and and colour contrasting stair nosings would be provided and that the lift would be refurbished. It goes on to confirm that the development would fully comply with Part M of the Building Regulations.

In light of the above the development is considered to comply with London Plan (2016) policy 7.2.

7.13 Provision of affordable & special needs housing

Not applicable to this scale of development.

7.14 Trees, landscaping and Ecology

Not applicable. The development comprises no external space and no nearby trees/landscape features would be affected by the proposals.

7.15 Sustainable waste management

A covered and secure refuse store would be provided, close to the main entrance. It is understood that the applicant has discussed appropriate provision with the Council's Waste Strategy Team and that the proposals reflect those discussions. Accordingly, the proposal is considered to comply with London Plan (2016) policy 5.17.

7.16 Renewable energy / Sustainability

Not applicable to this scale of development.

7.17 Flooding or Drainage Issues

Not applicable. No external works are proposed which would result in any increase in floorspace or hardstanding. Accordingly, given the nature of the proposals, it is not considered that there would be any increased flood risk as a result of the development.

7.18 Noise or Air Quality Issues

Local Plan: Part 2 policies OE3 and OE5 seek to ensure that developments do not create or experience unacceptable noise levels such that it would be detrimental to the amenity of existing or future occupants.

It is not considered that the residential use of the premises would cause such an increase in noise, over and above the existing office use, that it would unacceptably impact the amenity of adjoining occupants. Similarly, it is not considered that the adjoining commercial uses (predominantly offices) would cause such significant noise that it would be detrimental to the residential amenity of future occupants of the proposed units. Notably, the Council's Environmental Protection Officer has raised no objections subject to condition to ensure the development adheres to the relevant British Standard relating to internal noise. Accordingly, the development is considered to comply with the above mentioned policies.

7.19 Comments on Public Consultations

None received.

7.20 Planning obligations

Policy R17 of the Local Plan states that: 'The Local Planning Authority will, where appropriate, seek to supplement the provision of recreation open spaces, facilities to support arts, culture and entertainment facilities through planning obligations in conjunction with other development proposals.'

In this instance a planning obligations to restricts the use of the land by prohibiting occupation of any of the flats within the property by anyone holding a parking permit (including Council car park season tickets) is required.

The development would also be required to make a contribution towards the Mayoral and Hillingdon Community Infrastructure Levies.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should

consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

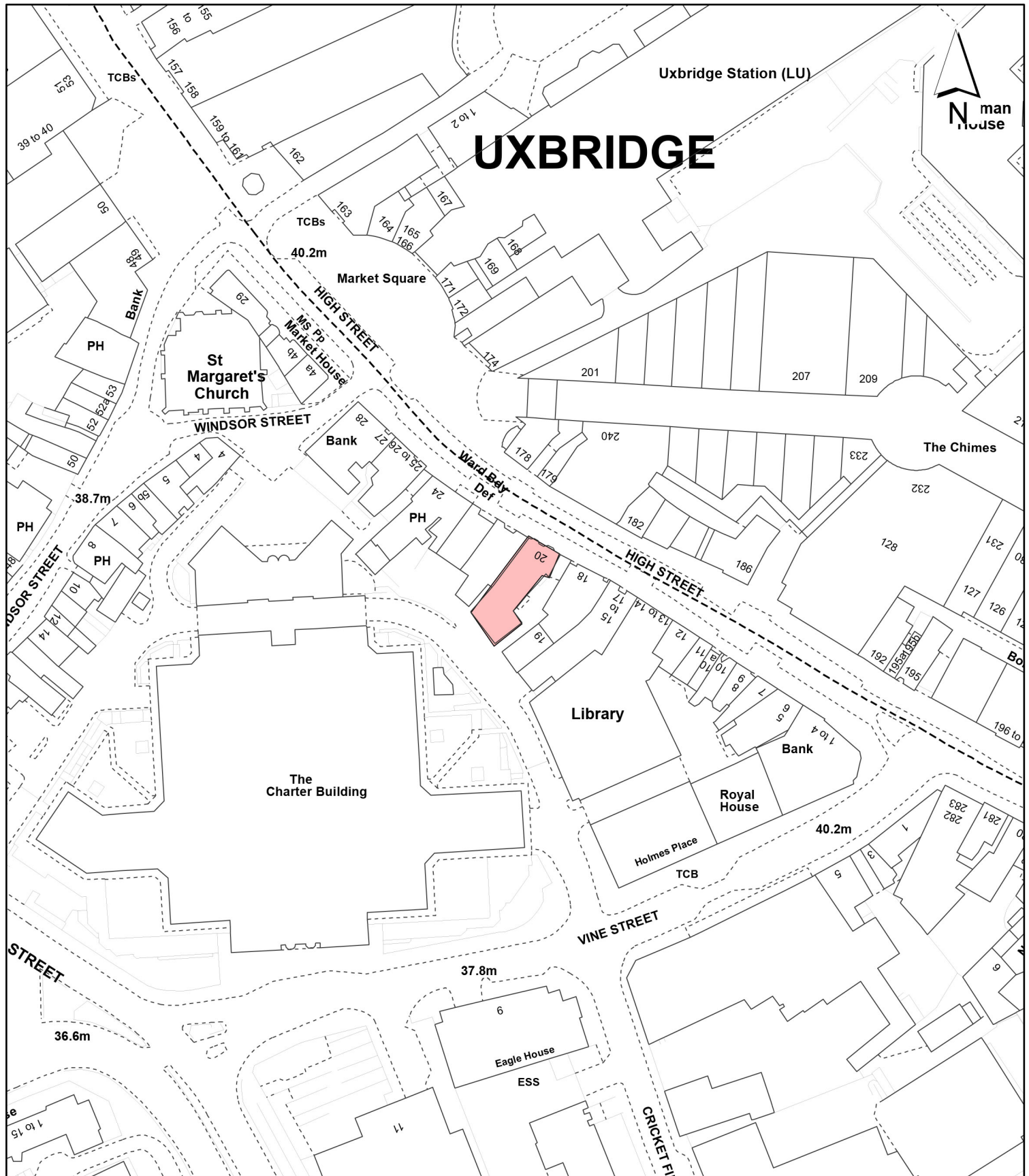
No objections are raised to the principle of the development in this instance. It is considered that the development would be in keeping with the character and appearance of the conservation area and the visual amenities of the listed building. Furthermore, it is not considered that it would have any significant detrimental impact on the amenities of adjoining occupants and that, on balance, an acceptable living environment would be created for future occupiers. No objections are raised on highway/parking or any other grounds. The development is, accordingly, considered to comply with relevant local, London Plan and national planning policies and guidance and, as such, approval is recommended.

11. Reference Documents

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)
National Planning Policy Framework
Hillingdon Supplementary Planning Document: Accessible Hillingdon
Hillingdon Supplementary Planning Document: Residential Layouts
Hillingdon Supplementary Planning Document - Planning Obligations

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Notes:



Site boundary

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Site Address:

**20 High Street
Uxbridge**

Planning Application Ref:

1337/APP/2018/946

Planning Committee:

Central & South

Scale:

1:1,250

Date:

October 2018

**LONDON BOROUGH
OF HILLINGDON**

**Residents Services
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