

# Report of the Head of Development Management and Building Control Committee Report – Application Report

Case Officer: **Emilie Bateman**

**77170/APP/2024/1240**

Date Application Valid:	<b>08.05.24</b>	Statutory / Agreed Determination Deadline:	<b>14.02.25</b>
Application Type:	<b>Full</b>	Ward:	<b>Northwood</b>

Applicant: **Ms Diana Ehigiamusoe**

Site Address: **36 Moor Park Road, Northwood**

Proposal: **Change of use from residential dwelling (Use Class C3) to Children’s Care Home (Use Class C2), to include a cycle and bin store.**

Summary of Recommendation: **GRANT planning permission subject to conditions**

Reason Reported to Committee: **Required under Part 3 of the Planning Scheme of Delegation (Petition received)**



## **Summary of Recommendation:**

GRANT planning permission subject to the conditions set out in Appendix 1.

### **1 Deferred at Planning Committee on 5 September 2024**

- 1.1 This application was deferred at Planning Committee on 5 September 2024 given ambiguity surrounding the number of staff, shift times and impact on parking, and for members to conduct a site visit.

#### Members Site Visit

- 1.2 A member site visit was carried out on 23 January 2025. This was held during the morning school drop-off times to provide context regarding the traffic and parking concerns raised in representations. However, it is noted that the proposed staff daytime shift starts prior to this, at 7.30am. The site and other properties within the street were also viewed from the footpath, to gain an appreciation of the character and visual amenity of the street scene.
- 1.3 The key matters looked at on the member site visit were:
- Impact on parking.
  - The relationship between the proposal and adjacent properties.
  - Impact on the character and appearance of the street scene.

#### Staffing Considerations Review

- 1.4 Following the deferral, greater clarification was sought from the applicants regarding the number of staff and children that would be in the home. The applicants submitted a revised Management Plan Rev A following the Members' Site Visit with revisions to the morning shift start time of staff, which would now commence a full 45 minutes before the school drop-off times.
- 1.5 The Management Plan includes a staff rota which demonstrates during the day there would typically be 3no. support workers and 1no. manager on site, with 2no. support workers overnight (1no. manager on call).
- 1.6 The Management Plan further specifies that there would be a maximum of four staff members on site during the day shift, which would be secured by condition. Staffing would follow a rota system, with staff working in shifts to ensure continuous support. The home would be limited to accommodating a maximum of 4 children. The staff-to-child ratio would depend on the level of need of the individual child. Notwithstanding this, the planning permission

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would be subject to a condition securing a maximum of four staff on the premises at any one time. This would mean that the proposed home would be unable to accommodate for example 4 children with needs that would require staffing above a 1:1 child to staff ratio. Scenarios on staff to child ratio has been presented within the main section of the report for reference. Consequently, the number of children accommodated at any given time would be adjusted (reduced from maximum 4 children) according to requirements to ensure that the staff-to-child ratio remains within the established limit of a maximum of four staff members on site.

- 1.7 The Management Plan includes further details regarding visitors to the home and should be considered alongside the updated Parking Plan, which includes an additional on-site parking space for visitors. Due to the nature of the proposal, unplanned visits would not be permitted. All visits to the home would be minimal in number and pre-arranged, ensuring effective management of on-site parking provisions. Visitors would include social workers and Ofsted inspectors involved in each child's care and typically would visit the home once every four to six weeks.

#### Parking Management Review

- 1.8 Number 36 Moor Park Road benefits from a large front garden and driveway, with a detached garage.
- 1.9 Concerns were raised regarding the on-site parking arrangements, as the previously proposed configuration would result in vehicles being blocked in. Additionally, due to the uncertainty surrounding staffing numbers, there were concerns about the adequacy of on-site parking and the potential impact on on-street parking availability.
- 1.10 Following the deferral, a condition has been recommended to limit the number of staff on-site to a maximum of four at any given time. As a result, the on-site parking provision has been maintained at five proposed spaces, with four allocated for staff and one space set aside for visitors to the home.
- 1.11 The amended parking layout plan and tracking demonstrates that all five proposed parking spaces can be accessed and exited without obstruction. The revised plan and supporting documentation have been reviewed by the Council's Highways Officer, who has raised no objections.
- 1.12 The updated parking plan would necessitate the removal of a small amount of soft landscaping to ensure sufficient access and egress for all vehicles. The Council's Landscape and Trees Officers have reviewed the proposal and raised no objections, provided that a condition is applied to ensure that the works do not impact the mature tree on site.
- 1.13 The remainder of this Committee Report has been updated from the original report which was brought to the Planning Committee on the 5 September

2024. These updates reflect the additional information received and clarifications that had been sought post-committee deliberation / deferral.

## **2 Consultation Update**

- 2.1 Since the deferral of this application, a 14-day re-consultation took place upon receipt of revised information. It is noted that two new petitions have been received with 111 and 80 valid signatures each. The outcome sought by the petitions is refusal.
- 2.2 Following the Members' site visit a couple of minor alterations have been submitted which include a revised layout of the proposed parking which now depicts the existing building with front bay windows, as well as parking layout modifications to demonstrate that the site could accommodate 5 no. on-site parking spaces with manoeuvring. A revised Management Plan was also provided with the staff shift starting time changed to 7.30am in the morning rather than the previous 8.00am. These changes are considered improvements to the scheme. Therefore, it was not necessary nor a requirement to re-consult on these minor revisions.

## **3 Executive Summary**

- 3.1 Full planning consent is sought for the change of use from a residential dwellinghouse (C3 use class) to a children's care home for up to 4 children (C2 use class).
- 3.2 The application is subject to two additional petitions following the original petition containing 176 signatures in objection to the proposal. The two recent petitions contain 111 and 80 valid signatures each. The concerns raised within these petitions are set out in more detail in Section 8 of this report, but in summary include loss of residential use, impacts upon the local highway network and parking, crime and safety, noise and disturbance, environmental impacts and loss of character of the area.
- 3.3 The proposed development would result in a loss of C3 use class accommodation. However, a residential care home also serves as a form of residential accommodation for a specific section of the community. Furthermore, the proposed development would aid in meeting an identified need for C2 use class accommodation in the Borough and London as a whole. This has been demonstrated through the evidence provided by the applicant and the comments received from both the Planning Policy Team and Children's Social Care Team who accept the use would be considered an exceptional circumstance and weight is given to the Care Home policies within relevant sections of the Development Plan. This is a significant planning consideration which weighs in favour of the development.

- 3.4 It is considered that the proposed development would not have a detrimental impact on the character and appearance of the surrounding area or on highway safety. No significant external changes are proposed, and the property would continue to resemble a residential dwelling from the street scene, integrating with the local residential character. The Children's Care Home would be limited to a maximum of 4 children controlled by condition. The overall scale of the proposal is modest and would be a small-scale residential care home rather than a larger commercial care home facility. A condition secured on the level of staff at the property at any given time (maximum 4 staff) would ensure it remains similar in scale to a residential property rather than an over-intensified commercial care home.
- 3.5 Sufficient information has also been provided to demonstrate that the off-street parking within the site can accommodate the needs of the staff and visitors without leading to disruption to the local highway. Follow-up site inspections by Officers have taken place on two separate occasions post-committee to assess the street parking. One inspection took place during the school drop-off hours, and officer observations confirmed that the parking pressures and congestion along the street during that time were modest with sufficient street parking still available. However, as there is sufficient off-street parking to accommodate staff and visitors, it is unlikely that the proposal would require the use of existing street parking. The proposal would not give rise to a material increase in trip generation and the Highways Officer has raised no objections subject to conditions, which have been adopted in this recommendation for approval.
- 3.6 The proposal would provide an appropriate living environment for future occupiers and would not unduly impact upon the residential amenity of neighbouring occupants. Sufficient internal space would be provided for both staff and prospective occupants of the proposed home.
- 3.7 A revised Management Plan, Noise Management Plan and Good Neighbour Policy has been submitted which demonstrates how the use would integrate within the local community without causing any significant harm to the wider neighbourhood in terms of comings and goings, noise and disturbance or anti-social behaviour. Given the modest size (maximum of 4no. children and 4 no. staff) of the proposal as well as the accompanying documentation, it is considered that the proposal would not cause any significant impact on the amenity of neighbouring residents or the wider community.
- 3.8 The overall scale, mitigation measures and conditions recommended would ensure that the Children's Care Home would be acceptable and would not cause harm to the local character of the area, impact the wider community or neighbours' amenity. It must however be noted that the Applicant would still require permission from Ofsted to run a Care Home from the property. This would include a vigorous assessment of the property and applicant suitability, including safeguarding measures to protect children. This assessment however would be outside the realms of the planning assessment.
- 3.9 Due regard has been given to residents' objections, including the petitions

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against the application. However, it is concluded that the proposal complies with the Development Plan and no material considerations indicate that a contrary decision should be taken. The planning application is therefore recommended for approval subject to the conditions set out in Appendix 1.

#### 4 The Site and Locality

- 4.1 The application site comprises a two-storey detached dwelling and detached single storey garage located within a generous plot along the northern side of Moor Park Road. The site is characterised by a generous front and rear private garden. The property is set-back from the highway with off-street parking to the front for up to five vehicles.
- 4.2 The site is covered by Tree Preservation Order (TPO) 141. The surrounding area is predominantly residential, characterised by mainly large, detached two storey dwelling houses which have been extended overtime and benefit from off-street parking. To the west of the site, St. Martins Preparatory School is situated (a couple of plots away from the site) which is a primary school for boys aged 3-13 years old. The application site is not located within a Conservation Area and there are no heritage designations nearby.

**Figure 1: Location Plan (application site edged red)**





**Figure 2: Block Plan**



**Figure 3: Application Property and garage**



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**Figure 4: On-street parking to front of site (restrictions between 1pm-2pm)**



**Figure 5 Rear Elevation**





**Figures 6: Showing existing hardsurfacing, access arrangements and garage**



**Figure 7: Demonstrating garage carparking space**



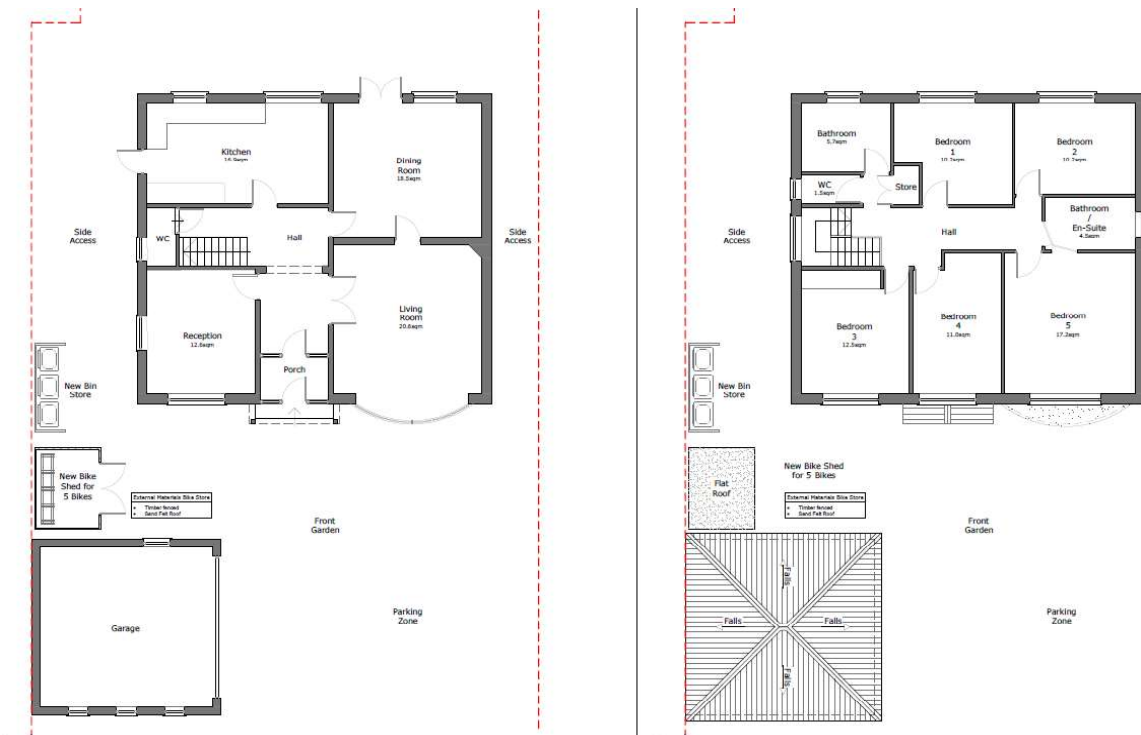
## **5 Proposal**

- 5.1 Planning permission is sought for the change of use from a residential dwelling (Use Class C3) to a children's care home (Use Class C2). The proposed change of use would facilitate the provision of residential accommodation for up to 4 no. children between the ages of 12 and 17 years old. The intended service provider (New Chapters Homes) has set out within the revised Management Plan submitted post-committee, that there would be a maximum of 4no. staff on site at any given time, and 4no. children within the care home. It seeks to offer a care model that caters to the needs of local children in the Hillingdon area and its surrounds, enabling children to maintain connections with their community, friends, and family.
- 5.2 The proposed accommodation would be designed to provide specialised support for children facing emotional and behavioural challenges. The care provided would be 24 hours a day with a Senior Manager along with up to 3 other staff on site during the daytime hours and 2 staff members during the night period with a manager on-call.
- 5.3 Bedrooms would be provided on the first floor with the ground floor providing living space and reception areas associated with the care home. No extensions or external alterations to the building are proposed to facilitate the change of use. External cycle parking and a bin storage area associated with the proposed use would be situated along western side of the plot between the flank wall of the main building and the garage.
- 5.4 Following the Members' site visit some minor alterations have been submitted which include a revised layout of the proposed parking which now depicts the existing building with front bay windows, as well as parking layout modifications to demonstrate that the site could accommodate 5 no. on-site parking spaces with manoeuvring. A revised Management Plan was also provided with the morning staff shift starting time changed to 7.30am in the morning rather than the previous 8.00am.

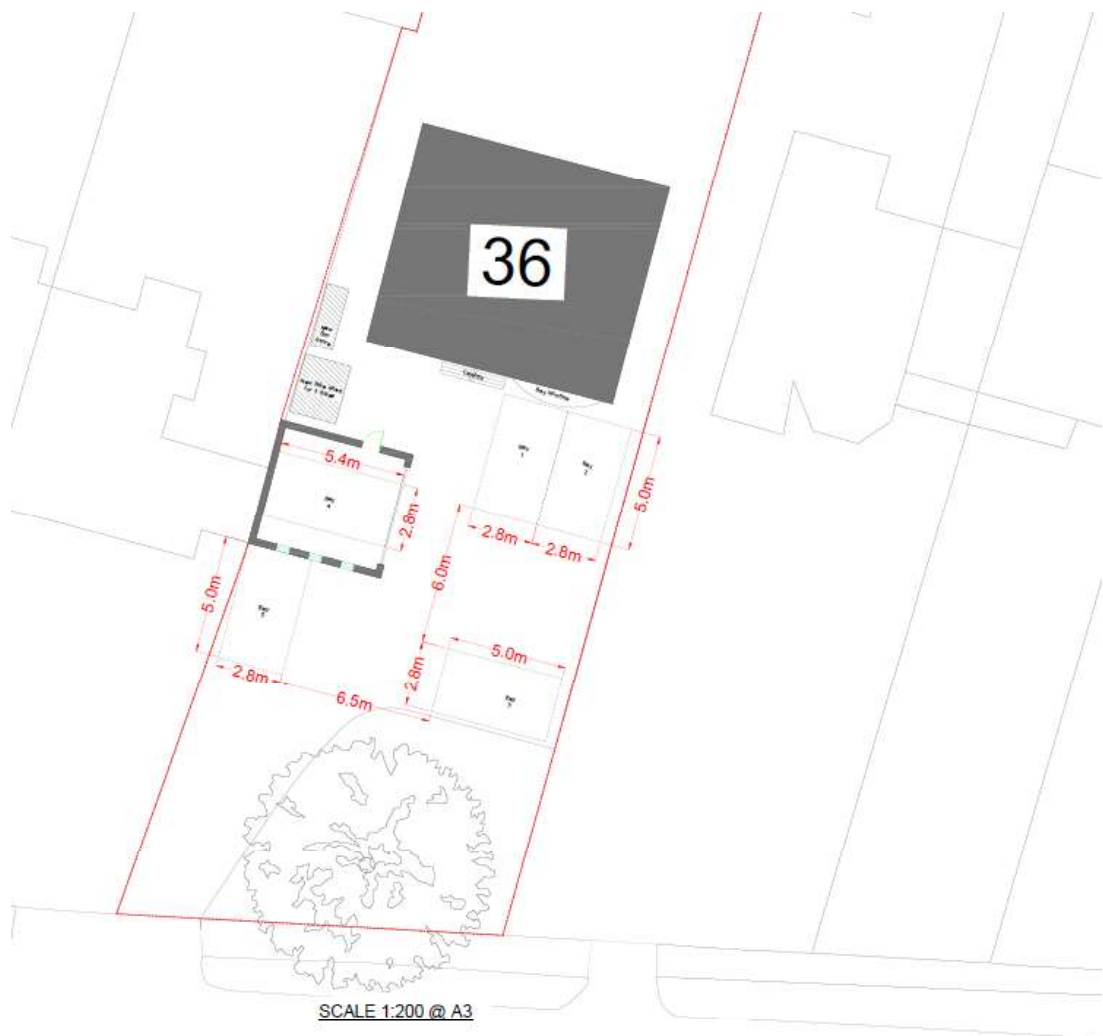
**Figure 8: Proposed Elevations** (please note – larger version of plan can be found in the Committee Plan Pack)



**Figure 9: Proposed floor plans** (please note – larger version of plan can be found in the Committee Plan Pack)



**Figure 10: Proposed Car Park Layout Plan** (please note – larger version of plan can be found in the Committee Plan Pack)



## 6 Relevant Planning History

- 6.1 A list of the relevant planning history related to the property can be found in Appendix 2.
- 6.2 It should be noted that planning permission was granted in 2022 (ref. 77170/APP/2022/1000) for a domestic extension comprising a side and front infill together with a roof conversion. This scheme has not been implemented to date and the current application does not incorporate this as a part of the design. The scheme provided extra internal living space and improved bedroom sizes. It does not lead to any additional bedrooms over and above the existing number of 5 no. bedrooms.



## 7 Planning Policy

7.1 A list of planning policies relevant to the consideration of the application can be found in Appendix 3.

## 8 Consultations and Representations

8.1 The adjoining neighbouring properties and Northwood Residents Association were consulted on 21<sup>st</sup> of May 2024 which expired on 12<sup>th</sup> June 2024. 93 letters of objection were received from a total of 74 individual households. Two petitions in objection to the proposal have also been received. These have 111 and 80 signatories, respectively.

8.2 Following receipt of revisions, a 14-day re-consultation took place, expiring on 28<sup>th</sup> of December 2024. An additional 62 objections were received with 35 being from the same residents.

8.3 It is noted that some representations were received after the consultation expiry date, however, all representations received have been considered.

8.4 Representations received in response to public consultation are summarised in Table 1 (below). Consultee responses received are summarised in Table 2 (below). Full copies of the responses have also separately been made available to Members.

**Table 1: Summary of Representations Received**

Representations	Summary of Issues Raised	Planning Officer Response
A petition of 111 signatures have been received against the application	1. No exceptional circumstances have been demonstrated requiring the loss of residential dwelling and commercial use.	Discussed at paragraphs 9.1-9.20 of this report.
	2. The proposed use is not suitable for a residential care home.	Discussed at paragraphs 9.1-9.20 and 9.53-9.59 of this report.
	3. Anti-social behaviour concerns.	Discussed at paragraphs 9.87-9.97 of this report.

	4. Noise and disturbance.	Discussed at paragraphs 9.30-9.52 of this report.
	5. Out of character and loss of amenity.	Discussed at paragraphs 9.17 and 9.27-9.52 of this report.
A petition of 80 signatures have been received against the application	1. Parking and traffic concerns.	Discussed at paragraphs 9.60-9.73 of this report
	2. Pollution concerns with the additional vehicular movements and CO2 generation and other harmful gas emissions.	The CO2 emissions would be similar to that of a typical C3 use. Also discussed at paragraphs 9.85 – 9.86.
120 letters of objection have been received from a total of 91 individual households	I. Not in keeping and out of character. Inappropriate use in a residential street. Negative visual impact on the area. Change to a business which is different to the local character.	Discussed at paragraphs 9.15-9.17 and 9.21-9.26 of this report.
	II. Reduction in residential accommodation.	Discussed at paragraphs 9.1 to 9.20 of this report.
	III. Anti-social behaviour and safety concerns; there is a pre-school next door and would adversely affect the children; safety and security; crime will increase; history of the site used for drug dealing.	Discussed at paragraphs 9.87-9.97 of this report.
	IV. Potential Social Problems - safeguarding concerns for children; impact on local children; disrupt local schools; Neighbourhood would	Discussed and paragraphs 9.87-9.97 of this report.

	feel unsafe; older generation feel unsafe; lead to the increase in the emergency services.	
	V. Traffic and parking concerns - lack of parking with very poor PTAL; constant flow of staff and visitors; not enough parking for the care workers; extra pressures with school adjacent the property; servicing of the building will cause parking and safety issues; constant traffic; emergency vehicles; concern regarding children using bicycles and the safety.	Discussed at paragraphs 9.60-9.73 of this report.
	VI. Concerns regarding updated parking plan – shift pattern crossover and does not show bay window.	Amended drawings were received that show the bay windows included. The typical shifts are described in paragraph 9.41.
	VII. Environmental issues - Carbon Emissions from cars coming and goings; additional pollution.	The CO2 emissions would be similar to that of a typical C3 use. Also discussed at paragraphs 9.85-9.86.
	VIII. Noise and disturbance - The existing road is very quiet, and the use would lead to an increase in noise and disturbance; noise from coming and goings; intensification of the site by at least 12 people daily exceeding what's expected; Potentially	Discussed at paragraphs 9.30-9.52.

	24-hour access for visitors.	
	IX. Poor internal and external facilities; do not show adequate toilet and washing facilities; no garden space; insufficient services for the care home; current property not fit for the use – mould could impact on health of occupants; current infrastructure not designed to support the increase; no open spaces, recreational facilities or parks within easy walking distance; private garden not big enough; 21% of care homes below standards.	Discussed at paragraphs 9.53-9.59.
	X. Concerns regarding the current state of the property (proposal does not reference refurbishment).	The quality of the accommodation proposed is also discussed in paragraphs 9.53-9.59. Internal works which involve refurbishment of the existing interior can be carried out without the need of planning permission. While the proposal does not propose any extensions or refurbishment works which require planning permission, the home would also be assessed by Ofsted who would ensure the home is suitable for care home provision.
	XI. Concerns regarding the history of the applicant / company (including	The applicant has provided a statement with regards to the teams' expertise and qualifications. It is not a



	nature of privatising children's care).	material planning consideration to assess the history of the applicant or company. Any permission would also be subject to approval from Ofsted who would assess both the applicant and the property suitability and ensure all safeguarding measures are complied with.
	XII. Not being consulted.	The statutory requirement for consultation has been undertaken. All adjoining neighbours and those who submitted an objection or representation have been consulted in the most recent round of consultation that closed on the 28 December 2024.
	XIII.Negatively impact property values.	This is not a material planning consideration.
	XIV.Alternative locations should be considered.	The planning application is required to be assessed on its own merits.
	XV.Concerns regarding expansion of the site.	There are no proposed extensions to the property. Each application is assessed on its own merits.
	XVI.Overlooking / loss of privacy.	Discussed in paragraph 9.29.
	XVII.Concern regarding future HMO or conversion into flats.	The proposal does not propose an HMO or flats.
	VIII.Lack of information regarding how many children, mixed or single sex.	The management plan and supporting statements provides adequate information regarding the number of children and staff. The information on individual children and gender mix is not a

		material planning consideration.
	XIX. Commercial nature of the proposal.	Discussed at paragraphs 9.15-9.17.
	XX. Ambiguity regarding children and staffing numbers.	The revised Management Plan provides details on this matter. In addition, a maximum 4no. children and 4no. staff would be secured by condition.
	XXI. Concerns regarding lack of control post-planning permission.	Discussed in paragraph 9.46. It is noted that the measures would be secured by condition, and these are enforceable.
	XII. Concerns regarding education of the children.	This is addressed in paragraph 9.99. The education of the children would be a responsibility of a group of professional support workers which may include the carer, residential staff, the child's social worker, educational professionals and the child themselves. As stated in the management plan, each child would be individually assessed and may require different levels of care. The education of the individual child would depend on the individual circumstances and may involve home schooling. Irrespective, this is not specifically a material planning consideration.
	XIII. Lack of community engagement from the applicant.	The Local Planning Authority have carried out the statutory consultation required for an application of this scale. As the application is not a major development, there would be no general requirement for the applicant to carry out a community

		engagement exercise prior to submission.
	XIV. Not policy compliant.	The application has been reviewed against national and local policies and found to be acceptable against the Development Plan as a whole.
	XV. Ofsted encourages providers to locate their homes in areas where there is good schools and recreational facilities.	The planning merits of the change of use are discussed within Section 9 of the report below. The application would also be subject to receiving Ofsted approval. Details of this is addressed at paragraphs 9.100 - 9.103 of this report.
One representation was received in support of the proposal.	a. Supportive of helping children who require care.	Noted.
Local MP	1. Noise concerns.	Discussed at paragraphs 9.30-9.52.
	2. Anti-social behaviour concerns.	Discussed at paragraphs 9.87-9.97 of this report.
Northwood Residents Association	<p>There is a school just three doors away. Given the intensive care to be provided, those in care could be a danger to the school children if they are able to leave the house without supervision, even if not permitted to do so.</p> <p>Also raises concerns that the level of care that is to be provided to future occupants will result in a</p>	<p>Safety concerns of residents and children are discussed at paragraphs 9.87-9.97 of this report.</p> <p>Noise concerns are discussed with 9.30 – 9.52 of the report. The applicant has also provided both a</p>

	<p>facility with the potential for 24 hour 7 days a week noise disturbance to adjoining residential properties including from comings and goings of staff, and it is considered doubtful that planning conditions could address such concerns.</p>	<p>Noise Management Plan and Management Plan, the details of which have been conditioned.</p>
	<p>We remain concerned, like others who were in the room, that the applicant wouldn't answer possibly the most important question at the committee meeting, of how many carers there would need to be if all four children were highly needy, and the applicants only response was that it wouldn't happen. However, once planning consent is granted, there is nothing stopping them, or a successor company, from housing four highly needy children and the carers that go with that.</p>	<p>The applicant has provided an updated management plan. In addition, the number of children and staff would be limited to four by condition. Such conditions on maximum staffing numbers have been used in education settings such as schools, which ensures that the use adopts to the limitations set out by the planning conditions. This condition is reasonable and enforceable.</p>
	<p>We do not believe that the traffic/parking Management Plan is an effective one. It is wholly dependent on staff travelling to and from the property other than by car, but there is no obligation on the applicant or staff to ensure that happens. The applicant is a commercial concern so is there for profit.</p>	<p>This is discussed 9.60-9.73 of this report.</p> <p>The parking management plan provides parking for 4 members of staff and 1 visitors' space. Amended plans have demonstrated that all 5 spaces can manoeuvre in and out of the space with ease without causing disturbance to the highway network. While some staff may use public transport, walking or cycling, the plan is based on the worst-case scenario.</p>



Northwood Residents Association (Additional comments following further consultation)	The applicant has not responded to the fact that they stated a reason for wanting Northwood as a location is the availability of schools. However, as has been pointed out, there are no state schools in Northwood for children of that age. It actually makes Northwood a relatively poor location, given the supervision needed for these children.	The is discussed at paragraphs 9.98-9.99 of this report
	We continue to object on the same grounds as already submitted. The revised Management Plan still has the shortcomings already stated in previous objections. There is inadequate on-site car parking, and there are no state schools for children of this age in Northwood, notwithstanding the applicants' assertion that there are. The other points of objection still stand.	These issues have been highlighted above and discussed further within Section 9 of the report.

**Table 2: Summary of Consultee Responses**

<b>Consultee and Summary of Comments</b>	<b>Planning Officer Response</b>
<p><b>Highways Officer</b> (Initial comments)</p> <p>The application has been reviewed by the Highway Authority who are satisfied that the proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with Local Plan: Part 2 Development Plan (2020) Policies DMT 1, DMT 2 &amp; DMT 6 and Policies T4, T5 and T6 of the London Plan (2021).</p> <p><b>Highways Officer</b> (Follow-up comments 30.01.25)</p>	<p>A full and detailed assessment of the material highways</p>

<p>Following the receipt of an amended parking layout and tracking details, the Highway's Officer has provided updated comments.</p> <p>The proposal would provide 5no. on-plot car parking spaces, one of which would be within a double garage. Taking into account these are maximum standards and that the London Plan 2021 Policy T6 Car Parking requires that developments should provide "<i>the minimum necessary parking</i>" the 5no. car parking spaces on-plot is acceptable.</p> <p>In response to concerns from residents that car parking may be displaced on-street, the Highway Authority has visited the site during the AM Peak and at the time when the pupils were being dropped off at a nearby school, even in this worst-case scenario there was no evidence of parking stress.</p> <p>The Highway Authority notes that none of the car parking space would be provided with electric vehicle charging points. The London Plan is unspecific upon the number of electric vehicle charge points that should be provided for this type of development but based on the standard for residential developments, one active electric vehicle charge point would be required.</p> <p>The London Plan Policy T5 Cycling requires that care homes provide 1no. cycle parking space per 5no. full time employees, the double garage vehicle provides suitable cycle parking.</p> <p>There are no highway objections to this proposal subject to a condition requiring that all car parking spaces are marked out and surfaced, and that one car parking space is provided with an active electric vehicle charge point.</p>	<p>considerations are set out in paragraphs 9.60-9.74 of this report.</p>
<p><b>Noise Planning Specialist Team</b></p> <p>Given the nature and context of the proposed development apparent from the information provided, I do not consider noise and vibration to be a material planning issue.</p>	<p>Noted.</p>
<p><b>Access Officer</b></p>	

<p>The plans in respect of this proposed Change of Use from a residential dwelling to a children's care home have been reviewed. The dwelling, as existing, was constructed prior to mainstream adoption of accessible housing standards. Given that the accommodation at present is fundamentally inaccessible to wheelchair users, there would be no loss of accessible accommodation if approved. It is also noted that the Change of Use application does not propose alterations to the dwelling house, and there is no planning requirement to make the children's home accessible to wheelchair users. However, the applicant should be advised of their obligation to make reasonable adjustments within the ambit of the Equality Act 2010, and the following informative should be attached to any approval:</p> <p>INFORMATIVE: The Equality Act 2010 seeks to protect people accessing goods, facilities, and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.</p>	<p>Noted. The recommended informative has been included.</p>
<p><b>Planning Policy Team</b></p> <p>The proposed use as Class C2 would result in the loss of the existing C3 use and a single-family dwelling for which there is a significant need in the borough. The loss of housing and any other negative impacts would need to be balanced against the proposed use and its benefits.</p> <p>The proposal would not lead to an over concentration of similar uses. The application would benefit from providing more information on the need for this use in this particular location. The applicant has provided information to demonstrate that the care home will be integrated into the residential surrounding. The applicant has provided a transport and noise assessment. Details of their operations and how care will be provided have also been provided.</p>	<p>The established need for this form of accommodation is discussed within paragraphs 9.10-9.13.</p> <p>It is also noted that follow up comments from the Policy Officer clarified that a residential care home also serves as a form of residential accommodation itself and this would help meet the exceptional circumstances</p>

<p>The proposal is relatively small-scale, and its operation is not expected to cause significant trip generation.</p> <p>The potential impact of the proposed use on residential amenity is not considered to be significantly greater than the existing C3 use.</p> <p>A key consideration to establish the acceptability of this proposal is whether the loss of family housing is outweighed by the benefits of a children’s care home in this location, also considering that the impact on residential amenity is likely to be minimal. It is also advised that the applicant provide more information on the need for a children’s care home in this particular location.</p> <p>Subject to receiving satisfactory information, the exceptional circumstances required by DMH1 to justify the loss of housing would be met.</p>	<p>required to justify the loss of conventional C3 housing, as required by policy DMH1.</p>
<p><b>Children’s Social Care Team</b></p> <p>From the children’s service perspective, we know there is a need for residential children’s care homes nationally and locally and there are great benefits for Hillingdon children looked after to be living in the borough. Providing that the arrangements proposed are approved by Ofsted as the regulators, the Social Care team would support the application from the perspective of residential homes sufficiency.</p>	<p>This confirms that there is an established need for residential children’s homes to alleviate pressure on accommodating Hillingdon children locally.</p>
<p><b>Trees Officer</b></p> <p>No concerns regarding parking subject to condition securing method statement for work within the Root Protection Area (RPA) and details of the permeable hard surfacing.</p>	<p>Noted.</p>

## 9 Planning Assessment

### Principle of Development

- 9.1 Planning permission is sought for the change of use of a two-storey detached dwelling house (C3 use class) to a Children’s Care Home with a maximum of 4 children (C2 use class)

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- 9.2 Policy DMH 1 of Hillingdon's Local Plan seeks to resist the net loss of existing self-contained housing unless the housing is replaced with at least equivalent residential floorspace.
- 9.3 London Plan Policy H12 states: "The delivery, retention, and refurbishment of supported and specialised housing which meets an identified need should be supported. The form this takes will vary, and it should be designed to satisfy the requirements of the specific use or group it is intended for, whilst providing options within the accommodation offer for the diversity of London's population, including disabled Londoners (see Policy D7 Accessible housing) within a wider inclusive community setting...". It lists accommodation for young people with support needs as one of the key groups where there is a need. London Plan (2021) para 4.13.14 states there to be an under provision of C2 accommodation across London as a whole and references the need to provide an average of 867 care home beds per year until 2029 to meet demand.
- 9.4 Paragraph 63 of National Planning Policy Framework (2024) deals specifically with delivering residential accommodation which includes different forms of residential accommodation. It states that: "within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing-with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes".
- 9.5 Local Hillingdon Planning Policies do recognise the importance of care home provision. Policy DMH 8 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) states:
- A) The development of residential care homes and other types of supported housing will be permitted provided that:
    - i) it would not lead to an over concentration of similar uses detrimental to residential character or amenity and complies with Policy DMH 4: Residential Conversions;
    - ii) it caters for need identified in the Council's Housing Market Assessment, in a needs assessment of a recognised public body, or within an appropriate needs assessment and is deemed to be responding to the needs identified by the Council or other recognised public body such as the Mental Health Trust;
    - iii) the accommodation is fully integrated into the residential surroundings; and
    - iv) in the case of sheltered housing, it is located near to shops and community facilities and is easily accessible by public transport.

- 9.6 Proposals for residential care establishments which fall under Use Class C2 must demonstrate that they would provide levels of care as defined in Article 2 of the Town and Country Planning (Use Classes) Order 1987 (as amended).
- 9.7 The Planning Policy team had initially noted that the proposal would lead to a loss of one C3 residential dwelling which would normally be resisted unless there are exceptional circumstances, which may include a demand for another policy need within the Development Plan. Further clarification with the Policy Officer confirmed that the proposed use as a residential care home provides a form of residential accommodation which would help meet the exceptional circumstances required to justify the loss of conventional C3 housing. This need for a care home form of accommodation is also supported by the NPPF (Para 63), London Plan (Policy H12) and Local Plan Policies (Policy DMH8) and listed above.
- 9.8 Within the applicant's submission, details are provided of the need for children homes in England across all regions. The statistics provided indicate that by the year ending 31 March 2023, the number of children looked after (CLA) by Local Authorities in England increased by 2% to 83,840 continuing an increase in recent years. Across the entire country, the data also reports that there were 2,880 children's homes as of 31 March 2023 which registered 10,818 places. Although CLA would have other forms of accommodation and support from Local Planning Authorities, these figures do demonstrate a significant shortfall in places nationwide. The data also highlights that the number of children's homes increased are unevenly distributed with the Northwest region having the most children's homes (746 homes) whilst the London region has the fewest settings, specifically 164 homes which provide 787 children places to support the entire London region (Data taken from New Chapter Homes Management Plan figure as of March 2023).
- 9.9 The data does provide more context on the overall need for this form of residential accommodation, which is supported by the figures within Policy H12 of the London Plan. The Council's Children's Social Care Team has recognised the need for residential children's homes both nationally and locally which would provide great benefits for Hillingdon children and ensure they can be looked after and remain living within the borough.
- 9.10 The Children's Social Care Team supports the application subject to the property being approved by Ofsted regulators. Such facilities would ensure that local provision for individual children's home services support local children within their own locality rather than having to move out of the borough. It supports family reunification and education of children and young people as well as contributing to the Council's strategy for developing-services locally for local children. As such Officers are satisfied that part ii) of policy H8 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) has been demonstrated through

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evidence provided by the applicant and feedback from the Council's Children's Social Care Team.

- 9.11 The proposed application would provide living accommodation for children between the ages of 12 and 17 years. A planning history search of the immediate area suggests that there are no similar uses within proximity of the site. The Policy Team have also accepted that the change of use would not lead to an overconcentration of C2 uses in the area.
- 9.12 The property is already existing, and the proposal would not involve any external changes that may impact the residential character. The current dwelling is a detached property on a large plot with sufficient space to the front and rear garden. It provides a leafy setting with large mature trees and hedging surrounding the curtilage to the front of the site and sufficient off-street parking to accommodate up to 4 staff members that would be on site during any one time.
- 9.13 The information submitted also confirms that the facility would meet Part B of policy DMH8 where the use would fall under the Use Class C2 defined in Article 2 of the Town and Country Planning (Use Classes) Order 1987 (as amended). The company New Chapters Homes would run the facility, and their management plan confirms it "would offer a care model that caters to the needs of local children in the Hillingdon area enabling them to maintain connections with their community, friends, and family."
- 9.14 The proposal would cater for a maximum of four children from the ages of 12 to 17 with a focus on children facing emotional and behavioural challenges. The aim would be to provide a nurturing environment where children can find stability, guidance, and the resources they need to navigate life successfully, promoting their health and development and fostering positive outcomes.

#### *Commercial Children's Care Home*

- 9.15 Representations received raised concerns regarding the commercial nature of the use within a predominantly residential area. Whilst the Children's Care Home does have a commercial element for it to function and manage in an appropriate manner, it would retain a residential character and aspect given its modest size. There are no changes proposed to the front of the site that would change the appearance and character of the site as anything other than a form of residential accommodation.
- 9.16 It would have a maximum of four children within the home at any time. The level of children and staff sleeping over would be similar to the amount of people allowed within a permitted residential C3(b) Care Use. A key material difference from a standard C3b use is that the care given relates to children and people numbers. As a C2 Care Home use, it would be modest in numbers of both staffing and children. Clarification had been sought by Members regarding staffing and New Chapter Homes have confirmed that the staffing on the property would have a maximum of 4 staff which would be secured by Condition.

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This would mean that the property would have a maximum of 8 people on site at any one time (4 carers and 4 children). On this basis, the commercial element is considered modest in scale and the proposal would be similar to a residential dwelling or a household where care is provided for residents that is allowed under permitted development.

- 9.17 The proposal would provide residential accommodation for a vulnerable section of Hillingdon's local population. Given the modest numbers, the change of use would not impact the local character nor result in an intensive commercial development along this residential street. It would continue to resemble a dwelling house. As the proposed children's home would be situated within a detached property, noise levels are expected to remain within the typical levels expected from a dwelling house in a residential location. Noise associated with the use is discussed further within the amenity section of this report. Its overall location and scale would ensure that the use would integrate well within the residential surroundings. Access to local shops, community facilities and transport links would be within a short walking distance.

*Conclusion (Principle of Development)*

- 9.18 The change of use would lead to the loss of one family sized residential unit. Safeguarding existing housing stock is a priority unless there are exceptional circumstances that would support any net loss. The provision of a care home for children provides a form of residential accommodation and this form of accommodation is highlighted within the National Planning Policy Framework and the London Plan as a form of housing accommodation where there is a need. The proposed children's care home does therefore meet the exceptional circumstances test, and the Policy Team have recognised this within their additional comments provided.
- 9.19 Paragraph 4.5 of Hillingdon's Local Plan Part 2 - Development Management Policies states that exceptional circumstances may be existing which outweigh the loss of residential units and deliver other Local Plan policy objectives. As noted, there are other policy objectives in play both in the London Plan and Hillingdon Local Plan which require the delivery of sheltered housing and care homes to meet the need for this proposed form of residential accommodation. The Children's Social Care Team have confirmed that there is a need for such supported accommodation to serve the needs of Hillingdon children. This is supported by national and local data which shows the pressures on childcare provision and the need for additional facilities.
- 9.20 Taking into consideration all the above, the proposal is considered to comply with the objectives of the relevant planning policies. The principle of development is therefore acceptable.

## Design / Impact on the Character and Appearance of the Area

- 9.21 Hillingdon Local Plan Part 1: Strategic Policies (2012) Policy BE1 states 'The Council will require 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. All new developments should achieve a high quality of design in all new buildings, alterations, extensions and the public realm which enhances the local distinctiveness of the area, contributes to community cohesion and a sense of place.'
- 9.22 Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states: "All development, including extensions, alterations and new buildings 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, 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."
- 9.23 No changes are proposed to the internal layout of the host property nor are changes proposed to the external finishes of the property. A cycle shelter has been proposed in the front garden area for up to five bicycles, which would be constructed of timber materials and sited next to the detached garage out of view from the street scene. The cycle parking shelter would measure 2.5m deep by 2m wide with a maximum height of 2m. Additionally, a bin store would be situated adjacent the cycle shelter, extending along the western flank of the property. This bin store would accommodate 3 large bins and would measure 2.7m in depth by 0.95m in width with a similar height of 2m.
- 9.24 Both the proposed cycle shelter and bin store would be finished in a timber frame design which would be discretely located to the flank and side of the property. Its overall location would not visually impact on the existing building and the wider street scene. Access would be maintained from the front of the property to the rear garden which is welcomed.
- 9.25 Further changes are proposed to the hard surfacing within the front garden to accommodate sufficient car parking. This alteration would involve a modest increase in hard surfacing. The overall character of the front garden would continue to have a leafy character with sufficient garden retained. Whilst there would be a loss of one tree to accommodate this parking, this tree is of a small size and not of significant value. The Trees Officer has reviewed the arboricultural report and raised no objections. This is addressed further within the Trees section of this report. From the street scene, the retention of hedging and protected trees along the front and side boundaries would ensure that the

balance of soft and hard landscaping is acceptable, retaining the leafy outlook that prevails along the street and in line with local policies.

- 9.26 Having regard to the overall location, materials and scale, the proposed cycle parking shelter and bin storage would appear subordinate and proportionate to their location and are considered acceptable. It is considered that the proposal would not cause harm to the character and appearance of the host dwelling and the surrounding area. The proposal therefore accords with the objectives of Policy BE1 of the Hillingdon Local Plan: Part One Strategic (2012) and Policies DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

### Residential Amenity

- 9.27 Local Plan Policy DMHB 11 sets out design guidance for all new development in the borough. Part B of the policy states “development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space”. Guidance for Policy DMHB 11 states “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”.
- 9.28 Paragraph 135 (f) of the NPPF (2024) states that new development should seek to “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”.
- 9.29 Apart from the proposed bin storage, cycle parking shelter and formalised parking layout, there are no other external changes to the property which would lead to any adverse impact on the adjoining neighbouring properties in terms of daylight, sunlight, loss of outlook, sense of enclosure or overlooking concerns. Both proposed structures are located discreetly and would not cause any harm to the adjoining neighbours given their modest overall size and height. In terms of the use, there would be no loss of privacy or overlooking concerns over and above the existing circumstances. It must be noted that the property has no windows that cause window to window overlooking. The flank windows at first floor that face onto Nos 34a, and 38 Moor Park Road serve non-habitable rooms, either serving a toilet or stairwell. The secondary window serving the proposed staff reception at ground floor would be existing and set sufficient distance in from the boundary to not impact adjoining neighbours. As such, Officers are satisfied that these elements would not harm the adjoining neighbour’s residential amenity.

### *Noise and Disturbance*

- 9.30 The main amenity concern would relate to the use of the building and the potential impact this may have on the adjoining and wider neighbourhood in

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terms of comings and goings as well as noise and disturbance from its use. This is noted throughout the consultation process where several concerns were raised regarding noise from the potential use and the coming and goings from the property.

9.31 The application is accompanied by several pieces of documentation detailing how the proposed children's care home would manage noise. These details document guidance for staff on managing noise as well as how the use would be managed and integrated within the community without causing disruption to the local neighbours or the wider area. The accompanying documentation includes:

- Management Statement for the Control of Noise
- Noise Management Plan
- Good Neighbour Policy
- Management Plan (Amended)

9.32 The Noise Management Plan submitted provides a supporting plan on how the use would operate. The purpose of this document is to: “ensure that staff and children understand their obligations of living together and to ensure minimisation of disturbance to local residents by activities in and around the home.” Details and mitigation measures included within the document include:

- Educating staff about controlling noisy behaviour to comply with noise limits.
- Make a complaints procedure available; provide neighbours with contact information to report noise.
- Regular communication between house manager and the neighbours.
- Ensure double glazing remains installed on openings to minimise noise transmission.

9.33 The submitted ‘Good Neighbour Policy’ outlines further good practice guidance that New Chapter Homes will integrate into their staff training. It provides information on policies that would enable the Care Home to become a good neighbour within the community. It sets out policies which the care home would introduce to establish positive links with the local community. These include maintaining a clear point of contact and complaints procedure and potentially considering involvement within a neighbourhood watch scheme. As part of integrating the use within the neighbourhood, maintenance of the property’s appearance and maintaining appropriate boundaries and fences to ensure privacy and security is maintained between adjoining neighbours.

9.34 Both the Noise Management Plan and Good Neighbour Policy demonstrate a willingness by the applicant to engage with potential issues that may arise from the Children’s Care Home setting, as well as having an open form of communication available to the residents, were any issues to arise. Contact details including the timeframe for a response have been indicated within the documents. Whilst the procedure would not necessarily prevent potential noise

and disturbance, it does provide a format on how the company plan to engage with such issues if they did arise. A point of contact has been provided, and a complaints procedure is also included which would ensure that there is a procedure in place if any nuisance or anti-social behaviour were to occur.

- 9.35 It is also worth noting within the Environmental Protection Act 1990 (EPA 1990), under Section 79 of the Act, noise can be considered a statutory nuisance if it unreasonably interferes with the use or enjoyment of your property or is harmful to health. Further regulations outside the planning remit include the Anti-Social Behaviour, Crime and Policing Act 2014 which give Local Authorities and Police powers to address anti-social behaviour including persistent noise nuisance. Both these regulations would be subject to procedures and assessments outside of the planning assessment.
- 9.36 As indicated in the consultation section of the report, the Council's Noise Officer has been consulted as part of the application and has raised no objection to the scheme nor envisages any noise concerns over and above the norm within a residential setting.

*Noise from staff/children (comings and goings)*

- 9.37 Further concerns have been raised in representations about the comings and goings of staff and the potential disturbance from shift changes and servicing of the site. It has been demonstrated through the proposed site plan that there is sufficient onsite parking for up to 5 vehicles within the existing garage and the front curtilage of the site. Based on the number of staff both during nighttime and daytime shifts, there would be no need for street parking. This is also based on the worst-case assumption that all staff would require a car parking space which may not be the case.
- 9.38 The majority of movement on-site would be contained within the building and within the site frontage. Whilst children may play in the rear garden, it is not considered that this would lead to additional noise and disturbance beyond that which would arise from an active family unit undertaking normal play or recreation-based activities in their gardens. The children would be under the supervision of staff trained to respond to situations where undue noise and disturbance is generated. The activity within the building itself is also unlikely to give rise to undue audible noise or disturbance. The submitted Noise Control Plan also demonstrates that staff would be trained to actively work to keep noise levels to a minimum, including prohibiting loud music from home at any time, day or night, encouraging children to enjoy the garden while ensuring that excessive noise avoided.
- 9.39 A revised Management Plan provides clarity on the proposed staffing arrangements and visitation. Page 10 of the Management Plan confirms that "the total number of staff will be 4 to avoid creating an institutional feel in the home".
- 9.40 The document also gives a staff schedule which would involve a three-day shift pattern which aims to promote consistency for the children, for stability and

familiarity. The timings identified for commencement of the day shift would be at 7.30am. This would be approximately 45-minutes before the school drop-off period.

9.41 Figures 11 and 12 which are taken from the revised Management Plan and provides an illustration and clarity on the numbers of staff that would be at the premises both during daytime and nighttime hours. It clarifies that there would be a maximum of 4 staff at the property at any given time. The typical working day/night would involve shift patterns which shows one staff member working a long day and sleeping over, another staff member finishing at 8.00pm and returning home, and another staff member finishing at 10.30pm and returning home. The last staff member would start at 10.30pm and work a waking-night shift until 8am the next morning. At nighttime, the level of staffing would typically involve 2 members on site, with a manager on-call for support. The applicant has advised that during the day, the manager would typically be on-site from 9am – 5pm, Monday to Friday.

**Figure 11: Maximum staff on premises taken from revised Management Plan**

STAFF ROTA

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
DAY - 07:30 to 23:00	Maximum 4 members of staff	Maximum 4 members of staff	Maximum 4 members of staff	Maximum 4 members of staff	Maximum 4 members of staff	Maximum 4 members of staff	Maximum 4 members of staff
NIGHT - 22:30 to 08:00 (manager on call)	Maximum 2 members of staff	Maximum 2 members of staff	Maximum 2 members of staff	Maximum 2 members of staff	Maximum 2 members of staff	Maximum 2 members of staff	Maximum 2 members of staff

**Figure 12: Shows details of the typical staff rota day and night shift**

- Start time 07:30 – End time 23:00 (staff sleep over on-site)
- Start time 07:30 - End time 22:30 (staff return home)
- Start time 07:30 – End time 20:00 (staff return home)
- Start time 22:30 – End time 08:00 (staff waking night)

9.42 This staffing rota arrangement is typical of the standard hours of work for staff within a Care Home which involves longer hours than a typical working day. This is largely to provide consistency to the level of care provided. The hours of commencement and completion of the working day for each staff member would be acceptable as staff would commence and finish work outside peak sleeping hours (night-time hours generally recognised between hours of 11:00pm and

07:00am). As the site is also a detached property and largely discreet due to the mature landscaping surrounding the site, it is not envisaged that the use would lead to a significant increase in noise levels over and above what would be expected within a residential environment.

- 9.43 To control the level of staffing on the site, a condition is recommended that there is a maximum of 4 staff within the home at any one time. This would ensure that the level of comings and goings from the property would not lead to substantial movements that could impact the wider neighbourhood. Should the level of support required increase, the number of children accommodated will be reduced accordingly to ensure that the staff-to-child ratio remains within the established limit of a maximum 4 staff members, ensuring that the facility remains within its capacity and maintains a suitable staff-to-child ratio. At maximum, there would be a manager along with three other staff on site during the day. During the night there would be two staff members in the property. The care home would be staffed 24 hours a day, seven days a week.
- 9.44 The staff bedroom facilities and staff reception area are in proximity to both the children's bedroom quarters and the living spaces. The layout of the staff spaces would ensure that noise generated internally from the care accommodation can be managed by the staff on duty. A condition restricting the number of children accommodated at the care home to a maximum of 4 children would ensure that the use would not lead to an over intensification of the property over and above the typical family home. The management document also highlights that the staff would receive comprehensive training to promote the safety, welfare and social integration of the children under their care and thereby help reduce potential disruptions within the community.

#### *Staff ratios and scenarios*

- 9.45 At the original Committee meeting in September 2024, the applicant had indicated that there are different levels of care necessary for a child depending on the level of need of that child. This has been clarified as follow:
- A child with low level needs would require a staff ratio of 1 staff to 1 child.
  - A child of mid-level needs would require a staff ratio of 2 staff to 1 child.
  - A child of high-level needs would require a staff ratio of 3 staff to 1 child.
- 9.46 As highlighted, conditions are recommended on the number of children staying and the number of staff on site at any one time. Staff restriction conditions has been used in similar sorts of settings such as schools and nurseries to limit the intensification of the use within the wider community setting. It is also enforceable and can be investigated were these numbers to be breached. Figure 13 below demonstrates through a table, the potential mix of staff and children numbers that could be adopted by New Chapters Homes when it comes to the placement of a child based on the proposed conditions restricting the maximum numbers of staff and children.



**Figure 13: A table of the possible scenarios based on the conditions and staff to child ratio**

Possible Scenarios [with conditions on staff numbers (4) and No of Children (4)]	No of Children and their level of need [Please note staff requirements - Low level need - 1 Staff; Mid-level need - 2 Staff; High level need - 3 Staff]	Total Children	Total Staff required	Total Persons on property
<b>Scenario 1</b>	<b>1 high level (need) child and 1 low level (need) child</b>	2	4	6
<b>Scenario 2</b>	<b>4 low level (need) children</b>	4	4	8
<b>Scenario 3</b>	<b>1 mid-level (need) child and 2 low level (need) children</b>	3	4	7
<b>Scenario 4</b>	<b>2 mid-level (need) children</b>	2	4	6

9.47 With the proposed conditions restricting numbers of staff and children, a total of four possible scenarios could occur. As can be seen, the maximum number of staff and children on the site would be 8 persons. Were the company to accommodate 2 mid-level need children that requires a 2 staff per child ratio, the total number of people on the property would be 6 persons. Whereas 1 child with mid-level needs, and 2 children with low-level needs would lead to a total number of 7 persons at the property. As can be seen in Figure 13, with the maximum number of 4 staff, the number of children accommodated at any given time would range from 2 to 4.

9.48 This would ensure that the use and numbers at the property would remain at a lower scale more akin to its residential setting and character. Representations have raised concerns regarding the enforceability of the conditions. Officers are satisfied that these conditions are both reasonable and enforceable. There is an onus on the Applicant to comply with the conditions, were the application granted permission. Failure to comply with conditions, could lead to enforcement action. On this basis, such conditions would ensure the scheme remains low scale with limitations on the maximum staffing numbers, which in turn limits the number of children that could be accommodated on site.

*Visitation (Care works, Other Professionals, and friends/family)*

9.49 The management plan notes that while professionals visiting the children’s home such as social workers, Ofsted inspectors, and other specialists involved in each child’s care and development are essential to supporting the children’s well-being, social workers typically visit once every six weeks, while other professionals may visit less often, with some only visiting every six months. The visitors plan would ensure there would be no visits during school drop offs and pickups. Further to this, there is one parking space available for visitors, and the

management plan indicates visitation would be limited to one visitor in the home at any given time to manage parking effectively.

- 9.50 To uphold confidentiality and safeguard the children's well-being, all visits would be arranged in advance and unplanned visits are not permitted. Compliance with the management plan would be sufficient to ensure a level of control on evening time visitation without compromising the occupant's living standards as well as adjoining residents living standards. A further condition is recommended in relation to the hours of visitation. No visitation shall take place between the hours of 8pm and 9am. This would provide further mitigation to the amenity of neighbouring residents from comings and goings, with the restriction in place in the early nighttime and morning hours.

#### *Conclusion Amenity Impacts*

- 9.51 Based on the information provided and the modest scale of the proposed use, together with the recommended conditions, it is considered that the proposal would not cause a harmful impact on the local residents' amenity from a noise and disturbance perspective. It must also be noted that the Council's Noise Officer has been consulted and raised no objections or concerns regarding the proposed use. In light of the modest scale of the proposed use, it is considered that the number of people present would not be dissimilar to a residential dwelling and the comings and goings to the property would not be out of keeping with a residential area. The documentation provides clear guidance and protocol for the applicant and staff in managing potential noise nuisance and being a "Good Neighbour." Conditions associated with the numbers of staff, children, parking layout, and visitation hours would ensure that the Children's Care Home would integrate within the residential setting with limited impact on the wider neighbourhood's amenity.
- 9.52 Taking into consideration the above, the proposed development would have an acceptable impact on the amenities of surrounding residential properties. The proposed development would therefore comply with Policy DMHB 11 and NPPF (2024) paragraph 135 in this respect.

#### Quality of Residential Accommodation (Internal and External)

- 9.53 Policy DMHB 16 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that all housing development should have an adequate provision of internal space in order to provide an appropriate living environment. Policy D6 of the London Plan (2021) states that housing development should be of high-quality design and provide adequately sized rooms.
- 9.54 The proposed care home includes four bedrooms for the children and one additional bedroom for staff on the night shift. Each bedroom would be of suitable size (minimum size 10.2sqm up to 17.2 sqm in size) with unimpeded outlook and access to natural light for its residents. Residents would also have access to a shared bathroom and living space. The living space is sited at ground floor and

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comprises a living room (20.6sqm), dining room (18.5sqm) and kitchen (16.9sqm). A further reception room would be used by staff overseeing the care facility. The overall size and layout of the living space is sufficient and generous, given the home would accommodate a maximum four children. The shared residential environment is considered fit for purpose as it comprises numerous shared and private spaces for the site's prospective residents and workers.

- 9.55 Taking into consideration the above, the proposal would provide an acceptable level of amenity for its future users. It is considered that all the proposed habitable rooms, would be of an adequate size, and maintain an adequate outlook and source of natural light, therefore complying with Policy DMHB16 of the Hillingdon Local Plan: Part Two – Development Management Policies (2020) and Policy D6 of the London Plan (2021).
- 9.56 Policy DMHB 18: Private Outdoor Amenity Space states that applications for residential development should provide adequate levels of private, well designed and located amenity space.
- 9.57 There are no specific private amenity space standards for C2 uses in the Local Plan. However, given that this is form of residential accommodation would be a primary residence for children, it would be important to provide sufficient private outdoor amenity space. The site plot itself is significant in size with a large frontage and rear garden of approximately 140sqm in area. This would be over and above the 100 sqm private amenity space required for dwellings with 4 bedrooms and over. The overall quantum of this private amenity space is acceptable for the level of occupancy. The site is already landscaped with several mature trees which also add to the aesthetics of the property and is also recognised how trees and nature can contribute to overall health benefits. The overall provision of the private amenity space is of a suitable standard for future occupants of the childcare home.
- 9.58 In terms of wider public spaces and services, there are several larger public amenity spaces and services within Northwood area that are easily accessible from the property. Northwood underground station is approximately 15–20 minute walk from the site and several bus routes in closer proximity. It is therefore considered that the level of private amenity space as well as the location provides a suitable level of recreational space for future occupiers.
- 9.59 Overall, the standards of accommodation are acceptable given the internal layout, private amenity space and location. Furthermore, in terms of ensuring an acceptable quality of accommodation and care for future occupiers, this would also be subject to controls and regulation outside of the planning system. The home would need to be registered with Ofsted who would ensure that adequate levels of care and accommodation are provided for future residents.

#### Highways and Parking

- 9.60 The site is located on an adopted roadway within a residential catchment devoid of parking controls. The address fails to score a public transport accessibility

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level (PTAL) rating, suggesting a very high dependency on the use of private motor vehicle transport to and from the site. Other sections of Moor Park Road achieve a PTAL of 1b and 2.

- 9.61 It is proposed to convert an existing single tenure detached residential 5-bedroom house to a residential care home catering for up to 4 children with a maximum 4 staff in attendance at any one time. At the initial Committee meeting, concerns had been raised by Members on the carpark layout as presented. The application was deferred for a Member's Site Visit to review the site context as well as clarity on the proposed parking arrangements. Since the Members Site Visit, the proposed parking layout plan has been revised, in part because the existing bay windows on the building had not been shown on the plan. The revised layout has re-configured some parking spaces to address the Highways Officer's concerns of accessing and egressing the parking spaces with easy manoeuvrability.
- 9.62 With the inclusion of five car parking spaces within the curtilage of the site, it provides a parking space for each staff member and one additional space to accommodate visitors. With the restrictions on staffing numbers and the additional parking space, it is clear that the proposed level of parking is adequate to ensure that any vehicles associated with the proposed care home use can be absorbed within the curtilage of the site. The Highway's Officer has reviewed the car parking layout and tracking plans and is satisfied that these changes would provide safe, usable off-street parking without causing disruption to the wider Highway Network.
- 9.63 The London Plan 2021 is silent on car parking standards for care homes, so the Highways Authority has referred to the Hillingdon Local Plan: Part 2 Development Management Policies (2020), Policy DMT 6: Vehicle Parking as a guide. This would require a minimum of 2no. spaces for the dwelling and 1no. space per member of staff. Taking into account that these are maximum standards and that the London Plan 2021 Policy T6 Car Parking requires that developments should provide "*the minimum necessary parking*" the 5no. proposed on-site car parking spaces is acceptable. The Highway's Officer has requested that the parking layout be secured by condition which has been adopted in this recommendation for approval.

#### *Street Parking Observations*

- 9.64 Two further site inspections took place following the September 2024 Committee to review available on-street parking along Moor Park Road. It was noted on inspection that the street has an existing parking restriction in place between 1pm and 2pm, Monday to Friday. Otherwise, the street as a whole, contains approximately 70 residents parking management scheme bays that run the length of the street on both sides of the highway. These street parking bays are situated throughout the road, from the west, close to the junction with Kewferry Road, to the east, at the junction with Sandy Lodge Way.

- 9.65 The first inspection took place by Officers on Wednesday 2<sup>nd</sup> October 2024 at 3pm outside the restricted time (1pm-2pm). On that site inspection, a total of 8 parking bays were occupied with approximately 60 spaces available. This represented between 10-13% of the street parking spaces filled at the time of the visit. The level of traffic movement at this time of day was limited and given the level of street parking spaces available at the time, there did not appear to be any significant parking stresses or concerns.
- 9.66 A second site inspection took place on the morning of 23<sup>rd</sup> January 2025 and Officers surveyed parking stresses along the highway. Officers arrived on the street at 7.20am and reviewed the level of parking between this time and 8.52am. A count by Officers between 7.40am and 7.46am (prior to the school drop-off times) counted a total of 14 cars parked within the parking bays on the entire street. This represented approximately 20% of street parking bays occupied with approximately 80% available (or 4 out of 5 spaces unoccupied). At 8.15am there were 13 parking bays unoccupied between Kewferry Rd and Grove Road.
- 9.67 During the peak period of the school drop off between 8.15am and 8.45am, the numbers of cars parked along the entire street ranged between 20 and 30 cars. A final count of cars parked along the street at 8.52am showed that the numbers had returned to below average levels with 18 cars occupying the on-street parking bays. This represents approximately 25% of street parking bays occupied with approximately 75% available (or 3 out of 4 spaces unoccupied). From the survey and Officer observations, it appeared that the school drop-off timings were staggered and there remained an abundance of parking available along the street. Although street parking associated with the use is unlikely to be regularly required given on-site parking provision, it is clear from the post-committee visits that there is sufficient parking along the street which could accommodate if required.

#### *Electric Vehicle Charging Points (EVCPs)*

- 9.68 In accordance with the Local Plan: Part 2 DMT 6 policy and parking standard, there is a requirement for EVCPs which would equate to a minimum facility of 5% of the total parking quantum for 'active' provision with a further 5% acting as 'passive' provision for future activation. The proposal should therefore incorporate 1 'active' and 1 'passive' space to futureproof for anticipated demand. This aspect would be secured by planning condition.

#### *Cycle Parking and Safety*

- 9.69 In terms of cycle parking, a cycle store is proposed to the front of the building adjacent to the existing garage. This store would accommodate up to five bicycles. The nominal requirements of two secure and accessible spaces are met and the proposal conforms to the relevant regional parking standard. Concerns have been raised in representations regarding the potential risk of children on bicycles. There is more emphasis on promoting sustainable forms of transport including cycling, from a planning policy perspective. There is no age restriction within the Highway Code preventing children from cycling on public

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highways. The onus would be on the guardians or care workers to ensure that children are educated on the Highway Code before using the Highway. It is also important that children are fully trained and a capable cyclist. The Highway's Officer has not raised this as a safety concern in planning terms.

#### *Vehicular Trip Generation*

- 9.70 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.
- 9.71 The applicant has submitted a Transport Statement in support of the scheme. Within this statement, it provides comparable data from the existing Vehicle Trip Generation from the existing residential dwelling and the proposed use. The average vehicle movements across a typical day would amount to four vehicle movements related to the dwelling house. Given the use would involve the care of children, the level of trip movements associated with the property would not be too dissimilar to the existing arrangement due to the reduced need for driving by occupants. It is considered that adequate off-street cycle and car parking exists to accommodate any demand that arises. No objections have been received from the Highway's Officer in regard the data and the potential level of movements.
- 9.72 Officers are also satisfied that the use would not cause significant disturbance to the wider neighbourhood from deliveries and servicing of the proposed use. Deliveries and serving would take place from the highway in accordance with the current practices on Moor Park Road. The level of movement associated with visitation is also likely to be accommodated off-street given that there are five vehicle parking spaces available with four staff members on site. As also demonstrated within the Officer parking observations, there is no evidence that there are current stresses on parking along Moor Park Road.
- 9.73 Owing to the relatively small-scale of the scheme, combined with the 'low traffic generator' user profile (inclusive of infrequent visits/servicing) typically associated with children's care homes, the proposal would not be expected to generate measurable traffic burden on the surrounding roadways. This is both during and outside of the most sensitive and therefore crucial peak morning and late afternoon/evening hours given the anticipated low car usage levels which can, therefore be absorbed within the local road network without notable detriment to traffic congestion and road safety.

#### *Refuse Collection*

- 9.74 Refuse collection would continue via the roadway. Bin storage placement should generally be within 10m of the collection point on the public highway to accord with the council's maximum waste collection distance standard. Although the bin store area shown would exceed the above distance parameter, it is reasonable to anticipate that refuse collection would continue, as is the case at present,

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without undue impediment owing to an informal arrangement whereby refuse is moved towards the highway on collection days. Details regarding the bin store and collection arrangements would be secured by condition.

### Accessibility

- 9.75 Policy D5 of The London Plan (2021) states: “Development proposals should achieve the highest standards of accessible and inclusive design”. The Council’s Access Officer has raised no objections to the proposal. The dwelling was constructed prior to the adoption of accessible housing standards, and it would therefore not be reasonable to insist on provision of current accessible standards given that there is no operational development proposed that could help achieve these standards. The Access Officer also noted that there is no planning requirement to make the children’s home accessible to wheelchair users. However, an Informative is recommended reminding the applicant of the need to comply with the requirements within the Equality Act 2010.

### Trees and Landscaping

- 9.76 Policy D5 of the London Plan (2021) states that development proposals should integrate green infrastructure to contribute to urban greening, including the public realm. Policy DMHB 14 of the Hillingdon Local Plan: Part Two – Development Management Policies (2020) requires that all development retains or enhances existing landscaping, trees, and biodiversity.
- 9.77 The trees within and surrounding the application site are subject to Tree Preservation Orders (TPOs). The application has been accompanied by a Tree Survey which demonstrates that parking space no.5 would be outside of the root protection zone of the trees. However, it is noted that two spaces would be marginally within the root protection area (RPA) of G1. The Council’s Trees Officer has raised no concerns regarding this, subject to a method statement of works within the RPA demonstrating that the surfacing works would not adversely affect the tree, and the use of permeable surfacing. This condition has been included in this recommendation for approval.
- 9.78 The proposed bin store and cycle parking shelter would be lightweight structures with no need for foundations. There are no trees within the immediate vicinity of these structures that would be affected. Whilst no additional landscaping is proposed, Officers would highlight that the site contains significant mature tree growth on site and a generous garden to the rear. There are no further proposed changes to this existing landscaping, which ensures that the property maintains its verdant aspect in line with the prevailing leafy character of the area.

### Ecology

- 9.79 The Environment Act 2021 has established that all planning permissions granted in England must deliver at least 10% biodiversity net gain (BNG) from January 2024. Paragraph 174 of the NPPF (2024) also states that planning decisions should contribute to and enhance the natural and local environment by: d)

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minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures. This is supported by Policy G6 of the London Plan (2021) and Policy DMEI 7 of the Hillingdon Local Plan: Part 2 (2020).

9.80 There are a number of exemptions to BNG requirements. This includes a development that does not impact a priority habitat and impacts less than:  
- 25 square metres (5m by 5m) of on-site habitat; and  
- 5 metres of on-site linear habitats such as hedgerows.

9.81 This exemption applies to the proposed development as there is no additional floorspace proposed. The development does not deliver any BNG and it is considered acceptable in this instance.

#### Flooding and Drainage

9.82 Policy SI12 and SI13 of the London Plan (2021) require, in summary, that flood risk is minimised and mitigated, and that surface water runoff is managed close to source. Policy DMEI 9 and Policy DMEI 10 of the Hillingdon Local Plan: Part Two Development Management Policies (2020) require, in summary, that flood risk is mitigated and proposals that increase the risk of flooding or which fail to make adequate provision to control surface water runoff will be refused.

9.83 The application is in Flood Zone 1 (low risk) and is not in a critical drainage area. Given there is no additional floorspace proposed, the proposal would remain in accordance with Policy DMEI 10.

#### Land Contamination

9.84 The site is not located within an area identified as being subject to potential land contamination.

#### Carbon Emissions and other Environmental concerns

9.85 The representations received during the consultation with the public and petition received, have raised concerns regarding carbon emissions and other environmental concerns from the change of use and potential increase in number of trips generated. The Transport Statement submitted has provided some evidence that the level of trips to and from the property would not be dissimilar to those of the existing dwelling house. The Highway's Officer has not disputed this. Whilst there would be a push towards more sustainable forms of transport including walking, cycling and the provision of EVCP, it is envisaged that the modest nature of the use is unlikely to lead to a significant increase in carbon emissions over and above the current circumstances. It is also noted that there is transport links, including bus stops, situated within an 8-minute walk of the site and Northwood Underground Station within 15-minute walk. Both these provide alternative transport modes reducing reliance on cars and promoting forms of sustainable travel and highlights, locations of nearest bus routes and

other transport links. It is also noted that the proposed on-site parking provision complies with the maximum local plan parking standards, so transport emissions can be considered acceptable.

- 9.86 The applicant has also provided an additional statement indicating their commitment to reducing carbon footprint and implementing ongoing initiatives as well as supporting Hillingdon Climate Strategy. The applicant states they will encourage the use of public transportation, carpooling, cycling and walking which will help to reduce carbon footprint and alleviate congestion. As part of incentives, they would help facilitate a carpooling scheme for staff where possible. Such measures if adopted by staff would further reduce individual vehicle movements. However given the overall modest scale of the proposal, it is not considered that the proposed use would cause a significant increase in carbon. Furthermore, it would not be deemed reasonable to have a detailed travel plan or legal agreement securing these measures.

Other Matters Raised (Anti-social, security, crime and other social issues)

- 9.87 It is noted that a large number of representations have been received which raise concerns regarding anti-social behaviour, potential crime and community safety. Other social matters raised include the safeguarding of children both locally and within the property itself.
- 9.88 Previous appeal decisions have confirmed that the fear of crime should only be considered a material planning consideration in cases where evidence exists that the associated development would likely increase crime. In this application, there is no substantiated evidence submitted that indicates that crime might increase if the application were permitted. The site would be continuously occupied by staff who would be responsible for the well-being and care of the children. The level of staffing per child would reflect the level of need. There would be a minimum of 1 staff per child which ensures children are monitored and cared for within the home environment. Staff would be trained to deal with potential anti-social behaviours from a child and there is a responsibility of the Care Home management to ensure the children integrate appropriately within the wider local area when outside the property grounds.
- 9.89 There is no compelling evidence that criminal activity or anti-social behaviour is more prevalent or extreme amongst children living within a Children's Care Home setting. There is also no planning requirement, statutory or policy based, that new development shall guarantee an absence of potential criminal activity amongst its residents. Were criminal activity to occur by occupants of the Child Care Home, there are powers outside of planning legislation including investigations under the Anti-Social Behaviour, Crime and Policing Act 2014 and investigations by Police and Local Authorities under legislation outside of planning legislation.
- 9.90 A recent enforcement appeal decision involved the Local Planning Authority raising concerns based on the fear of crime/anti-social behaviour to the

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community. On this point the Planning Inspectorate did not concur (appeal reference APP/R5510/C/21/3266292 – 31 Frithwood Avenue, Northwood).

9.91 The Inspectorate stated in the decision:

“The courts have held that the fear of crime can be a material consideration. However, there must be some reasonable evidential basis for that fear, which in this case is very limited... The Residents’ Association has set out the potential for local school children to be exposed to drug users or drugs and future incidents of crime. However, there is no firm evidence that the use of the care home has or could be likely to materially increase this risk.”

9.92 In this appeal, it was concluded that there was insufficient evidence that ongoing behavioural issues associated with the use were not resolved by the carers. “Drawing their points together, I am not satisfied that it has been shown that the care home use results in greater incidence of crime or anti-social behaviour not that a Site Management Plan is necessary to control the use to address any perception of such impacts.” (Planning Inspectorate Appeal Decision APP/R5510/C/21/3266292 dated 1<sup>st</sup> August 2022).

9.93 Whilst concerns raised by residents on the potential impact regarding anti-social behaviour and crime are not dismissed, there is no evidence to suggest that this would take place. The care home would have trained staff who would be responsible for ensuring the children respond and integrate appropriately within the local environment. Furthermore, the applicant has made efforts to address such concerns with the documentation submitted. The ‘Good Neighbour Policy’ aims to provide staff at the proposed care home with guidance on how to integrate their home within the local community.

9.94 This document includes references to risk assessments, collaboration with local law enforcement agencies, maintaining effective communication and dealing with complaints appropriately. This provides additional comfort that correct protocols and procedures would be complied with in the case of any potential crime or anti-social behaviour. On this basis and the lack of evidence that anti-social behaviour would occur, the proposed development is not considered to compromise the security of the application site, adjoining sites or the wider community.

*Safety concerns of local residents and school children*

9.95 The care home would cater for a maximum of 4 children. The children in question would be from a vulnerable section of the community and the care home would provide specialised support for emotional and behavioural challenges. The home would be staffed 24 hours a day with a minimum of 2 persons (at night) that would be specially trained to support the occupants. The management statement also highlights that individual children would be assessed on their suitability for the home environment and the compatibility with the wider community will be considered.

- 9.96 Similar to the above, whilst there are concerns from the community on safety of older residents and local children, including the proximity to the St Martin's School, there is no evidence to suggest those occupants would lead to a greater risk to the community. The children would also be supervised within the property and would be educated on structure and routine to become productive members of society.
- 9.97 The overall size of the property both internally and externally ensures that there would be sufficient space for the children to be nurtured within a suitable form of accommodation which would help with any behaviour issues. The applicant does not expect that the routine of the wider neighbourhood would be infringed upon by the proposed change of use. Based on the information provided and the level of supervision on site, Officers are satisfied that the use would not lead to a safety issue to the wider neighbourhood, including the nearby school.

*Lack of schools within Northwood and education facilities for the children*

- 9.98 Representations received also raised concerns about the placement of children from the Care Home within schools and the lack of local state schools within Northwood that could accommodate the children. The applicant has stated that children who are looked after are not generally excluded from mainstream schools and would be expected to attend school or educated virtually.
- 9.99 Whilst the placement of children within education is a consideration, it has limited weight in the planning determination of the use of the building. The education of the individual child would depend on the individual circumstances and may involve home schooling / virtual schooling. Were the child to attend a school within the wider area, it would be the responsibility of the Care Home Management Team along with any Professional Support Staff including the Child's dedicated Social Worker working closely with local Education Providers to source a place at an individual school. On these grounds, the lack of state schools in the immediate area would not be a justified reason to refuse planning permission.

*Ofsted requirements/child safeguarding*

- 9.100 It is important to recognise that whilst the planning merits of the proposal are considered under the current application, the care home would also need to meet the strict criteria set out by Ofsted. The Council's Children's Social Care Team welcome this proposal given that there is a significant need for residential children homes locally. The care home would be subject to approval by the regulator Ofsted, who ensure that the appropriate safeguarding measures for children are in place before the home can be fully operational.
- 9.101 It is worth noting at this stage that the very nature of the application is to assess the planning merits of the scheme and whether the Children's Care Home is acceptable in terms of planning policies. It is by no means a fully comprehensive assessment of the Child Care Home which would still require full approval from Ofsted before it can operate.

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- 9.102 The applicant would still be required to apply to Ofsted following receipt of any grant of planning permission. Ofsted would examine whether the location is suitable, assess the level of staffing and management (DBS checks); and consider whether the care home provides a stable home with local resources whilst minimising risks to children. Ofsted would also visit the premises to ensure it is suitable for operation, prior to allowing the home to operate.
- 9.103 In order for the Applicant to submit an application to Ofsted, they would first need to demonstrate that the property has the right planning permission in place. Were the planning application to be approved, the applicant can move onto applying to Ofsted in order to get approval to operate as a care home. This would be outside the remit of the planning assessment.

## **10 Other Matters**

### **10.1 Human Rights**

The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

### **10.2 Equality**

Due consideration has been given to Section 149 of the Equality Act with regard to the Public Sector Equality Duty in the assessment of this planning application. No adverse equality impacts are considered to arise from the proposal.

### **10.3 Local Finance Considerations and CIL**

There is no additional floorspace proposed. The proposed development is not CIL liable.

## **11 Conclusion / Planning Balance**

- 11.1 The proposed development would result in a loss of C3 use class residential accommodation. However, a residential care home also serves as a form of residential accommodation itself and this would help meet the exceptional circumstances required to justify the loss of conventional C3 housing, as required by policy DMH1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

- 11.2 The proposal would contribute towards addressing an underlying need for C2 use class accommodation in Hillingdon and London overall. Therefore, on-balance the principle of development is considered acceptable. Sufficient information has been provided demonstrating that there is a local need for children care homes to ensure local vulnerable children can remain within the local area or borough. Given the use continues to provide a form of residential accommodation, the loss of one residential dwelling would therefore be acceptable in this instance.
- 11.3 The proposal does not seek permission for external extensions or alterations to the building. Conditions are recommended to restrict the maximum number of children and staff, together with visitation times. These conditions would help mitigate any wider impact on the local community and mitigate impacts on adjoining neighbours' amenity, due to comings and goings to and from the site. Five onsite car parking spaces would be provided, and the Highways Authority has raised no concerns. There is no evidence that the proposed use would lead to an increase in crime or anti-social behaviour within the local community.
- 11.4 Having regard to the material considerations and all matters raised, the application is recommended for approval, subject to conditions.

## **12 Background Papers**

- 12.1 Relevant published policies and documents taken into account in respect of this application are set out in the report. Documents associated with the application (except exempt or confidential information) are available on the [Council's website here](#), by entering the planning application number at the top of this report and using the search facility. Planning applications are also available to inspect electronically at the Civic Centre, High Street, Uxbridge, UB8 1UW upon appointment, by contacting Planning Services at [planning@hillingdon.gov.uk](mailto:planning@hillingdon.gov.uk).



# **APPENDICES**

## **Planning Application**

**77170/APP/2024/1240**

## Appendix 1: Recommended Conditions and Informatives

### Conditions

#### 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 submitted plan numbers:

Site Location Plan

AHUB2404002-2

AHUB2404002-6

AHUB2404002-7

AHUB2404002-8

CT-MPR-PP-01 Rev P01 dated January 2025

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

#### REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2021).

#### 3. COM5 **General compliance with supporting documentation**

The use hereby permitted shall operate in accordance with the details as set out within the following supporting documents:

Management Plan Rev A (dated 26.01.25)

Management Statement for the Control of Noise

Noise Management Plan

Good Neighbour Policy

#### REASON

To ensure that the use as Childcare Home is managed to mitigate any adverse impact on the amenity of neighbours and the safety of the wider community in compliance with policies DMH 8 & DMHB 11 of the Hillingdon Local Plan Part 2 (2020) and Policies D14 and H12 of the London Plan (2021).

#### **4. NONSC Maximum Staff Numbers (4 Staff)**

The hereby approved Children's Care Home shall have a maximum of 4 staff onsite at any one time.

#### **REASON**

To ensure satisfactory living standards are provided for the occupants of the care home as well as ensuring the intensification of the use does not impact the amenity of nearby residents in compliance with policies DMH 8 & DMHB 11 of the Hillingdon Local Plan Part 2 (2020) and Policies D14 and H12 of the London Plan (2021).

#### **5. NONSC Maximum Occupancy (4 Children)**

The hereby approved Children's Care Home shall have a maximum of 4 children in care at any one time.

#### **REASON**

To ensure satisfactory living standards are provided for the occupants of the care home as well as ensuring the intensification of the use does not impact the amenity of nearby residents in compliance with policies DMH 8 & DMHB 11 of the Hillingdon Local Plan Part 2 (2020) and Policies D14 and H12 of the London Plan (2021).

#### **6. NONSC Visitation Times**

The Children's Care Home hereby approved shall only receive visitors between the hours of 9:00am to 8:00pm Monday to Sunday. No visitors shall be allowed to enter the premises unless pre-booked in advance.

Reason: To ensure minimal disruption to the surrounding area and maintain the residential amenity of the neighbourhood.

#### **7. NONSC Tree Protection Plan**

No construction works related to the car parking layout and resurfacing shall take place until details have been submitted to, and approved in writing by, the Local Planning Authority with respect to:

1. A method statement outlining the sequence of works and tree protection measures within the Root Protection Zones.
2. Details of the permeable hard surfacing including section drawings to show depth, shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved unless otherwise agreed in writing by the Local Planning Authority.

NOTE: The use of gravel is recommended.

3. Detailed drawings showing the position and type of fencing to protect during surfacing works, the entire root areas/crown spread of trees, hedges and other vegetation to be retained, shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority. Such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details.

The fencing shall be retained in position until development is completed.

The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

2.a There shall be no changes in ground levels;

2.b No materials or plant shall be stored;

2.c No buildings or temporary buildings shall be erected or stationed.

2.d No materials or waste shall be burnt; and.

2.e No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

3. Where the Arboricultural method statement recommends that the tree protection measures for a site will be monitored and supervised by an Arboricultural consultant at key stages of the development, records of the site inspections / meetings shall be submitted to the Local Planning Authority.

#### REASON

To ensure that trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with policy DMHB 14 of the Hillingdon Local Plan Part 2 (2020)

### **8. NONSC Parking Layout and Electric Vehicle Charging Points**

The car parking layout as shown on approved drawing reference CT-MPR-PP-01 Rev P01 (dated January 2025) shall be marked out and surfaced prior to first occupation of the approved children's care home and maintained as such in perpetuity.

At least one car parking space shall be provided with an active electric vehicle charging point, and at least one car parking space shall be provided with passive provision. This electric vehicle charging infrastructure shall be installed prior to first occupation of the approved children's care home.

#### REASON:

To be in accordance with the published London Plan 2021 Policy T6 Car Parking.

### **9. NONSC Cycle Parking**

The development hereby permitted shall have at least two secure and sheltered cycle spaces. The cycle parking facilities shall be provided in accordance with the approved drawings and thereafter permanently retained.

#### REASON

To ensure the provision and retention of facilities for cyclists to the development and hence the availability of sustainable forms of transport to the site in accordance with policy DMT 5 of the Hillingdon Local Plan Part 2 (2020) and policy T5 of the London Plan (2021).

### **10. OM5 Refuse Storage & Collection**

Prior to first occupation of the Children's Care Home, details of the appearance of the proposed bin store shown sited on the approved drawings, as well as collection arrangements, shall be submitted to the Local Planning Authority for approval.

The bin storage and collection arrangements shall be implemented in accordance with the approved details prior to first occupation, and thereafter permanently retained.

#### REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide well designed provision for waste storage and collection in compliance with policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

### **11. MCD16 Restriction to Use Applied For**

Notwithstanding the provisions of the Town & Country Planning (Use Classes) Order 1987 and the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any orders revoking and re-enacting either of these orders with or without modification), and subject to Condition 1, the building shall be used only for the purpose of a Children's Care Home and for no other purpose including any other purpose within Use Class C2 of the Town and Country Planning Use Classes Order 1987 (as amended).

#### REASON

To enable the Local Planning Authority to retain control over the use so as to ensure that it complies with policies DMHB 8, DMHB 11, DMT 1, DMT 2 and DMT 6 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) and Policy D13 of The London Plan (2021).

## **Informatives**

### **1. I50 The Registration of Residential Care Homes for Children**

You are advised that the use hereby approved for a Residential Care Home for Children is required to be registered with Ofsted and Care Quality Commission, prior to the commencement of the use. Further information can be found on [www.ofsted.gov.uk](http://www.ofsted.gov.uk) and

[www.cqc.org.uk](http://www.cqc.org.uk).

## 2.

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

## Appendix 2: Relevant Planning History

77170/APP/2022/1000 36 Moor Park Road Northwood

Erection of a part single storey, part two storey side extension, front infill extension, increase of roof height with conversion of roofspace for habitable use, rear dormers, front and side roof light, alterations to front and rear fenestration, render of external facade, replacement rectangular bay window to the front, replacement porch.

**Decision:** 19-08-2022 Approved



### **Appendix 3: List of Relevant Planning Policies**

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

DMEI 10 Water Management, Efficiency and Quality

DMH 1 Safeguarding Existing Housing

DMH 4 Residential Conversions and Redevelopment

DMH 8 Sheltered Housing and Care Homes

DMHB 11 Design of New Development

DMHB 14 Trees and Landscaping

DMHB 15 Planning for Safer Places

DMHB 16 Housing Standards

DMHB 18 Private Outdoor Amenity Space

DMT 1 Managing Transport Impacts

DMT 2 Highways Impacts

DMT 6 Vehicle Parking

LPP D5 (2021) Inclusive design

LPP D6 (2021) Housing quality and standards

LPP D11 (2021) Safety, security and resilience to emergency

LPP D12 (2021) Fire safety

LPP D13 (2021) Agent of change

LPP H12 (2021) Supported and specialised accommodation

- LPP T4 (2021) Assessing and mitigating transport impacts
- LPP T5 (2021) Cycling
- LPP T6 (2021) Car parking
- LPP T6.1 (2021) Residential parking