

## Report of the Head of Planning, Transportation and Regeneration

**Address** 31 FRITHWOOD AVENUE NORTHWOOD

**Development:** Change of use of the building from Use Class C1 (Hotels - currently a 12-bedroom bed and breakfast) to Use Class C2 (Residential Institution - 8-bedroom care home), involving a part two-storey, part single storey rear extension, and enlargement of roofspace.

**LBH Ref Nos:** 8032/APP/2018/2140

**Drawing Nos:** 0071-06 Rev F Proposed Ground & First Floor Plans  
0071-05 Rev E Existing Elevations  
0071-04 Rev E Existing Second Floor Plan  
0071-03 Rev E Existing Ground & First Floor Plans  
Covering Letter re amended plans dated 10-08-18  
0071-01 Rev E Location Plan/Block Plan  
0071-08 Rev F Proposed Elevations  
0071-02 Rev E Proposed Site Layout (Ramped Access)  
Planning Statement  
Arboricultural Impact Assessment December 2017  
Accessibility Statement  
0071-07 Rev F Proposed Second Floor Plans  
Method Statement (September 2018)  
Transport Statement December 2017

<b>Date Plans Received:</b>	29/05/2018	<b>Date(s) of Amendment(s):</b>	19/09/2018
<b>Date Application Valid:</b>	12/06/2018		10/08/2018
			21/09/2018
			29/05/2018

## 2. RECOMMENDATION

**REFUSAL for the following reasons:**

### 1 NON2 Non Standard reason for refusal

The proposed part two-storey, part single storey rear extension, by reason of the size, scale and bulk of the single-storey element, would not be visually subordinate to the original building, would not respect the composition of the original building and would result in a further loss of garden openness at the rear of the site. Therefore the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the Council's HDAS: Residential Extensions SPD.

## INFORMATIVES

### 1 I52 Compulsory Informative (1)

The decision to REFUSE 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**            153            **Compulsory Informative (2)**

The decision to REFUSE 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.

AM7	Consideration of traffic generated by proposed developments.
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
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE18	Design considerations - pedestrian security and safety
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
LPP 3.16	(2016) Protection and enhancement of social infrastructure
LPP 3.17	(2016) Health and social care facilities
NPPF- 8	NPPF-8 2018 - Promoting healthy and safe communities
NPPF- 12	NPPF-12 2018 - Achieving well-designed places

### **3. CONSIDERATIONS**

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

31 Frithwood Avenue is a substantial detached building that sits on a sloping site on a prominent corner bounded by Canterbury Close to the west and Frithwood Avenue to the South. The existing house is set away from the front boundary by approximately 20m. The site benefits from access to the rear, off Canterbury Close for car parking and bin storage. To the front is an area of lawn with 2 parking spaces and to the rear an area of patio and a car park with 3 parking spaces.

The existing house has been used as a 12 room guest house (Use Class C1), although it

is currently vacant. The surrounding area is characterised by a two and a half-storey residential dwelling set within generous grounds. The site is located adjacent to the Northwood - Frithwood Conservation Area. The site is subject to a Tree Preservation Order (TPO) 49.

### 3.2 Proposed Scheme

Planning permission is sought for the change of use of the building from Use Class C1 (Hotels - currently a 12-bedroom bed and breakfast) to Use Class C2 (Residential Institution - 8-bedroom care home), involving a part two-storey, part single storey rear extension, and enlargement of the roofspace.

The proposed ground floor extension would be 5.5m deep and 11.8m wide whilst the proposed first floor extension would be 2.66m deep and 4.37m wide. The existing rear dormer window would be extended, resulting in a 5.94m wide and 1m deep dormer. The existing front dormer would be extended from 0.36m deep to 0.86m deep

The building is currently vacant.

### 3.3 Relevant Planning History

8032/APP/2004/1904 31 Frithwood Avenue Northwood

RENEWAL OF PLANNING PERMISSION REF:8032/F/98/1853 DATED 14/07/1999 : ERECTION OF A PART TWO STOREY, PART SINGLE STOREY REAR EXTENSION, SINGLE STOREY SIDE EXTENSION AND FRONT PORCH EXTENSION TO GUEST HOUSE, INSTALLATION OF ON-SITE CAR PARKING AREA AND LANDSCAPING

**Decision:** 04-11-2004 Approved

8032/APP/2004/3228 31 Frithwood Avenue Northwood

PART CHANGE OF USE OF GROUND FLOOR (28m<sup>2</sup>) FROM CLASS C1 (GUEST HOUSE) TO CLASS D1(a) (NON-RESIDENTIAL) TO PROVIDE 1 CONSULTING ROOM FOR PHYSIOTHERAPY PRACTICE (INVOLVING DEMOLITION OF EXISTING KITCHEN)

**Decision:** 25-01-2005 Approved

8032/APP/2017/1671 31 Frithwood Avenue Northwood

Part two storey, part single storey side/rear extension, enlargement of roofspace involving alterations to elevations and change of use from Class C1 (Hotels) to Class C2 (Residential Institutions)

**Decision:** 08-09-2017 Withdrawn

8032/APP/2017/3739 31 Frithwood Avenue Northwood

Part two storey, part single storey rear extension, enlargement of roofspace involving alterations to elevations and change of use from a Bed and Breakfast (Use Class C1) to extra care facility comprising 13 units and an internal communal facility (Use Class C2) (Reconsultation)

**Decision:**

8032/APP/2017/4601      31 Frithwood Avenue Northwood

Part two storey, part single storey rear extension and conversion of roofspace to habitable use to include the repositioning and enlargement of the front dormer and the repositioning and enlargement of the rear dormer.

**Decision:**

8032/B/88/1682              31 Frithwood Avenue Northwood

Conversion of single family dwelling into 3 1-bed room flats & 1 3-bedroom flat

**Decision:** 08-02-1989    Approved

8032/C/88/2505              31 Frithwood Avenue Northwood

Change of use of single family dwelling to 4 self contained flats & assoc parking

**Decision:** 11-11-1988    Withdrawn

8032/E/89/2437              31 Frithwood Avenue Northwood

Change of use from single family dwelling unit to guest house

**Decision:** 07-06-1990    Approved

8032/F/98/1853              31 Frithwood Avenue Northwood

Erection of a part two storey, part single storey rear extension, single storey side extension and front porch extension to guest house, construction of on-site car parking area and landscaping

**Decision:** 14-07-1999    Approved

8032/PRC/2016/110        31 Frithwood Avenue Northwood

Redevelopment of 5 flats

**Decision:** 15-03-2017    PRM

8032/PRC/2017/26        31 Frithwood Avenue Northwood

Conversion to 17 room care home

**Decision:** 11-04-2017    OBJ

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

Planning application ref: 8032/APP/2017/1671 - 'part two storey, part single storey side/rear extension, enlargement of roofspace involving alterations to elevations and change of use from Class C1 (Hotels) to Class C2 (Residential Institutions). The application was recommended for refusal but was withdrawn by the applicant before a decision was made. The development would have provided 17 units to 14 units and this application includes a communal lounge.

Planning application ref: 8032/APP/2017/4601 was also submitted on 20/12/2017. This application was presented to North Planning Committee on 13/03/2018 with a resolution to refuse. The application is currently under appeal for non-determination (Planning Inspectorate ref: APP/R5510/W/18/3199718).

Planning application ref: 8032/APP/2017/3739 -'Part two storey, part single storey rear extension, enlargement of roofspace involving alterations to elevations and change of use from a Bed and Breakfast (Use Class C1) to extra care facility comprising 13 units and an internal communal facility (Use Class C2) (Reconsultation)'. The application is currently under appeal for non-determination (Planning Inspectorate ref: APP/R5510/W/18/3203314). The application was recommended for refusal for the following reasons:

1. The proposed two storey side/rear extension, by reason of its size, scale, bulk together with the size of the rear dormer would not be visually subordinate to the original building, would not respect the composition of the original building and would result in a further loss of garden openness particularly to the rear. Therefore the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

2. In the absence of a Section 106 legal agreement or unilateral undertaking securing a management plan and the use of the premise as a care facility, the proposal provides an indoor living area of an unsatisfactory size for the occupiers of the proposed units. The proposal therefore gives rise to a substandard form of living accommodation and fails to provide requisite accessibility requirements to the detriment of the amenities of future occupiers contrary to Policy 7.2 of the London Plan (2016), Policies BE19 and H7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

The current application has reduced the width of the ground floor extension and the depth of the first floor extension; the existing side extension would be removed. Whilst some alterations have been made to the previous scheme, it is considered that the current application does not adequately address the previous reason for refusal in regards to the rear extensions.

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

##### **UDP / LDF Designation and London Plan**

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

AM7 Consideration of traffic generated by proposed developments.

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
BE13	New development must harmonise with the existing street scene.
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BE23	Requires the provision of adequate amenity space.
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## 5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

## 6. Consultations

### External Consultees

Consultation letters were sent to 12 local owners/occupiers in July 2018. A site notice was also displayed. Two responses were received (summarised below):

- i) site notice had not been displayed
- ii) same size extensions although the number of bedrooms have been reduced
- iii) no lift
- iv) Canterbury Close is a cul-de-sac with a common private roadway.
- v) property situated near to the Northwood-Frithwood Conservation Area
- vi) 24/7 Care Home would lead to increased staff, noise disturbance
- vii) increased vehicle movements with occasional ambulances and minibuses
- viii) increase pressure on on-street parking, limited parking on site
- ix) increase in hardstanding, loss of landscaping and amenity space
- x) important to preserve the TPO tree in the front garden
- xi) an entrance ramp would be required

Neighbours were re-consulted in August 2018 following revised plans. Four responses were

received which re-iterated previous comments along with new comments (summarised below):

- a) application has been varied but no new site notice or notification of neighbours
- b) concerns over prevarication
- c) application is for 24 hour care support so want a cap on the number of overnight staff to no more than two, and a restriction from say 10pm to 6am of vehicle movements if possible.

Northwood Residents Association:  
No response received.

Ward Councillor:  
I confirm my request for this application to be called in to the North Planning Committee.

Ward Councillor:  
I would like planning application 8032/APP/2018/2140 17th Aug. 2018 to be brought to the Planning Committee please. This is the fourth application, which has been turned down on each application.

### **Internal Consultees**

Access Officer:

This proposal for a change of use from a 12 bedroom bed-and-breakfast to an 8 bedroom care home provides a detail with regards to accessibility and inclusion.

More detail should be submitted in respect of the type of care to be catered for. It would appear that the building would not be wheelchair accessible, and the quality of accommodation is at face value is considered to be not fit for purpose.

Further details should be submitted as part of an Accessibility Statement.

Officer comments:

Revised plans have been received which provide six wheelchair accessible bedrooms, wet rooms, a lift and an entrance ramp, along with an Accessibility Statement.

Access Officer:

These revised details and plans are now acceptable.

Adult Social Care:

The provider of this service has contacted the Council on a number of occasions recently in relation to this care home but Adult Social Care have no current use for the home, given its size and type of accommodation.

Additional comments:

Please can you send me some details of the provider. At present, there is no interest from the council to place people in residential care in this way. The details needed are which client group are being considered, ie. Learning disability, older people, children or mental health, who the provider is and is it going to be regulated.

Officer comments:

The Method Statement, setting out details of the provider, has been provided to Adult Social Care.

Floodwater Management Officer:

This is in an area which contributes to flooding of the nearby St Mays Avenue in Hertfordshire and will need to control surface water on site through any changes to the site and as the site is being extended.

Prior to commencement, a scheme for the provision of sustainable water management shall be submitted to, and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate how it, manages water and demonstrate ways of controlling the surface water on site by providing information on:

a) Suds features:

- i. incorporating sustainable urban drainage (SuDs) in accordance with the hierarchy set out in Policy 5.15 of the London Plan. Where the proposal does not utilise the most sustainable solution, justification must be provided,
- ii. calculations showing storm period and intensity and volume of storage required to control surface water and size of features to control that volume to Greenfield run off rates at a variety of return periods including 1 in 1 year, 1 in 30, 1 in 100, and 1 in 100 plus Climate change. This rate should be presented per hectare as well as the total for the whole site.
- iii. where it is intended to have above ground storage, overland flooding should be mapped, both designed and exceedance routes above the 100, plus climate change, including flow paths depths and velocities identified as well as any hazards, (safe access and egress must be demonstrated).
- iv. Where infiltration techniques (soakaway) a site investigation must be provided to establish the level of groundwater on the site, and to demonstrate the suitability of infiltration techniques proposed on the site. (This should be undertaken at the appropriate time of year as groundwater levels fluctuate).

b) Minimise water use.

- i. incorporate water saving measures and equipment.
- ii. provide details of how rain and grey water will be recycled and reused in the development.

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

- i. Provide a management and maintenance plan ii Include details of Inspection regimes, performance specification, (remediation and timescales for the resolving of issues where a PMC).
- ii. Where overland flooding is proposed, the plan should include the appropriate actions to define those areas and actions required to ensure the safety of the users of the site should that be required. iii. Clear plans showing all of the drainage network above and below ground. The responsibility of different parties such as the landowner.

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

## REASON

To ensure that surface water run off is controlled to ensure the development does not increase the risk of flooding contrary to: Policy EM6 Flood Risk Management in Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012), Policy 5.12 Flood Risk Management of the London Plan (March 2016) and

To be handled as close to its source as possible in compliance with Policy 5.13 Sustainable Drainage of the London Plan (March 2016), and Conserve water supplies in accordance with Policy 5.15 Water use and supplies of the London Plan (March 2016). National Planning Policy Framework (March 2012), and the Planning Practice Guidance (March 2014).

## Highways:

The site is situated within a residential catchment in Northwood and is a substantial detached property located on a corner plot at the junction Frithwood Avenue and Canterbury Close. It has been utilised as a Bed and Breakfast (C1) facility consisting of 13 bedrooms with a hard-standing parking area to the front and rear of the premises. Frithwood Avenue is encompassed within a Controlled Parking Zone (CPZ) operating between 1pm and 2pm Monday to Friday but Canterbury Close is excluded from the zone. The address is located approximately 15 minutes from the nearest main shopping area and underground station (Northwood station) with an approximate 5-minute walk to



the nearest bus stop. However the official public transport accessibility level (PTAL) for the site equates to 1-2 which is considered as low.

#### 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.

There are currently 5 parking spaces that serve the C1 use with 2 spaces located on the frontage and 3 to the rear accessed from Canterbury Close. This quantum is proposed to be retained but with the inclusion of 2 disabled spaces.

The proposed C2 use would demand up to 4 on-site parking provisions in order to accord with the Council's parking standard. The standard is based on a 'level of care' provision of 1 staff member per 3 residents. This 'level of care' assumption tallies with the proposal which suggests a maximum staffing level of up to a '7 staff attendance per shift' of which approximately 40- 50% would travel to and from the site by means other than by 'single occupancy' private motor vehicle journeys. In practise this would equate to 3-4 staff members travelling by private motor vehicle during any one shift period. This is considered a reasonable assumption based on Care Home staff profiles and established travel databases for comparable C2 uses in other locations.

The level of proposed on-site provision therefore marginally exceeds the Council's parking standard as it now also includes 2 disabled compliant spaces situated on the frontage which may also be usefully utilised for short term ambulance parking when required. As the PTAL rating for the address is considered as low, this higher on-site provision is broadly welcomed as it will help discourage extraneous on-street parking to the benefit of the local highway network and community.

#### Cycling Provision

In terms of cycle parking there should be a provision of at least 1 space secure and accessible space per 2 staff equating to 4 spaces in order to conform to the adopted minimum borough cycle parking standard. This calculation is based on a maximum of 7 staff per shift of a total of 13 enrolled staff (covering a 24 hour period). A suitable cycle store accommodating 4 cycle spaces has been depicted on-plan and is located to the side of the building which conforms to the Council's requirements.

#### Access Arrangements/ Internal Layout

There are two existing carriageway crossings emerging onto Canterbury Close which serve as vehicular access points to the front and rear of the address. These are to remain without alteration which is considered acceptable given the level and proposed arrangement of on-site parking provisions.

In parking layout terms there is conformity to the design principles contained within the Department for Transport's - Manual for Streets (MfS) (circa 2007) best practice document for new development road and parking layouts. This is welcomed as the frontage layout also allows for the arrival and departure of ambulances and service vehicles on an 'as and when' basis without impedance with vehicles being able to enter and leave the site in a forward gear which is the recommended practice on highway safety grounds.

There is conformity to the relevant visibility sight-line requirements at both access locations, in accord with MfS guidelines hence there are no envisaged highway safety related implications associated with this redevelopment.

On the above premise the arrangement of parking provision and internal road layout are considered acceptable within the design context.

### Trip Generation

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policy requires the Council to consider whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

On the basis of vehicle trip generation database evidence from established sources such as TRICS and TRAVL, it is expected that general activity would be relatively low given the 'dormant' nature of this type of C2 use.

A review of the TRICS database throughout the day time confirms the low use profile with an expected 'peak' mid-morning two-way movement of up to 4 vehicles with negligible activity for the remainder of the day. It is therefore considered that this level of trip generation can be absorbed within the local road network without notable detriment to traffic congestion and road safety.

### Operational Refuse Requirements

Refuse collection from the rear of the site envelope will continue via Canterbury Close. A satisfactory bin store location in proximity of the public highway has been depicted on plan and therefore conforms to the appropriate refuse 'collection distance' standard. There are no further observations.

### Construction Logistics Plan (CLP) and Phasing Regime

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

### Conclusion

The application has been reviewed by the Highway authority who are satisfied that 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).

### Trees/Landscape Officer:

This site is occupied by a large detached house on a tight corner plot at the junction of Canterbury Close and Frithwood Avenue. The house has been used as a small hotel which has had a detrimental effect on the area due to the associated loss of garden space for car parking. The conifer on the front lawn is protected by TPO 49 (T38 on the schedule).

The site has been the subject of several recent applications including application ref. 2017/4601 which was withdrawn. A tree report by Tamla Trees has assessed the condition and value of 7 individual trees, a small tree group and a hedge on, or close to the site. There are no 'A' grade trees. One 'B' grade tree, T6 an offsite eucalyptus, will be retained. The remaining trees are relatively poor (C grade) trees with a short useful life expectancy. According to the Tamla report, T1-5 will be removed to facilitate the development. T1 on the Tamla survey is the protected tree, T38 on the TPO.

The current layout shows an amended car park in the front garden with the T38 retained, however, the parking space has been extended slightly towards the protected cypress - well within the root protection area. In my view it would be more sustainable to remove the protected tree (of poor quality) and plant a replacement specimen within the front lawn where it will have space to establish and develop - as part of a comprehensive landscape plan.

The car parking to the rear continues to occupy an exceptionally large area of hard surfacing. This is due in part to the relatively narrow access from the road which is on the bend. The external amenity areas remain disproportionately small for the size of the building, however the external arrangement will be little different to the current arrangement.

In order to satisfy policy BE23 and BE38 a landscape proposal should ensure that the site is both functional and attractive for its residents - and it should contribute to the character and appearance of the wider residential area.

No objection subject to conditions RES9 (parts 1, 2, 4 and 5)

## **7. MAIN PLANNING ISSUES**

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

The proposal is for the conversion of a twelve-bed bed and breakfast (Use Class C1) to an eight-bed care home). The Planning Statement (May 2018) and the Method Statement (March 2018), submitted as part of this application, state that the proposed care home would be regulated and will care for tenants with Mental Health, Young Onset Dementia and Dual Diagnosis impairments; some may also have secondary impairments such as a learning disability and or other physical health issues. Individuals will be provided essential care and support.

Policy 3.16 (Protection and enhancement of social infrastructure) of the London Plan (2016) seeks to provide social facilities which are accessible for all sections of the community, including disabled and older people. Policy 3.17 (Health and social care facilities) of the London Plan (2016) supports the provision of health and social care facilities. Extra care accommodation is defined within the 2017 Draft London Plan as self-contained residential accommodation and associated facilities, designed and managed to meet the needs and aspirations of older people, and which provides 24-hour access to emergency support. A range of facilities are normally available such as a residents' lounge, laundry room, a restaurant or meal provision facilities, classes, and a base for health care workers. Domiciliary care will be available to varying levels, either as part of the accommodation package or as additional services which can be purchased if required.

The applicant has submitted supporting information relating to the type of care provided. The 'eligibility criteria' includes care provided for those with dual diagnosis mental health issues (which could include drug/alcohol/gambling addiction) who reside in 'self contained flats'. Further information provided notes that to be eligible for this type of care, the individual must be over the age of 18, must have the means to pay rent or be eligible for housing benefit. Within the same document, it discusses the need to provide accommodation that allows elderly people to remain independent and remain in their own homes for as long as possible with the right care package.

The proposed care home would comprise of eight bedrooms with en-suites, an office, additional wet rooms/bathrooms, storage space and a kitchen/dining/lounge/communal area. The principle of the change of use from a Bed and Breakfast (Use Class C1) to an Extra Care facility (Use Class C2) is considered to be acceptable subject to a condition ensuring that the property remains within Use Class C2.

Policy H10 of the Hillingdon Local Plan - Saved UDP Policies (November 2012) states that proposals for the change of use to provide accommodation for people in need of care (eg nursing homes, residential care homes or sheltered housing schemes) would normally be expected to -

- Be conveniently located for local shops, services and public transport
- Comply with the council's car parking standards and amenity guidelines, and
- In relation to sheltered housing, have regard to recommendations on design issues

The application site is located approximately 15 minutes from the nearest main shopping

area and underground station (Northwood station) with an approximate 5 minute walk to the nearest bus stop. It is therefore considered that the proposed use as a care home would be acceptable as local shops, services and public transport can be accessed from the site. In regards to car parking, amenity and design, these issues have been discussed elsewhere in this report.

The proposal therefore complies with Policies 3.16 and 3.17 of the London Plan (2016) and Policy H10 of the Hillingdon Local Plan - Saved UDP Policies (November 2012).

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

Not applicable to this application.

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

The site is located approximately 30m east of the Northwood - Frithwood Conservation Area. Policy BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to protect conservation areas from inappropriate development.

It is considered that the proposed works to the building and the change of use to a care home would not cause harm to the character and appearance of the Northwood - Frithwood Conservation Area, and so complies with BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

#### **7.04 Airport safeguarding**

Not applicable to this application.

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

Not applicable 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 developments to harmonise with the existing street scene and other features of the area that are considered desirable to retain or enhance. Policy BE15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) require alterations and extensions to harmonise with the scale, form, architectural composition and proportions of the original building.

Policy BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to ensure that new development within residential areas complements or improves the amenity and character of the area.

Though the site is not situated within a Conservation Area, the immediate area is characterised by large family dwellings with generous landscaping to the front and large gardens to the rear. This site is situated on a prominent slope and is bounded by Frithwood Avenue to the south and Canterbury Close to the west and north. To the rear is an area of hardstanding accessed from Canterbury Close which is used for car parking. The proposal is for extensions to the building and internal alterations to provide an eight-bedroom care home.

The existing conservatory and rear/side extension would be removed and replaced with a part single storey and part two-storey rear extension. The extension would be set in 2.8m from the neighbouring property, 33 Frithwood Avenue, which assists in reducing the impact on the neighbouring property. The single storey element of the rear extension would extend across the full width of the rear of the property and has been reduced in depth from the previous application (from 6m to 5.5m).

Given that the extension extends along the full width of the building, the proposed extension would create a large infill on the corner of the site along Canterbury Close. Due to the small reduction in depth, it is considered that the proposed extension would not appear as a subordinate addition to the building when viewed from Canterbury Close. The infilling of the corner would also reduce the amount of rear amenity space resulting in a further loss of garden openness.

The first floor element of the rear extension has been reduced in depth and would appear as a subordinate addition to the property.

The proposed increase in depth of the existing front dormer window is considered to be acceptable and would not have a detrimental impact on the appearance of the building. The extended rear dormer at the rear of the building would be set in from the sides by over 1m so would be a subordinate addition to the roof space.

Overall it is considered that the single-storey element of the proposed rear extension would not be acceptable in terms of its size, scale and bulk and so the proposal would not comply with Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

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

Policies BE20 and BE21 of the Hillingdon Local Plan - Saved UDP Policies (November 2012) and the Council's HDAS: Residential Layouts SPD seek to ensure that new buildings and extensions maintain and allow adequate levels of daylight and sunlight to penetrate into and between them.

Policy BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) requires developments to protect the privacy of neighbouring dwellings. Furthermore, Paragraph 6.12 of the Council's HDAS: Residential Extensions SPD requires a 21m separation distance between habitable rooms to ensure no loss of privacy would occur.

The proposal is not considered to result in unacceptable levels of sunlight/daylight to the proposed care home or to neighbouring properties. There would not be an issue of loss of privacy or overlooking of properties located opposite the site due to separation distances of over 21m. There would also not be an issue of overlooking from windows on the rear of the building as properties on Canterbury Close are over 21m away. No additional side windows are proposed and there would be no change to the existing situation.

The proposal therefore complies with Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Council's HDAS: Residential Extensions SPD.

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

The proposal would provide eight bedrooms; two rooms at ground floor level, four rooms at first floor level and two rooms at second floor level. Communal space would be located on the ground floor where they would be better accessed and activated.

As this application falls under Use Class C2, there are no policy standards governing unit sizes, internal layout, outlook and living conditions. Notwithstanding this, the proposed rooms would vary in size from 20.6sqm to 34.8sq.m, thereby providing adequate space for residents.

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

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan

Policies (November 2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

On the basis of vehicle trip generation database evidence from established sources such as TRICS and TRAVL, it is expected that general activity would be relatively low given the 'dormant' nature of this type of C2 use.

A review of the TRICS database throughout the day time confirms the low use profile with an expected 'peak' mid-morning two-way movement of up to 4 vehicles with negligible activity for the remainder of the day. It is therefore considered that this level of trip generation can be absorbed within the local road network without notable detriment to traffic congestion and road safety.

The proposal would therefore comply with Policy AM7 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012).

Policy AM14 states that new development will only be permitted where it is in accordance with the Council's adopted Car Parking Standards.

The application site is located on the corner of Frithwood Road and Canterbury Close. Frithwood Avenue is encompassed within a Controlled Parking Zone (CPZ) operating between 1pm and 2pm Monday to Friday but Canterbury Close is excluded from the zone. The property is located approximately 15 minutes from the nearest main shopping area and underground station (Northwood station) with an approximate 5-minute walk to the nearest bus stop. However the public transport accessibility level (PTAL) for the site equates to 1-2 which is considered as low.

The proposed development would be provided with five parking spaces. Two parking spaces would be located on the driveway at the front of the site; one of these spaces would be a disabled space. Three parking spaces would be located at the rear of the site; one of these spaces would be a disabled space whilst one parking space would be able to accommodate an ambulance/minibus.

The Council's Car Parking Standards would require four parking spaces for the proposed eight bedroom care home (Use Class C2). The standard is based on a 'level of care' provision of 1 staff member per 3 residents. This 'level of care' assumption tallies with the proposal which suggests a maximum staffing level of up to a '7 staff attendance per shift' of which approximately 40- 50% would travel to and from the site by means other than by 'single occupancy' private motor vehicle journeys. In practise this would equate to 3-4 staff members travelling by car during any one shift period. This is considered a reasonable assumption based on Care Home staff profiles and established travel databases for comparable C2 uses in other locations.

The Council's Highways Engineer has assessed the application and considers that the proposed five on-site parking spaces would be acceptable. As the area has a low PTAL rating of 1-2, the proposed on-site provision will help discourage extraneous on-street parking to the benefit of the local highway network and community.

The proposal would retain the two existing vehicle crossovers from Canterbury Close and would provide adequate visibility sight-lines for vehicles to safely enter and exit the site. The parking layouts would allow for the arrival and departure of ambulances and service

vehicles on an 'as and when' basis without impedance.

In regards to cycle parking there should be a provision of at least one secure and accessible space per two staff; based on a maximum of 7 staff per shift of a total of 13 enrolled staff (covering a 24 hour period) 4 cycle spaces would be required. A cycle store for four cycles would be provided in the front at the side of the building; this is considered to be acceptable and further details of the cycle store can be provided by way of a condition on any consent granted.

The proposal would therefore comply with Policy AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

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

Urban design:

See Section 7.07 of this report.

Access and security:

The proposed care home would provide 24 hour care with overnight staff to ensure the proposed care home is suitably safe and secure for care home residents.

#### **7.12 Disabled access**

The proposal would provide eight bedrooms with en-suites, of which six would be wheelchair accessible. Two wheelchair accessible bedrooms with individual wet rooms would be provided on the ground floor along with two additional wet rooms. On the first floor would be four wheelchair accessible bedrooms with individual wet rooms. A lift from the ground floor to the first floor would be provided. The second floor would comprise of the remaining two bedrooms which would have en-suites. The proposal would provide two disabled parking spaces.

The Council's Access Officer considers the proposed development to be acceptable.

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

The principle of the change of use of the site from a bed and breakfast (Use Class C1) to a care home facility (Use Class C2) has been discussed in Section 7.01 of this report.

#### **7.14 Trees, Landscaping and Ecology**

Policy BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states, amongst other things, that development proposals will be expected to retain and utilise topographical and landscape features of merit.

The site is subject to a Tree Preservation Order (TPO) 49, with a protected tree (T38) located within the front garden; it is noted that the protected tree is of poor quality.

The Council's Trees and Landscape Officer considers that it would be more sustainable to remove the protected tree (of poor quality) and plant a replacement specimen within the front lawn where it will have space to establish and develop, as part of a comprehensive landscape plan. Notwithstanding this, the proposed development would not have a significantly detrimental impact on the visual amenity of the site.

Subject to a landscaping condition to be added to any consent granted, the Council's Trees and Landscape Officer has no objection to the proposed development

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

Refuse storage would be provided within the parking area at the rear of the site and the refuse would be collected from Canterbury Close. The location of the refuse storage is

acceptable and would be within the standard refuse collection distance. The refuse storage area would need to be covered and secure; details of the refuse store can be provided by way of condition on any consent granted.

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

Not applicable to this application.

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

Policy EM6 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) states that the principles of sustainable drainage should be used in any development which should seek to manage storm water as close to its source as possible.

The application site is located within an area which contributes to flooding of the nearby St Mays Avenue in Hertfordshire and will need to control surface water on site through any changes to the site and as the site is being extended.

The Council's Floodwater Management Officer has assessed the application and has no objection subject to a sustainable water management condition to be added to any consent granted.

The proposal therefore complies with Policy EM6 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012).

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

The proposed change of use from a hotel (Use Class C1) to a care home (Use Class C2) would not lead to unacceptable levels of noise or impact on air quality.

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

Two responses were received during the first public consultation, regarding the provision of a site notice, the size of the extensions and the number of bedrooms. The site notice was displayed in front of the site. The impacts of the proposed extensions and the number of bedrooms have been discussed elsewhere in this report.

Four responses were received during the second public consultation regarding re-consultation and restrictions in relation to the proposed 24 hour care support. In regards to notifying residents of the amended plans, letters were sent to residents as per statutory requirements.

Given that the facility is to provide 24 hour care support, it has been suggested that there is a cap on the number of overnight staff to no more than two and a restriction on vehicle movements between 10pm to 6am. The method statement submitted as part of the application states that the nature of the care provided is flexible depending on the individual needs of residents, and so staffing levels vary depending on requirements. However, the method statement anticipates that overnight staffing levels would not exceed two members of staff, and so a condition capping the number of overnight staff and restricting vehicle movements at night is not considered appropriate in this instance.

#### **7.20 Planning Obligations**

Not applicable to this application.

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

Not applicable to this application.

#### **7.22 Other Issues**

None



## **8. Observations of the Borough Solicitor**

### General

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

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

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

### Planning Conditions

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

### Planning Obligations

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

### Equalities and Human Rights

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

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

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

## 9. **Observations of the Director of Finance**

Not applicable to this application.

## 10. **CONCLUSION**

Planning permission is sought for the change of use of the building from Use Class C1 (Hotels - currently a 12-bedroom bed and breakfast) to Use Class C2 (Residential Institution - 8-bedroom care home), involving a part two-storey, part single storey rear extension, and enlargement of the roofspace.

There is no objection to the principle of a change of use of the building from a Bed and Breakfast (Use Class C1) to an Extra Care facility (Use Class C2). The proposed care home would provide adequate facilities for future residents, would provide acceptable levels of on-site parking and would not have a detrimental impact on the highway.

However, the proposed rear extension, due to the size, scale and bulk of the single-storey element, would not be a subordinate addition to the building, increasing the built-up appearance and reducing the garden openness at the rear of the site.

The proposed development therefore fails to comply with Policies BE13, BE15 and BE19 of the Hillingdon Local Plan - Saved UDP Policies (November 2012) and the Council's HDAS: Residential Extensions SPD.

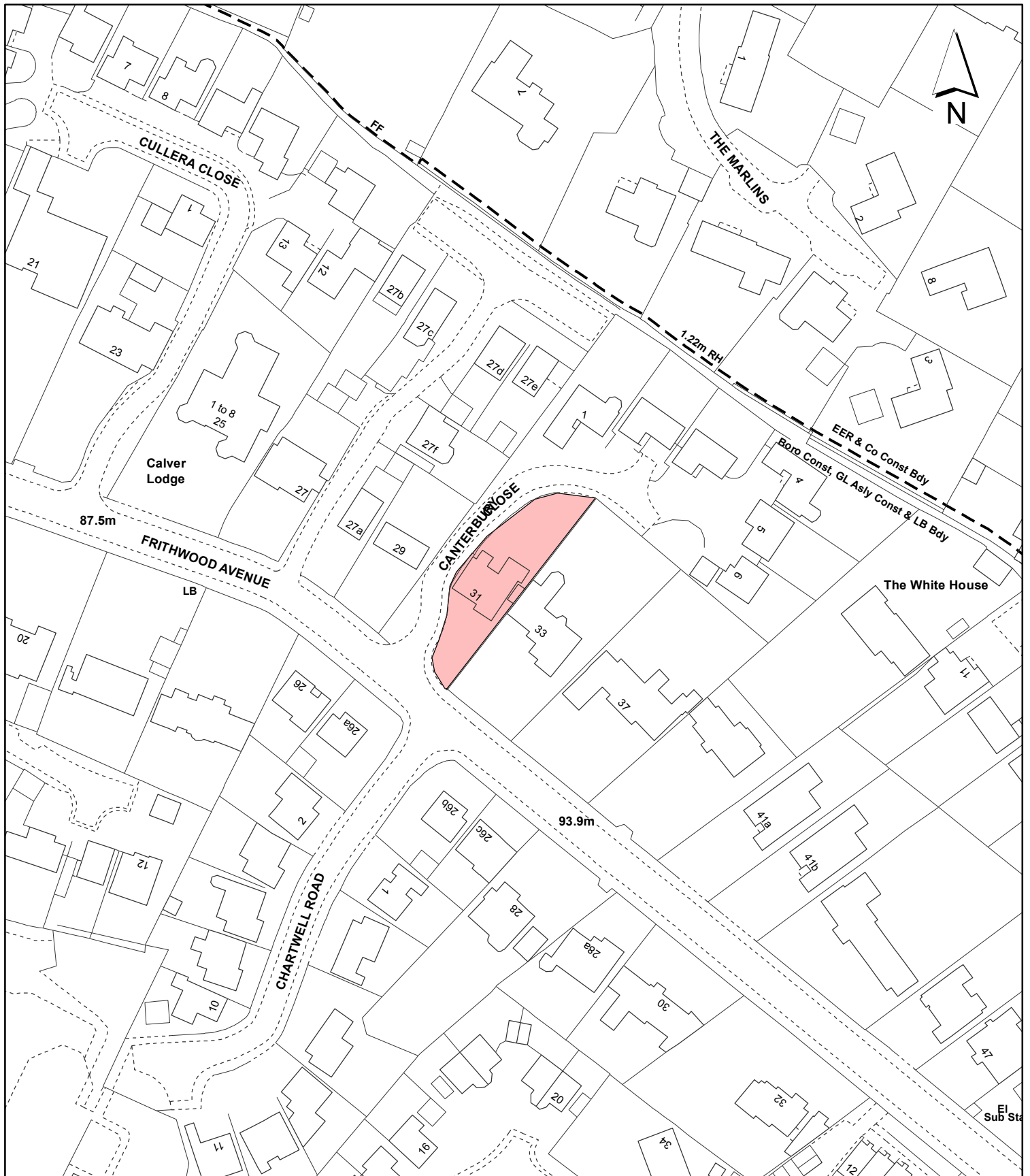
The application is recommended for refusal.

## 11. **Reference Documents**

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)  
London Plan (2016)  
National Planning Policy Framework (July 2018)

**Contact Officer:** Katherine Mills

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**Notes:**

 Site boundary

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Site Address:

**31 Frithwood Avenue**

Planning Application Ref:  
**8032/APP/2018/2140**

Planning Committee:  
**North**

Scale:  
**1:1,250**

Date:  
**October 2018**

**LONDON BOROUGH OF HILLINGDON**  
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