

Report of the Head of Development Management and Building Control

Address: 34, 36, 38 GREEN LANE NORTHWOOD

Development: Partial demolition of ground floor space to the rear of number 38, and amalgamation of number 36/38 to form a larger and more coherent retail unit on the ground floor. Partial demolition of ground floor space to the rear of number 34 to facilitate the erection of a single storey E-Use workshop building. New external staircase to retained upper floor residential units. Shop front to retail to remain as existing.

LBH Ref Nos: 77897/APP/2023/2663

Drawing Nos: 19150-126
19150-127
19150-129
19150-101
19150-120
19150-102
19150-103
19150-104
19150-105
19150-106
19150-107
19150-109
19150-108
19150-110
19150-125
19150-122
19150-123
19150-124
19150-128

Date Plans received: 11-09-2023

Date(s) of Amendments(s):

Date Application valid 11-09-2023

1. SUMMARY

The site comprises three terraced buildings in a parade of eight mixed-use terraced properties with ground floor retail and first floor residential/retail on the southern side of Green Lane. It is at the western end of the Northwood (Green Lane) Town Centre and Conservation Area. The proposal involves the demolition of the rear ground floor wings of 34 and 38 Green Lane, the demolition of an

outbuilding to the rear of 36 Green Lane, the erection of a single storey, pitched roofed workshop (Class E(g)(iii)), the amalgamation (at ground floor) of 36 and 38 Green Lane.

There are 6 objections, including from Northwood Residents' Association relating mostly to loss of retail viability and resultant harm to the area (including the loss of existing retail tenants) and harm to the conservation area. There is also a petition against the proposal with 66 signatures.

The Council recently refused a similar application on this site (application ref: 77897/APP/2023/602). The Council's Urban Design and Conservation Officer had objected to the previous scheme, and the Council refused the application, because of concerns with the alterations to the shopfront and the inappropriate design and location of the workshop. The shop front features are no longer proposed to be altered and the inappropriate previously refused flat-roof design has been amended to an acceptable pitched roof. While the orientation of the workshop remains as previously proposed, this alone is not deemed to warrant a recommendation of refusal for the scheme and the Council's Urban Design and Conservation Officer has raised no objection to this application.

The Council's Planning Policy Officer does not raise any objections or concerns to the loss of retail floorspace (Class E) and the Council's Highways Officer has not objected or raised concerns on highways grounds.

The application is recommended for approval, subject to planning conditions.

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, numbers 19150-120; 19150-121; 19150-122; 19150-123; 19150-124; 19150-125; 19150-126; 19150-127; 19150-128; 19150-129 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 (2021).

3. COM7 Materials (Submission)

Prior to the commencement of development, details of all materials and external surfaces shall be 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).

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

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

1. Details of Soft Landscaping

- 1.a Planting plans (at not less than a scale of 1:100),
- 1.b Written specification of planting and cultivation works to be undertaken,
- 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate including pollution absorbing species.

2. Details of Hard Landscaping

- 2.a Refuse Storage
- 2.b Cycle Storage
- 2.c Means of enclosure/boundary treatments
- 2.d Car Parking Layouts (including one active electric vehicle charging point and two passive electric vehicle charging points)
- 2.e Hard Surfacing Materials
- 2.f External Lighting
- 2.g Other structures (such as play equipment and furniture)

3. Living Walls and Roofs

- 3.a Details of the inclusion of living walls and roofs
- 3.b Justification as to why no part of the development can include living walls and roofs

4. Details of Landscape Maintenance

- 4.a Landscape Maintenance Schedule for a minimum period of 5 years.
- 4.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

6. Other

- 6.a Existing and proposed functional services above and below ground
- 6.b Proposed finishing levels or contours

The approved details shall be completed before the first use of the approved development and thereafter maintained in full accordance with the approved details.

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies DMHB 11, DMHB 14, DMEI 1 and

DMT 6 of the Hillingdon Local Plan Part 2 (2020) and Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (2021).

5. OM19 Construction Management Plan

Prior to the commencement of development, 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.
- (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 number 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 in accordance with Policy T7 of The London Plan and Policies DMT 1 and 2 of the Hillingdon Local Plan Part 2 (2020).

6. COM30 Contaminated Land

(i) The development hereby permitted shall not commence until a scheme to deal with contamination has been submitted to and approved by the Local Planning Authority (LPA). The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

- (a) A desk-top study carried out by a competent person to characterise the site and provide information on the history of the site/surrounding area and to identify and evaluate all potential sources of contamination and impacts on land and water and all other identified receptors relevant to the site;
- (b) 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.
- (c) A written method statement providing details of the remediation scheme and how the completion of the remedial works will be verified shall be agreed in writing with the LPA prior to commencement.

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

(iii) All works which form part of the remediation scheme shall be completed and a verification report submitted to the Council's Environmental Protection Unit before any part of the development is occupied or brought into use unless the LPA dispenses with any such requirement specifically and in writing.

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 policies DMEI 11 and DMEI 12 Hillingdon Local Plan Part 2 (2020).

7. NONSC **Non Standard Condition**

Prior to occupation of the development hereby approved, the applicant shall submit a Refuse Management Plan to the Local Planning Authority for approval. The plan shall include details of refuse and recycling storage enclosure/s (which shall be separate for commercial and residential uses) and shall detail if and/or how the refuse and recycling bins shall be moved to a predefined collection point, together with details of a management company responsible for it. The approved measures shall be implemented and maintained for so long as the development remains in existence.

REASON

To ensure appropriate refuse storage is provided on site, to safeguard highway safety and to safeguard the free flow of traffic, in accordance with Policy EM11 of the Hillingdon Local Plan Part 1 (2012) and Policy DMHB 11 of the Hillingdon Local Plan: Part 2 (2020).

INFORMATIVES

3. CONSIDERATIONS

3.1 Site and Locality

The site forms three properties on the southern side of Green Lane, forming the eastern end of a row of eight 2.5 storey terraced buildings in mixed use (ground floor retail with residential above) at the western end of the Green Lane Town Centre and Conservation Area. The site area extends to 2,000m² and includes side vehicular access to a rear parking area providing rear/back of house access (including to first floor residential properties) with a separate single storey building at the rear boundary.

Similar town centre development predominates to the north and east, with Northwood Underground Station 130m to the east. A Council-owned car park is adjacent to the west with lower density residential development beyond.

Site Constraints

- Green Lane Northwood Town Centre
- Green Lane Northwood Primary Shopping Area
- Northwood Town Centre, Green Lane Conservation Area

- Flood Zone 1
- Potentially Contaminated Land
- PTAL Rating 3

3.2 Proposed Scheme

The proposal involves the following works:

- Demolition/removal of the rear of the ground floor (and associated structures) of 34-38 Green Lane
- New single storey, pitched detached workshop building at the rear of the site with three adjacent car spaces
- Two new accesses stairs/landing to the rear of the existing first floor flats
- Associated works including new close boarded fencing, bin storage, cycle storage and other site works
- Amalgamation of 36 and 38 Green Lane into one shop

3.3 Relevant Planning History

77897/APP/2023/602 34, 36, 38 Green Lane Northwood

Demolition of existing outbuilding and partial demolition of the ground floor of nos. 34 and 38. Erection of an outbuilding for use as a workshop. Installation of an external staircase to retained upper floor residential units. Amalgamation of ground floors of nos. 38 and 36 to form a combined retail unit including a new shopfront.

Decision: 14-06-2023 Refused

Comment on Relevant Planning History

Application reference 77897/APP/2023/602 was refused 14-06-23 for the following reason: By virtue of its box form design, orientation, appearance and disruption to the pattern and rhythm of the linear parade of shops posed by the proposed workshop building and the removal of traditional characteristics to the shopfront of 38 Green Lane, the development would fail to preserve or enhance the character and appearance of the Northwood Town Centre, Green Lane Conservation Area. It would result in less than substantial and unacceptable harm to the setting and character of the Northwood Town Centre, Green Lane Conservation Area, as well as the visual amenity of the street scene. When weighing the public benefits, these would not outweigh the identified harm. The proposal is therefore contrary to Policies HE1 and BE1 of the Hillingdon Local Plan: Part One Strategic Policies (2012), Policies DMHB 1, DMHB 4, and DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policies D3 and HC1 of the London Plan (2021), and Chapters 12 and 16 of the National Planning Policy Framework (2021).

It is considered that the removal of proposed works to the shopfronts and the introduction of a pitched roof to the previously flat roof design of the workshop building has overcome the previous reasons for refusal, as set out within this report.

4. Planning Policies and Standards

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

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)
- The West London Waste Plan (2015)
- The London Plan (2021)

The National Planning Policy Framework (NPPF) (2023) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

The Northwood Town Centre, Green Lane Conservation Area Appraisal has also formed part of the assessment.

Local Plan Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.E1 (2012) Managing the Supply of Employment Land

PT1.E5 (2012) Town and Local Centres

PT1.EM1 (2012) Sustainable Waste Management

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PT1.EM6 (2012) Flood Risk Management

PT1.EM7 (2012) Biodiversity and Geological Conservation

PT1.EM8 (2012) Land, Water, Air and Noise

PT1.HE1 (2012) Heritage

Part 2 Policies:

LPP D14 (2021) Noise

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LPP D4 (2021) Delivering good design

LPP D5 (2021) Inclusive design

LPP D8 (2021) Public realm

LPP E4 (2021) Land for industry, logistics and services to support London's economic function

LPP E6 (2021) Locally Significant Industrial Sites

LPP G6 (2021) Biodiversity and access to nature

LPP GG2 (2021) Making the best use of land

LPP HC1 (2021) Heritage conservation and growth

LPP SD6 (2021) Town centres and high streets

LPP SD7 (2021) Town centres: development principles and Development Plan Documents

LPP SI12 (2021) Flood risk management

LPP SI13 (2021) Sustainable drainage

LPP SI7 (2021) Reducing waste and supporting the circular economy

LPP T5 (2021) Cycling

LPP T6 (2021) Car parking

LPP T6.3 (2021) Retail parking

LPP T6.5 (2021) Non-residential disabled persons parking

LPP T7 (2021) Deliveries, servicing and construction

DMEI 14 Air Quality

DMEI 7 Biodiversity Protection and Enhancement

DMEI 9 Management of Flood Risk

DMHB 1 Heritage Assets

DMHB 13 Shopfronts

DMHB 13A Advertisements and Shop Signage

DMHB 4 Conservation Areas

DMT 1 Managing Transport Impacts

DMT 2 Highways Impacts

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- DMT 5 Pedestrians and Cyclists
- DMT 6 Vehicle Parking
- DMTC 1 Town Centre Development
- DMTC 2 Primary and Secondary Shopping Areas
- DMTC 3 Maintaining the Viability of Local Centres and Local Parades
- DMTC 4 Amenity and Town Centre Uses
- NPPF11 NPPF 2021 - Making effective use of land
- NPPF12 NPPF 2021 - Achieving well-designed places
- NPPF14 NPPF 2021 - Meeting the challenge of climate change flooding
- NPPF15 NPPF 2021 - Conserving and enhancing the natural environment
- NPPF16 NPPF 2021 - Conserving & enhancing the historic environment
- NPPF7 NPPF 2021 - Ensuring the vitality of town centres
- NPPF9 NPPF 2021 - Promoting sustainable transport

5. Advertisement and Site Notice

- 5.1 Advertisement Expiry Date: 18th October 2023**
- 5.2 Site Notice Expiry Date: 20th October 2023**

6. Consultations

External Consultees

Neighbour consultation

A total of 73 residents and the Northwood Residents Association were consulted between 15.09.2023 - 06.10.2023 with a Conservation Area site notice installed from 27.09.2023 - 18.10.2023 and an advertisement in the local press from 27.09.2023 - 18.10.2023.

A total of six submissions and one from Northwood Residents Association were received. Additionally, a petition with 66 signatures was received requesting refusal of the application. The submissions raised the following summarised issues:

- Works will affect the existing local businesses and employment
- Loss of existing business floorspace
- Loss of existing units and businesses
- Reduction in floorspace and amalgamation of 36 and 38 Green Lane will affect vitality of the area

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- The loss of floorspace creates a retail unit that is not supportive of the town centre location
- Loss of retail unit, in conflict with policy
- Workshop is unrelated to the size and scale of the town centre

Planning Officer Comments: The net loss in retail floorspace is not explicitly contrary to policy and may be considered partly offset by the increase in light industrial floor area. Both retail and the proposed workshop for light industrial use are within Use Class E.

- Loss of floorspace and depth to the retail units will affect cumulative viability and therefore the survival of the conservation area
- Will affect the heritage significance of the area

The petition cited the following topic and desired outcome:

"The block has particular historic value and so the original units should be retained. The existing businesses do not need or want any change to the retail units they occupy. Reducing the size of the retail units and taking out viable commercial space would affect the businesses that occupy these premises and reduce the quality of services they provide for the community".

Planning Officer Comments: The Council's Urban Design and Conservation Officers are satisfied that the proposed design would be acceptable in terms of heritage, conservation, design, appearance, and impact on the character of the surrounding area.

Internal Consultees

Conservation and Urban Design Officer: The proposed development has addressed the reasons for refusing the previous planning application (77897/APP/2023/602). This proposed scheme omits the unacceptable alterations to the shopfront and introduces an appropriate pitched roof to the workshop instead of the previously refused flat roof. As such, the proposed development is acceptable with regards to conservation and design.

The Highways and Planning Policy Officers did not object to the previously refused proposal (ref: 77897/APP/2023/602). Shop front alterations are no longer proposed, and the proposed workshop would have a pitched roof instead of a flat roof. Otherwise, the proposal remains the same as the previous scheme. Therefore, the internal Highways' and Planning Policy Officer's 'no objection' comments remain applicable to this application.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

- Loss of Retail

Policy SD6 of the London Plan is a strategic policy that notes that the vitality and viability of London's varied town centres should be promoted and enhanced by encouraging strong, resilient, accessible and inclusive hubs with a diverse range of uses that meet the needs of Londoners, and strengthen the role of town centres as a main focus for Londoners' sense of place and local identity in the capital. The adaptation and diversification of town centres should be supported in response to the challenges and opportunities presented by multi-channel shopping and changes in technology and consumer

behaviour, including improved management of servicing and deliveries.

Policy SD7 of the London Plan aims to ensure that commercial floorspace relates to the size and the role and function of a town centre and its catchment, is appropriately located and fit for purpose, with at least basic fit-out and not compromised in terms of layout, street frontage, floor to ceiling heights and servicing, with efficient delivery and servicing in a way that minimises negative impacts on the environment, public realm, the safety of all road users, and the amenity of neighbouring residents. It also aims to support the diversity of town centres by providing a range of commercial unit sizes, particularly on larger-scale developments.

Policy E9 of the London Plan aims to support convenience retail in all town centres to secure inclusive neighbourhoods as well as provide a policy framework to enhance local and neighbourhood shopping facilities and prevent the loss of retail and related facilities that provide essential convenience and specialist shopping.

Policy DMTC 1 of Hillingdon's Local Plan Part 2 also supports 'main town centre uses' where the development proposal is consistent with the scale and function of the centre with adequate width and depth of floorspace and appropriate servicing arrangements have been provided.

Policy DMTC 2 of Hillingdon's Local Plan Part 2 supports the provision of ground floor retail (and other specified town centre uses) provided that a minimum of 70% of the frontage is retained in retail use; the proposed use will not result in a separation of Class A1 uses of no more than 12m interruption in frontage of A1 shops or a concentration of non retail uses which could be considered to cause harm to the vitality and vibrancy of the town centre; and compliance with other relevant local plan policies.

Whilst there is a clear intent to avoid the loss of retail within designated town centres and parades, there is no actual policy against the loss of retail floorspace, net or otherwise, in a town centre. There is also no policy direction against shop amalgamation.

The three existing retail units have internal floorspaces of 115m², 138m² and 73m², with depths of about 25m. The proposal involves the demolition of the rear parts of all three buildings and the internal walls between 36 and 38 Green Lane to allow the amalgamation of these two units. It results in two retail units of 66m² and 131m². This is a net loss of one retail space and 129m² (in total floorspace terms).

It appears that the amalgamation of 36 and 38 Green Lane is an offset against the net loss of retail floorspace. At present, 38 Green Lane is 4.2m wide at its entrance but narrows to 2.6m. This is somewhat prohibitive as a retail space. Widening the space through amalgamation with 36 Green Lane offers a more flexible and attractive retail space with a double frontage. There would not be any loss in retail frontage as a result of the proposal.

The depth of the retail units is reduced from 26m at 34 Green Lane, 31m at 36 Green Lane and 24m at 38 Green Lane to 15m within both units. In terms of maintaining depth to ensure flexibility and viability in use, there are no significant constraints and the resultant units would be similar in depth/area to the ground floor premises operating at 24 and 26 Green Lane. Overall, the net loss is noted, and is unfortunate, but there are clear benefits with the refurbishment of the existing spaces to be retained and the additional width provided within 36-38 Green Lane.

Therefore, the loss of retail floor space and the amalgamation of 36 and 38 to form one retail unit is

acceptable in principle, subject to compliance with wider planning policies.

- Light Industrial Use

Policy E7 of the London Plan requires a proactive approach and encouragement for the intensification of business uses through introduction of small units, amongst other factors. Policy DME1 of the Local Plan will support light industrial within Locally Significant Employment Locations (LSEs).

There is no explicit policy encouragement towards or against the provision of light industrial uses in town centre locations and the provision of 44m² of light industrial floorspace is not opposed in principle. In principle, the proposed workshop could provide a service that is compatible and complementary to the area, particularly given the back land location behind the street frontage. It is also recognised in the planning use class order (amended 1st August 2021) that any light industrial use that is capable of being carried out in a residential area (as proposed on the application form) is Class E, the same as retail shops or any other service appropriate to this commercial locality. On this basis, no objection is raised to the principle of the proposed workshop in this location, subject to compliance with wider planning policies.

- Conclusion

Paragraph 90 of the NPPF supports the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. The proposal involves a loss of retail floorspace and provision of workshop floorspace for a net loss overall. Whilst this is generally unusual, it is not a policy departure and the associated refurbishment of the premises, increased flexibility of the retail space and diversity of use weighs in favour. Therefore, the principle of development is acceptable, subject to compliance with wider planning policies.

7.02 Density of the proposed development

Not applicable.

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

Refer to Section 7.07.

7.04 Airport safeguarding

Not applicable.

7.05 Impact on the green belt

Not applicable.

7.06 Environmental Impact

Not applicable.

7.07 Impact on the character & appearance of the area

Policy BE1 of the Hillingdon Local Plan Part 1 - Strategic Policies (2012) seeks a quality of design that enhances and contributes to the area in terms of form, scale and materials, is appropriate to the identity and context of the townscape and would improve the quality of the public realm and respect local character.

Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020) states that new development will be

required to be designed to the highest standards and incorporate principles of good design, including harmony in consideration of the height of surrounding structures. Policy DMHB 12 of the same plan requires integration with the surrounding area.

The site is within the Northwood Town Centre, Green Lane Conservation Area and the Council has a duty to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area, including its setting (Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990). Chapter 16 of the NPPF requires consideration of the harm to the significance of the Conservation Area.

Policy DMHB 4 of the Hillingdon Local Plan Part 2 (2020) seeks to ensure that development within a Conservation Area preserves or enhances the character or appearance of the area, including through high quality design and resisting the loss of buildings and features. Policy HC1 of the London Plan (2021) seeks to conserve significance, by being sympathetic to the assets' significance and appreciation within their surroundings.

The Conservation Area Appraisal notes that The Pavement on the south side was the first section of shops to be completed (visible in 1914 ordinance maps) and the parades of shops are tightly packed. It is less flamboyant than its later neighbours. The parade is two and half storeys with shops on the ground floor with a red brick first floor with yellow brick decorative courses and dormer windows in the attic under slate roofs.

There is also reference to an alley that runs behind, and an interesting surviving outbuilding which is an early Victorian stable/workshop at the end of the alley. It is constructed of London stock brick with slate roofs and has three pitched roof dormers breaking through the eaves. This building falls outside of the application site. The appraisal notes that the buildings make a positive contribution to the historic and architectural character and appearance of the conservation area.

- To the rear

Notwithstanding the above appraisal, the rear of the buildings at 24-48 Green Lane is a haphazard collection of rear extensions of varying form and materials that have a clear servicing or back-of-house appearance. These extensions offer little in terms of a positive setting for the conservation area. Therefore, the demolition of these structures is not opposed.

The replacement with a modest, detached, pitched-roof, single-storey building is considered to be acceptable. While a reorientation to match the other rear buildings/extension in the terrace would be preferable this is not deemed sufficient to warrant a recommendation for refusal.

- To the street

The previously refused application (ref: 77897/APP/2023/602) involved new doors to 36 and a new shopfront to 38 Green Lane involving the removal of the door and the provision of bi-fold doors much the same as 36 Green Lane. The Council's Conservation Officer was opposed to these works with the loss of pilasters and corbel brackets harmful to the character and form of the parade of retail premises and the Conservation Area as a whole. Alterations to the shopfront are not proposed under this scheme. As such, previous shopfront concerns have been addressed.

- Conclusion

This application has addressed the previous design-based reasons for refusals.

The Council's Urban Design and Conservation Officer has been consulted on the application and considers the proposed design acceptable.

The proposed development would preserve the character and appearance of the Northwood Town Centre, Green Lane Conservation Area, and the visual amenity of the street scene.

The proposal would comply with the aims of Policies HE1 and BE1 of the Hillingdon Local Plan: Part One Strategic Policies (2012), Policies DMHB 1, DMHB 4, and DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policies D3 and HC1 of the London Plan (2021), and Chapters 12 and 16 of the National Planning Policy Framework (2023).

7.08 Impact on neighbours

Policy DMHB 11 and Policy EM8 of the Hillingdon Local Plan (part 2 and part 1 respectively) seek to ensure a satisfactory relationship with adjacent dwellings and no unacceptable loss of outlook, amenity, daylight and sunlight to neighbouring occupiers or impacts of noise, odour, emissions, safety and security, refuse, parking or traffic congestion. Policy D14 of the London Plan (2021) aims to reduce, manage and mitigate noise to improve health and quality of life by avoiding significant adverse noise impacts on health and quality of life.

The proposal involves a net reduction in building footprint with the footprint of the new workshop building well removed from the existing retail and residential units, such that there is no additional dominance or loss of light.

The uses within the main building remain unchanged and the premise of the use class of the new workshop building is that the use is compatible with a residential area. Further, the openings are to the south, away from the existing retail and residential units. Whilst there are offices to the rear and residential properties beyond, the separation distance is appropriate to protect amenity.

New access stairs to each of the units, including a new shared landing for 34 and 36 Green Lane would, in theory, open up some sightlines to neighbours but when compared with the existing situation, there is no significant change and no objection raised.

7.09 Living conditions for future occupiers

Not applicable.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Site Characteristics

The site forms part of a 1930's shopping parade located within Green Lane in Northwood and the surroundings consist of a mix of commercial and residential uses.

It is proposed to reconfigure and amalgamate two established retail units at 36 and 38 Green Lane to form a single larger commercial unit with the erection of a small-scale workshop unit located to the rear of the site. Demolition of an existing outbuilding and partial demolition of the ground floor elements of 34 and 38 would be necessary to facilitate the proposal.

An established access located to the side of no. 38 is to remain to serve the rear of the site envelope affording access to 3 parking spaces and 6 formal cycle parking spaces.

The site exhibits a public transport accessibility level (PTAL) of 3 which is considered as moderate, but the Council's Highways Officer has advised that in practice the 'real world' PTAL may be somewhat higher than numerically depicted. This is due to the relative proximity of Northwood London Underground Station and a plethora of local bus services operating within the locality. There are extensive parking controls on the surrounding roadways exemplified by double yellow lines and 8am to 6.30pm - Monday to Saturday Pay & Display facilities.

Vehicular Trip Generation

Hillingdon Local Plan: Part 2 Policies DMT 1 and DMT 2 require the council to consider whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

The Council's Highways Officer has advised that as a consequence of the relatively small scale of development and limited on-plot parking, any vehicular trip generation uplift is predicted to be negligible and therefore does not give rise to any specific highway concerns.

Car Parking

Policy DMT 6 of the Local Plan requires compliance with the parking standards unless it is demonstrated that a deviation would not result in a deleterious impact on the surrounding road network.

It is apparent that the three existing retail units and the two residential units are not provided with any formal car parking. There is a substandard potential parking space at the rear of 34 Green Lane, which is not counted because of its inadequate length. It would then follow that any reduction in retail floorspace would not present any additional parking issue.

The workshop space is required to provide three spaces, with the Local Plan specifying two spaces plus one space per 50-100m² of floorspace. The proposal includes three car spaces for the workshop use which represents compliance with the parking standard.

This moderate level of provision is further supported by the aforementioned good 'real world' transport links and local parking controls in the area which act as a parking constraint and therefore encourage sustainable travel to and from the site. It is also noted that there is a public car park close to the site.

EV charging amounting to one active and two passive charging points would be secured by condition in the event of an approval.

In light of the above, the proposed level of parking is considered acceptable.

Cycle Parking

Policy DMT 5 of the Hillingdon Local Plan - Part 2 (2020) requires compliance with the cycle parking standards. The retail units are reduced in floorspace and the residential units are unchanged, such that there are no additional cycle parking requirements. The workshop use generates the need for one space, though the Highways Officer recommends three spaces be provided on the basis of the mixed use of the site.

Three cycle racks, providing parking for six cycles, are provided at the rear of the residential units. This would be an improvement on the existing situation and while there is only a requirement for one space, the cycle parking could be shared by the workshop and existing residences (or even the retail units). The cycle parking is accessible, located in a back of house location alongside the residential entrances but would need to be made secure and sheltered. An allocation strategy, including one space allocated to the workshop use, as well as details of secure and covered bike shelters could be secured by condition in the event of an approval.

Access

Chapter 9 of the NPPF and Policy T4 of the London Plan (2021) states that development proposals should not increase road danger and that development proposals should not be refused unless highways impacts are severe.

The existing alleyway/driveway serving the rear of the site is single width and serves perhaps ten formal parking spaces and a number of additional informal or ad hoc parking spaces. The proposal for three additional parking spaces would add to the trip generation along this single lane access. However, the Highways Officer has advised that with the low level of traffic (three proposed spaces), the likelihood of conflict is very low. In itself, this is a limiting factor in terms of overall activity to and from the site. Coupled with the stringent waiting restrictions around the area that would inherently restrict general activity by deterring private car travel to and from the address without envisaged measurable harm, no concerns are raised with access. In terms of manoeuvrability within the car park, there is sufficient space and visibility for turning and forward movement from the site.

Servicing

There is a relatively ad hoc servicing arrangement at the rear of the site for the existing retail units with the greater likelihood that most deliveries would occur at the street front.

The proposed workshop building would alter this rear servicing arrangement by appearing to reduce accessibility to the retail units from the rear. However, the existing access to the rear of these properties is already somewhat compromised, with either no direct access or restricted access down narrow passage ways. The proposal would introduce a more formal and clearly marked out arrangement with the car parking spaces. Any potential impact to servicing is viewed as either an improvement, commensurate or so minimal as not to warrant concern.

Construction Management Plan

A Construction Management Plan would be a requirement given the constraints and sensitivities of the immediate road network in order to avoid/minimise potential detriment to the public realm. Continued and safe pedestrian and vehicular access would also need to be maintained to the rear of the premises during the construction period. This would be conditioned in the event of an approval.

7.11 Urban design, access and security

Paragraph 96 of the NPPF and Policy DMHB 15 of the Hillingdon Local Plan Part 2 (2020) require healthy, inclusive and safe places so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion. There are no objections on these grounds.

7.12 Disabled access

Policy D5 of the London Plan requires accessible and inclusive design that is convenient and

welcoming with no disabling barriers, providing independent access without additional undue effort, separation or special treatment.

The amalgamation of the retail units at 36 and 38 Green Lane will improve accessibility as a small step to the existing retail unit at 36 Green Lane exists. Access to 34 Green Lane will remain unchanged and the new access points to the existing residential units will remain via staircases. The workshop can be designed in a way that it is fully accessible such that no objection is raised.

7.13 Provision of affordable & special needs housing

Not applicable.

7.14 Trees, landscaping and Ecology

No impact.

7.15 Sustainable waste management

Policy EM11 of the Hillingdon Local Plan Part 1 (2012) refers to the minimisation of waste. As part of the redevelopment at the rear of the site, a new bin store is positioned underneath the staircase at the eastern end of the site. It is intended to serve the first floor residential properties at the site, along with the three ground floor retail premises.

The dimensions appear inadequate for the likely waste generation from five properties. Also refuse storage for residential units should be kept separate from commercial uses. However, given the available space between the workshop and the rear of the retail buildings, there is adequate space for suitably located and separate (between commercial and residential) bin storage areas that would protect the character of the area and neighbour amenity. This could be conditioned.

In the event of an approval, a condition would be included requiring details of separate residential and commercial refuse and recycling storage and collection arrangements.

7.16 Renewable energy / Sustainability

Policies BE1 and DMEI 2 of the Hillingdon Local Plan (Part 1 and Part 2 respectively) seek to achieve reductions in carbon dioxide emissions through energy efficient design and effective use of low and zero carbon technologies, including the use of Sustainable Urban Drainage Strategies, water efficiency and sustainable design and construction techniques to increase the re-use and recycling of construction, demolition and excavation waste and reduce the amount disposed to landfill.

No such details have been submitted. However, given the relatively modest nature of the construction works and the open plan form of the modest workshop building, there are limited opportunities for sustainability measures beyond what is required of building regulations. On this basis, no objections are raised.

7.17 Flooding or Drainage Issues

Flooding

Policy SI12 of the London Plan (2021) states that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. The site is in Flood Zone 1 with no identified surface flooding. The proposed workshop use is acceptable on flooding grounds. The proposal is therefore acceptable.

Drainage

Policy SI13 of the London Plan (2021) states that development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible. Policy DMEI 10 of the Hillingdon Local Plan Part 2 (2020) states that developments are required to include a drainage assessment demonstrating that appropriate sustainable drainage systems (SuDS) have been incorporated.

The site is not in a Critical Drainage Area, not shown to be at risk from surface flooding and there is a net reduction in building footprint. Subject to details of hard or soft landscaping in the area between the workshop and the rear of the retail buildings to ensure that there is adequate on site infiltration, as part of broader drainage details, there is unlikely to be any adverse drainage issues. These details could be secured by condition in the event of an approval.

7.18 Noise or Air Quality Issues

Policy DMEI 14 of the Hillingdon Local Plan Part 2 (2020) states that development should demonstrate appropriate reductions in emissions to sustain compliance with and contribute towards meeting EU limit values and national air quality objectives for pollutants. The site does not fall within the Air Quality Management Area, and given the relatively minor scale of development and continued uses, no concerns are raised.

7.19 Comments on Public Consultations

Refer to Section 6.

7.20 Planning obligations

Not applicable.

7.21 Expediency of enforcement action

None applicable.

7.22 Other Issues

Contaminated Land

The site is located on land identified as potentially contaminated. Given that the development would involve demolition to accommodate new built development in a town centre location, it is unlikely that there would be any concerns with contaminated land that could not be remediated. Therefore, in the event of an approval the appropriate conditions for investigation and remediation would be included.

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

The proposed scheme has been amended from that previously refused and is now deemed to comply with national, regional, and local planning policies and guidance. It is, therefore, recommended that the application be approved subject to planning conditions.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)

Hillingdon Local Plan: Part Two - Development Management Policies (January 2020)

The London Plan (2021)

National Planning Policy Framework (NPPF) (2023)

National Planning Practice Guidance (NPPG)

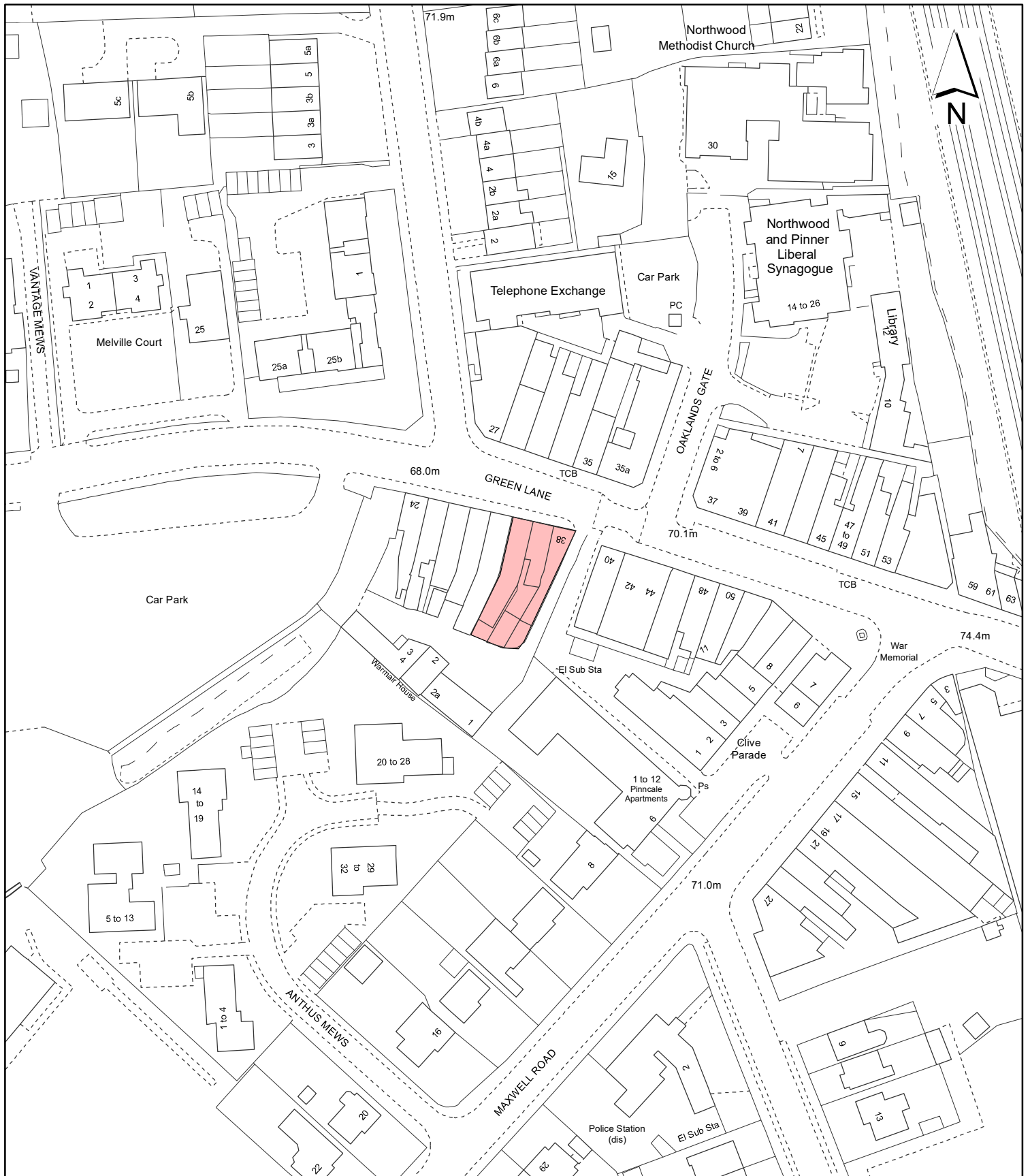
Technical Housing Standards - Nationally Described Space Standard (2015) (as amended)

Contact Officer:

Daniel Ambrose

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Notes:

 Site boundary

For identification purposes only.
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Site Address:

34, 36, 38 Green Lane

LONDON BOROUGH OF HILLINGDON
Residents Services Planning Section

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 Telephone No.: Uxbridge 01895 250111

Planning Application Ref:
77897/APP/2023/2663

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1:1,250

Planning Committee:
Minor

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