

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

**Address** UXBRIDGE MORTUARY KINGSTON LANE HILLINGDON

**Development:** Proposed two single storey side and rear extension to existing Mortuary Building, relocation of existing rooftop plant, new rooftop plant, shielding housing for rooftop plant, installation of roof canopy, installation of 1100mm high safety railing to the rooftop, relocation of the fence and associated works.

**LBH Ref Nos:** 13102/APP/2019/3950

**Drawing Nos:** T Taylor, via email  
M9805-HUN-DR-02-0001-SiteLocationPlan Rev. XC  
M9805-HUN-DR-02-0003-ExistingPlan Rev. XC  
TH2270 Arboricultural Impact Assessment, Method Statement & Tree Protection Plan 30th January 2020  
M9805-HUN-DR-02-0004-ExistingElevations Rev. XC  
M9805-HUN-DR-02-0005-ProposedSitePlan Rev. XE  
M9805-HUN-DR-02-0010 Rev. XE  
M9805-HUN-DR-02-0030 Rev. XE  
M9805-HUN-DR-02-0031 Rev. XC  
Drawing Register and Issue Sheet  
M9805-HUN-RP-02-0002-XC  
M9805-HUN-DR-02-0020 Rev. XC

**Date Plans Received:** 09/12/2019      **Date(s) of Amendment(s):** 31/01/2020  
**Date Application Valid:** 13/12/2019

### 1. SUMMARY

This application seeks planning permission to erect two single storey side and rear extensions to the existing Mortuary Building, relocation of existing rooftop plant, new rooftop plant, shielding housing for rooftop plant, installation of roof canopy, installation of 1100mm high safety railing to the rooftop, relocation of the fence and associated works.

The application site is located within the Metropolitan Green Belt and proposed extensions to an existing building would fall under the exception of the NPPF (2019), Paragraph 145, part b. It is recognised that the Uxbridge Mortuary is considered as an ancillary facility to the adjacent cemetery which conducts post-mortem examination on behalf of Her Majesty's Coroner for West London, providing storage, examination, retention and disposal of the deceased for both Hillingdon and Ealing Boroughs. However, it has been evident that for the past 4-5 years, population growth has impacted on the overall function of the mortuary building, resulting in the need for additional space. This has subsequently resulted in delays conducting post mortem examinations and the resultant distress this causes for families.

In addition, the conditions proposed as part of this application seek to secure an uplift in tree planting to offset the removal of 7 existing trees that are proposed to be removed.

The proposal is considered to accord with the NPPF (2019) and Policy DME1 4 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

This application is recommended for approval, subject to the expiration of the public consultation, and no new issues, not considered within this report being raised.

## **2. RECOMMENDATION**

**That delegated authority be given to the Head of Planning, Transportation and Regeneration to Approve planning permission, after the expiry of the consultation period (20th Feb 2020) and no new or substantive comments having been received on the proposals.**

### **1 SP01 Council Application Standard Paragraph**

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

### **2 COM3 Time Limit**

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

### **REASON**

To comply with Section 91 of the Town and Country Planning Act 1990.

### **3 COM4 Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers

TH2270 Arboricultural Impact Assessment, Method Statement & Tree Protection Plan  
30th January 2020

M9805-HUN-DR-02-0020 Rev. XG

M9805-HUN-DR-02-0010 Rev. XE

M9805-HUN-DR-02-0030 Rev. XB

M9805-HUN-DR-02-0031 Rev. XC

M9805-HUN-RP-02-0002-XC

M9805-HUN-DR-02-0004-Existing Elevations Rev. XD

M9805-HUN-DR-02-0003-Existing Plan Rev. XD

M9805-HUN-DR-02-0001-Site Location Plan Rev. XD

M9805-HUN-DR-02-0005-Proposed Site Plan Rev. XE

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 Local Plan: Part 2 - Development Management Policies (2020).

### **4 COM9 Landscaping (car parking & refuse/cycle storage)**

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

#### **1. Details of Soft Landscaping**

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

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

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

where appropriate

1.d Schedule of works to deliver 15 replacement trees on land within the control of the applicant within the vicinity of the site.

2. Details of Hard Landscaping

2.a Means of enclosure/boundary treatments

2.b Hard Surfacing Materials

2.c External Lighting

3. Details of Landscape Maintenance

3.a Landscape Maintenance Schedule for a minimum period of 5 years.

3.b Proposals for the replacement of any tree, shrub, or area of surfacing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.

4. Schedule for Implementation

Thereafter the development shall be carried out and maintained in full accordance with the approved details.

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies DMHB 11, DMHB 14 and DMT 6 of The Local Plan: Part 2 - Development Management Policies (2020) and The London Plan - Consolidated With Alterations (2016).

**5 COM10 Tree to be retained**

Trees, hedges and shrubs shown to be retained on the approved plan shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority. If any retained tree, hedge or shrub is removed or severely damaged during construction, or is found to be seriously diseased or dying another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs'

Remedial work should be carried out to BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with policy DMHB 14 of the Hillingdon Local Plan: Part Two (Jan 2020) and to comply with Section 197 of the Town and Country Planning Act 1990.

## **6 NONSC External noise from machinery, extract/ventilation ducting**

The external noise level emitted from plant, machinery/ equipment will be lower than the lowest existing background noise level by at least 10 dBA, as assessed according to BS4142:2014 at the nearest and/or most affected noise sensitive premises, with the machinery operating at maximum capacity.

### **REASON**

To safeguard the amenity of the surrounding area in accordance with Policy DMHB 11 of the Hillingdon Local Plan: Part 2 (Jan 2020).

## **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 Local Plan Part 1 (2012) and Hillingdon Local Plan Part 2 (2020) 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.

DMEI 4	Development on the Green Belt or Metropolitan Open Land
DMHB 11	Design of New Development
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
LPP 7.16	(2016) Green Belt
NPPF- 13	NPPF-13 2018 - Protecting Green Belt land
NPPF- 2	NPPF-2 2018 - Achieving sustainable development

### **3 I70 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, 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.

### **4**

The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.

### **3. CONSIDERATIONS**

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

The application site is a single storey building with on-site car parking to the front. The existing building comprises of a combination of brick and render exterior with flat roofs. The site is enclosed with an existing security fence around the boundary of the site. Access to the site, pedestrian or vehicular, is only permitted with authorisation.

The site is located to the east of Kingston Lane. Towards the west of the site, is the campus of Brunel University and on the immediate north and east is Hillingdon cemetery. On the south side is the Brunel University Playing Fields. Landscaping is present along the site boundary adjoining neighbouring properties. The nearest residential dwelling is approximately 65m away north-west to the site. In general, the nature of the site is quite isolated, enclosed and unique as it is located in close proximity to Hillingdon Hospital and cemetery.

The site is located within an Air Quality Management Area and the Green Belt.

#### **3.2 Proposed Scheme**

The proposed scheme of the development includes:

- Erecting two single storey side and rear extension to existing Mortuary Building
- Installation of an additional new rooftop plant
- Relocation of existing front rooftop plant to the central/rear rooftop
- Installation of two 2.4m high shielding house to screen the rooftop plant
- Installation of roof canopy to the Entrance (Bodies)
- Installation of 1.1m high safety railing to the rooftop
- Relocation of the north side of the fence line by 2.5m and change into hard standing area
- Removal of 7 trees (2 of which are already dying/dead)
- Planting of 4 new trees and pre-grown hedges along the existing green palisade fencing to the front elevation

The new extensions are proposed in grey brick, grey windows and door frames. The existing building is currently 252.7sqm in size and the proposed extension will increase the overall floor space to 403.2sqm, which equates to a 60% increase of the existing footprint.

The mortuary currently conducts post-mortem examination services for the London Boroughs of Hillingdon and Ealing. The purpose of the extension is to create a training facility and a negative pressure post-mortem room for contaminated bodies. The need for the extension is due to the increasing population of West London leading to the increase demand, storage space and post-mortem examination services required.

At the time of the officer's site visit, a shipping container was located to the north side of the building to provide additional storage because of the constraints that exist with the existing building.

The applicant has submitted a statement concerning the need for the proposed. This states that the number of cases that have come into the care of the mortuary from the London Boroughs of Ealing and Hillingdon has risen consistently over the last 4-5 years and during this time in addition to the permanent capacity the service as supplemented

storage by hiring temporary units at a significant cost to the council.

Due to the additional temporary refrigeration, the service no longer has a viewing suite for families to attend and view their loved one. The proposed extension will provide a dedicated facility to meet this need, affording families a final opportunity to say goodbye. The additional space from building the extension will increase our capacity from 40 to 75 which will include obese spaces and the option of accepting baeriatric cases which currently need to be sent offsite, at an additional cost to the council.

An increase in the size of the post mortem suite increases our capability of performing post mortems on a daily basis to ensure cases are expedited and returned to their families as soon as possible which is especially important in some religions. The increased space will also include a separate area for high risk cases which there is currently no provision for in this Borough.

The service also facilitates forensic post-mortems on behalf of the West London Coroner and Metropolitan Police Service, under the Police and Criminal Evidence Act 1984. Currently examinations are scheduled around routine post-mortems. The extension will ensure that both forensic and routine cases can be expedited simultaneously due to the addition of a separate post-mortem suite.

All Anatomical Pathology Technologists based in both public and hospital mortuaries need to complete a level 3 Diploma in Anatomical Pathology Technology, awarded by the Royal Institute of Public Health, currently this training is only on offer in the North of the country and is classroom based. The additional space at Uxbridge Mortuary will allow us to conduct training on site which can be a mixture of classroom based and practical training, which is currently not offered elsewhere. The service will also be able to offer training for our colleagues within the Police, Ambulance and fire services, which we have been inundated with requests for.

### 3.3 Relevant Planning History

13102/A/83/1024                      The Mortuary Kingston Lane Hillingdon

Erection of a concrete store shed for storing materials and cleaning equipment

**Decision:** 05-08-1983    ADH

13102/APP/2007/3025              Kingston Lane Hillingdon Adjacent To Hillingdon And Uxbridge Ceme  
CONSTRUCTION OF A NEW BUS LAY-BY FACILITY.

**Decision:** 04-01-2008    Approved

13102/APP/2013/103              The Mortuary Kingston Lane Hillingdon

Single storey side extension to the mortuary building

**Decision:** 15-05-2013    Approved

13102/B/94/1869                      The Mortuary Kingston Lane Hillingdon

Erection of front and rear extensions (involving part demolition of existing building)

**Decision:** 26-05-1995    Approved

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

A application under planning reference 13102/APP/2013/103 was granted on 28-05-13 for a single storey side extension to the mortuary building. This application has since expired and the building works were not undertaken.

A application under planning reference 13102/APP/2007/3025 was granted on 4-01-08 for the construction of a new bus lay-by facility.

A application under planning reference 13102/B/94/1869 was granted on 26-05-95 for the erection of front and rear extensions (involving part demolition of existing building).

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

London Borough of Hillingdon Development Plan (from 17 January 2020)

1.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

1.2 The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan: Part 1 - Strategic Policies (2012)

The Local Plan: Part 2 - Development Management Policies (2020)

The Local Plan: Part 2 - Site Allocations and Designations (2020)

West London Waste Plan (2015)

The London Plan - Consolidated With Alterations (2016)

1.3 The National Planning Policy Framework (NPPF) (2019) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Emerging Planning Policies

1.4 Paragraph 48 of the National Planning Policy Framework (NPPF) 2019 states that 'Local Planning Authorities may give weight to relevant policies in emerging plans according to:

(a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);

(b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

(c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

Draft London Plan (Intend to Publish Version, December 2019)

1.5 The GLA consulted upon a draft new London Plan between December 2017 and March 2018 with the intention of replacing the previous versions of the existing London Plan. The Plan was subject to examination hearings from February to May 2019, and a Consolidated

Draft Plan with amendments was published in July 2019. The Panel of Inspectors appointed by the Secretary of State issued their report and recommendations to the Mayor on 8th October.

1.6 The Mayor has considered the Inspectors' recommendations and, on the 19th December 2019, issued to the Secretary of State his intention to publish the London Plan along with a statement of reasons for any of the Inspectors' recommendations that the Mayor does not wish to accept.

1.7 Limited weight should be attached to draft London Plan policies that have not been accepted by the Mayor or that have only been accepted in part/with significant amendments. Greater weight may be attached to policies that were subject to the Inspector's recommendations and have since been accepted by the Mayor through the 'Intend to Publish' version of the Plan. The weight will then increase as unresolved issues are overcome through the completion of the outstanding statutory process. Greater weight may also be attached to policies, which have been found acceptable by the Panel (either expressly or by no comment being made).

### **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.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
- PT1.EM8 (2012) Land, Water, Air and Noise

#### **Part 2 Policies:**

- DMEI 4 Development on the Green Belt or Metropolitan Open Land
- DMHB 11 Design of New Development
- DMT 2 Highways Impacts
- DMT 6 Vehicle Parking
- LPP 7.16 (2016) Green Belt
- NPPF- 13 NPPF-13 2018 - Protecting Green Belt land
- NPPF- 2 NPPF-2 2018 - Achieving sustainable development

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

**5.1 Advertisement Expiry Date:- 10th January 2020**

**5.2 Site Notice Expiry Date:- 10th January 2020**

### **6. Consultations**

#### **External Consultees**

A public notice was displayed and expired on 10/1/20. A total of 7 neighbouring occupiers were also notified by letter. The development proposals were also advertised by way of a press notice.

Following the receipt of revised plans in February 2020, which included an alteration to the red line/site boundary, a reconsultation was undertaken. This consultation period does not expire until



the 20th February 2020 which is the day after this planning committee meeting. Therefore the recommendation on this report seeks only to authorise permission to be issued if no new issues arise from the current consultation period.

An update will be provided via the addendum of any new comments received following publication of this report.

To date, no comments of support or objection have been received on this application.

### **Internal Consultees**

#### **POLICY OFFICER**

Original Comments - Designations; Green Belt

#### **Principle of Development**

The proposed development is for the extension of the existing Uxbridge Mortuary. The mortuary is located within the Green Belt.

#### **Green Belt**

The National Planning Policy Framework (NPPF) attaches great importance to the Green Belt. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. The essential characteristics of Green Belts are their openness and their permanence. The NPPF states that once Green Belt boundaries have been defined and local planning authorities are required to positively enhance the beneficial use of the Green Belt.

Paragraph 145 of the NPPF (2019) notes a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt unless it meets one of the exceptions. Part c) of paragraph 145 allows for the extension or alteration of a building provided that it does result in disproportionate additions over and above the size of the original building and Part g) allows for limited infilling of previously developed land.

Policy EM2 of the Local Plan: Part One (November 2012) notes that any proposals for development in the Green Belt will be assessed against national and London Plan policies, including the very special circumstances test.

Policy DMEI 4 of the Local Plan: Part Two (2020) notes inappropriate development in the Green Belt will not be permitted unless there are very exceptional circumstances. Extensions and redevelopment of sites will also only be permitted where this would not have a greater impact on the openness of the Green Belt as well as the purposes of including land within it having regard to height and bulk, the proportion of the site that is already developed, the foot, distribution and character of the existing buildings on sites, the relationship of the proposal with any development on the site that is to be retained and the visual amenity and character of the Green Belt.

It would appear that proposed extensions have the potential to be assessed as exceptions to Green Belt policy based on the scale of the proposed extensions. Paragraph 145 c) of the NPPF creates an exception for extensions that do not result in 'disproportionate additions over and above the size of the original building'. An assessment should therefore be made of whether the proposed extension would fall in this exception using the criteria set out in Local Plan policy DMEI 4.

Where the extensions assessed as not falling within in exception c) then exception g) should also be considered as this allows for limited infilling of previously developed. Given that the site is a well bounded and distinguishable from surrounding Green Belt as a developed site this it is likely that the land for the extension should be identified as previously developed especially if there is evidence of existing hard standing.

If the proposed extensions are assessed as falling within either of these exceptions then the applicant is not required to demonstrate very special circumstances. If the proposed extensions are not considered to be exceptions then very special circumstances would then need to be demonstrated and this evidence should be requested from the applicant.

Additional Comments - Further to previous policy comments it has been identified that the existing mortuary is located within, and forms part of, Uxbridge Cemetery. Paragraph 145 b) of the NPPF identifies that the provision of appropriate facilities in connection with the use of land for cemeteries (amongst other uses) may not be inappropriate development provided that the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it. Although the Mortuary serves a sub-regional purpose, there is considered to be a link to the wider use of the site as cemetery which allows it to be identified as an appropriate facility under para 145 b).

#### ACCESS OFFICER:

I have considered the detail of this planning application and deem there to be no accessibility issues raised by the proposal at this Development Control stage. However, the following informative should be attached to any grant of planning permission: The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.

#### HIGHWAYS OFFICER:

The application site is located on the eastern side of Kingston Lane within an area of Green Belt. It is bordered to the north-east by Uxbridge Cemetery and to the south-east by a playing field. Brunel University is located on the western side of Kingston Lane.

In planning terms, Mortuaries are considered as Sui-Generis (SG) and the proposal is for a replacement build of marginally larger scale with retention of the frontage layout in terms of access and parking quantum arrangements.

Traditionally this type of SG use exhibits a relatively dormant vehicular and pedestrian use profile reinforced by the fact that there is no documented evidence to suggest otherwise at this or other comparable sites. On this basis and the fact that the parking quantum and access arrangements on the frontage are to remain unaltered, there are no envisaged issues arising from the proposed larger scale build.

It would however be prudent to apply a 'Construction Logistics Plan' given the constraints and sensitivities of the local road network and proximity of Brunel University in order to avoid/minimise potential detriment to the public realm. It will 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 discernibly 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 emerging Local Plan Part 2 Development Plan Policies DMT 1, DMT 2 & DMT 6 and Policies 6.3, 6.9, and 6.13 of the London Plan (2016).

#### CONSERVATION AND DESIGN OFFICER

Taking into account the location and nature of the proposal we have comments to make in this

instance.

#### TREES/LANDSCAPE OFFICER

This site is occupied by Hillindon's mortuary, located to the east of Kingston Lane between Hillindon's cemetery and Brunel University. The site is surrounded by galvanised palisade (security) fencing. The existing mortuary building is situated towards the back of the site and is serviced by a car park / circulation area and soft landscape (trees and grass) to the south and west boundaries. Off-site the setting is enhanced by the mature tree cover within the adjacent cemetery, on the east and north boundaries. There are no TPO's affecting the site (because all of the trees are on Council land) and no Conservation Area designations affecting the site. The plot lies within the Green Belt, a designation which restricts inappropriate development and urban sprawl.

A tree report by Trevor Heaps was prepared after the current proposal was designed. It therefore fails to comply with BS5837:2012, which emphasises that the tree survey should be prepared in advance and used to inform the design and site layout. The report has identified and assessed 29 individual trees and groups which may influence, or be influenced by, the development. Approximately half of these trees are situated within the site, with the other half situated within the cemetery. There are five 'A' grade trees, 12 'B' grade, 10 'C' grade with the remainder 'U' grade. 'A' grade trees are exceptional and both 'A' and 'B' grade trees are considered to be worthy of retention on development sites.

In this case, three 'A' grade trees will be removed from the site to facilitate the development (T2, T22 and T23) together with two 'B' grade trees (T4 and T11). A large number of trees both on, and off, site are likely to be affected by soil compaction, encroachment into root protection areas or underground services (see Table 1).

By way of mitigation, the report provides a detailed Method Statement and confirms that arboricultural supervision will take place during the construction phase (section 12) to ensure that tree protection measures are adhered to. Hunters' layout plan indicates the planting locations of four replacement trees, one of which is under the canopy of a retained tree and should be discounted. The tree report identifies that off-site planting would also be possible within the cemetery in order to provide succession and replacement planting.

Due to the exceptional quality of the trees to be lost to the development it is recommended that the off-site provision should be enhanced to provide at least three new trees for each tree lost.

If you are minded to approve this application, landscape conditions should include COM4, COM9 (parts 1,2,4 and 5) and COM10. The project should also provide a capital sum for off-site planting which could be managed by the Council's tree officer.

#### NOISE OFFICER:

I think it will be ok to condition the actual unit, as that is what it will need in order to have approval. The plans show it as external roof top plant. Kindly apply the following condition.

1.External noise from machinery, extract/ventilation ducting, mechanical gates,etc.

Condition: The external noise level emitted from plant, machinery/ equipment will be lower than the lowest existing background noise level by at least 5dBA, by 10 dBA where the source is tonal, as assessed according to BS4142:2014 at the nearest and/or most affected noise sensitive premises, with the machinery operating at maximum capacity.

REASON: To safeguard the amenity of the surrounding area in accordance with Policy EM8 of The Local Plan: Part 1 - Strategic Policies (2012).

## **7. MAIN PLANNING ISSUES**

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

The property is a mortuary located adjacent to the Hillingdon cemetery and is 0.5 miles from Hillingdon Hospital. This application proposes an extension to the existing building within the Green Belt. Putting aside matters relating to the Green Belt, the proposed use of the extensions would be the same as the existing mortuary building, therefore there is no objection to the proposed use of the building as it currently exists on site.

The issues relating to the Green Belt are discussed in full in Section 7.05; 'Impact on the Green Belt'.

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

Not applicable to this application.

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

Not applicable to this application, the site is not located within a Conservation Area or an ASLC and there are no listed buildings within the vicinity of the site.

### **7.04 Airport safeguarding**

Not applicable to this application.

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

Paragraph 145 of the National Planning Policy Framework (2019) states that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:

- a) buildings for agriculture and forestry;
- b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
- e) limited infilling in villages;
- f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and
- g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:
  - not have a greater impact on the openness of the Green Belt than the existing development; or
  - not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

Policy 7.16 of The London Plan (2016) states that inappropriate development should be refused, except in very special circumstances. Development will be supported if it is appropriate and helps secure the objectives of improving the Green Belt as set out in national guidance.

Policy DMEI 4 of The Local Plan: Part 2 - Development Management Policies (2020) states that A) Inappropriate development in the Green Belt and Metropolitan Open Land will not be permitted unless there are very exceptional circumstances, B) Extensions and redevelopment on sites in the Green Belt and Metropolitan Open Land will be permitted only where the proposal would not have a greater impact on the openness of the Green Belt and

Metropolitan Open Land, and the purposes of including land within it, than the existing development, having regard to: i) the height and bulk of the existing building on the site; ii) the proportion of the site that is already developed; iii) the footprint, distribution and character of the existing buildings on the site; iv) the relationship of the proposal with any development on the site that is to be retained; and v) the visual amenity and character of the Green Belt and Metropolitan Open Land.

This application proposes to erect two single storey extensions to the existing building for the purpose of increasing the capacity of the mortuary, create a training facility and to establish a negative pressure post-mortem room for contaminated bodies.

In order to facilitate this development, the fence line on the northern end of the property was relocated by 2.5m. The proposed side extension to the north will increase the width of the building by 4.8m towards the front and 7m to the rear to accommodate the entrance for deliveries. The total area of the north extension is 94.7sqm. The rear side extension is located on the south side of the building and will increase the width by 2.6m, however, a large portion of this extension will not be visible from the front elevation but rather hidden towards the rear of the building behind the existing office/chapel/viewing area. The south extension's total floor space is 55.8sqm. To conceal the appearance of the proposed rooftop plants, two 2.4m high shielding house will be installed on both the central and lower rear rooftop and 1.1m high safety railing will be fixed around the perimeter of the entire rooftop. Although when viewed from the street scene, the side and rear extension will appear partially screened from the hedging proposed along the front gate, the overall size and bulk of the development will remain visible due to the existing topography of the land.

As it is recognised in the planning history, there are records that the site has previously been extended. With the additional 60% increase in floorspace as a result of the extension of the building, the development is considered to result in disproportionate additions over and above the size of the original building, which is contrary to the exception set out in the NPPF Para 145(c).

The construction of new buildings is deemed to be inappropriate in the Green Belt with the exceptions of limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt than the existing development. Although the application site is enclosed and constrained, as a result of the proposed works, the existing fence line would be extended onto the adjacent cemetery land. The new footprint of the mortuary building would be located on land in which there were previously no development. As such, this development would be considered contrary to the exception set out in the NPPF Para 145(g).

However, under the exception of Para 145(b), the NPPF states that the provision of appropriate facilities (in connection with the existing use of land) for cemeteries and burial grounds and allotments: as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it. For the purposes of the NPPF, the mortuary is considered an ancillary to the Uxbridge Cemetery, as it is a necessary facility that provides the provisions for storage, examination and the retention and disposal of relevant material for deaths. In regards to preserving the openness of the Green Belt, the proposed footprint of the extension will remain on developed land including the hard standing area. In respect to the second proviso of NPPF Para 145(b), the proposal does not conflict with the purposes outlined in Paragraph 134, which includes, to check the unrestricted sprawl of large built-up areas, to prevent neighbouring towns merging into one

another, to assist in safeguarding the countryside from encroachment, to preserve the setting and special character of historic towns or to assist in urban regeneration, by encouraging the recycling of derelict and other urban land. As such, the proposed is not considered as an inappropriate development hence very special circumstances would not be required.

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

Policy DMHB 11 of The Local Plan: Part 2 - Development Management Policies (2020) states that A) All development, including extensions, alterations and new buildings will be required to be designed to the highest quality standards and, incorporate principles of good design including: i) harmonising with the local context by taking into account the surrounding scale of development, considering the height, mass and bulk of adjacent structures; building plot sizes and widths, plot coverage and established street patterns; building lines and setbacks, rooflines, streetscape rhythm, for example, gaps between structures and other streetscape elements, such as degree of enclosure; architectural composition and quality of detailing; local topography, views both from and to the site; and impact on neighbouring open spaces and their environment. ii) ensuring the use of high quality building materials and finishes; iii) ensuring that the internal design and layout of development maximises sustainability and is adaptable to different activities; iv) protecting features of positive value within and adjacent to the site, including the safeguarding of heritage assets, designated and undesignated, and their settings; and v) landscaping and tree planting to protect and enhance amenity, biodiversity and green infrastructure. B) Development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space. C) Development will be required to ensure that the design safeguards the satisfactory re-development of any adjoining sites which have development potential. In the case of proposals for major development sites, the Council will expect developers to prepare master plans and design codes and to agree these with the Council before developing detailed designs. D) Development proposals should make sufficient provision for well designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. External bins should be located and screened to avoid nuisance and adverse visual impacts to occupiers and neighbours.

The application site consists of an existing boundary fence. Although landscaping is proposed along the front palisade fence to provide additional screening and privacy to the property, the existing mortuary building is located on gentle upward slope. Therefore, when viewed from the street level, it is anticipated that only partial of the building will be screened however, the overall height and in particular, the new shielding house on the rooftop will still remain visible from the street scene.

However, given its unique isolated location and that the adjacent area consists mainly of two to four storey high commercial buildings within the Brunel University premise, the proposed development is considered to be in keeping with the street scene and unlikely be detrimental to the area in general. As such, is in accord with Policy DMHB 11 of The Local Plan: Part 2 - Development Management Policies (2020).

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

The nearest residential property is located 65m north-west of the application site, which is separated by the Hillingdon Cemetery. There are existing landscaping along the application site's boundary fence therefore the proposed would unlikely be visible from the residential property and therefore would not impact on the amenity of the occupiers.

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

Not applicable to this application.

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

Policy DMT 2 of The Local Plan: Part 2 - Development Management Policies (2020) states that development proposals must ensure that: i) safe and efficient vehicular access to the highway network is provided to the Council's standards; ii) they do not contribute to the deterioration of air quality, noise or local amenity or safety of all road users and residents; iii) safe, secure and convenient access and facilities for cyclists and pedestrian are satisfactorily accommodated in the design of highway and traffic management schemes; iv) impacts on local amenity and congestion are minimised by routing through traffic by the most direct means to the strategic road network, avoiding local distributor and access roads; and v) there are suitable mitigation measures to address any traffic impacts in terms of capacity and functions of existing and committed roads, including along roads or through junctions which are at capacity.

Policy DMT 6 of The Local Plan: Part 2 - Development Management Policies (2020) states that A) Development proposals must comply with the parking standards outlined in Appendix C Table 1 in order to facilitate sustainable development and address issues relating to congestion and amenity. The Council may agree to vary these requirements when: i) the variance would not lead to a deleterious impact on street parking provision, congestion or local amenity; and/or ii) a transport appraisal and travel plan has been approved and parking provision is in accordance with its recommendations. B) All car parks provided for new development will be required to contain conveniently located reserved spaces for wheelchair users and those with restricted mobility in accordance with the Council's Accessible Hillingdon SPD.

There are no changes to the existing car park layout as part of this application. The Council's Highways Officer has reviewed the proposed and is satisfied that the proposal would not discernibly exacerbate congestion or parking stress, and therefore would not raise any highway safety concerns.

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

Refer to "Impact on the character & appearance of the area".

#### **7.12 Disabled access**

Not applicable to this application.

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

Not applicable to this application.

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

The proposed works to the mortuary building would result in the removal of 7 trees, of which 2 are dead/dying, with the remaining 5 trees proposed to be lost of Grade 'A' and Grade 'B' quality. It is regrettable that the loss of such high grade trees is required in order to facilitate this development. In order to mitigate the loss of such valued trees, it is proposed to secure 15 replacement trees to compensate for the loss (3 replacement trees for every Grade A and B tree lost), which will be secured by way of a condition. Additional boundary landscaping along the Kingston Road frontage is also proposed which is welcomed in order to secure a positive contribution to the street scene as you drive along Kingston Lane.

The Council's Trees/Landscape Officer was consulted and no objections were raised subject to the imposition of planning conditions and securing adequate replacement tree planting.

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

Not applicable to this application.

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

Not applicable to this application.

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

Not applicable to this application.

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

Policy DMEI 14 of The Local Plan: Part 2 - Development Management Policies (2020) states that A) Development proposals should demonstrate appropriate reductions in emissions to sustain compliance with and contribute towards meeting EU limit values and national air quality objectives for pollutants. B) Development proposals should, as a minimum: i) be at least "air quality neutral".; ii) include sufficient mitigation to ensure there is no unacceptable risk from air pollution to sensitive receptors, both existing and new; and iii) actively contribute towards the continued improvement of air quality, especially within the Air Quality Management Area.

The application proposes the relocation of the existing plant on the front roof and in addition a new rooftop plant is to be installed. The rooftop plants are to be located in the centre and rear flat roof. It is proposed that a shielding housing will be erected to screen the rooftop plant from the street scene.

Given that there is an existing plant and that the location of the application site is considerably distanced from residential dwellings, it is unlikely that noise and air quality will impact the area in general. The immediate vicinity of the mortuary building comprises mainly of landscaping and open space associated with the cemetery.

The Council's EPU officer was consulted and no objections were raised subject to a planning condition.

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

Refer to "External Consultees".

#### **7.20 Planning obligations**

Not applicable to this application.

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

None.

#### **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.

#### **10. CONCLUSION**

Following the assessment of the proposal, it is considered that the scheme would amount to the exception set out in the NPPF (2019), Paragraph 145 part (b).

In accordance to the evidence provided by the applicant, the existing size of the mortuary is not viable to accommodate for the increasing population of the two boroughs it currently serves. As a result, there is a much need for an extension to the existing mortuary to meet the demands of the public. The additional space as a result of this development would not only provide a permanent capacity solution, it will provide a training space and post-mortem

services for high risk cases.

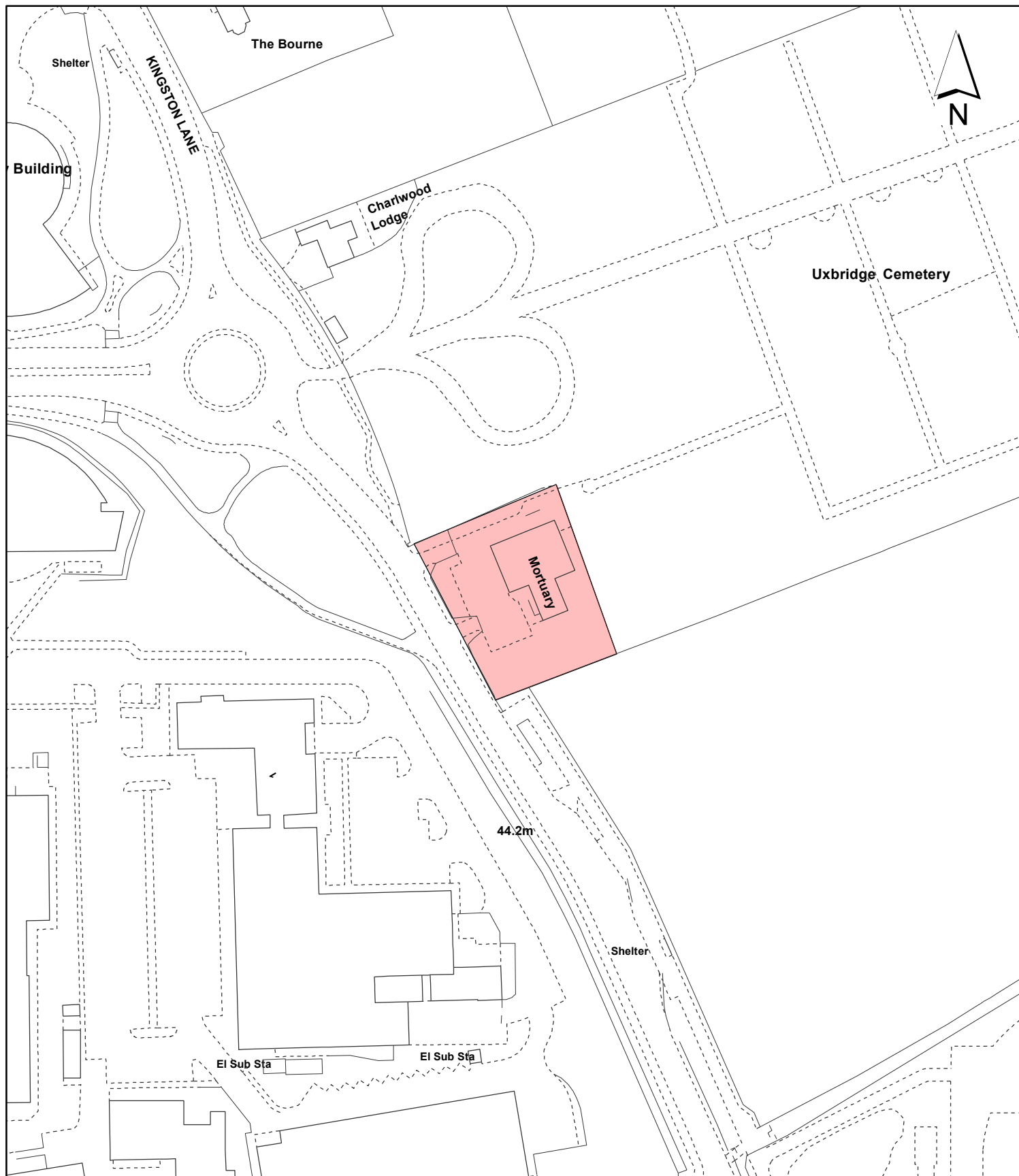
As such, this application is considered acceptable and is recommended for Approval.

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

The Local Plan: Part 1 - Strategic Policies (2012)  
The Local Plan: Part 2 - Development Management Policies (2020)  
The London Plan - Consolidated With Alterations (2016)  
Draft London Plan (Intend to Publish Version, December 2019)  
National Planning Policy Framework (2019)

**Contact Officer:** Rebecca Lo

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#### Notes:

 Site boundary

For identification purposes only.

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Site Address:

### Uxbridge Mortuary Kingston Lane

Planning Application Ref:

**13102/APP/2019/3950**

Planning Committee:

**Major**

Scale:

**1:1,250**

Date:

**February 2020**

### LONDON BOROUGH OF HILLINGDON Residents Services Planning Section

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**HILLINGDON**  
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