

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

**Address** QUAD NORTH BUILDING, BRUNEL UNIVERSITY KINGSTON LANE  
HILLINGDON

**Development:** Installation of a new boiler flue and two vent louvres to allow installation of new heat-generating equipment

**LBH Ref Nos:** 532/APP/2020/590

**Drawing Nos:** 54865-CBG-QN-00-SK-M-9002 Rev. P01  
Design and Access Statement (Ref: 54865-WMA-QN-ZZ-RP-A-0003)  
54865-WMA-QN-ZZ-DR-A-0010 Rev. P01  
54865-WMA-QN-ZZ-DR-A-0001 Rev. P01

**Date Plans Received:** 20/02/2020 **Date(s) of Amendment(s):**

**Date Application Valid:** 20/02/2020

### 1. SUMMARY

The application seeks full planning consent for the replacement of the existing Quad North Building heating systems in order to comply with the relative standards of the Clean Air Act and Gas standard (IGEM/UP/10).

A feasibility study has been undertaken and has identified that the current plant room location (which includes flue dilution) does not meet statutory requirements of the Clean Air Act or gas standard (IGEM/UP/10) due to its proximity to openable windows and access points. The submission also states that the existing plant room location is not suitable to accommodate the replacement equipment and accord to the aforementioned standards. As such there is a clear requirement for the relocation of the plant room.

The chosen location is the roof of an adjacent small gardeners compound which currently accommodates gardening equipment and welfare facilities and is less than 5 metres to the west of the Quad North Building. The plant equipment is relatively obscured given its rooftop location.

Whilst the application site is located within the Green Belt, as is the entire campus the proposed development is of a minor scale and relatively hidden within a roof top plant area, therefore there is no impact to the openness of the Green Belt.

As such 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.

#### COM4

~~The development here is not in accordance with approved plans~~  
The development here is carried out except in complete accordance with the details shown on the submitted plans, number 54865-CBG-QN-00-SK-M-9002 Rev. P01.

#### REASON

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

### INFORMATIVES

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

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

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

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Hillingdon Local Plan: Part Two - Development Management Policies set out below and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

DMEI 4	Development on the Green Belt or Metropolitan Open Land
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
LPP 7.16	(2016) Green Belt
NPPF- 13	NPPF-13 2018 - Protecting Green Belt land

#### 3 I59 **Councils Local Plan : Part 1 - Strategic Policies**

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2016). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

### 3. CONSIDERATIONS

#### 3.1 Site and Locality

The Quad North (formerly known as 'Halsbury') Building is located on the BUL campus. The site is not listed or within a conservation area. The Quad North Building comprises three storeys, was constructed in 1971, and is an example of brutalist architectural design.

The building accommodates laboratory, teaching and office primary functions with supporting breakout, tea-making and meeting spaces. Internal refurbishment and fit-out works within the Ground floor entrance lobby and WCs took place in December 2019. Lab

refurbishments for the Chemical Engineering department were also completed in 2019 as part of a series of proposed phased refurbishments to the department.

Brunel University is a Major Developed Site within the Metropolitan Green Belt as identified in the Policies of the Hillingdon Local Plan (Jan 2020).

### **3.2 Proposed Scheme**

The purpose of the proposals is to replace the existing building heating systems, in compliance with applicable standards. The proposed equipment consists of a 3m galvanised metal flue which will sit 1 metre above the roof level of the compound building and a set of high combustion air louvre vents which have a combined height of 2 metres located near the existing door to the compound.

### **3.3 Relevant Planning History**

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

The following recent and approved planning applications have been made for modifications to the Quad North Building:

532/APP/2004/2147: Installation of external ductwork relating to minor layout modifications and refurbishment 532/APP/2005/914: Installation of external emergency escape staircase to serve second floor of Halsbury building 532/APP/2002/1367: Erection of a two storey extension

532/APP/2009/2688: Replacement windows and doors to the Halsbury Building and Graduate Building.

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

London Borough of Hillingdon Development Plan (from 6th April 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 2019.

1.6 The Mayor has considered the Inspectors' recommendations and, on 9th December 2019, issued to the Secretary of State his intention to publish the London Plan along with a statement of reasons for the Inspectors' recommendations that the Mayor did not wish to accept. The Secretary of State responded on the 13th March 2020 and stated that he was exercising his powers under section 337 of the Greater London Authority Act 1999 to direct that modifications are required. These are set out at Annex 1 of the response, however the letter does also state that if the Mayor can suggest alternative changes to policies that would address the concerns raised, these would also be considered.

1.7 More limited weight should be attached to draft London Plan policies where the Secretary of State has directed modifications or where they relate to concerns raised within the letter. Greater weight may be attached to policies that are not subject to modifications from the Secretary of State or that do not relate to issues raised in the letter.

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

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains

Part 2 Policies:

DMEI 4 Development on the Green Belt or Metropolitan Open Land

DMHB 11 Design of New Development

DMHB 12 Streets and Public Realm

LPP 7.16 (2016) Green Belt

NPPF- 13 NPPF-13 2018 - Protecting Green Belt land

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

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

## **6. Consultations**

## External Consultees

A site notice was displayed between 05-03-20 and 02-04-20. No responses were received.

## Internal Consultees

None.

## 7. MAIN PLANNING ISSUES

### 7.01 The principle of the development

The application site lies within a Major Developed Site located inside the Metropolitan Green Belt. Accordingly, the proposal for a replacement and additional plant equipment is subject to the provisions of Policy DMEI 4 of the Hillingdon Local Plan : Part 2 - Development Management Policies (Jan 2020)

Policy DMEI 4 states:

A) Inappropriate development in the Green Belt and Metropolitan Open Land will not be permitted unless there are very special exceptional circumstances.

B) Extensions and redevelopment on sites in the Green Belt and Metropolitan Open Land will be permitted only where the proposal would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it, than the existing development, having regard to:

- i) the height and bulk of the existing building on the site;
- ii) the proportion of the site that is already developed;

The proposal is for the relocation of existing plant room equipment to the ancillary compound close to the Quad North Building, which the plant equipment serves. The existing equipment does not meet the necessary Gas and Clean Air standards so needs to be replaced. A feasibility study was undertaken to ascertain whether the equipment could be replaced but retained within the existing plant room however evidence has been provided to demonstrate this is not possible. Given the size, scale, design and location of the proposed equipment, it is not considered that the proposed development would be contrary to Policy DMEI 4 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020)

### 7.02 Density of the proposed development

Not applicable to this application.

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

Not applicable to this application.

### 7.04 Airport safeguarding

Not applicable to this application.

### 7.05 Impact on the green belt

The proposal is not considered to have a detrimental impact on the Green Belt or surrounding area as discussed within the 'Impact on the character & appearance of the area' section of this report.

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

The application site lies within a Major Developed Site located inside the Metropolitan Green Belt characterised by large education related buildings and some smaller commercial units. The design and scale of the plant equipment is considered to be minor and subordinate to the existing building, nearby buildings and would be completely screened from outside the campus and the adjoining Green Belt land. It is therefore considered that the plant equipment could be located in this position without a significant impact on the

appearance of this part of the site and its immediate context.

It is considered that the proposal would not harm the overall character or appearance of the University Campus and surrounding area. Accordingly, the proposal would accord with Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

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

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states that:

B) Development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

The size, scale and design are not considered to impact the character or amenities of the surrounding properties and no objection has been raised concerning these matters. As such the proposal is considered to comply with Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (January 2020).

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

Not applicable to this application.

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

Not applicable to this application.

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

The issues relating to design are addressed in the sections above.

#### **7.12 Disabled access**

Not applicable to this application.

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

Not applicable to this application.

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

Not applicable to this application.

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

Not applicable to this application.

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

Not applicable to this application.

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

Not applicable to this application.

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

AIR QUALITY

The purpose of the proposals is to replace the existing building heating systems, in compliance with applicable standards as noted below. An optioneering exercise was carried out in November 2019 as part of a larger feasibility study to replace the heating and hot water systems within the Quad North building. This exercise identified that the current plant room location (which includes flue dilution) does not meet statutory requirements of the Clean Air Act or gas standard (IGEM/UP/10) due to its proximity to openable windows and access points. Further investigation of the existing plant room location determined that a new standard flue could also not be installed due to the maximum output of the required replacement heating system and the Radius of Concern (5U) value that it would create; in order to accommodate the required heating systems and gain statutory compliance, the plant room would need to be relocated. As such the application is considered to give rise

to air quality improvements.

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

Not applicable to this application.

#### **7.20 Planning obligations**

Not applicable to this application.

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

Not applicable to this application.

#### **7.22 Other Issues**

Not relevant to the consideration of this application.

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

#### General

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

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

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

#### Planning Conditions

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

#### Planning Obligations

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

#### Equalities and Human Rights

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

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

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

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

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

Not applicable to this application.

#### **10. CONCLUSION**

The application seeks full planning permission for the relocation and replacement of the existing heating system for the Quad North Building. It is clear from the submission that the applicant has undertaken a feasibility study to ensure that the most appropriate location is found for the relocated equipment given the site is located within the Green Belt. Given the small scale of the equipment and its location on the roof of the gardeners compound adjacent to the Quad North Building, it is considered that the proposal would not have any significant impact on the openness of the Green Belt within this Major Developed Site.

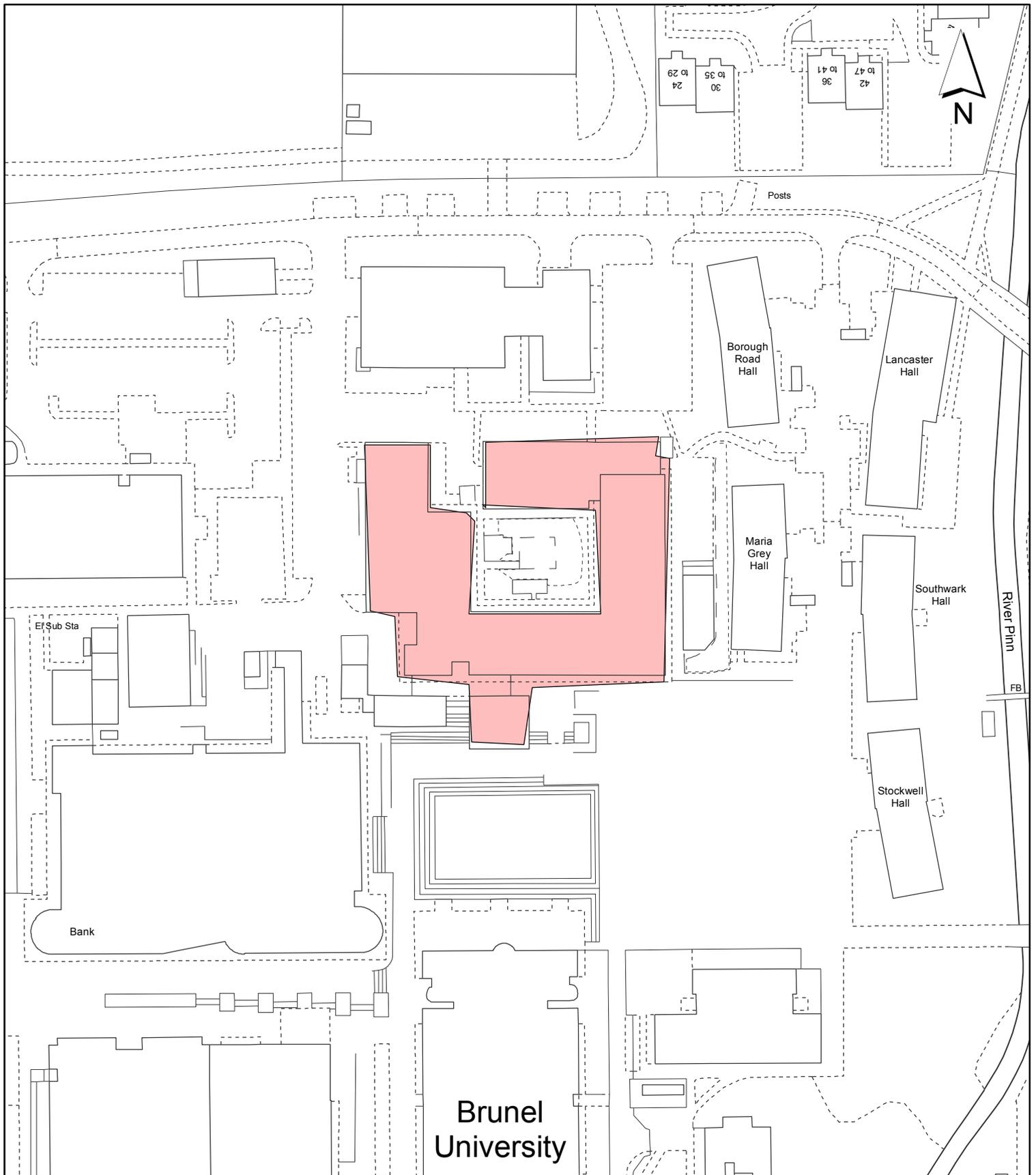
The proposed development is considered to comply with both government and local policies and it is therefore recommended for approval.

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

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part Two - Development Management Policies (Jan2020)  
The London Plan (2016)  
National Planning Policy Framework (February 2019)

**Contact Officer:** Christopher Brady

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**Notes:**

 Site boundary

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Site Address: **Quad North Building  
 Brunel University  
 Kingston Lane**

**LONDON BOROUGH  
 OF HILLINGDON**  
 Residents Services  
 Planning Section  
 Civic Centre, Uxbridge, Middx. UB8 1UW  
 Telephone No.: Uxbridge 01895 250111

Planning Application Ref:  
**532/APP/2020/590**

Scale:  
**1:1,250**

Planning Committee:  
**Central and South**

Date:  
**May 2020**

