

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

**Address** T C M HOUSE NEWPORT ROAD HAYES

**Development:** Demolition of three existing buildings (Use Classes B1(a) and B1(c)) and erection of a four storey residential hostel building (Sui Generis) containing 28 units, comprising 13 x 1-bedroom, 8 x 2-bedroom and 7 x 3-bedroom dwellings with associated car parking, landscaping and children's play area.

**LBH Ref Nos:** 61202/APP/2019/3510

**Drawing Nos:** AAL-19-165-P02 Rev. C  
AAL-19-165-P04 Rev. C  
AAL-19-165-P05 Rev. B  
AAL-19-165-P06 Rev. B  
AAL-19-165-P07 Rev. B  
AAL-19-165-P03  
AAL-19-165-P01 Rev. C  
Planning Statement (December 2019)  
ZAANRH\_AQA Air Quality Assessment (November 2019)  
Planning, Design and Access Statement Incorporating Sustainability & Energy Statement (October 2019)  
C2246-REV-A-R1 Flood Risk Assessment & SuDs Report (October 2019)  
London Sustainable Drainage Proforma v2019.01  
2787 Transport Statement (September 2019)  
19-228.01 Phase I Geo-Environmental Risk Assessment (August 2019)  
15431-NEA-01 Noise Exposure Assessment (7 November 2019)

<b>Date Plans Received:</b>	24/10/2019	<b>Date(s) of Amendment(s):</b>	19/12/2019
<b>Date Application Valid:</b>	19/12/2019		08/11/2019
			09/03/2020
			24/10/2019

### 1. SUMMARY

This application seeks permission for a residential hostel building in Sui Generis use which would accommodate homeless families and people for a temporary period. The development would assist the Council's Housing Team in providing the highest possible quality of temporary accommodation and in turn reducing dependence of other forms of temporary accommodation such as bed and breakfast accommodation.

Short life accommodation ensures that homeless households do not end up in unsuitable temporary accommodation. This is a unique form of housing tenure, very different to conventional housing in Use Class C3. This form of accommodation meets a very specific and targeted need and would fall within Sui Generis use class.

Whilst the proposal would result in the loss of non-designated industrial land, the provision of this temporary residential accommodation to meet an identified need is considered to outweigh any harm. On balance, having regard to the development plan and all other material considerations, the proposed development is considered acceptable in principle.

Whilst not strictly in accordance with Local Plan policy standards for residential densities and unit sizes that would normally be applied to conventional residential use (Use Class

C3), the standards act as a useful guide to what might be considered acceptable living conditions for this temporary self contained units (Sui Generis Use) and in this regard the proposed development is considered acceptable.

The area is currently characterised by a mix of uses which include office, storage, retail and associated services roads, residential and light industrial uses. The introduction of a residential hostel building in this location is therefore deemed appropriate and the elevational treatment and proposed materials are considered to be acceptable when considered in the wider context.

The siting of the proposed building, set back from Newport road by approx. 6m is considered appropriate and the set back of the upper floor behind a parapet would reduce the overall visual impact of the building in the context of the street scene. The proposed siting, height and massing is therefore deemed acceptable in this instance

It is not considered that the proposal would result in any loss of residential amenity to the nearest existing residential occupiers. No negative impact with regard to daylight and sunlight have been identified.

No adverse impacts have been identified with regards to Noise. Air Quality has been dealt with by way of planning condition.

The proposed development would provide 3 wheelchair accessible units which represents 10% of the overall scheme and is therefore considered acceptable with regard to Accessibility.

The proposed development is also considered acceptable with regards to Archaeology, Airport Safeguarding, Ground Contamination, Flood Risk, Energy, Waster, Ecology and Biodiversity and Trees and Landscaping subject to appropriately worded conditions.

For the reasons set out above the proposed development is considered acceptable and the application is recommended for Approval.

## **2. RECOMMENDATION**

**APPROVAL subject to the following:**

### **1 COM3 Time Limit**

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

#### **REASON**

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

### **2 COM4 Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans and documents listed below:

AAL-19-165-P02 Rev. C;

AAL-19-165-P04 Rev. C;

AAL-19-165-P05 Rev. B;

AAL-19-165-P06 Rev. B;

AAL-19-165-P07 Rev. B;

AAL-19-165-P03;

AAL-19-165-P01 Rev. C

Planning, Design and Access Statement Incorporating Sustainability & Energy Statement

(October 2019)  
Flood Risk Assessment & SuDs Report (Ref: C2246-REV-A-R1- October 2019)  
London Sustainable Drainage Proforma (v2019.01)  
Transport Statement (Ref: 2787- September 2019)  
Phase I Geo-Environmental Risk Assessment (Ref: 19-228.01 -August 2019)  
Noise Exposure Assessment (Ref: 15431-NEA-01 - 7 November 2019)  
Air Quality Assessment (Ref ZAANRH\_AQA -November 2019)  
Planning Statement (December 2019)

and shall thereafter be retained/maintained for as long as the development remains in existence.

#### REASON

To ensure the development complies with the provisions Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2016).

### **3 NONSC Energy**

No development above ground floor level shall be carried out prior to the submission and approval in writing by the Local Planning Authority of an Energy Assessment. The assessment shall set out the annual baseline regulated energy demand (kwhr) as per 2013 Building Regulations (or subsequent amendments) and associated carbon emissions (kgCO<sub>2</sub> and tCO<sub>2</sub>). The assessment shall then set out the measures and technology required to achieve a 100% reduction (zero carbon) in the CO<sub>2</sub> associated with the baseline regulated energy demand; these measures must be sufficiently evidenced with corresponding details and specifications including the location of low and zero carbon technology (i.e. roof plans showing the inclusion of PV panels). The updated Energy Assessment must clearly set out any shortfall (tCO<sub>2</sub>) of the zero carbon standard. The development must proceed in accordance with the approved updated Energy Assessment.

#### REASON

To ensure that the development incorporates appropriate energy efficiency measures in accordance with Policy 5.2 of the London Plan (2016) and policy DME1 2 of the LPP2 (2020).

### **4 A16 Refuse and Open Air Storage**

Details of on-site refuse storage (including any open air storage facilities) for waste material awaiting disposal, including details of any screening, shall be indicated on plans to be submitted to and approved by the Local Planning Authority. Such facilities shall be provided prior to occupation of the development and thereafter permanently retained.

#### REASON

To ensure that visual amenities are not prejudiced and waste disposal is adequately managed in accordance with Policy EM11 of the LPP1 (2012), policy DMHB 11 of the LPP2 (2020) and policy 5.16 of the London Plan 2016.

### **5 COM15 Sustainable Water Management**

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

- i. provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;
- ii. include a timetable for its implementation; and
- iii. provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

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

- iv. provide details of water collection facilities to capture excess rainwater;
- v. provide details of how rain and grey water will be recycled and reused in the development.

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

#### REASON

To ensure 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 DME1 10 of the Local Plan: Part 2 Development Management Policies (2020), Policies 5.12, 5.13 and 5.15 of the London Plan (2016), National Planning Policy Framework (2019), and the Planning Practice Guidance (Flood Risk and Coastal Change March 2014).

### **6 COM31 Secured by Design**

The building and car park hereby approved shall achieve 'Secured by Design' accreditation awarded by the Hillingdon Metropolitan Police Crime Prevention Design Adviser (CPDA) on behalf of the Association of Chief Police Officers (ACPO). No building shall be occupied until accreditation has been achieved.

#### REASON

In pursuance of the Council's duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in exercising its planning functions; to promote the well being of the area in pursuance of the Council's powers under section 2 of the Local Government Act 2000 to ensure the development provides a safe and secure environment in accordance with Hillingdon Local Plan Part 2 policy DMHB 15 and London Plan (2016) Policies 7.1 and 7.3.

### **7 COM7 Materials (Submission)**

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

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

#### REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

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

No development above ground floor level shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme

shall include: -

1. Details of Soft Landscaping
  - 1.a Planting plans (at not less than a scale of 1:100),
  - 1.b Written specification of planting and cultivation works to be undertaken,
  - 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate
2. Details of Hard Landscaping
  - 2.a Refuse Storage
  - 2.b Cycle Storage for 12 bikes
  - 2.c Means of enclosure/boundary treatments
  - 2.d Car Parking Layouts (including demonstration that 2 parking spaces are served by active electrical charging points and one disabled parking bay)
  - 2.e Hard Surfacing Materials
  - 2.f 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 surfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.
5. Schedule for Implementation

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 4, DMHB 11, DMHB 12, DMHB 14 and DMT 6 of the Local Plan: Part Two - Development Management Policies (2020) and Policies 5.11 and 5.17 of the London Plan (2016).

#### **9 OM19 Construction Management Plan**

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

- (i) The phasing of development works
- (ii) The hours during which development works will occur (please refer to informative I15 for maximum permitted working hours).
- (iii) A programme to demonstrate that the most valuable or potentially contaminating materials and fittings can be removed safely and intact for later re-use or processing.
- (iv) Measures to prevent mud and dirt tracking onto footways and adjoining roads (including wheel washing facilities).
- (v) Traffic management and access arrangements (vehicular and pedestrian) and parking provisions for contractors during the development process (including measures to reduce the numbers of construction vehicles accessing the site during peak hours).
- (vi) Measures to reduce the impact of the development on local air quality and dust through minimising emissions throughout the demolition and construction process.
- (vii) The storage of demolition/construction materials on site.

The approved details shall be implemented and maintained throughout the duration of the demolition and construction process.

**REASON**

To safeguard the amenity of surrounding areas and manage highways impacts in accordance with Policy DMHB 11, DMT2 and DME114 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

**10 NONSC Delivery and Servicing**

Prior to the occupation of development details of a Delivery and Servicing Plan which identifies efficiency and sustainability measures to be undertaken once the development is operational shall be submitted to and approved in writing by the Local Planning Authority. This shall incorporate measures to minimise vehicle deliveries/servicing during am and pm peak hours.

**REASON**

To encourage out of hours/off peak servicing to help mitigate the site's contribution to local congestion levels in compliance with Policy DMT1 and DMT2 of the Local Plan: Part Two - Development Management Policies (2020).

**11 NON2 M4(2) and M4(3) Units**

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

**REASON:** To ensure an appropriate standard of housing stock in accordance with London Plan Policy 3.8 (c) and (d) is achieved and maintained.

**12 NONSC Restricted Use**

The development hereby approved shall be used solely to provide temporary accommodation for homeless households and shall at no time provide permanent housing for any occupants. The homeless households shall be placed within the development solely by Hillingdon Council and by no other agency or organisation.

**REASON:**

To prevent the site being used for long term accommodation and to meet the aspirations of the Hillingdon Homelessness Prevention and Rough Sleeping Review and Strategy 2019.

**13 NONSC Fire Strategy**

Prior to the commencement of works above ground floor level, a Fire Strategy Report shall be submitted to and approved in writing by the Local Planning authority. This Fire Strategy Report must be completed by a suitably qualified consultant. Thereafter the development shall not be carried out other than in accordance with the approved details.

**REASON**

To ensure that the development meets Fire Safety Standards in accordance with policy D12 of the draft London Plan (Intend to Publish version 2019).

**14 NONSC NRMM register**

1. No development shall commence until proof of the registration in GLA's database

([nrmm.london/nrmm/about/what-nrmm-register](http://nrmm.london/nrmm/about/what-nrmm-register)) and compliance with the London's Low Emission Zone for non-road mobile machinery requirements is submitted to and approved in writing by the Local Planning Authority.

2. The London's Low Emission Zone for non-road mobile machinery to comply with the standards set out at Supplementary Planning Guidance 'The Control of Dust and Emissions from Construction and Demolition'.

3. This will apply to both variable and constant speed engines for both NOx and PM. These standards will be based upon engine emissions standards set in EU Directive 97/68/EC and its subsequent amendments.

Reason: Compliance with the London's Low Emission Zone for non-road mobile machinery as per requirements as of 1st September 2015, and London Plan Supplementary Planning Guidance 'The Control of Dust and Emissions from Construction and Demolition' (2014).

## **15 NONSC Land Contamination**

(i) The development shall not commence until a scheme to deal with contamination has been submitted to the Local Planning Authority (LPA) in accordance with the Supplementary Planning Guidance Document on Land Contamination, and approved by the LPA. All works which form part of the remediation scheme shall be completed before any part of the development is occupied or brought into use unless the Local Planning Authority dispenses with any such requirement specifically and in writing. The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

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

(b) A written method statement providing details of the remediation scheme and how the completion of the remedial works for each phase will be verified shall be agreed in writing with the LPA prior to commencement of each phase, along with the details of a watching brief to address undiscovered contamination. No deviation shall be made from this scheme without the express agreement of the LPA prior to its implementation.

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

(iii) Upon completion of the approved remedial works, this condition will not be discharged until a comprehensive verification report has been submitted to and approved by the LPA. The report shall include the details of the final remediation works and their verification to show that the works for each phase have been carried out in full and in accordance with the approved methodology.

(iv) No contaminated soils or other materials shall be imported to the site. All imported soils for landscaping purposes shall be clean and free of contamination. Before any part of the development is occupied, all imported soils shall be independently tested for chemical contamination, and the results of this testing shall be submitted and approved in writing by the Local Planning Authority. All soils used for gardens and/or landscaping purposes shall be clean and free of contamination.

REASON To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Hillingdon Local Plan: Part 2 (January 2020) Policies - DMEI 11: Protection of Ground Water Resources and DMEI 12: Development of Land Affected by Contamination.

#### **16 NONSC Bird Hazard Management**

Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of:

- management of any flat/shallow pitched on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design' attached \* See further down the page for information \*

The Bird Hazard Management Plan shall be implemented as approved on completion of the development and shall remain in force for the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Local Planning Authority.

Reason: It is necessary to manage the roof in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Heathrow Airport.

#### **17 RES12 No additional windows or doors**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development)(England)Order 2015 (or any order revoking and re-enacting that Order with or without modification), no additional windows, doors or other openings shall be constructed in the walls or roof slopes of the development hereby approved facing north or south.

#### **REASON**

To prevent overlooking and blight to adjoining properties in accordance with policy DMHB 11 of the Hillingdon Local Plan Part 2 (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 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.



### 3

The MOD recognises that cranes may be used during the construction of tall buildings at this site. These may affect the performance of the radar at RAF Northolt or the safety of air traffic. If the redevelopment of this site does progress, it will be necessary for the developer to liaise with the MOD prior to the erection of cranes or temporary tall structures.

Reason: To minimise the potential effect on radar and/or air traffic safety, due to the proximity to RAF Northolt.

### 4

A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing [wwriskmanagement@thameswater.co.uk](mailto:wwriskmanagement@thameswater.co.uk). Application forms should be completed on line via [www.thameswater.co.uk](http://www.thameswater.co.uk). Please refer to the Wholesale; Business customers; Groundwater discharges section.

With regard to SURFACE WATER drainage, Thames Water would advise that if the developer follows the sequential approach to the disposal of surface water we would have no objection. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. Should you require further information please refer to our website. <https://developers.thameswater.co.uk/Developing-a-large-site/Apply-and-pay-for-services/Wastewater-services>.

The proposed development is located within 15 metres of our underground waste water assets and as such we would like the following informative attached to any approval granted. "The proposed development is located within 15 metres of Thames Waters underground assets and as such, the development could cause the assets to fail if appropriate measures are not taken. Please read our guide 'working near our assets' to ensure your workings are in line with the necessary processes you need to follow if you're considering working above or near our pipes or other structures. <https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>. Should you require further information please contact Thames Water. Email: [developer.services@thameswater.co.uk](mailto:developer.services@thameswater.co.uk) Phone: 0800 009 3921 (Monday to Friday, 8am to 5pm) Write to: Thames Water Developer Services, Clearwater Court, Vastern Road, Reading, Berkshire RG1 8DB

### 5

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 from Local Plan Part 1, Local Plan Part 2, 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.

### **3. CONSIDERATIONS**

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

The application site measures approximately 1,250m<sup>2</sup> and is located in Newport road, just off the Uxbridge road in Hayes. The site currently accommodates an office with limited parking to the front and parking (for approx. 18 cars) and open storage to the rear. There are two single storey buildings located along the western boundary. The site is now vacant but previously accommodated a Council repair depot with open storage to the rear and also Clancy Docwra used the site for a similar purpose.

The existing building on site is three-storeys and the upper storey is set back from the site frontage.

The surrounding character of Newport road is varied with a mix of uses. To the north is a two-storey storage unit (currently Image 22). At the end of Newport road is Grahams Plumbing Merchants which comprises a mix of office and warehouse buildings with a large off street parking area to the front. On the opposite side of Newport road is a four-storey block of flats (Murray Grey House) which is accessed from Hayes End road. Adjacent to this is a single storage unit and a two storey office building.

To the south of the site adjoining the site boundary is a single storey building which currently accommodates a Hubbly Bubbly or Hookah establishment and which has residential accommodation at first floor level. Further south are the rear of the shops fronting Uxbridge road, some of which have rearward extensions and small service yards. These shops have a further two storeys of residential use above. To the rear (west) of the Hubbly Bubbly or Hookah establishment are three single storey commercial structures with open storage areas (mostly accommodating cars) which are accessed via a service road.

To the rear of the site to the west are semi-detached houses fronting Hayes end lane. The closest property which shares a boundary with the site is no. 20 Hayes end lane which has a large single storey outbuilding located on the boundary which extends more than half the width of the garden to the rear.

#### **3.2 Proposed Scheme**

The proposed development would demolish all existing buildings on the site and construct a new four storey building which takes the broad form of a T when viewed in plan with the main frontage located on Newport road.

This application seeks permission for a residential hostel building in Sui Generis use which would accommodate homeless families and people for a temporary period. The development would assist the Council's Housing Team in providing the highest possible quality of temporary accommodation and in turn reducing dependence of other forms of temporary accommodation such as bed and breakfast accommodation.

Short life accommodation ensures that homeless households do not end up in unsuitable temporary accommodation. This is a unique form of housing tenure, very different to conventional housing in Use Class C3. This form of accommodation meets a very specific and targeted need and would fall within Sui Generis use class

There would be a mix of bedroom sizes and all would provide self contained accommodation with a private kitchen and bathroom.

The accommodation would comprise the following:

13 x 1-bedroom units  
8 x 2-bedroom units  
7 x 3-bedroom units

The development would also provide eight car parking spaces, one of which would be wheelchair accessible and landscaping to the front of the development. Also located on the site frontage would be an enclosed bin store. To the rear of the site would be amenity space and a children's play area and cycle storage for 15 bicycles.

### **3.3 Relevant Planning History**

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

Application ref. 61202/APP/2006/2187 for 'Erection of second floor front extension for office use, installation of steel fire escape to rear of building and alteration to rear elevation by installing entrance doors (one each) on first and second floor level (replacing existing windows) and the creation of an additional 10 car parking spaces' was approved on 19/08/06.

Application ref. 61202/APP/2005/2676 for 'Erection of three storey rear extension, refurbishment of existing outbuilding/store and creation of additional car parking bays' was approved on 11/01/06.

## **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 Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

Part 2 Policies:

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

**5.1 Advertisement Expiry Date:- 12th February 2020**

**5.2 Site Notice Expiry Date:- 7th February 2020**

#### **6. Consultations**

##### **External Consultees**

31 properties in the local area were consulted on the planning application, alongside an advert being placed in the local paper. No representations were received.

HEATHROW

We refer to your letter dated 08th January 2020, received in this office on 08th January 2020.

The proposed development has been examined from an aerodrome safeguarding perspective and could conflict with safeguarding criteria unless any planning permission granted is subject to the condition detailed below:

Submission of a Bird Hazard Management Plan

Development shall not commence until a Bird Hazard Management Plan has been submitted to and

approved in writing by the Local Planning Authority. The submitted plan shall include details of:

- management of any flat/shallow pitched on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design' attached \* See further down the page for information \*

The Bird Hazard Management Plan shall be implemented as approved on completion of the development and shall remain in force for the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Local Planning Authority.

Reason: It is necessary to manage the roof in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Heathrow Airport.

#### Information

The Bird Hazard Management Plan must ensure that flat/shallow pitched roofs be constructed to allow access to all areas by foot using permanent fixed access stairs ladders or similar. The owner/occupier must not allow gulls, to nest, roost or loaf on the building. Checks must be made weekly or sooner if bird activity dictates, during the breeding season. Outside of the breeding season gull activity must be monitored and the roof checked regularly to ensure that gulls do not utilise the roof. Any gulls found nesting, roosting or loafing must be dispersed by the owner/occupier when detected or when requested by Heathrow Airside Operations staff. In some instances, it may be necessary to contact Heathrow Airside Operations staff before bird dispersal takes place. The owner/occupier must remove any nests or eggs found on the roof.

The breeding season for gulls typically runs from March to June. The owner/occupier must obtain the appropriate licences where applicable from Natural England before the removal of nests and eggs.

We will need to object to these proposals unless the above-mentioned condition is applied to any planning permission.

We would also make the following observations:

#### Cranes

Given the nature of the proposed development it is possible that a crane may be required during its construction. We would, therefore, draw the applicant's attention to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, 'Cranes and Other Construction Issues' available at <http://www.aoa.org.uk/policy-campaigns/operations-safety/>

#### Wind Turbines

Wind Turbines can impact on the safe operation of aircraft through interference with aviation radar and/or due to their height. Any proposal that incorporates wind turbines must be assessed in more detail to determine the potential impacts on aviation interests. This is explained further in Advice Note 7, 'Wind Turbines and Aviation' available at <http://www.aoa.org.uk/policy-campaigns/operations-safety/>

It is important that any conditions requested in this response are applied to a planning approval. Where a Planning Authority proposes to grant permission against the advice of Heathrow Airport Ltd, or not to attach conditions which Heathrow Airport Ltd has advised, it shall notify Heathrow Airport

Ltd, and the Civil Aviation Authority as specified in the Town & Country Planning (Safeguarded Aerodromes, Technical Sites and Military Explosive Storage Areas) Direction 2002.

#### MOD

Thank you for consulting the Ministry of Defence (MOD) on the above planning application which was received by this office on 8 th January 2020.

#### Proposal

The applicant is seeking full planning permission to demolish 3 existing buildings, classes B1a & B1c) construction of a four-storey residential hostel building (Sui Generis), containing 28 units, 12 x 1-bed, 8 x 2-bed & 8 x 3-bed dwellings with associated car parking, landscaping & children's play area.

The application site is approximately 3.09km from the centre of the runway at RAF Northolt and falls within aerodrome height and birdstrike statutory safeguarding zones surrounding RAF Northolt. Aerodrome Height The proposed development site occupies a statutory height safeguarding zone that ensure air traffic approaches are not impeded. The airspace above and around aerodromes is safeguarded to maintain an assured, obstacle free environment for aircraft manoeuvre.

Having reviewed the proposals, I can confirm the MoD has no concerns with regards to the height of the proposed development.

#### Birdstrike

Within this zone, the principal concern of the MOD is that the creation of new habitats may attract and support populations of large or flocking birds close to the aerodrome.

The principal concern of the MOD with this development is the sedum covered roof and the landscape planting of the area. The roof has the potential to attract and support nesting hazardous birds such as gulls and other bird species, while the landscaping has the potential to attract and support hazardous flocking or arboreal bird species. Therefore, the MOD has concerns that this has the potential to increase birdstrike risk to aircraft safety at RAF Northolt.

To address the potential of the development to provide desirable habitat, or spaces for hazardous birds, a condition for the submission of a bird hazard management plan is required to prevent the breeding and nesting of gulls and other bird species. MOD request that the following condition is attached to any planning permission granted:

No development shall take place until a Bird Hazard Management Plan has been submitted to, and approved in writing by, the Local Planning Authority, in consultation with MOD. The Bird Hazard Management Plan shall include design measures to minimise any increase in the numbers of hazardous species, primarily large or flocking birds, as a result of the development proposed, in particular provision is put in place to prevent gulls from nesting on the roof space and tree and shrub planting reducing an attractant for arboreal species (using appropriate licensed means). The development shall be carried out strictly in accordance with the details set out in the approved Bird Hazard Management Plan in perpetuity or until RAF Northolt is no longer operational.

#### Reason:

To minimise the potential of the works approved to provide a habitat desirable to hazardous large and/or flocking birds which have the potential to pose a considerable hazard to aviation safety which is exacerbated by the proximity of Northolt RAF.

#### Crane Management Plan

MOD request that the following condition is attached to any planning permission granted:

The MOD recognises that cranes may be used during the construction of tall buildings at this site. These may affect the performance of the radar at RAF Northolt or the safety of air traffic. If the redevelopment of this site does progress, it will be necessary for the developer to liaise with the MOD prior to the erection of cranes or temporary tall structures.

Reason: To minimise the potential effect on radar and/or air traffic safety, due to the proximity to RAF Northolt.

I would be grateful if you could confirm receipt of this letter and confirm that a relevant condition covering the MOD's requirements is included in any consent granted. In summary the MOD has no objection to this development, subject to the above being included as a condition in part of any planning permission granted. It is important that the conditions requested in this response are included in any planning permission granted. As per Planning Circular 01/03: Safeguarding Aerodromes, Technical Sites and Military Explosives Storage Areas, if Hillingdon Borough Council decides to grant planning permission contrary to our advice then we must be notified 28 days prior to a decision being made.

TFL

Thank you for consulting TfL regarding the above application. The site of the proposal is located adjacent to A4020 Uxbridge Road, which forms part of the Strategic Road Network (SRN). While the Local Planning Authority is also the Highway Authority for those roads, TfL is the Traffic Authority and has a duty under the Traffic Management Act 2004 to ensure that any development does not have an adverse impact on the SRN.

After reviewing the case documents, TfL wishes to make the following comments:

The proposal aims to demolish the existing office and light industrial buildings to provide 29 unit residential hostel building

The site has a PTAL of 2 and is located within 100m of a PTAL 3 area. Policy T6.4 of the DLP states that schemes in PTAL 0-3 locations, should be assessed on a case by case basis and provision should be consistent with the Healthy Streets Approach, mode share and active travel targets. The development proposes 9 car parking spaces. DLP Policy T6.1 E states that 'Large-scale purpose-built shared living, student accommodation and other sui generis residential uses should be car-free, therefore TfL encourage the applicant to revise the plans and only provide blue badge car parking spaces.

Notwithstanding the suggestion to reduce car parking, operational parking must provide infrastructure for electric or other Ultra-Low Emission in order to be compliant with DLP Policy T6.4. Cycle parking should be provided for the development in line with DLP policy T5 which sets out cycle parking standards to help remove barriers to cycling and create a healthy environment in which people choose to cycle. The cycle spaces should meet the requirements of the London Cycle Design standards. In order for the development to be in line with this policy the applicant must provide a total of 2 long-stay cycle spaces and 1 short-stay. This was calculated the standards set out in Table 10.2 of DLP for C1 Use Class:

1 space per 20 bedrooms for long-stay cycle parking  
1 space per 50 bedrooms for short-stay cycle parking

In order to be in line with DLP Policy T7 'Development proposals should facilitate safe, clean and

efficient deliveries and servicing' and that 'provision of adequate space for servicing, storage and deliveries should be made off-street, with on-street loading bays only used where this is not possible.' TfL requests that a Delivery and Servicing Plan should be submitted and agreed by Hillingdon Council.

Construction arrangements should be discussed with Hillingdon Council.

## THAMES WATER

### Waste Comments

We would expect the developer to demonstrate what measures will be undertaken to minimise groundwater discharges into the public sewer. Groundwater discharges typically result from construction site dewatering, deep excavations, basement infiltration, borehole installation, testing and site remediation. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. Should the Local Planning Authority be minded to approve the planning application, Thames Water would like the following informative attached to the planning permission: "A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing [wwriskmanagement@thameswater.co.uk](mailto:wwriskmanagement@thameswater.co.uk). Application forms should be completed on line via [www.thameswater.co.uk](http://www.thameswater.co.uk). Please refer to the Wholesale; Business customers; Groundwater discharges section.

With regard to SURFACE WATER drainage, Thames Water would advise that if the developer follows the sequential approach to the disposal of surface water we would have no objection. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. Should you require further information please refer to our website. <https://developers.thameswater.co.uk/Developing-a-large-site/Apply-and-pay-for-services/Wastewater-services>

The proposed development is located within 15 metres of our underground waste water assets and as such we would like the following informative attached to any approval granted. "The proposed development is located within 15 metres of Thames Waters underground assets and as such, the development could cause the assets to fail if appropriate measures are not taken. Please read our guide 'working near our assets' to ensure your workings are in line with the necessary processes you need to follow if you're considering working above or near our pipes or other structures.<https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>. Should you require further information please contact Thames Water. Email: [developer.services@thameswater.co.uk](mailto:developer.services@thameswater.co.uk) Phone: 0800 009 3921 (Monday to Friday, 8am to 5pm) Write to: Thames Water Developer Services, Clearwater Court, Vastern Road, Reading, Berkshire RG1 8DB

Thames Water would advise that with regard to WASTE WATER NETWORK and SEWAGE TREATMENT WORKS infrastructure capacity, we would not have any objection to the above planning application, based on the information provided.

### Water Comments

With regard to water supply, this comes within the area covered by the Affinity Water Company. For your information the address to write to is - Affinity Water Company The Hub, Tamblin Way, Hatfield, Herts, AL10 9EZ - Tel - 0845 782 3333.



## **Internal Consultees**

### **COUNCIL'S HOUSING TEAM (Further comment 29/01/20)**

As confirmed elsewhere, this proposal has been developed to meet specific needs of the Council in relation to temporary accommodation for homeless households. The Hillingdon Homelessness Prevention and Rough Sleeping Review and Strategy 2019 to 2024 was approved by Cabinet on 17th December 2019. Reasons for homelessness can be complex, however for almost 60% of those approaching the Council, their potential homelessness is a result of their inability to access housing that is affordable in the local area. The average cost of a home to buy is 13 times average local salaries and the cost of renting continues to climb with a substantial gap between rental costs and Local Housing Allowance rates which determine the maximum amount of financial support people on low incomes can receive to assist with paying rent.

Ideally temporary accommodation would only be used on a short-term basis while homelessness investigations are ongoing, however the difficulties in accessing affordable housing mean that the number of people housed in temporary accommodation and in particular bed and breakfast accommodation is higher than desired. The Council seeks to minimise the use of temporary accommodation as far as possible, however it continues to be a challenge. There was a climb in bed and breakfast use through much of 2019 before numbers started to reduce. At the end of December 2019, there were 421 homeless households housed in temporary accommodation, of which 138 were in bed and breakfast.

Priority five of the strategy is concerned with managing the quantity, quality and cost of temporary accommodation. While the Council is committed to reducing reliance on temporary accommodation, there will be a continuing need for some to be provided, estimated to be in the region of 300 units. To retain the greatest degree of control over both the cost and quality of temporary accommodation, the Council will seek to ensure a larger proportion of temporary accommodation is in council ownership. This purpose built four storey building would provide an ideal addition to the available temporary accommodation in the borough. It also meets the requirement for temporary accommodation provided for families to be self contained. It is important for the Council to have access to alternative forms of temporary accommodation to help to reduce spend on costly bed and breakfast and be assured regarding the standards of temporary accommodation used. There is a mix of family sizes amongst homeless households and the mix offered by this scheme is suitable to assist in meeting existing demand.

In conclusion, I would be supportive of the application due to its ability to meet priority requirements recognised in the Council's strategy for addressing homelessness in the borough.

## **HIGHWAYS**

Proposals seek the demolition of the existing B1 buildings and construction of a four storey residential hostel building comprising 28 units (13 x 1-bed, 8 x 2-bed and 7 x 3-bed units).

The site at present makes use of 18 parking spaces which will be reduced to 8 spaces to serve the proposed scheme. These spaces are to be accessed directly off Newport Road via the existing crossover.

The currently adopted car parking standards require that this scheme provide 1 space per 20 resident bed spaces plus 1 space per manager. When considering the quantum of development (50 bedrooms) against the adopted standards it is required that 3 on-plot spaces be provided to serve the residents.

Although no information pertaining to management numbers has been provided, this should be

based on a 1:1 provision. Nevertheless, given that the site affords 8 on-plot parking spaces, sufficient parking appears to be provided.

Cycle parking is to be both covered and secure and should conform to the London Plan standards.

- 1 space per 20 bedrooms (long stay)
- 1 space per 50 bedrooms (short stay)

The submissions indicate a cycle store containing 12 secure and covered spaces to the rear of the site which is accepted.

In terms of trip generation, given the very nature of the proposals, it is anticipated that the site will result in a reduction in traffic movements to and from the site compared to that currently associated. No concerns would be raised on this basis.

With regard to refuse collection, a bin store is to be located along the site frontage. This will enable refuse collection to take place as per the existing situation on-street. This is accepted.

Mindful of the above, I do not have any objections to this application subject to the conditioning of a Construction Logistics Plan as well as a Service and Delivery Plan.

#### WASTE AND REFUSE TEAM

The bin storage capacity is slightly under the recommended amount, so 1280 litre bins should be used. A dropped kerb must be installed on the public highway for the bins to be moved to the collection vehicle. Otherwise suitable for waste and recycling requirements.

#### ENVIRONMENTAL PROTECTION UNIT

I have read through the acoustic report and it is deemed satisfactory. The applicant has demonstrate that with the required specifications for external building envelope and glazing specification the internal room levels cited in BS 8223 : 2014 will be met. I have no objections to the proposed development. In relation to policy DMHB 11.

#### FLOOD RISK TEAM

No objection subject to a surface water management condition.

The applicant has submitted a Flood Risk Assessment and SuDS report (Nimbus Engineering report reference C2246-REV-A-R1 dated October 2019). The submitted information has demonstrated that the application is policy compliant from a flood risk perspective.

The current surface water drainage proposals include a green roof over the majority of the proposed roof area. While this complies with Policy DMEI 1 of Hillingdon Local Plan Part 2 (January 2020), there is an opportunity during detailed design for this to be a blue roof that would reduce the amount of attenuation storage within the remainder of the drainage system. The outline drainage strategy submitted with the application has shown that there is sufficient space within the development site to manage surface water from the development in a sustainable manner. The aspiration within Section 5 of the SuDS report is welcomed, "it is important for all stakeholders, such as developers, architects, landscape architects and engineers to work together at the planning stage in order to determine a feasible solution."

It is anticipated that the specifics of the surface water drainage strategy will be revised during detailed design. We would expect the quantum of attenuation storage provided in a below-ground

attenuation tank to be reduced alongside the provision of more sustainable elements (such as rain gardens within the external landscaping between the car parking and the development for example). The use of permeable paving should also be retained through to detailed design. The detail of the surface water management for the development should be secured by way of a surface water management condition, which includes the collection and reuse of rainwater within the development and the long term maintenance of the drainage system.

#### PLANNING POLICY

The development description for this application and the applicant's planning statement identify that this site is currently used for a mix of B uses included those that fall within the definition of industrial. Consequently elements of the existing site fall within the definition of non-designated industrial land, and it is proposed that its redevelopment should be assessed against Local Plan Part 2 policy DME2 and new London Plan policy E7.

Both these policies require the applicant to demonstrate that there is no reasonable prospect of the site being used for industrial and related purposes. Policy DME2 also sets out further criteria which the applicant could also provide evidence to demonstrate it meets the requirements.

At present evidence to demonstrate that these policy tests can be met has not been received and consequently the proposed redevelopment has not been justified in accordance with policies DME2 or E7.

In terms of the proposed use, policy DMH5 sets out criteria in relation to proposals for residential hostels. This includes demonstrating accessibility to good public transport, meeting Accessible home standards and providing satisfactory living conditions. Policy H12 of the new London Plan also provides policy support to the provision of specialist accommodation which meets the needs of certain groups as listed within the policy.

OFFICER COMMENT: Further information was sought from the applicant and is clarified in full in Section 7.01 of this committee report.

#### TREES AND LANDSCAPING

This site is occupied by a three-storey office building with parking to the front and light industrial units to the rear.

There are no existing trees, protected or otherwise, that might constrain development.

COMMENT No trees or other landscape features of merit will be affected by the proposed development. The area to the front of the building is dominated by car parking with three narrow strips of soft landscape by spaces 1, 4 and 5. - These spaces are too narrow to support planting in such close proximity to parked cars. Hillingdon's design policy recommends 25% site coverage to the front of buildings and the planting spaces should be sustainable.

A bin store is also located on the front boundary. Ideally this should be integral to the building. If it has to be to the front it should be well designed and screened. Green amenity space is indicated to the rear of the building, however, some of the spaces are very awkward and this space remains unresolved in terms of design and layout. - It needs to be both accessible and attractive for the benefit of the occupants. The Design and Access Statement makes scant reference to amenity and landscape. Aside from the above points, this proposal will be subject to a qualitative assessment using the Urban Greening Factor, which will be required to support the proposal.

#### RECOMMENDATION

There is inadequate landscape information to support this application which fails to comply with policies DMHB 11 A (v) and 11 D, DMHB 12, DMHB 14 or DMHB 18.

## AIR QUALITY COMMENTS:

Comments will be reported via the Committee Addendum.

## LAND CONTAMINATION

I have reviewed the following report that was submitted with the application:

Title: Phase 1 Geo-Environmental Risk Assessment | Residential Development; Ref: 19-228.01;  
Date: August 2019; Prepared by: Aviron Associates Limited.

The report outlines a comprehensive site reconnaissance / inspection and desk study details, leading to inclusion of an initial conceptual model (CSM) and preliminary risk assessment (PRA),.

The report recommends further consideration of ground gases and vapours should be made.

Therefore, I recommend the following conditions should be applied:

(i) The development shall not commence until a scheme to deal with contamination has been submitted to the Local Planning Authority (LPA) in accordance with the Supplementary Planning Guidance Document on Land Contamination, and approved by the LPA. All works which form part of the remediation scheme shall be completed before any part of the development is occupied or brought into use unless the Local Planning Authority dispenses with any such requirement specifically and in writing. The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

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

(b) A written method statement providing details of the remediation scheme and how the completion of the remedial works for each phase will be verified shall be agreed in writing with the LPA prior to commencement of each phase, along with the details of a watching brief to address undiscovered contamination. No deviation shall be made from this scheme without the express agreement of the LPA prior to its implementation.

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

(iii) Upon completion of the approved remedial works, this condition will not be discharged until a comprehensive verification report has been submitted to and approved by the LPA. The report shall include the details of the final remediation works and their verification to show that the works for each phase have been carried out in full and in accordance with the approved methodology.

(iv) No contaminated soils or other materials shall be imported to the site. All imported soils for landscaping purposes shall be clean and free of contamination. Before any part of the development is occupied, all imported soils shall be independently tested for chemical contamination, and the results of this testing shall be submitted and approved in writing by the Local Planning Authority. All soils used for gardens and/or landscaping purposes shall be clean and free of contamination.

REASON To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers,

neighbours and other offsite receptors in accordance with Hillingdon Local Plan: Part 2 (January 2020) Policies - DMEI 11: Protection of Ground Water Resources and DMEI 12: Development of Land Affected by Contamination.

## 2 Reason for Refusal (if objecting)

N/A

## 3 Observations

The report focuses on two key aspects of possible contamination generally arising from: -

- Made Ground beneath the buildings and hardstanding which may contain commonly encountered contaminants.
- Activities associated with the recent use of the site as a contractors/builders yard.

A phase 2 site investigation should therefore be conducted in accordance with the identified contaminants of concern and associated refined risk assessment, to ensure the land will be suitable for use as the proposed residential properties.

## ACCESSIBILITY OFFICER

On 10/01/20 the Council's Accessibility officer provided the following response:

In assessing this application, reference has been made to London Plan policy 3.1, 3.8 and 7.2, as well as emerging policies D1, D3 and D5, as set out in the latest Draft London Plan.

To ensure compliance with the Technical Housing Standards, an amendment to the scheme may be necessary in order to meet the prescribed standards for M4(2) and M4(3) category dwellings as per the Building Regulations.

Given that only one passenger lift is proposed, the required M4(3) units should be located on the ground floor and appropriately shown on plan. A floor plan layout at 1:100 scale, with typical furniture items in place should be submitted to demonstrate compliance with the prescribed standards for M4(2) and M4(3) category dwellings as per the Building Regulations.

Particular attention should be paid to the entrance lobby arrangement within the flats, and to spatial requirements within the bedrooms, bathrooms and kitchen areas. The plans should be amended to demonstrate compliance with the technical specifications within Approved Document M to the Building Regulations (2015 edition).

Conclusion: unacceptable. Revised plans should be requested.

In response to the comments above, revised floor plans were submitted by the Applicant/Agent which aimed address the Accessibility officer's concerns and on 27/02/20 the Council's Accessibility officer provided the following comments:

The width of the approach corridor to flats 1, 5 and 6 needs to be increased by 300 mm to achieve an 'external landing' with a minimum width and depth of 1500 mm clear of all door swings, as specified in Approved Document M, section 3.2.2 (and as shown in diagram 3.3). It will also be necessary to reposition the fire door on the approach to units 5 and 6.

Can you please arrange for these revised plans. Finally, for the purposes of your report, any approval should have attached to it the following planning condition:

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

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

In response to the comments above, revised floor plans were submitted by the Applicant/Agent which aimed address the Accessibility officer's concerns and on 09/03/20 the Council's Accessibility officer provided the following comments:

The revised plans, received 2 March 2020, in respect of the M4 (3) units have been assessed, and are deemed to be acceptable to allow the application to progress. Conclusion: acceptable. The approach routes to the proposed M4(3) units are now acceptable.

#### URBAN DESIGN OFFICER

The set back fourth floor has a top heavy appearance this could be improved with the introduction of a parapet wall to help 'visually' reduce its height.

The northern and southern flank walls that face onto the factory site and the Ali Baba Lounge have windows with a poor outlook that look directly onto blank walls or habitable rooms. There are particular concerns that the proposed windows to the northern elevation could prejudice future development of the industrial site.

The northern flank wall of The Ali Baba Lounge has what appear to be habitable rooms at first floor level. I understand that the dining room may currently be used as storage but this is likely to be a temporary measure. Once the room is returned back to a dining room the quality of the space would be compromised with a poor enclosed outlook to the north with the window opening directly onto a plain brick wall that will block natural daylight and create a sense of enclosure. This would also impact on the bathroom space.

The front entrance could be celebrated more so that it has a greater presence to the street and adds visual interest to the facade.

The proposed grey bricks do not respect the local palette of materials. It is suggested that a red or buff multi brick be introduced so that it complements the adjacent buildings.

There are concerns with the quality and amount of communal garden space to the rear which is separated into two parts by the building's 'T-shaped' plan. It is suggested that the rear portion of the building be reduced to create a larger and more accessible garden space.

I understand that the drawings are to be amended in order to address the above concerns. I would be happy to look at these once they have been submitted.

As a result of the above comments the proposed development was re-designed and revised plans were submitted. The revised plans removed all the windows in the flank (north and south) elevations on the main element of the building. The windows in the flank walls of the rearward projection remained and still have an approx. 10.5m set back from the site boundary. The upper storey was set behind a parapet which helped 'visually' reduce the overall building height as well as the height of the upper storey.

Although there are two residential windows in the building located to the south of the site and the proposed building would be located approx. 1.4m from them, one of the windows serves a bathroom and the other is a secondary window in the dual aspect room. Whilst not ideal it is not uncommon for a building to accommodate the full width of a site.

The front entrance has been amended with the recessed entrance being removed and replaced with one which is more dominant with an increased roof canopy.

The proposed grey bricks have been replaced buff multi brick.

Although there were concerns regarding the quality and amount of communal garden space to the rear, due to the site constraints it would not be possible to relocate the rearward projection.

## **7. MAIN PLANNING ISSUES**

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

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The Development Plan comprises The London Plan 2016 (consolidated since 2011), together with the London Borough of Hillingdon Local Plan: Part 1 - Strategic Policies (2012), Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Hillingdon Local Plan: Part 2 - Site Allocations and Designations (2020).

Material considerations include the National Planning Policy Framework (NPPF), National Planning Policy Guidance (PPG), Supplementary Planning Documents (SPD), the draft new London Plan (Intend to Publish (Dec 2019)) and the Hillingdon Homelessness Prevention and Rough Sleeping Review and Strategy (2019 to 2024).

The proposed development has been drawn up in consultation with the LB Hillingdon Housing Services Team and has been designed to meet a specific need identified by the Council in relation to temporary accommodation for homeless households.

The Hillingdon Homelessness Prevention and Rough Sleeping Review and Strategy 2019 to 2024 was approved by Cabinet on 17th December 2019.

In summary, reasons for homelessness can be complex, however for almost 60% of those approaching the Council, their potential homelessness is a result of their inability to access housing that is affordable in the local area. Ideally temporary accommodation would only be used on a short-term basis while homelessness investigations are ongoing, however the difficulties in accessing affordable housing mean that the number of people housed in temporary accommodation and in particular bed and breakfast accommodation is higher than desired. The Council does seek to minimise the use of temporary accommodation as far as possible, however it continues to be a challenge and at the end of December 2019, there were 421 homeless households housed in temporary accommodation, of which 138 were in bed and breakfast. While the Council is committed to reducing reliance on temporary accommodation, a need for approx. 300 units has been identified.

The Hillingdon Homelessness Prevention and Rough Sleeping Review and Strategy (2019 to 2024) has therefore identified a need for this type of housing in the Borough and the proposed development would help the Council retain a degree of control over both the cost and the quality of the temporary accommodation for its Residents.

The site falls within non-designated industrial land and in this regard policy DME 2 (Employment Sites Outside Designated Employment Areas) of the Local Plan: Part 2 - Development Management Policies and draft policy E7 (Industrial intensification, co-location and substitution) of the London Plan (Intend to publish Dec 2019) are relevant.

Policy DME 2 (Employment Sites Outside Designated Employment Areas) of the Local Plan: Part 2 - Development Management Policies (2020) says that 'Proposals which involve the loss of employment floorspace or land outside of designated employment areas will normally be permitted if:

- i) the existing use negatively impacts on local amenity, through disturbance to neighbours, visual intrusion or has an adverse impact on the character of the area; or
- ii) the site is unsuitable for employment reuse or development because of its size, shape, location, or unsuitability of access; or
- iii) Sufficient evidence has been provided to demonstrate there is no realistic prospect of land being reused for employment purposes; or
- iv) The new use will not adversely affect the functioning of any adjoining employment land; or
- v) The proposed use relates to a specific land use allocation or designation identified elsewhere in the plan.

In this regard the proposal is not expected to adversely affect the functioning of any adjoining employment land. The site located directly to the north accommodates a warehouse building which contains most of it's comings and goings within the built form, as does the Plumbing centre to the northeast. Although it is noted that the existing nearby businesses could potentially generate a number of vehicular trips and possible disturbance, the Acoustic Assessment submitted with the application (discussed below in more detail within the Noise section) confirmed that existing noise levels could be mitigated through glazing specification and the use of appropriate ventilation.

Furthermore, the proposed use is for residential hostel building (Sui Generis) designed to accommodate people on a temporary basis and so the conventional residential standards for C3 would not necessarily apply.

On this basis it is considered that the proposed development would not adversely affect the functioning of any adjoining employment land and is therefore considered to accord with Policy DME 2 (Employment Sites Outside Designated Employment Areas) of the Local Plan: Part 2 - Development Management Policies (2020).

The relevant section of Policy DMH 5 (Houses in Multiple Occupation (HMOs) and Student Accommodation) of the Local Plan: Part 2 - Development Management Policies (2020) says that proposals for the provision of large HMOs, residential hostels, student accommodation and secure accommodation will be required to demonstrate that:

- i) there is good accessibility to local amenities and public transport;
- ii) they accord with the Accessible Homes standards and provide satisfactory living conditions for the intended occupiers; and
- iii) there will be no adverse impact on the amenity of neighbouring properties or the character of the area.

In this regard, the proposed development is considered to accord with parts i, ii & iii of the above policy as set out below:

- i) Although the site does not have have a high PTAL rating, there are five buses which service the area providing links to Ruislip, Harrow, Ealing, Northolt, Uxbridge and



Hounslow. The Uxbridge road in Hayes has shops, eating and drinking establishments, healthcare providers, schools and local employment and so there is good accessibility to local amenities.

ii) Three of the ground floor units will comply with Part M (3) of the Building Regulations and all of the remaining units would comply with Part M (2) of the Building Regulations. The proposed scheme is therefore considered to be accessible.

iii) No adverse impact on the amenity of neighbouring properties or the character of the area is expected to occur as a result of the development. Neighbouring amenity and Impact on the character of the areas is discussed in more detail below within the relevant section.

In summary, the proposed development is considered to be supported by Policy DMH 5 (Houses in Multiple Occupation (HMOs) and Student Accommodation) of the Local Plan: Part 2 - Development Management Policies (2020).

Also material in the consideration of this planning application is draft policy H12 (Supported and specialised accommodation) of the London Plan (Intend to publish (Dec 2019)) which says (amongst other things) that the 'delivery, retention and refurbishment of supported and specialised housing which meets an identified need should be supported..... Boroughs should undertake assessments of the need for short term, medium term and permanent supported and specialised accommodation within their borough'. Policy H12 sets out a list of who might be considered for such specialised accommodation and it is considered that although not limited to the people on the list, it would be quite feasible for such people to have a need for emergency housing in the Borough, for example accommodation for rough sleepers or accommodation for victims of domestic abuse.

In this regard the proposed development is considered to be supported by draft policy H12 (Supported and specialised accommodation) of the London Plan (Intend to publish (Dec 2019) and the Hillingdon Homelessness Prevention and Rough Sleeping Review and Strategy (2019 to 2024).

On balance, it is considered that meeting an identified need for temporary accommodation as set out in The Hillingdon Homelessness Prevention and Rough Sleeping Review and Strategy 2019 to 2024 outweighs any harm caused by the loss of the Non-Designated Industrial Sites in this location. In addition, the proposed Sui Generis use is not expected to compromise the continued efficient function of Non-Designated Industrial Sites in the locality.

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

It should be noted that this application does not relate to a conventional residential use (Use Class C3) rather it relates to temporary self contained units (Sui Generis Use) and the density ranges should therefore be used as guide to what would normally be considered as acceptable for permanent residential use.

The application site has an area of 0.13 Ha. The local area is considered to represent a suburban context and has a Public Transport Accessibility Level (PTAL) of 2 (where 0 is low and 6 is the high). The development would provide 79 habitable rooms within 28 units. This represents 215 units per hectare and 607 habitable rooms per hectare.

Policy 3.4 of the London Plan says that development should optimise housing output for different types of location within the relevant density range shown in Table 3.2. Table 3.2 of the London Plan recommends that for sites with a PTAL rating of 2 - 3, a density of between 150-250 habitable rooms per hectare and 50-95 units per hectare (assuming 2.7-3.0 hr/u) can be achieved.

Notwithstanding the above policy reference in the latest version of the emerging London Plan (Intend to Publish version Dec 2019) demonstrates the removal of the density matrix table 3.2 and has an emphasis on a design led approach that optimises the capacity of sites.

Policy DMHB 17 of the Hillingdon Local Plan Part 2: Development Management Policies (Jan 2020) states that all new residential development should take account of the Residential Density Matrix contained in Table 5.2. Developments will be expected to meet habitable rooms standards. Table 5.2 stipulates a density standard of 200-510 hr/ha or 80-170 u/ha.

The residential density of the proposed scheme would be 607 hr/ha (based on 76 habitable rooms) or 215 u/ha which exceeds the upper limit of the indicative range within Policy DMHB 17 of the Hillingdon Local Plan Part 2: Development Management Policies (Jan 2020). It should be noted that this application does not relate to a conventional residential use (Use Class C3) rather it relates to temporary self contained units (Sui Generis Use) and the density ranges should therefore be used as guide to what would normally be considered as acceptable for long term and permanent residential use. On the basis that the proposed development exceeds the density range set out in Table 5.2 by less than 20% and that the application relates to Sui Generis use and conventional residential standards need not be applied, the proposed development is considered acceptable.

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

There are no listed buildings or conservation areas nearby to the site. Furthermore there are no archaeological priority zones. No negative impact on nearby heritage assets is therefore expected occur as a result of the proposed development.

#### **7.04 Airport safeguarding**

The application site relates to land south of RAF Northolt and falls within the statutory height, birdstrike and technical safeguarding zones surrounding RAF Northolt. The site also falls within the safeguarding zones of Heathrow Airport, located to the south of the application site.

Policy DMAV 1 of Hillingdon Local Plan: Part 2 - Development Management Policies (2020) seeks to support the continued safe operation of both Heathrow Airport and RAF Northolt. Statutory bodies including the Ministry of Defence, NATS and BAA have been consulted and all parties have raised no objections, subject to the imposition of suitable conditions.

The MOD has been consulted on the proposed development and raised no concerns regarding the proposed building heights for this development. The principal concern of the MOD with this development is the roof areas and the landscape planting and the potential to attract and support nesting hazardous birds such as gulls and other bird species. In this regard a condition for the submission of a bird hazard management plan has been requested to prevent the breeding and nesting of gulls and other bird species.

The MOD also requested a condition requiring the developer liaise with the MOD 28 days prior to the erection of any cranes or temporary tall structures.

Heathrow were also consulted on the application and confirmed that the proposed development could conflict with safeguarding criteria unless conditions to any permission are applied. In this regard Heathrow requested conditions requiring a Bird Hazard Management Plan, notification of Cranes and wind turbines.

In summary, subject to the inclusion of the recommended conditions there is no

safeguarding objection to this application in accordance with Policy DMAV 1 of Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

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

Policy DMHB 11 (Design of new development) of the Local Plan: Part 2 - Development Management Policies (2020) says (amongst other things) that development will be required to be designed to the highest 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.

Policy 7.4 of the London Plan (2016) says that buildings, streets and open spaces should provide a high quality design response that:

- a) has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass
- b) contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area
- c) is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings
- d) allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area
- e) is informed by the surrounding historic environment

Policy BE1 of the Local Plan: Part 1 - Strategic Policies (2012) requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods, where people enjoy living and working and that serve the long-term needs of all residents.

Paragraph 127 of the NPPF (February 2019) states that planning decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Policies D1 and D4 of the draft London Plan - Intend to Publish (December 2019) states that development design should respond to local context by delivering buildings and spaces that are positioned and of a scale, appearance and shape that responds successfully to the identity and character of the locality, including to existing and emerging street hierarchy, building types, forms and proportions and be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan, through appropriate construction methods and the use of attractive, robust materials which weather and mature well. Developments should also aim for high sustainability standards and also respect, enhance and utilise the heritage assets and architectural features that make up the local character. Proposals should provide spaces and buildings that maximise opportunities for urban greening to create attractive resilient places that can also help the management of surface water. Development should achieve comfortable and inviting environments both inside and outside buildings.

### Character

The area is currently characterised by a mix of uses which include office, storage, retail and associated service roads, residential and light industrial uses. There are residential properties on the opposite side of the road at Murry Grey House and to the south on Uxbridge road there is a Prior Approval office to residential conversion currently under construction. To the rear of the site are semi-detached houses on Hayes end close. The introduction of a residential hostel building in this location is therefore deemed appropriate and the elevational treatment and proposed materials are considered to be acceptable when considered in the wider context.

### Siting

The proposed building would be located approx. 6m from the kerb on Newport road and would be four stories high with the upper storey set back approx. 1m - 1.5m behind a parapet.

The proposed building would be positioned in line with the corner of the existing building to the north. The building to the south at no. 1 - 2 Newport road is two stories but has a single storey element which fronts Newport road. When viewed from the south the proposed building line would be located slightly behind the single storey element at 1 - 2 Newport road and slightly in front of the double storey element. The single storey element of 1 - 2 Newport road is currently subject to enforcement action and so its permanence is unclear. The siting of the proposed building in between the single storey element and the double storey element is therefore supported.

In summary the siting of the proposed building, set back from Newport road by approx. 6m is considered acceptable. The set back of the upper floor would reduce the overall visual impact of the building in the context of the street scene.

### Height

The proposed height of the nearby residential development on the opposite side of the road is four stories. The building on the junction of Newport road and Uxbridge road to the south benefits from prior approval for an office to residential conversion and also benefits from permission for an additional storey. This development is currently under construction.

The proposed height of four stories is considered acceptable as the upper storey is set in

and the whole building is set back from the kerb by approx. 6m to allow for parking and landscaping. This set back is expected to reduce the visual impact of the building when viewed from the approach from the Uxbridge road.

In summary, the proposed height is considered acceptable as the upper storey is set back and the siting of the proposed building from Newport road by approx. 6m would reduce the overall visual impact of the building in the context of the street scene.

The proposed materials would be buff brick and the Juliet balconies would be made of vertical metal railings which is deemed appropriate and would be in keeping with the local area. The elevational detailing includes doors with Juliet balconies and floor to ceiling windows which are considered to add interest. In summary the overall design is considered acceptable.

In conclusion the proposed development is considered to be in accordance with Policy DMHB 11 (Design of new development) of the Local Plan: Part 2 - Development Management Policies (2020), Policy 7.4 of the London Plan (2016), Policy BE1 of the Local Plan: Part 1 - Strategic Policies (2012), Paragraph 127 of the NPPF (February 2019) and Policies D1 and D4 of the draft London Plan - Intend to Publish (December 2019).

## **7.08 Impact on neighbours**

### **LAND USE**

In terms of land use the proposed development is not expected to have a negative impact on neighbouring residential properties as the proposals are expected to result in a reduction of vehicular trips and a overall reduction in the comings and goings that would usually be associated with light industrial uses.

### **PRIVACY and OUTLOOK**

The supporting text for Policy DMHB 11 (Design of New Development) of the Hillingdon Local Plan: Part 2 Development Management Policies (2020) states that the Council will aim to ensure that there is sufficient privacy for residents and it will resist proposals where there is an unreasonable level of overlooking between habitable rooms of adjacent residential properties, schools or onto private open spaces. A minimum of 21 metres separation distance between windows of habitable rooms will be required to maintain levels of privacy and to prevent the possibility of overlooking. In some locations where there is a significant difference in ground levels between dwellings, a greater separation distance may be necessary.

The nearest residential properties are directly to the south at 1 & 2 Newport road. This site accommodates a Hubby Bubbly or Hookah establishment on the ground floor and benefits from planning permission for a single residential unit on the upper floor. There are two windows in the northern elevation of the upper floor which are both obscure glazed. One window serves a bathroom and the other window is a secondary window to a dual aspect bedroom. A site visit established that this room is currently used as storage in association with the Hookah establishment on the ground floor rather than a bedroom.

The separation distances between the proposed development and the residential property to the south at 1 & 2 Newport road would be approx. 1.4m. This distance is considered acceptable on the basis that both windows in this elevation are obscured, one window is to a bathroom and the other is a secondary window. Furthermore, a site visit established that the room is currently used as storage in association with the Hookah establishment rather

than a habitable room.

Other nearby residential properties include the houses on Hayes end close. The closest property is at no. 20 and would be located approx. 18m from the ground and first floor rear elevation of the proposed building. The second floor would then be set in by 2.5m and the third floor would be set in a further 3.4m. The second floor would therefore be located approx. 20.5m from the rear elevation of the property at no. 20 Hayes end close and the third floor elevation would be located approx. 24m from the rear elevation of the property at no. 20 Hayes end close. Because of the aspect of all the properties on Hayes end close none of the windows face directly onto the proposed development.

In summary, although the separation distances between the proposed development and the residential property at no. 20 Hayes end close do fall marginally short of the 21m at the first floor, the proposed separation distances are considered acceptable because none of the properties face directly onto the proposal site, rather their aspect is directed further south or east. All of the residents at no.s 19, 20 or 21 Hayes end close were consulted on the proposed development. However, none have objected to the proposed development.

There are no residential properties to the north. The residential properties located on the other side of the road at Murry Grey House are not expected to be impacted negatively given the set back of the proposed building and an estimated separation distance of approx. 12m. Whilst this is below the 21m set out in policy DMHB 11 it does reflect an established street pattern where houses would be located opposite each other. Furthermore, it is the flank elevation of Murry House which would be located closest to the proposed scheme.

For the reasons set out above, it is not considered that the proposal would result in any loss of residential amenity to the nearest existing residential occupiers, in compliance with the relevant sections of Policy DMHB 11 and Appendix A of the Hillingdon Local Plan: Part 2 Development Management Policies (2020).

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

### **INTERNAL SPACE STANDARDS**

Policy 3.5 of the London Plan requires new development to be of the highest quality both internally and externally. Table 3.3 of the London Plan, together with the Mayor's Housing Standards and National Space Standards set out the internal size requirements for residential accommodation. Policy DMHB 16 (Housing Standards) of the Hillingdon Local Plan: Part 2 Development Management Policies (2020) reiterates these space standards.

As a guide the spaces standards set out Policy DMHB 16 would require:

- All of the one bedroom units to have a floorspace of between 39-50 sqm
- All of the two bedroom units to have a floorspace of between 61-70 sqm
- All of the three bedroom units to have a floorspace of between 74-95 sqm

The schedule of accommodation submitted as part of the application demonstrates that:

- All of the one bedroom units would have a floorspace of between 40-50 sqm with the exception of one which would be 39.7sqm;
- All of the two bedroom units would have a floorspace of between 55-70 sqm with the exception of one which would be 50.1sqm;
- All of the three bedroom units would have a floorspace of between 70-72 sqm.

Although the units would be smaller than would normally be required for conventional residential use (Use Class C3), the units are considered to provide adequate space for short term accommodation for homeless households and would still provide self contained accommodation which would negate the need to share facilities such as kitchens and bathrooms. In summary the proposed units would fall short of the space standards which would normally be required for conventional residential use (Use Class C3) but are considered to provide adequate space for the intended short term Sui Generis use.

## PRIVACY AND OUTLOOK

DMHB 11 of the Hillingdon Local Plan: Part 2 Development Management Policies (2020) set out design guidance with regard to new and existing development. The guide says that a minimum separation distance of 21 metres is required to avoid overlooking and loss of privacy.

There are no windows or doors (with Juliet balconies) in the flank elevations of the main (front) element of the building. Although windows were present in these elevations in the original scheme, these have been removed as they would have provided poor outlook on the southern elevation and may have blighted the future development of the site located to the north. There are some windows and doors located in the flank elevations of the central rearward element of the proposed building and these would be located approx. 10.5m from the side boundaries of the site which is deemed acceptable. Most of the windows are therefore located on the front elevation, the rear elevation of the main (front) element of the building and the flank walls of the rearward projecting element of the proposed building. The proposed development is therefore expected to provide adequate outlook from each of the units in accordance with DMHB 11 of the Hillingdon Local Plan: Part 2 Development Management Policies (2020) .

## EXTERNAL AMENITY SPACE

Policy DMHB 18 (Private Outdoor Amenity Space) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires all new residential development to provide good quality and usable private amenity space. Amenity space should be provided in accordance with the standards set out in Table 5.2 which are as follows:

- 1 bedroom flat - 20 sqm per flat
- 2 bedroom flat - 25 sqm per flat
- 3 bedroom flat - 30 sqm per flat

Amenity space is provided to the rear of the property in the form of informal amenity space and a children's play area. Although the proposed amenity space would fall short of what would be required by Policy DMHB 18 it should be noted that the proposed development is not for conventional (C3) residential use and would not normally be required to meet this standard. However, provision of amenity space is expected to go some way in meeting needs of the residents.

## CHILDREN'S PLAY SPACE

Policy DMHB 19 (Play Space) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires all developments which result in an occupancy of ten or more children to provide children and young people's play facilities on-site.

In this regard the proposed development would provide approx. 390 sqm of children's play space. It should be noted that the proposed development is not for conventional (C3) residential use and would not normally be required to meet the full Local Plan standards. The provision of 390 sqm of children's play space is considered in line with the needs of the Sui Generis use and is therefore acceptable.

## DAYLIGHT AND SUNLIGHT

Paragraph 5.41 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) says that the Council will aim to minimise the impact of the loss of daylight and sunlight and unacceptable overshadowing caused by new development on habitable rooms, amenity space and public open space. The Council will also seek to ensure that the design of new development optimises the levels of daylight and sunlight. The Council will expect the impact of the development to be assessed following the methodology set out in the most recent version of the Building Research Establishments (BRE) "Site layout planning for daylight and sunlight: A guide to good practice".

Policy DMHB 11 (Design of New Development) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) seeks to protect the amenity, daylight and sunlight of existing properties and open space.

Draft policy D6 of the London Plan (Intend to Publish (Dec 2019)) states that development should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst avoiding overheating, minimising overshadowing and maximising the usability of outside amenity space.

In this regard there are no residential properties located to the north of the proposed development and so no negative impact on existing daylight and sunlight levels enjoyed by nearby residential properties is expected to occur.

Most of the rooms within the proposed development are single aspect which is result of the site constraints. On each floor there is one north facing single aspect room which is a bedroom. There are also three north facing windows on each floor which serve a hallway. All other windows either face south, west or east and many of the windows/doors are full length. Seventeen of the doors have Juliet balconies. In summary, the limited number of single aspect north facing units and a combination of full length windows and doors with Juliet balconies are considered to provide the majority of rooms with good levels of daylight and sunlight.

It should be noted that the proposed development is not for conventional (C3) residential use and would not normally be required to meet the full BRE guidance.

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

Section 9 of the NPPF says that plans and decisions should take account of whether safe and suitable access to the site can be achieved for all people; and development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. The NPPF also says that developments should be located and designed where practical to give priority to pedestrian and cycle movements; create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians.

Policy DMT 1 (Managing Transport Impacts) of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) states that development proposals will be required to meet the transport needs of the development and address its transport impacts



in a sustainable manner. Policy DMT 2 (Highways Impacts) of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) seeks to minimise the impact on the surrounding highway with regards of traffic, air quality, noise, local amenity and safety. Policy DMT 6 (Vehicle Parking) of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) says that development proposals must comply with the parking standards outlined in Appendix C Table 1. Policy 6.3 of the London Plan requires development proposals to ensure that the impacts on transport capacity and the transport network are fully assessed. In this regard a Transport Assessment (TA) has been submitted in support of this application.

Policy 6.13 of the London Plan (2016) says that the maximum standards set out in Table 6.2 should be the basis for considering planning applications, informed by policy and guidance below on their application for housing in parts of Outer London with low public transport accessibility (generally PTALs 0-1).

The existing site site accommodates 18 off-street parking spaces which would be reduced to eight in the proposed scheme. These spaces would be accessed directly from Newport Road. Appendix C Table 1 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) requires 1 car parking space per 20 resident bed spaces plus 1 car parking space per manager. The proposed development would provide 50 bed spaces which would generate a requirement for 3-4 off street car parking spaces in total.

The Council's Highways team have been consulted on the application have confirmed that the provision of eight off street parking spaces is considered sufficient to serve the proposed development. One of the proposed spaces would be wheelchair accessible.

With regard to refuse collection, a bin store is to be located along the site frontage. This will enable refuse collection to take place as per the existing situation on-street which is acceptable.

Cycle parking is to be both covered and secure and should conform to the London Plan standards.

- 1 space per 20 bedrooms (long stay)
- 1 space per 50 bedrooms (short stay)

The submissions indicate a cycle store containing 12 secure and covered spaces to the rear of the site which is acceptable.

In summary the proposed development would provide sufficient off street car parking to serve the proposed use whilst resulting in an overall reduction in trip generation. This is expected to benefit the area in terms of highway safety and congestion.

The proposed development is therefore considered in accordance with the NPPF, Policies DMT 1; DMT 2; DMT 6 and Appendix C Table 1 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) and Policy 6.13 of the London Plan (2016).

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

In terms of urban design, policies DMHB 11, DMHB 12, DMHB 14, DMHB 15, DMHB 17, DMCI 4, DMCI 5 and Appendix A of the Hillingdon Local Plan: Part 2 Development Management Policies (2020), Policy BE1 of the Local Plan: Part 1 Strategic Policies (2012), Policies 7.4, 7.5, and 7.6 of the London Plan (March 2016) and emerging policies D1 and D2 of the draft London Plan - Intend to Publish (December 2019) are considered

relevant.

A number of urban design issues have been addressed above in the Impact on the Character and Appearance section.

#### Siting and design:

The proposed building would be located approx. 6m from the kerb on Newport road and would be four stories high with the upper storey set back approx. 1m - 1.5m behind a parapet.

The proposed building would be positioned in line with the corner of the existing building to the north. The building to the south at no. 1 - 2 Newport road is two stories but has a single storey element which fronts Newport road. When viewed from the south the proposed building line would be located slightly behind the single storey element at 1 - 2 Newport road and slightly in front of the double storey element. The single storey element of 1 - 2 Newport road is currently subject to enforcement action and so its permanence is unclear. The siting of the proposed building in between the single storey element and the double storey element is therefore supported.

In summary the siting of the proposed building, set back from Newport road by approx. 6m is considered acceptable. The set back of the upper floor would reduce the overall visual impact of the building in the context of the street scene.

#### Height, bulk and scale:

The proposed height of the nearby residential development on the opposite side of the road is four stories. The building on the junction of Newport road and Uxbridge road to the south benefits from prior approval for an office to residential conversion and also benefits from permission for an additional storey. This development is currently under construction.

The proposed building is set back from the kerb by approx. 6m to allow for parking and landscaping. The upper floor would be set back approx. 1m - 1.5m behind a parapet which is considered to reduce the appearance of the overall height of the building. Having regard to the 6m set back from the road and 1m - 1.5m set back behind a parapet, the proposed height of four stories is considered acceptable in this location.

In summary the siting of the proposed building, set back from Newport road by approx. 6m is considered appropriate and the set back of the upper floor behind the parapet would reduce the overall visual impact of the building in the context of the street scene and is therefore acceptable with regards to height.

As a result of comments received by the Council Urban Design officer the proposed development was re-designed and revised plans were submitted. The revised plans proposed a buff multi brick rather than a grey brick which is considered to improve the overall visual appearance of the building in this locality. The front entrance was amended which has improved legibility and added some interest to the front elevation.

Although concerns were originally raised regarding the divided communal garden space to the rear, due to the site constraints it would not be possible to relocate the rearward projection without compromising other aspects of the scheme. Furthermore it is considered that two separate amenity spaces might serve the development better

as there may be a mix of people using the space and not just people with smaller children.

#### Materials and elevational treatment

The proposed materials would be buff brick and the Juliet balconies would be made of vertical metal railings which is deemed appropriate and would be in keeping with the local area. The elevational detailing includes doors with Juliet balconies and floor to ceiling windows which are considered to add interest. In summary the overall design is considered acceptable.

For the reasons set out above, the proposed development is considered broadly in accordance with policies DMHB 11, DMHB 12, DMHB 14, DMHB 15, DMHB 17, DMCI 4, DMCI 5 and Appendix A of the Hillingdon Local Plan: Part 2 Development Management Policies (2020), Policy BE1 of the Local Plan: Part 1 Strategic Policies (2012), policies 7.4, 7.5, and 7.6 of the London Plan (March 2016) and emerging policies D1 and D2 of the draft London Plan - Intend to Publish (December 2019),

#### **7.12 Disabled access**

Policy DMHB 16 (Housing Standards) of the Hillingdon Local Plan Part Two - Development Management Policies requires all major housing developments to provide at least 10% of new housing to be accessible or easily adaptable for wheelchair users. London Plan policies 3.1, 3.8 and 7.2 are also relevant. Also material are emerging policies D1, D3 and D5 of the draft London Plan (Intend to Publish Dec 2019).

Development Plan policies require developments to be M4(2) (Wheelchair Adaptable) or M4(3) (Wheelchair Accessible) compliant within the technical specifications within Approved Document M to the Building Regulations (2015 edition).

In this regard three units are M4(3) compliant (Wheelchair Accessible) and the remaining units are M4(2) (Wheelchair Adaptable) in accordance with the technical specifications within Approved Document M to the Building Regulations (2015 edition).

The Proposed development is therefore considered acceptable with regards to Accessibility in accordance with the above policies.

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

The relevant section of Policy DMH 5 (Houses in Multiple Occupation (HMOs) and Student Accommodation) of the Local Plan: Part 2 - Development Management Policies (2020) says that Proposals for the provision of large HMOs, residential hostels, student accommodation and secure accommodation will be required to demonstrate that:

- i) there is good accessibility to local amenities and public transport;
- ii) they accord with the Accessible Homes standards and provide satisfactory living conditions for the intended occupiers; and
- iii) there will be no adverse impact on the amenity of neighbouring properties or the character of the area.

In this regard, the proposed development is considered to accord with parts i, ii & iii of the above policy.

- i) Although the site does not have have a high PTAL rating, there are five buses which serve the area providing links to Ruislip, Harrow, Ealing, Northolt, Uxbridge and Hounslow. Furthermore, the Uxbridge road has a number of local amenities including shops, eating and drinking establishments, healthcare providers, schools and local employment.
- ii) Three of the ground floor units will comply with Part M (3) of the Building Regulations and all of the remaining units would comply with Part M (2) of the Building Regulations. The

proposed scheme is therefore considered to be accessible.

iii) In addition, no adverse impact on the amenity of neighbouring properties or the character of the area is expected to occur as a result of the development.

In summary, the proposed development is considered to accord with Policy DMH 5 (Houses in Multiple Occupation (HMOs) and Student Accommodation) of the Local Plan: Part 2 - Development Management Policies (2020).

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

##### **TREES AND LANDSCAPING**

Policy DMHB 14 (Trees and Landscaping) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires new development to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area which supports biodiversity. This is reiterated in Policy DMHB 11 (Design of New Development) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

Policy DMHB 12 (Streets and Public Realm) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) aims (amongst other things) to encourage appropriate landscaping that is suitable for the location, serves a purpose, contributes to local green infrastructure, the appearance of the area and ease of movement through the space.

Policy DMHB 18 (Private Outdoor Amenity Space) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires residential development to provide good quality and usable private outdoor amenity space.

The Council's Landscape Architect has been consulted on the scheme and has confirmed that no trees or other landscape features of merit will be affected by the proposed development. In response to initial comments from the Council's Landscape Architect which raised concerns relating to the width of the landscaped areas fronting the site, the landscaping scheme was revised and the amount of soft landscaping was increased.

Further concerns were raised regarding the amenity space as it initially presented two spaces joined by an awkward area to the rear of the building. As a result the scheme was amended to improve access between the two spaces. Although the two areas continue to read as two separate areas, this is considered acceptable given the proposed use as there may be a number of different residents with different needs. For example not all residents will be families with young children. In summary the Amenity space is considered acceptable for this specific use.

Queries regarding a qualitative assessment using the Urban Greening Factor were also raised. In response, the Applicant confirmed that the Urban Greening Factor was estimated at around 0.48. This would be achieved through the use of permeable paving, flower rich perennial planting and amenity grassland.

In summary, taking account of the Council's Landscape Architect's comments and the revised proposals, the proposed development is considered acceptable with regards to trees and landscaping in accordance with Policies DMHB 11, DMHB 12, DMHB 14 and DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

##### **ECOLOGY AND BIODIVERSITY**

In regard to ecology and biodiversity paragraph 170 of the NPPF is relevant. This is supported by Policy 7.19 of the London Plan (March 2016) and Policy G6 of the draft London Plan - Intend to Publish (December 2019). Policy EM7 (Biodiversity and Geological conservation) of the Local Plan: Part 1 - Strategic Policies (2012) seeks the protection and enhancement of populations of protected species as well as priority species and habitats identified within the UK, London and the Hillingdon Biodiversity Action Plan and will (amongst other things) seek the provision of biodiversity improvements from all development, where feasible. This is further reiterated by Policy DMEI 7 of the Local Plan Part 2; Development Management Policies (2020).

In this regard the site is completely covered in hard surfacing and due to its urban nature is not expected to accommodate any protected species. The proposed scheme incorporates soft landscaping to both the rear and front of the proposed building which is expected to improve the immediate area in terms of biodiversity. The proposed development is therefore considered acceptable with regard to ecology and biodiversity and in accordance with the policies set out above.

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

Policy 5.16 of the London Plan (2016) sets out the Mayor's policy for waste management, including the need to minimise waste and encourage recycling. This is supported by policy EM11 of the Local Plan: Part 1 - Strategic Policies (November 2012). Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states:

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 proposed development would provide enclosed bin storage for 4 x 1100 l bins to the front of the site. The Council's Waste Officer has been consulted on the application and has confirmed that as the bin storage capacity is slightly under the recommended bin size, the provision of adequate refuse and recycling facilities should be secured by way of planning condition. This is deemed acceptable.

As such, the proposed development is considered to accord with Policy EM11 of the Local Plan: Part 1 - Strategic Policies (November 2012), Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) and Policy 5.16 of the London Plan (2016).

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

Policy 5.2 of the London Plan (March 2016) requires that development proposals make the fullest contribution to minimising carbon dioxide emissions in accordance with the energy hierarchy: Be lean: use less energy; Be clean: supply energy efficiently; and Be green: use renewable energy.

Policy EM1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states that the Council will ensure that climate change mitigation is addressed at every stage of the development process. This includes the reduction of carbon emissions through low carbon strategies and encouraging the installation of renewable energy to meet the targets set by the London Plan (March 2016).

Policy DMEI 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) requires that: A) All developments make the fullest contribution to minimising carbon dioxide emissions in accordance with London Plan targets; B) All major

development proposals must be accompanied by an energy assessment showing how these reductions will be achieved; C) Proposals that fail to take reasonable steps to achieve the required savings will be resisted. However, if the Council is minded to approve the application despite not meeting the carbon reduction targets, then it will seek an off-site contribution to make up for the shortfall. The contribution will be sought at a flat rate at of £/tonne over the lifetime of the development, in accordance with the current 'allowable solutions cost'.

The assessment submitted alongside this planning application is not adequate and provides no details of measures to minimise carbon dioxide emissions.

In order to ensure compliance with regional and local planning policies, it is necessary to impose a condition requiring the submission and approval of a revised Energy Assessment. In addition, as it is not currently possible to assess if the development is policy compliant, the S106 agreement will require a contribution linked to the submission of further assessments and using the standard formula to allow the Council to capture any shortfalls. If the updated Energy Assessment indicates no shortfall, then no payment is necessary.

Subject to the imposition of the above condition and Heads of Term legal agreement, the development accords with policy 5.2 of the London Plan (2016), policy EM1 of the Local Plan Part 1 (2012) and policy DMEI 2 of the Local Plan Part 2 (2020).

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

Policy EM6 (Flood Risk Management) of the Local Plan Part 1 Strategic Policies (2012) states that applicants must demonstrate that Flood Risk can be suitably mitigated. Policies DMEI 9 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) seek to ensure that new development incorporates appropriate measures to mitigate against any potential risk of flooding.

The Applicant has submitted a Flood Risk Assessment and SuDS report. The application site is located in a Flood Zone 1 which is a zone recognised at low risk of flooding. The Council's Flood risk team have been consulted on the application and have confirmed that they had no objection subject to a surface water management condition.

It is therefore considered that subject to conditions, the scheme is deemed in accordance with Policy EM6 (Flood Risk Management) of the Local Plan: Part 1 - Strategic Policies (2012), Policies DMEI 9 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Policies 5.11, 5.12 and 5.13 of the London Plan and the NPPF.

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

##### **NOISE**

Hillingdon Local Plan: Part 1 - Strategic Policies (2012) policy EM8 seeks to promote the maximum possible reductions in noise levels and minimise the number of people potentially affected in target areas as identified by the Defra Noise Action Plan. Policy DMHB 11 (Design of New Development) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) says (amongst other things) that (B) Development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

London Plan Policy 7.15 aims to reduce and manage noise to improve health and quality of life and supports the objectives of the Mayor's Ambient Noise Strategy.

The Government's National Planning Policy Framework (NPPF) gives the Government's guidance on noise issues. It states that planning decisions should (i) avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development, and (ii) mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from new development, including through the use of conditions. According to the Government's Noise Policy Statement for England (NPSE) of March 2010, these aims should be achieved within the context of Government policy on sustainable development.

When compared to the existing light industrial use, the proposed development is not expected to create any adverse noise impacts on surrounding residential properties.

An environmental noise survey was carried out by Falcon Energy Ltd and was submitted as part of the application. In summary the report concluded that mitigation measures, including glazing specification and the use of appropriate ventilation were recommended and should be sufficient to achieve recommended internal noise levels for the proposed development according to BS 8233: 2014.

The Council's Environmental Protection unit has been consulted on the application and has provided the following response:

I have read through the acoustic report and it is deemed satisfactory. The applicant has demonstrated that with the required specifications for external building envelope and glazing specification the internal room levels cited in BS 8233 : 2014 will be met. I have no objections to the proposed development. In relation to policy DMHB 11.

In summary, it is considered that the proposed development would not raise issues with regards to noise impacts on nearby sensitive receptors. Furthermore, the proposed development is not expected to be impacted negatively by nearby noise sources and the proposed units could be designed, insulated, and otherwise protected from external noise sources to appropriate national and local standards, in accordance with part B of Policy DMHB 11 (Design of New Development) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy EM8 of the Hillingdon Local Plan Part 1, Policy 7.15 of the London Plan and the NPPF.

## AIR QUALITY

With regards to air quality Policy DMEI 14 (Air quality) of the Local Plan: Part 2 - Development Management Policies (2020), Policy EM8 of the Local Plan Part 1 (2012), Policy 7.14 (Improving Air Quality) of the London Plan (2016), Policy SI 1 of the draft London Plan - Intend to Publish (December 2019) and the NPPF are considered relevant.

The very small scale of the parking limits the impact of the development on the Hayes Focus Area. Detailed comments from the air quality officer will be detailed in the Committee Addendum.

Subject to the conditions, the proposed development is considered acceptable with regards to air quality in accordance with Policy DMEI 14 (Air quality) of the Local Plan: Part 2 - Development Management Policies (2020), Policy EM8 of the Local Plan Part 1 (2012), Policy 7.14 (Improving Air Quality) of the London Plan (2016), Policy SI 1 of the draft London Plan - Intend to Publish (December 2019) and the NPPF.

## 7.19 Comments on Public Consultations

The application was advertised by way of site notice and all adjoining properties were notified of the planning application. No responses from any local residents or business were received as a result of the consultation.

## **7.20 Planning obligations**

Policy DMCI 7 (Planning obligations and CIL) of the Local Plan Part 2 Development Management Policies (2020) seeks contributions or planning obligations which may be required in order to mitigate the impacts of the development. The proposed development does not require the delivery of any planning obligations.

## **7.21 Expediency of enforcement action**

N/A

## **7.22 Other Issues**

### **LAND CONTAMINATION**

Policy EM8 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states that the Council will expect proposals for development on contaminated land to provide mitigation strategies that reduce the impacts on surrounding land uses. Major development proposals will be expected to demonstrate a sustainable approach to remediation that includes techniques to reduce the need to landfill.

Policy DMEI 12 (Development of Land Affected by Contamination) of the Local Plan: Part 2 - Development Management Policies (2020) says that the Council will support planning permission for development of land which is affected by contamination where it can be demonstrated that contamination issues have been adequately assessed and the site can be safely used through remediation. This is supported by Policy 5.21 of the London Plan (2016).

The Applicant has submitted a Phase 1 Geo-Environmental Risk Assessment which outlines a site reconnaissance / inspection and desk study details, leading to inclusion of an initial conceptual model (CSM) and preliminary risk assessment (PRA). The report focuses on two key aspects of possible contamination generally arising from: -

- Made Ground beneath the buildings and hardstanding which may contain commonly encountered contaminants.
- Activities associated with the recent use of the site as a contractors/builders yard.

The Councils' Ground Contamination officer has reviewed the information and has raised no objection to the proposed development subject to conditions requiring further site investigation.

On this basis, it is considered that the impact of the development on ground contamination can be mitigated in accordance with Policy EM8 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012), Policy DMEI 12 (Development of Land Affected by Contamination) of the Local Plan Part 2: Development Management Policies (2020) and Policy 5.21 of the London Plan (2016).

### **FIRE SAFETY**

Policy D12 (Fire safety) of the draft London Plan - Intend to Publish (2019) says that in the interests of fire safety and to ensure the safety of all building users, development proposals must achieve the highest standards of fire safety. In this regard a condition has been added to secure the submission, agreement and implementation of a detailed Fire Strategy



for all parts of the development in accordance with draft Policy D12 (Fire safety) of the London Plan - Intend to Publish (2019).

## **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**

This application seeks permission for a residential hostel building in Sui Generis use which would accommodate homeless families and people for a temporary period. The development would assist the Council's Housing Team in providing the highest possible quality of temporary accommodation and in turn reducing dependence of other forms of temporary accommodation such as bed and breakfast accommodation.

Short life accommodation ensures that homeless households do not end up in unsuitable temporary accommodation. This is a unique form of housing tenure, very different to conventional housing in Use Class C3. This form of accommodation meets a very specific and targeted need and would fall within Sui Generis use class.

Whilst the proposal would result in the loss of non-designated industrial land, the provision of temporary residential accommodation to meet an identified need is considered to outweigh any harm. On balance, having regard to the development plan and all other material considerations, the proposed development is considered acceptable in principle.

Whilst not strictly in accordance with Local Plan policy standards for residential densities and unit sizes that would normally be applied to conventional residential use (Use Class C3), the standards act as a useful guide to what might be considered acceptable living conditions for temporary self contained units (Sui Generis Use) and in this regard the proposed development is considered acceptable.

The area is currently characterised by a mix of uses which include office, storage, retail and associated service roads, residential and light industrial uses. The introduction of a residential hostel building in this location is therefore deemed appropriate and the elevational treatment and proposed materials are considered to be acceptable when considered in the wider context.

The siting of the proposed building, set back from Newport road by approx. 6m is considered appropriate and the set back of the upper floor behind a parapet would reduce the overall visual impact of the building in the context of the street scene. The proposed siting, height and massing is therefore deemed acceptable in this instance

It is not considered that the proposal would result in any loss of residential amenity to the nearest existing residential occupiers. No negative impact with regard to daylight and sunlight have been identified.

No adverse impacts have been identified with regards to Noise. Air Quality has been dealt with by way of planning condition.

The proposed development would provide 3 wheelchair accessible units which represents 10% of the overall scheme and is therefore considered acceptable with regard to Accessibility.

The proposed development is also considered acceptable with regards to Archaeology, Airport Safeguarding, Ground Contamination, Flood Risk, Energy, Waster, Ecology and Biodiversity and Trees and Landscaping subject to appropriately worded conditions.

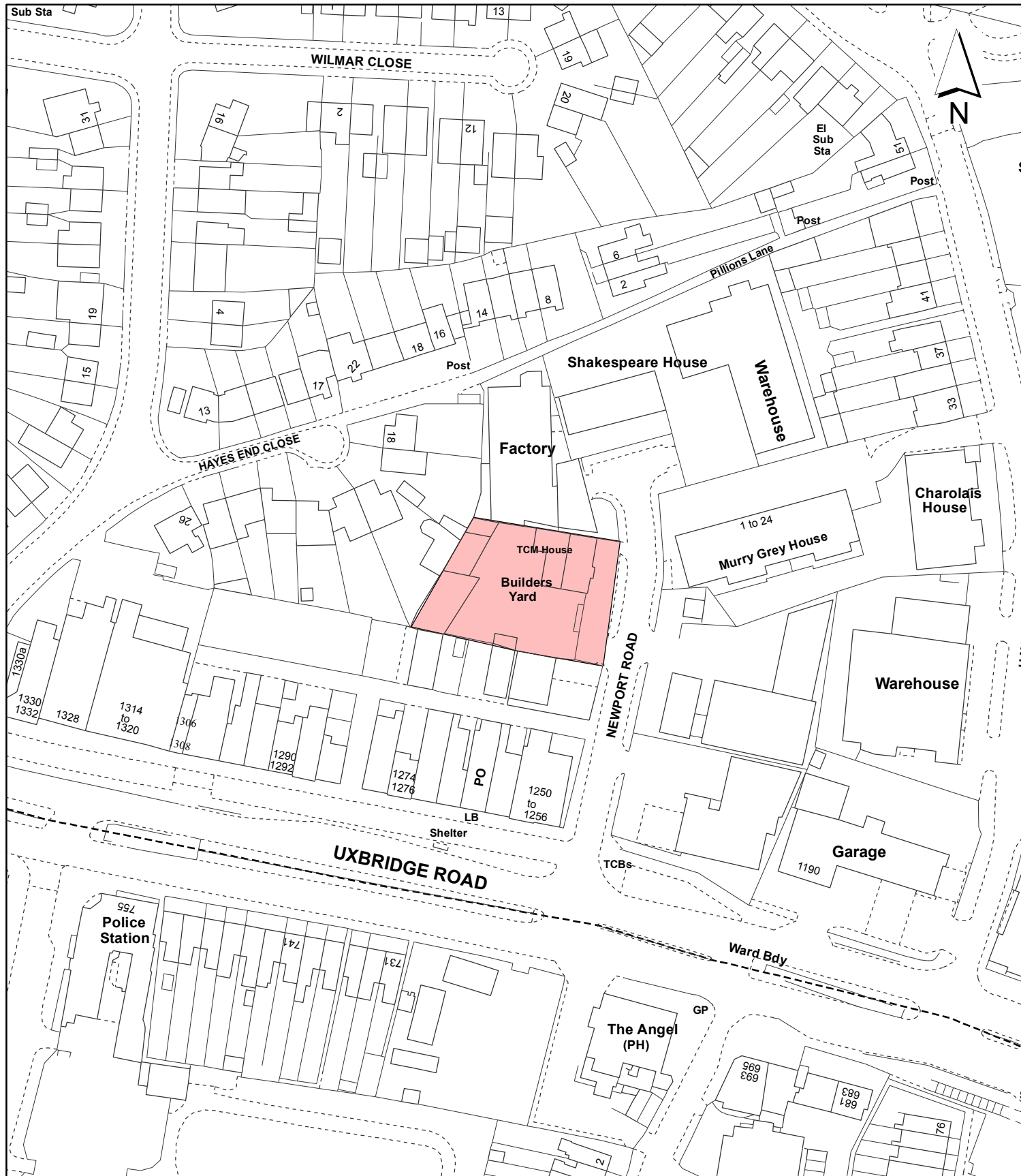
For the reasons set out above the proposed development is considered acceptable and the application is recommended for Approval.

## **11. Reference Documents**

Hillingdon Local Plan: Part 1 Strategic Policies (2012)  
Hillingdon Local Plan: Part 2 Site Allocations and Designations (2020)  
Hillingdon Local Plan: Part 2 Development Management Policies (2020)  
London Plan (2016)  
Draft London Plan - Intend to publish (2019)  
National Planning Policy Framework (2019)  
Hillingdon Homelessness Prevention and Rough Sleeping Review and Strategy (2019 to 2024).

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#### Notes:

 Site boundary

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Site Address:

**T C M House  
Newport Road  
Hayes**

Planning Application Ref:

**61202/APP/2019/3510**

Planning Committee:

**Major**

Scale:

**1:1,250**

Date:

**March 2020**

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