

Report of the Head of Development Management and Building Control Committee Report

Case Officer: **Haydon Richardson**

31917/APP/2025/996

Date Application Valid:	02/06/2025	Statutory / Agreed Determination Deadline:	05/09/25
Application Type:	Full	Ward:	Hayes Town

Applicant: **Rebecca Selby/LBH**

Site Address: **Unit 5, 12 Powerhouse Lane, Hayes**

Proposal: **Temporary change of use (for five years) from cafe (Use Class E) to Local Community Use (Use Class F2)**

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

Reason Reported to Committee: **Required under Part 6 of the Planning Scheme of Delegation (the Council is the Applicant)**



Summary of Recommendation:

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

1 Executive Summary

- 1.1 Planning permission is sought for the temporary change of use (for five years) from cafe (Use Class E) to Local Community Use (Use Class F2).
- 1.2 In terms of physical works, the proposed development includes no external alterations to the building, other than the replacement of an entrance door. Internally, the development involves the blocking up of an existing door, allowing for storage space to be created.
- 1.3 The proposed development would involve repurposing a vacant café to provide a community facility for existing and future residents within Hayes and The Old Vinal Factory (TOVF) area. The existing building has been vacant since 2019, the reuse of it is therefore welcomed, as is the provision of a community facility in an area with a growing residential presence.
- 1.4 Due to the limited physical works proposed, location of the development and its car free design, the proposal would cause no harm to heritage assets, the appearance of the building, character of the area, local highways network or living conditions of neighbouring occupiers. Nor would it have any adverse air quality, contamination, flooding, BNG, fire, waste or drainage related impacts.
- 1.5 The loss of the commercial space is regrettable, however it is for a temporary period of 5 years, after which it would be reinstated to its former use.
- 1.6 The planning application is therefore recommended for approval subject to the conditions set out in Appendix 1.

2 The Site and Locality

- 2.1 The development site is located on the west side of Powerhouse Lane. The site comprises a two-storey partially locally listed building known as the Powerhouse building. In terms of design the building is made up of two segments, a modern warehouse style section and brick section with historic arch that is locally listed. Within the modern non-locally listed part of the building is Unit 5, which is the element of the building subject to this application.
- 2.2 The building is located within The Old Vinyl Factory (TOVF) site. The TOVF is approximately 6.6 hectares of land set in an irregular quadrilateral shaped site. Within the wider site are The Boiler House, The Shipping Building, The Cabinet Building, The Record Store, The Material Store and the Pressing Plant.

- 2.3 The site is located within The Botwell: Thorn EMI Conservation Area and Locally Listed Buildings exist within the area. It is also within an Air Quality Focus Area, Air Quality Management Area and is located upon potentially contaminated land. The site is in Flood Zone 1 and has a Public Transport Accessibility Level (PTAL) of 4 (Good).

Figure 1: Location Plan (application site edged red)



Figure 2: Street View Image of the Development Site

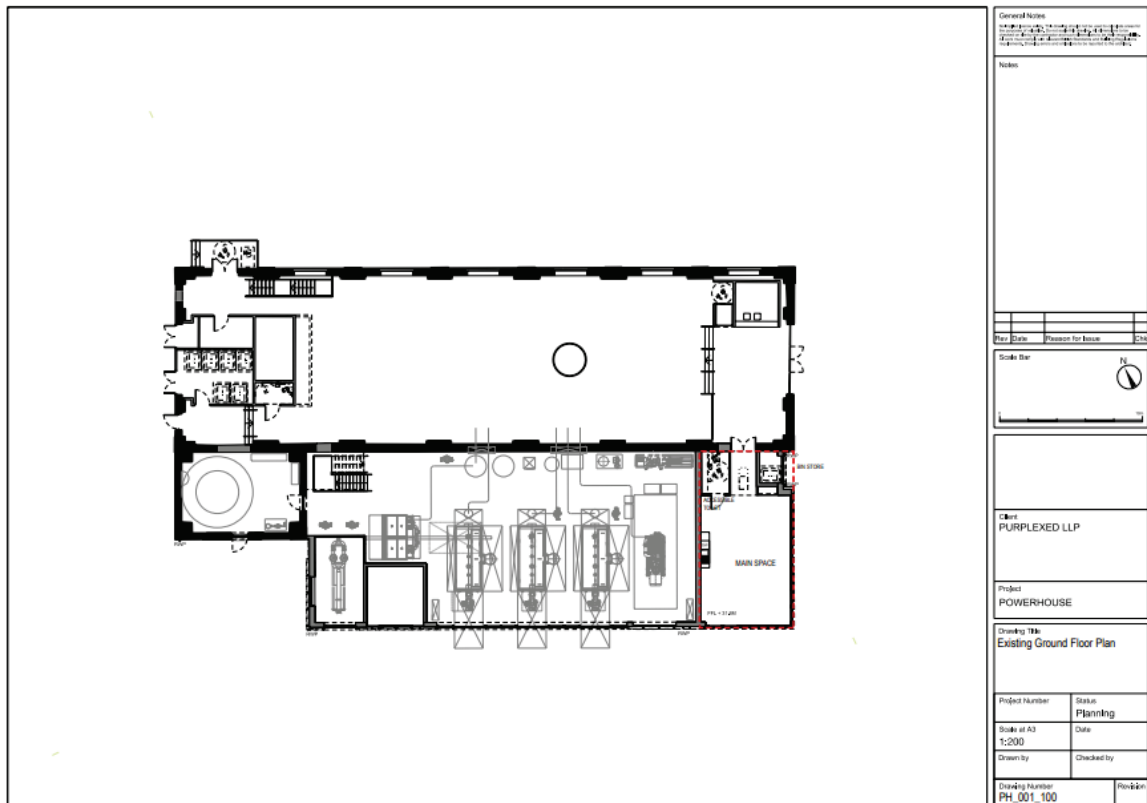


3 Proposal

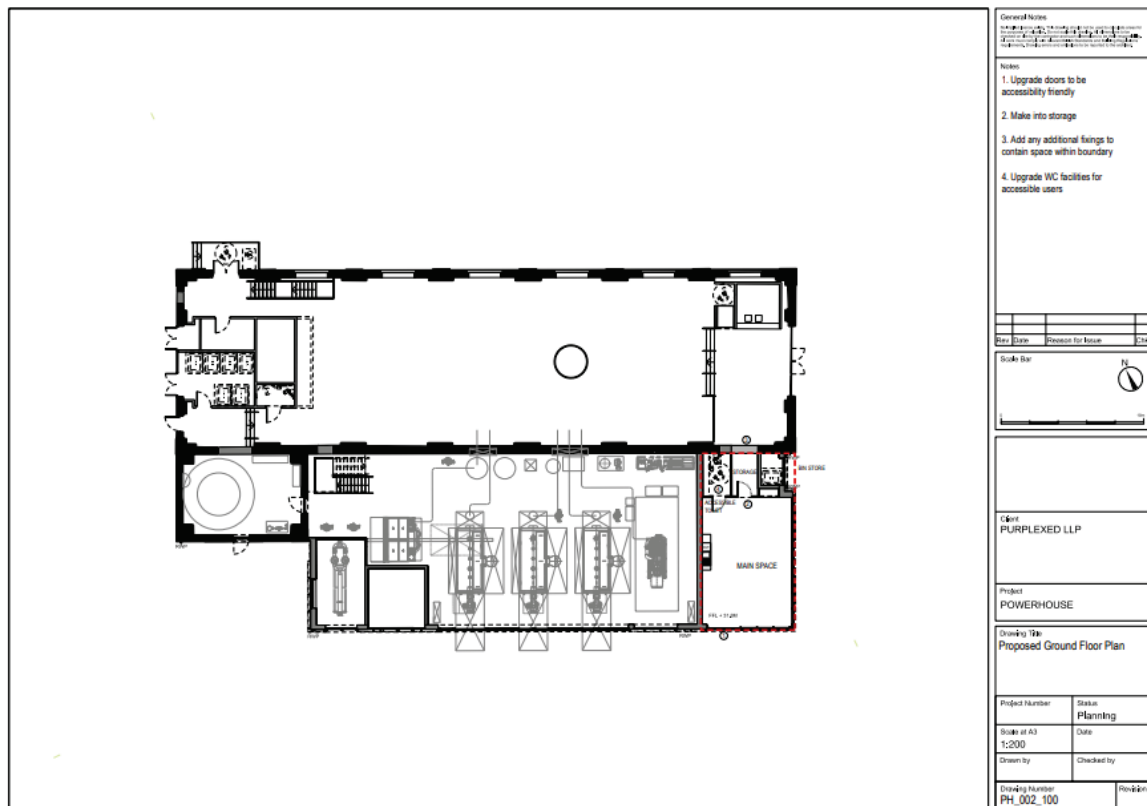
- 3.1 Planning permission is sought for the temporary change of use (for five years) from cafe (Use Class E) to Local Community Use (Use Class F2).
- 3.2 In terms of physical works, the proposed development includes no external alterations to the building, other than the replacement of an entrance door. Internally, the development involves the blocking up of an existing door, allowing for storage space to be created.

Figure 3: Existing and Proposed Plans (please note – larger version of plan(s) can be found in the Committee Plan Pack)

Existing Ground Floor Plan



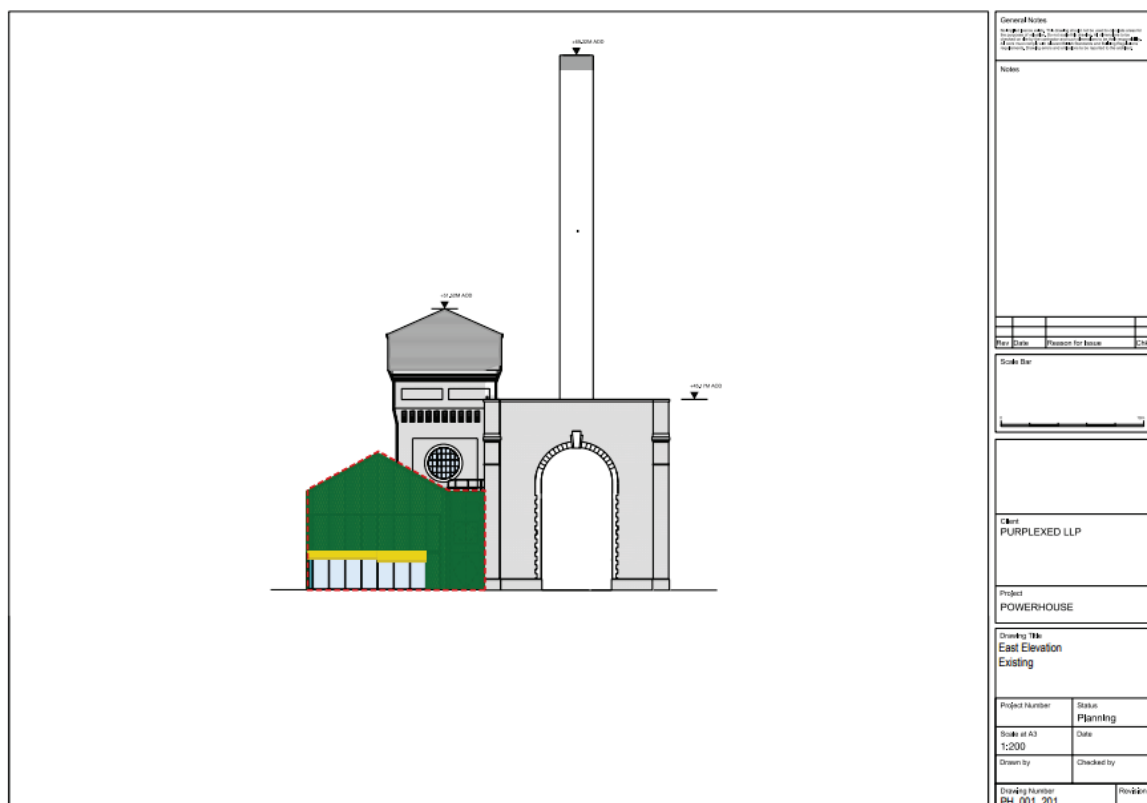
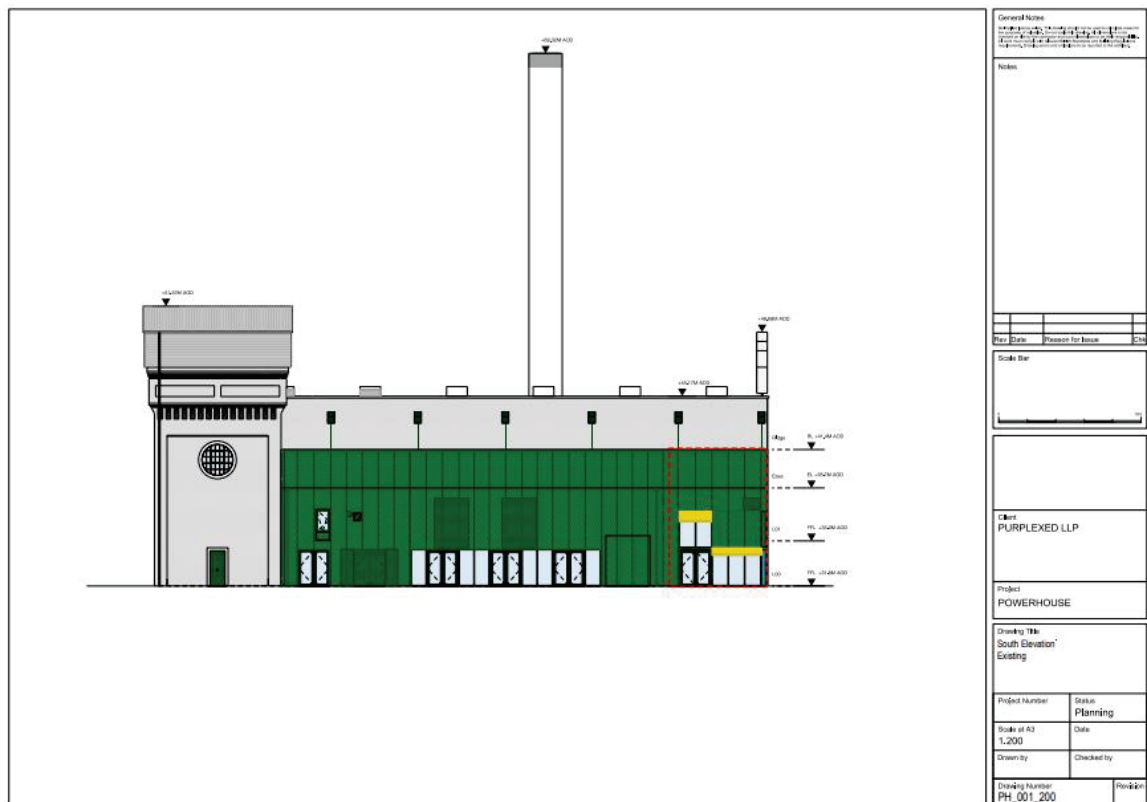
Proposed Ground Floor Plan



Existing Rear (South) and Side Elevation (East)

Hillingdon Planning Committee – 4th September 2025

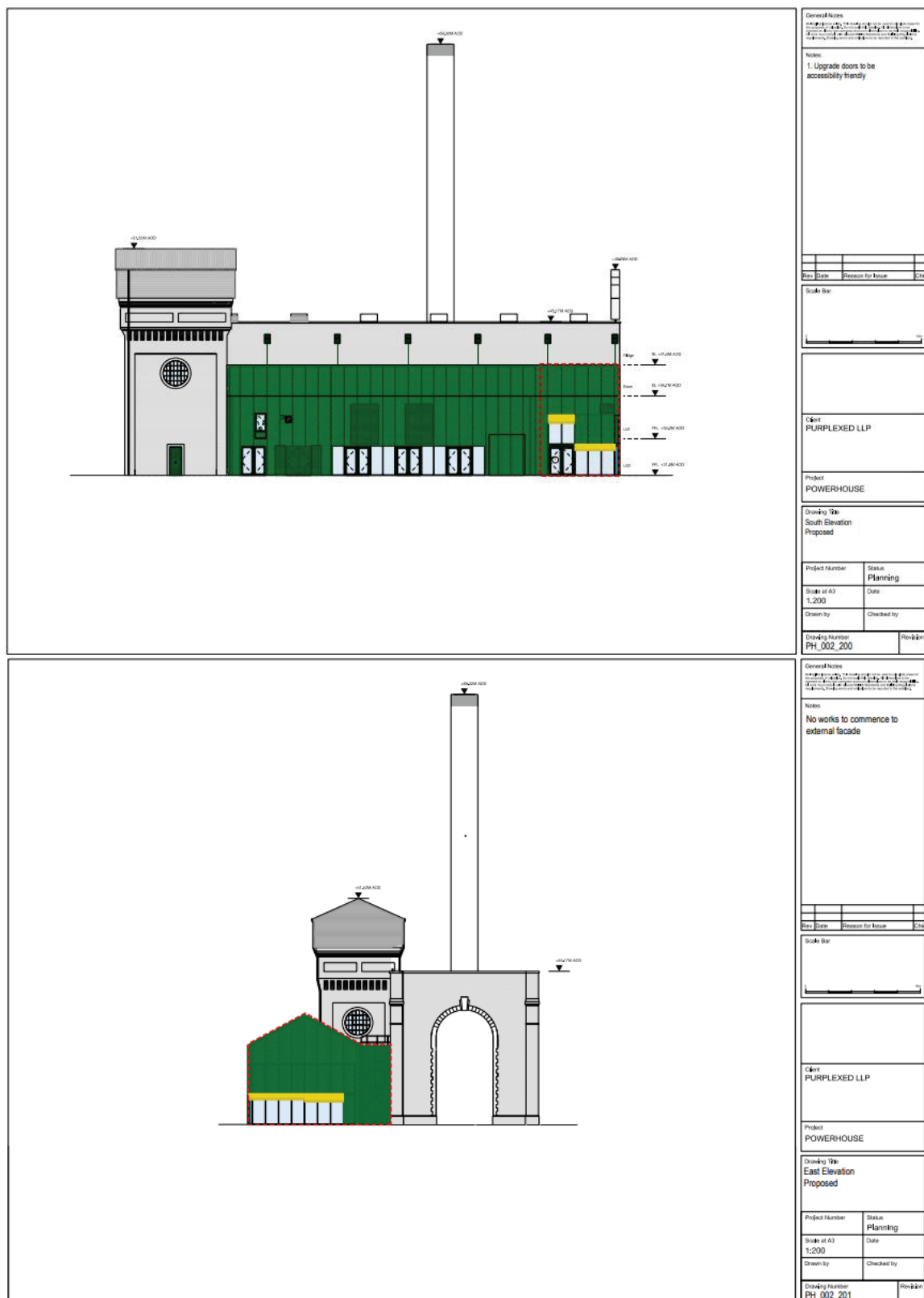
PART 1 – Members, Public & Press



Proposed Rear (South) and Side Elevation (East)

Hillingdon Planning Committee – 4th September 2025

PART 1 – Members, Public & Press



4 Relevant Planning History

- 4.1 A list of the relevant planning history related to the property can be found in Appendix 2.

Hillingdon Planning Committee – 4th September 2025

PART 1 – Members, Public & Press

5 Planning Policy

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

6 Consultations and Representations

- 6.1 472 neighbouring properties were consulted on the application by letter dated 11-06-25. The consultation period expired 02-07-25. No objections or responses were received from the properties notified.
- 6.2 Internal and external consultations were also issued. 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
Hayes Conservation Area Advisory Panel	If the temporary use will be for the benefit of those living nearby, we have no objection to the proposed temporary change of use.	Noted.

Table 2: Summary of Consultee Responses

Consultee and Summary of Comments	Planning Officer Response
Access Officer: No objection subject to an informative to ensure that consideration is given to the equalities act when determining the case and whilst the use is in situ.	Noted and informative added
Highways Officer: No objection	Discussed at paragraphs 7.12 to 7.14 of this report.
Planning Policy Officer: No objection received	Discussed at paragraphs 7.1 to 7.4 of this report.

7 Planning Assessment

Principle of Development

Loss of Cafe

- 7.1 The proposed loss of commercial space (Class E) is regrettable; however, it would be for a temporary period of 5 years and is therefore considered to be acceptable having regard to the proposed community use which is intended to serve local residents and increase vitality to the area. Furthermore, the café has been vacant since 2019, so the temporary utilisation of the space is supported.

Proposed community facility

- 7.2 Policy DMCI 2 of the Local Plan Part 2 states that proposals for the refurbishment and re-use of existing premises for community facilities will be supported. The submitted Design and Access Statement states that the proposed community facility is to provide floor space which would allow for community engagement and use within the area. The facility would be available for a variety of groups and local organisations.
- 7.3 The building is located within the Hayes Town ward, connecting key areas like Hayes High Street and TOVF, allowing for easy access by Hayes residents. This location ensures that the facility is within the community or catchment area of the community it is intended to serve. The submitted Policy Compliance Statement highlights that community needs were identified through an internal engagement report and feasibility studies with community groups and residents, demonstrating that the facility is wanted and intended to meet the specific needs of the local population. Furthermore, the unit would aid in providing a community facility within the TOVF Area, which has and will continue to become increasingly residential over the years. The provision of the facility is therefore supported.
- 7.4 Further support is outlined for the repurposing of vacant buildings within commercial and or town centre locations to provide community use floor space. It is recognised that if designed and located appropriately they can provide the type of space to foster community cohesion and safeguard or enhance the vitality of town centres. Whilst the site is not located within the Town Centre is it an edge of Town Centre site and within a mixed use area comprising of a good quantum of commercial floorspace. Overall, the principle of the proposed development is accepted and is considered to comply with the Development Plan. A condition is to be imposed to restrict the use of the floor space to Use Class F2(B), (*“a hall or meeting place for the principal use of the local community”*) only in order to ensure that it is available for the purposes in which permission is sought and the benefits of the proposal are delivered.

Design / Impact on the Character and Appearance of the Area

- 7.5 The site is located on the west side of Powerhouse Lane. The site comprises a two-storey building known as the Powerhouse building. In terms of design the building is made up of two segments, a modern warehouse functional designed element that includes Unit 5, which is subject to this application, and a more traditional locally listed brick element with historic arch.
- 7.6 In terms of physical works, the proposed development includes no external alterations to the building, other than the replacement of an entrance door. A condition has been recommended to ensure that the entrance door is of similar design and material to the existing door. The remaining works are internal and would therefore have no visual impact. The wider area is mixed use, as such the proposed use would not be out of character. Taking into consideration these points the proposed development would cause no harm to appearance of the building, site or wider area, in accordance with Policy DMHB 11 of the Local Plan Part 2.

Heritage

- 7.7 The building within which the change of use is proposed is partially locally listed, though not that element subject to the application. In addition the site is located within the Botwell: Thorn EMI Conservation Area. As such the applicant must demonstrate through design, that the proposed development would either preserve or enhance the historic characteristics of the designated heritage assets.
- 7.8 Taking into consideration the mixture of uses which exist within the area, the limited external works to the building and internal alterations, the proposed development is considered to preserve the significance, character and appearance of the Conservation Area. The proposal would therefore comply with Policies DMHB 2 and DMHB 4 of the Hillingdon Local Plan: Part 2 (2020).

Residential Amenity

- 7.9 The proposed development involves no extension to the building and would therefore cause no loss of light or outlook to nearby residents. No additional windows are proposed; therefore, the development would cause no additional loss of privacy to neighbours.
- 7.10 The proposed community facility would be the same size as the existing café. Given its location within a busy mixed use area background noise levels would be high, the proposed change of use is therefore not considered to generate noise or activity levels which would be harmful to those living nearby. The hours of operation are proposed to be restricted by way of condition to protect residential amenity. As stated above, a condition is also recommended to be imposed to restrict the use of the floor space to Use Class F2(B), (*"a hall or meeting place for the principal use of the local community"*) only.
- 7.11 Having regard to the above, it is considered that the proposed development would not unduly impact on the living conditions of neighbouring occupiers. It would

therefore comply with Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

Highways and Parking

- 7.12 The proposed development is located within PTAL 4, indicating that the site is well connected to forms of public transport. The unit does not benefit from allocated parking therefore neither the existing café nor replacement use would benefit from allocated parking. However, given the nature of the community use proposed it is unlikely that the unit would serve those outside of the local community. As such it is considered that most users would be located within walking distance within the Hayes Town Centre Area and would not need to drive to and from the site.
- 7.13 Notwithstanding the above, if parking were to be required, then this could be found within the Town Centre itself where there are two public car parks and a small variety of pay and display spaces.
- 7.14 Owing to the high PTAL rating and the location of the local service users the car free nature of the development is supported. The Local Highway Authority has reviewed the proposal and is supportive, offering no objection. The proposal is therefore deemed in accordance with Policy DMT 6 of the Local Plan Part 2.

Contamination

- 7.15 Due to the nature of the proposed development and fact that the works involve no excavation, the proposal is considered to have no adverse contamination related impacts nor to warrant a condition requiring the submission of a Ground Investigation Report.

Air Quality

- 7.16 As mentioned within the highways section of the report, the proposed development would include no parking provision and is not likely to result in increased traffic generation. The development is therefore considered to have no adverse air quality related impacts.

Biodiversity Net Gain

- 7.17 The proposal is for the change of use of existing floor space and involves no physical external works other than the replacement of the entrance door. As such the development would meet the de-minimis exemption set out within the framework.

Accessibility

- 7.18 The proposed internal layout would have been constructed to comply with the relevant accessible standards. The internal and external works are limited to works to the openings which are minor and have been assessed by the Councils

Accessibility Officer who has raised no objection subject to a standard informative relating to inclusive design. This informative has been included in Appendix 1.

Flooding and Drainage

- 7.19 The site lies within Flood Zone 1 of the Environment Agency's Flood Risk Map. This means the site is classified as being at low risk and defined as having a less than 1 in 1,000 probabilities of fluvial and tidal flooding. As such, there are no restrictions on development, including more vulnerable development in this location, in terms of fluvial and tidal flood risk.
- 7.20 In terms of drainage, the proposed development would utilise the sites existing drainage systems and due to the minor nature of the proposed works the submission of a SUDS strategy is not considered to be necessary. Overall, it is considered that the development would cause no adverse flooding or drainage related impacts. The proposed development is therefore in accordance with Policy DMEI 9 of the Local Plan Part 2.

Waste Management

- 7.21 The submitted plans show that at present the café has a bin store used for refuse and recycling storage. The store is located next to the road and is to be retained and utilised for the proposed development. The development is therefore considered to be acceptable with regards to refuse and recycling storage. The proposal complies with Policy DMHB 11 of the Hillingdon Local Plan (2020).

Sustainability

- 7.22 The proposed development is of a minor scale therefore whilst the principle of SI 2 (Carbon Reduction) is applicable, the London Plan Policy applies more specifically to major scale applications. The applicant is therefore not required to submit an energy statement with the application or to demonstrate a policy level of on-site savings.
- 7.23 Furthermore, due to the nature of the proposed development (temporary change of use, with limited physical works) the proposal results in a unit which is as energy efficient as the existing unit. It should also be noted that this building is relatively new and would have been constructed to meet more modern thermal performance standards and would have been subject to the requirement for carbon saving requirements.
- 7.24 The proposal would therefore be compliant with Policy SI 2 of the London Plan (2021) and Policy DMEI 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

Fire Safety

- 7.25 The application is not for major development, as such the submission of a fire strategy is not considered to be necessary. In terms of fire safety, the unit is at ground floor with easy access to the main road. Egress from the building in the event of a fire would be similar to the existing café, causing no increase in fire risk. Additionally, the internal fit out of the unit would need to comply with the fire safety standards set out within Building Regulations.

8 Other Matters

Human Rights

- 8.1 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.

Equality

- 8.2 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.

Local Finance Considerations and CIL

- 8.3 The Council adopted its own Community Infrastructure Levy (CIL) on 1st August 2014. The proposal is not CIL liable.

9 Conclusion / Planning Balance

- 9.1 The proposed temporary change of use offers the opportunity to bring occupation to a unit which has been vacant since 2019. The use would be a benefit for the local community and help safeguard the vibrancy of the area. The limited external works mean that the development would preserve historic character of the Conservation Area and the street scene. The proposal would not result in a significant impact upon neighbour amenity or the local highway network.
- 9.2 The proposal is considered to comply with the Development Plan and no material considerations indicate that a contrary decision should be taken. Consequently, the application is recommended for approval subject to the conditions set out in Appendix 1.

10 Background Papers

- 10.1 Relevant published policies and documents taken into account in respect of this application are set out in the report. Documents associated with the application

Hillingdon Planning Committee – 4th September 2025

PART 1 – Members, Public & Press

(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.

APPENDICES

Planning Application

31917/APP/2025/996

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. NONSC Non Standard Condition

The development hereby permitted shall cease within 5 years from the date of this permission. After the 5 year period has expired, the proposed development and relevant site shall be returned to its former state and use within 8 weeks.

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. 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:

Location Plan

PH_001_000

PH_002_000

PH_001_100

PH_002_100

PH_001_200

PH_002_200

PH_001_201

PH_002_201;

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).

4. HO4 Materials

The materials to be used in the construction of the external surfaces of the development

hereby permitted shall match those used in the existing building and shall thereafter be retained as such.

REASON

To safeguard the visual amenities of the area and to ensure that the proposed development does not have an adverse effect upon the appearance of the existing building in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

5. COM22 Operating Hours

The premises shall not be used except between:-

08:00 and 21:00, Mondays - Fridays

10:00 to 16:00 Saturdays

10:00 to 14:00 Sundays, Public or Bank Holidays.

REASON

To safeguard the residential amenity of the occupiers of adjoining and nearby properties in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

6. 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), the unit shall be used only for purposes falling within Use Class F2 (B) and for no other purpose including any other purpose within Use Class F2 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 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.

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

59872/APP/2012/1838 The Old Vinyl Factory Site Blyth Road Hayes

Outline planning application for a mixed use development of the Old Vinyl Factory site including the demolition of up to 12,643 sqm of buildings and construction of up to 112,953 sqm (112,953 sqm includes the retention and re-use of 784 sqm of the Power House and 901 sqm Pressing Plant) of new floorspace. Uses to include up to 510 residential units (maximum area of 49,000 sqm GEA), up to 7,886 sqm of new B1 floorspace, up to 4,000 sqm of A class uses (A1, A2, A3, A4, A5), up to 4,700 sqm of D1 and D2 uses, an energy centre (up to 950 sqm), car parking, works to access and creation of new accesses and landscaping.

Decision: 19-04-2013 Approved

59872/APP/2013/3775 The Old Vinyl Factory Site Blyth Road Hayes

Variation of Condition 4 (Phasing) of planning permission 59872/APP/2012/1838 dated 19/04/2013, to allow variations to phasing of approved development to allow the Boilerhouse and the Material Store to come forward as Phases 1 and 2, and to allow the Veneer Store and/or Record Stack carparks to come forward earlier than in the approved phasing.

Decision: 18-03-2014 Approved

59872/APP/2015/665 The Old Vinyl Factory Blyth Road Hayes

Reserved matters (appearance and landscaping) in compliance with conditions 2 and 3 for Phase 4 of The Old Vinyl Factory Masterplan - The Power House (Energy Centre, Music Venue/Restaurant and Cafe), of planning permission ref: 59872/APP/2013/3775, dated 31/07/2014 (Variation of condition 4 of outline planning application ref. 59872/APP/2012/1838 for a mixed use development of the Old Vinyl Factory site).

Decision: 13-05-2015 Approved

Appendix 3: List of Relevant Planning Policies

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

Part 1 Policies:

Part 2 Policies:

DMCI 2	New Community Infrastructure
DMEI 12	Development of Land Affected by Contamination
DMEI 14	Air Quality
DMHB 1	Heritage Assets
DMHB 11	Design of New Development
DMHB 14	Trees and Landscaping
DMHB 3	Locally Listed Buildings
DMHB 4	Conservation Areas
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D5	(2021) Inclusive design
LPP HC1	(2021) Heritage conservation and growth
LPP T4	(2021) Assessing and mitigating transport impacts
LPP T6	(2021) Car parking
NPPF11 -24	NPPF11 2024 - Making effective use of land
NPPF12 -24	NPPF12 2024 - Achieving well-designed places
NPPF15 -24	NPPF15 2024 - Conserving and enhancing the natural environment

NPPF16 -24	NPPF16 2024 - Conserving and enhancing the historic environment
NPPF9 -24	NPPF9 2024 - Promoting sustainable transport