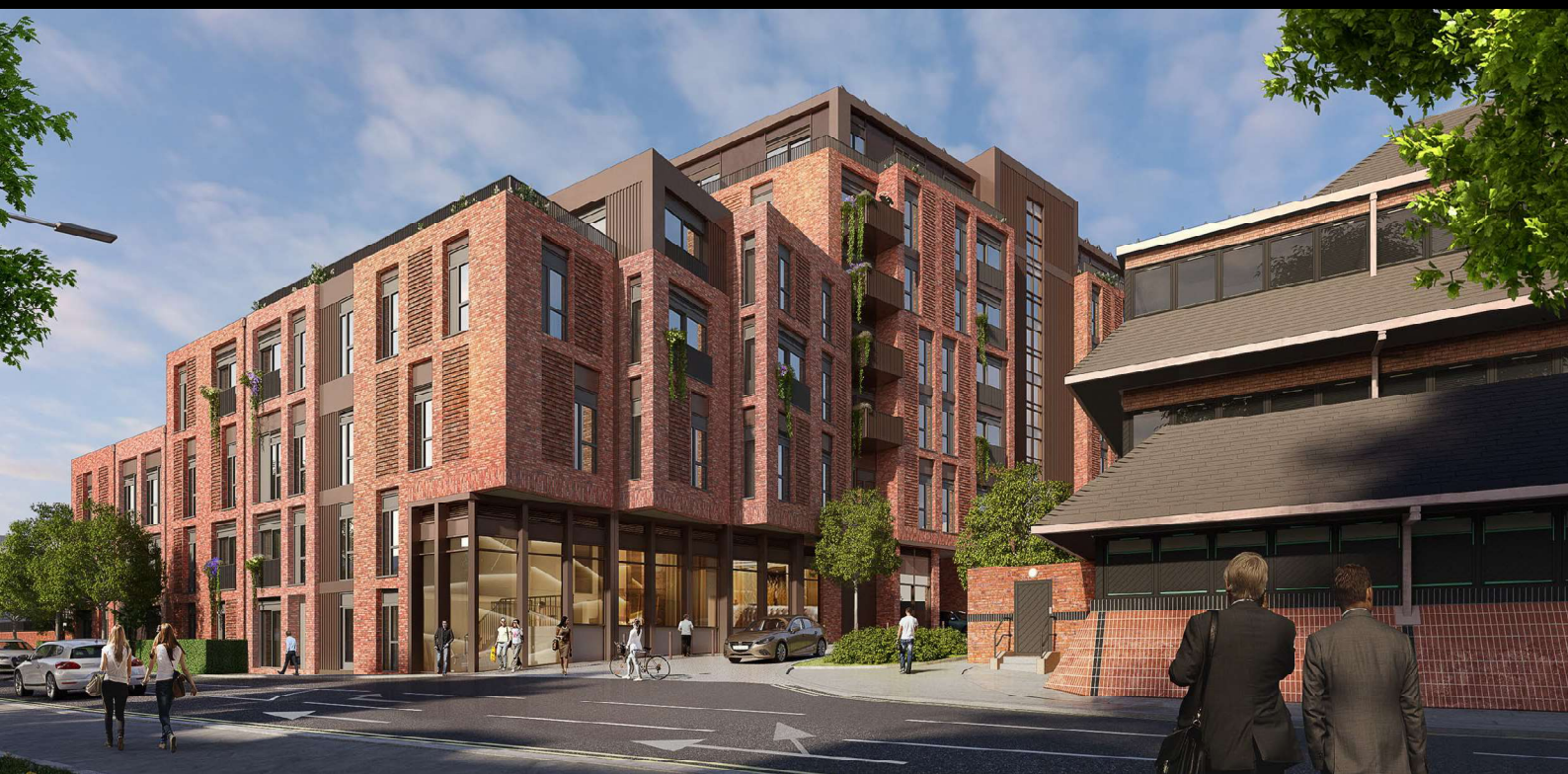
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Planning Statement

SEPTEMBER 2020

GUILD LIVING | Legal & General



Land Off Harefiled Road, Uxbridge

Planning Statement

October 2020

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Appendix I – Site Location Plan

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1. Introduction

1.1 This Planning Statement has been prepared by Avison Young and is submitted in support of a full planning application ('the Application'), for the comprehensive redevelopment of the Land off Harefield Road (Units 1 and 2), Uxbridge, UB8 1JS ('the site') to provide residential care accommodation (C2), a café (E) and a nursery (E). The Application is submitted by Senior Living Urban (Uxbridge) Limited (Guild Living) ('the Applicant').

1.2 This Application seeks full planning permission for the following proposed development:

> *'Full planning permission for comprehensive redevelopment of the site comprising demolition of existing buildings to provide residential care accommodation (C2), café and nursery (E) in buildings up to 8 storeys, car parking, landscaping and associated works.'*

1.3 This Statement sets out the planning rationale that underpins the proposed development and demonstrates its acceptability in planning terms.

1.4 This Statement is structured as follows:

- **Section 2** provides an overview of the site and surrounding context;
- **Section 3** sets out the specification of the planning application and the proposed development;
- **Section 4** sets out the pre-application consultation undertaken;
- **Section 5** outlines the planning policy framework relevant to the determination of the application;
- **Section 6** assesses the application against that framework;
- **Section 7** outlines the draft heads of terms for the required planning obligations and applicable Community Infrastructure Levy**;** and
- **Section 8** summarises the planning case for the proposed development.

2. Site Description

Site Location

2.1 The existing site comprises Units 1 and 2 Harefield Road outlined in red on the Site Location Plan enclosed at **Appendix I**, which extends to approximately 0.93 hectares (2.3 acres). It is located within the administrative area of the London Borough of Hillingdon (LBH), within Uxbridge Town Centre.

The Site

2.2 The existing site comprises two low density attached purpose-built retail (formerly Class A1, now Class E) warehouse buildings. Unit 1 Harefield Road is currently occupied by Wickes, and Unit 2 Harefield Road is currently occupied by Halfords.

2.3 The overall footprint of Unit 1 is approximately 2,420sqm and Unit 2 is approximately 730sqm. Each unit is single storey but include sections of mezzanine flooring for ancillary office and /or additional retail space.

2.4 The site is self-contained and includes an area of car parking which is restricted to customers only. This is situated to the west of the existing retail units fronting Harefield Road. A small service yard is situated to the south of the retail units accessed from Warwick Place. There is existing landscaping within and surrounding the car park and retail units, which includes trees and hedging. The site sits at a raised level above Harefield Road and slopes down towards the south eastern boundary of the site.

Surrounding Context

2.5 The site is located within the northern end of Uxbridge Town Centre, which is characterised by a mixed range of uses, services and facilities including: residential developments; retail uses; commercial uses and leisure uses.

2.6 In terms of the immediate context, the site is bounded by:

- The rear boundaries of gardens belonging to the existing terraced and semi-detached dwellings along Harefield Road and Lancaster Road, which are located adjacent to the north of the site;
- A group of light industrial units on what is known as the Penfield Estate to the north east;
- Uxbridge Magistrates' Courts and Laburnum Court, a 3-storey block of apartments, are located to the north west of the site across Harefield Road;
- Uxbridge Police Station, a 3 storey commercial building, is located to the south west; and
- Beasley Court, a 4 storey office building, is located adjacent to the access from Warwick place to the south.

Access

2.7 Existing vehicular access is from Harefield Road with an access road within the site leading to the car park. A turning bay has been marked out on Harefield Road to accommodate waiting vehicles that are turning right into the site. The access road continues along the southern side of the buildings, with gated access to the service yard and loading area. The service yard also has gated access to Warwick Place. Existing pedestrian access to the site is via Harefield Road.

2.8 The site has very good access to the existing public transport network (PTAL 5). Uxbridge Underground Station is located approximately 500m walking distance south of the site (approximate 7-minute walk/approximate 3-minute cycle). The site is also accessible by bus from the stops located on Uxbridge High Street approximately 200 m south of the site, with the full list of services and frequencies set out in the Transport Assessment (Table 3-2). Uxbridge Underground Station provides the terminus for both the Metropolitan and Piccadilly lines and provides services to Aldgate, Baker Street and Cockfosters.

Planning History & Existing Lawful Use

Site Planning history

2.9 The Council's online planning records identify the following planning history:

Address	Reference	Description	Decision/Date
Land off Harefield Road, Uxbridge, UB8 1JS	16299/APP/2018/1849	Demolition of existing buildings and erection of 3 blocks (part 4, 5, 8, 9 and 12 storeys) to provide 267 self-contained units (32 x studios, 107 x 1- bedroom, 115 x 2-bedroom and 13 x 3-bedroom) with commercial floorspace at ground floor level (Use Classes A1, A2, A3 and B1) and associated landscaping, including public realm improvements, provision of 9 accessible car parking spaces and ancillary works. (Amendments include design changes and increase of 3 units)	Refused 26 March 2019
Unit 1, 2/12 Harefield Road	49468/APP/2006/265	Change of use of existing retail warehouse (A1) to a bingo hall (D2) assembly/leisure	Withdrawn 27 March 2006
Unit 1, 2/12 Harefield Road	49468/APP/2006/269	Alterations to existing alterations and extension to provide new bottle store and refuse storage area	Approved 30 January 2006
Jewson's Site, Harefield Road	16299/R/94/0504	Redevelopment of site with two units for non-food retail purposes including service and access from Warwick Place and public access via Harefield Road	Approved 24 March 1993

Jewson's Site, Harefield Road	16299/P/90/2129	Temporary use of land as public car park (retrospective application)	Withdrawn 11 June 1992
Jewson's Site, Harefield Road	16299/L/90/2014	Erection of three office buildings with associated car parking	Allowed on Appeal 26 November 1990
10-12 Harefield Road	16299/J/83/1813	Office development – 7572 sq.m. (outline)	Withdrawn 24 May 1988
10-12 Harefield Road	16299/K/84/1437	Mixed development on 0.9630 hectares	Approved 29 August 1984

Existing Lawful Use

2.10 The existing buildings were originally granted permission on 24th March 1993 (ref. 16299/R/94/0504) for the redevelopment of the site to provide two units for non-food retail. There have been no subsequent chapters in the planning history and the site's existing lawful use is Class E.

Previous Application

2.11 The most recent chapter of the site's planning history concerns the refusal of planning application ref. 16299/APP/2018/1849 on 21st March 2019. This application was brought forward by a different applicant for the demolition of existing buildings and the erection of three blocks to provide 267 self-contained units, with commercial floorspace at ground floor level.

2.12 A total of 15 reasons for refusal are listed on the decision notice. These were summarised in the planning committee report as follows:

> *'The proposed scheme is considered to be an over development of the site, resulting in an unacceptable level of density, a detrimental impact on heritage assets and the character of the locality, a detrimental impact on neighbouring residents, insufficient standard of living for future occupiers, unacceptable drainage strategy, waste arrangements, car parking provision and energy strategy. In addition, the Ministry of Defence have raised an objection to the application based on the scheme's potential to impact on the safe functioning of radar equipment.'*

2.13 The current application is being made by the new owners of the site, Guild Living, for a different development. Notwithstanding this, the planning issues which resulted in the refusal of the previous application have been thoroughly considered from the outset of this proposed scheme as is demonstrated by the documents submitted in support of this planning application (Section 6).

Emerging context

2.14 The following planning applications are relevant to understanding the emerging context of the surrounding area. These applications demonstrate that there is an existing and emerging context of taller buildings set

amongst heritage assets surrounding the town centre. This includes the approval of buildings up to 8 storeys on the Fassnidge Memorial Hall site, which is located approximately 100m south west of the site along Harefield Road. The application comprised the same external envelope as a previous extant permission (ref, 12156/APP/2014/3099). In the committee report for the extant permission, officers noted that the height and bulk on this scheme can satisfactorily be accommodated in this urban location without appearing overbearing on the surrounding area and will not unacceptably detract from the amenities of adjoining occupiers by reason of loss of light, privacy or outlook. Indeed, the height bulk and massing are consistent with those considered acceptable in the immediate vicinity of the site. It was also noted that the proposed community floorspace would help to contribute towards the vitality of the town centre.

2.15 In addition, a 6 storey building has been approved at 33-37 Belmont Road, which is located approximately 140m to the south east of the site. The committee report again highlights that the proposed height and massing can satisfactorily be accommodated in this urban location without appearing overbearing on the surrounding area. Likewise, the report also notes that the height bulk and massing are consistent with other recent developments considered acceptable in the immediate vicinity of the site.

Address	Reference	Description	Decision/Date
Woodbridge House New Windsor Street Uxbridge	20590/APP/2017/3413	Demolition of an existing Almshouse complex and erection of 30 no. residential units (Use Class C3) comprising 20 no. 1-bed almshouse units, 2 no. 2- bed almshouse units and 8 no. 1-bed units for persons of state pensionable age (of which 23 no. units built to M4(2) standard with M4(3) bathrooms & 7 no. built to full M4(3) standard), with office/meeting room, residents' cafe/social room, ancillary buildings and associated parking and landscaping.	Approved 5 December 2017
Armstrong House Market Square Uxbridge	36573/APP/2017/3389	Prior Approval application for the change of use from office accommodation (Use Class B1a) to 132 residential units (Use Class C3).	Approved 25 October 2017
Bridge House, Riverview House & Waterside House Oxford Road Uxbridge UB8 1HS	40050/APP/2017/2438	Prior Approval Application for the change of use of Bridge House, Riverview House and Waterside House from office accommodation (Class B1) to 237 residential units (15 x Studio and 224 x 1-Bed) together with ancillary car parking, cycle storage and waste and recycling storage.	Approved 23 August 2017
Bridge House, Riverview	40050/APP/2017/2438	Prior Approval Application for the change of use of Bridge House,	Approved

House & Waterside House Oxford Road Uxbridge UB8 1HS		Riverview House and Waterside House from office accommodation (Class B1) to 237 residential units (15 x Studio and 224 x 1-Bed) together with ancillary car parking, cycle storage and waste and recycling storage.	23 August 2017
Fassnidge Memorial Hall - R/O High Street Uxbridge UB8 1JP	12156/APP/2016/4647	Erection of part 4, part 7 and part 8 storey building to provide a replacement community dining facility and 80 (42 x studio and 38 x 1-bedroom) self- contained residential units with associated undercroft car and cycle parking, new vehicle access point, communal and private amenity areas and landscaping, following demolition of existing Fassnidge community dining hall and garage.	Approved 10 May 2017
33-37 Belmont Road Uxbridge UB8 1QT	45222/APP/2015/4692	Erection of a six storey building on land facing Belmont Road comprising 335 sq. m of floorspace for use in Classes A1 - A5 at ground floor level and 33 residential dwellings, associated works including disabled car parking areas, landscaping, bin storage areas and cycle parking.	Approved 25 April 2017

3. Planning Application Specification

3.1 The purpose of this section is to describe the proposed development for which planning permission is sought and to set out the specification of the planning application.

Description of Development

3.2 Planning permission is sought for:

> *'Full planning permission for comprehensive redevelopment of the site comprising demolition of existing buildings to provide residential care accommodation (C2), café and nursery (E) in buildings up to 8 storeys, car parking, landscaping and associated works.'*

3.3 In summary, the proposed development comprises:

- Demolition of existing buildings;
- Provision of residential care accommodation (C2 Use Class) comprising;
  - 161 Guild Living Residences, including 35x1 bed units, 121x2 bed units and 5x3 bed units together with integrated nursing care and associated communal and support services;
  - 26 Guild Care Suites which offer a greater range of care and support services through end of life care;
  - 7 Guild Care Residences which comprise larger Guild Care Suites providing transitional care apartments; and
  - Ancillary communal, care and well-being facilities including a restaurant, café/bar and wellness centre/gym.
- Children's nursery – approximately 313sqm (Use Class E); and
- Associated back of house and services areas, car and cycle parking, extensive landscaping and improvements to the public realm.

3.4 Within the residential care accommodation, three types of living accommodation will be provided, depending upon the needs of the residents. These include:

- **Guild Living Residences (GLR)** – Specialist older persons accommodation which provides care in a style that can respond flexibly to increasing need while helping the individual to retain their place within their existing community. The units require tenancy agreements and are restricted to over 65s (unless they have a partner who would also be living in the accommodation). A minimum of 2.5 hours a week of personal care/support will be provided.

- **Guild Care Residences (GCR)** – Functions as traditional care home accommodation where personal care and accommodation are provided together as a package. The units are available to rent and are restricted to over 65s (unless they have a partner who would also be living in the residences). Typically, there would be at least 3 hours of care per day for those with mobility, nursing or cognitive needs, but could also include companionship and company.

- **Guild Care Suites (GCS)** - Functions very similar to GCR with an added level of care. End of life needs can be managed here, as can nursing and dementia needs. The units are restricted to over 65s (unless care is required for under 65s).

Type/Form of the Application

3.5 The application is submitted in detail (full planning permission).

Planning Application Package

3.6 The planning application package comprises the relevant forms and certificates and fee, alongside plans/documents for approval and other supporting information as explained below.

3.7 The purpose of this documentation is to assist in the understanding/evaluation of the plans/details submitted for approval and to establish commitments to control implementation (where appropriate).

3.8 The London Borough of Hillingdon confirmed that the application would not be an EIA development (ref. 16299/APP/2020/2002).

3.9 A comprehensive package of plans and supporting documentation is submitted as part of this planning application.

3.10 The following documents are submitted for approval:

- **Site Location Plan:** Identifying the extent of the application site (within which development is proposed) and the extent of land within the ownership of the applicant.
- **Proposed Plans and Elevations:** Setting out in full how the scheme will be development including details on matters of layout, scale and appearance of the buildings, landscaping and access arrangements.
- **Demolition Plans:** Identifying the extent of proposed demolition of existing buildings.
- **Accommodation Schedule**: Setting out the full schedule of accommodation and uses, included within the Design and Access Statement.

3.11 In addition to the above, a range of other documents are submitted to provide information to assist LBH in the determination of the application. A full suite of supporting documents is submitted, a number of which make commitments and recommendations in order to make the Proposed Development acceptable. Where this is the case, it is clearly stated, along with the mechanism for securing the commitment (e.g. through a planning condition). The documents are as follows:

- **Design and Access Statement:** This explains the design evolution of the Proposed Development. It explains how the amount, scale, layout, appearance, landscaping, and inclusive design and community safety issues have been developed. It includes details of the access design, and the evolution of the Masterplan.
- **Landscape Design and Access Statement:** This sets out the landscaping strategy for the Proposed Development.

- **Planning Statement:** explaining how the Proposed Development responds to the relevant planning policy framework and material considerations. It also sets out the planning benefits.

- **Lighting Scheme:** This sets out the proposed scheme for external lighting.

- **Transport Assessment, Travel Plan and Delivery and Servicing Plan:** The Transport Assessment justifies the proposed development in transport terms and includes proposals/commitments necessary to ensure acceptability in terms of access, parking and highway capacity as appropriate. This is supported by a Travel Plan which provides the management tools required to enable future employees/users to make informed decisions regarding their travel in order to try and minimise the adverse impacts on the environment. It is also supported by a Delivery and Servicing Plan which sets out how the future development will be serviced.

- **Construction Logistic Plan –** This provides a strategic assessment of any potential impacts during the construction period of the proposed development and sets out any potential mitigation measures that may be required.

- **Energy Statement:** This details the proposed strategy to meet the energy requirements of planning policy.

- **Sustainability Appraisal:** This sets out the sustainability credentials of the proposed development including details of the commitments proposed to support the development in sustainability terms.

- **Heritage and Townscape Assessment:** This assesses the visual impact of the development on the surrounding area, streetscene and heritage assets.

- **Statement of Community Involvement:** This sets out the engagement process undertaken by the applicant to involve the community through the evolution of the design and how their input has been incorporated into the proposal.

- **Preliminary Ecological Appraisal:** This sets out the ecological baseline at the site and the recommended mitigation measures required.

- **Acoustic Planning Report:** This assessment presents the findings of the noise survey and demonstrates that the development is acceptable in acoustic terms.

- **Air Quality Assessment:** This assessment presents the findings of air quality assessment and demonstrates that the development is acceptable in environmental terms.

- **Flood Risk Assessment:** This report sets out an assessment of the flood risk impact of the proposed development.

- **Drainage Strategy Report:** This report provides details of the proposed surface water drainage strategy and how it complies with adopted planning policy.

- **Ground Investigation Report:** This assessment identifies the existing conditions and potential environmental risks and includes proposals/commitments necessary to ensure the proposed development is acceptable in geo-environmental/technical terms.

- **Demolition and Site Waste Management Plan:** This report details how materials will be managed efficiently and disposed of during construction works, and how the re-use and recycling of materials will be maximised.

- **Utility Infrastructure Strategy:** This provides an outline strategy for the delivery of foul sewerage power, gas, water, telecommunications, and other utility services.

- **Wind Microclimate Assessment:** This assesses the impacts of the proposed development on the wind microclimate.

- **Daylight Sunlight and Overshadowing Report:** This assesses the existing and expected levels of daylight, sunlight and overshadowing on neighbouring properties, alongside internal light levels for future occupiers, and sets out the measures taken to achieve acceptable development.

- **Tree Survey & Arboricultural Assessment:** This presents the findings of the arboricultural survey and assesses the impact of the proposed development on trees.

- **Archaeological Desk-Based Assessment**: This provides an assessment of any potential archaeological remains and sets out any mitigation where necessary.

- **Fire Statement:** This provides details of an independent fire strategy.

- **Financial Viability Assessment:** This sets out the financial viability of the proposal and has been submitted on a private and confidential basis.

3.12 The above application package is in full accordance with published national and local validation requirements and has been agreed with London borough of Hillingdon officers in advance.

4. Stakeholder Engagement

Pre-application Consultation

London Borough of Hillingdon (LBH)

4.1 The Applicant's team has proactively engaged with LBH planning, design, heritage, landscape, drainage, sustainability and highways officers prior to the submission of this planning application.

4.2 An initial pre-application meeting was held on 24th February 2020. The purpose of the meeting was to discuss the overarching principles of the proposed redevelopment of the site. Written pre-application advice was received on 20th May 2020. The key planning matters that were raised were as follows:

- Land Use – It was confirmed that the principle of the proposed land use was acceptable. It was requested that any planning application should appropriately consider the impacts of the loss of the existing use.
- Design - It was noted that the design proposals were at an early stage but had the potential to represent high quality development in this location. It was advised that the team would need to provide further justification in terms of height and massing to demonstrate it pays due respect to local context.
- Heritage – It was recognised that further information was required to consider how the proposed scale, height and massing would impact on the setting of the designated and non-designated heritage assets identified, both visually and in terms of their significance. Identifying and agreeing key views would be essential in understanding the extent of visual harm.
- Amenity – The detailed design would need to demonstrate that the units will have good internal and external living space, and that the scale and layout of the proposed development is compatible with sustainable residential quality, having regard to the specific constraints of this site.

4.3 Following this meeting, it was agreed that a Planning Performance Agreement (PPA) should be entered into between LBH and the Applicant, to enable a proactive and collaborative approach between the two parties as the design has progressed through the pre-application process towards submission.

4.4 A detailed storyboard of the comments received, and the Applicant's design response is set out in the accompanying Design and Access Statement and summarised below.

<u>Pre-Application Meeting 1 – 29th May 2020</u>

- Land Use – further clarification was requested in relation to the proposed use and the planning Use Class that the scheme would fall under.
- Design – it was requested that the design team review how the Police Station could be brought forward alongside the proposed development. It was requested that the further use of set-backs and mansard roofs was explored to lessen the perceived height and massing.
- Transport – it was suggested that the scheme should be developed with Harefield Road retained as the main point of access, but that a secondary access is still welcomed.

<u>Pre-Application Meeting 2 – 19th June 2020</u>

- Land Use - it was advised that the previous reason for refusal relating to the loss of the existing use was based on a lack of evidence to demonstrate that there was suitable alternative provision. In the absence of an up to date retail study, the LPA would be relying on the Applicant to provide evidence to demonstrate this as part of the planning application.
- Design - officers welcomed the further reduction in height from the initial pre-application meeting in February and transition along Harefield Road. Officers requested further consideration of the proposed heights and potential impact on the neighbouring heritage assets.
- Transport - it was suggested that the transport consultants issue their transport scoping note directly to Alan Tilly to confirm the approach to surveys in light of Covid-19.
- Consultation - officers welcomed the proposed consultation strategy through a predominantly online platform given the current events concerning COVID-19.

Pre-Application Meeting 3 – 10th July 2020

- Land Use - A scope of works for a retail assessment was provided prior to the meeting. Officers noted that noted the previous reason for refusal was about justifying the loss of capacity and it will be necessary to set it in the context of changes to retail. It was agreed that officers would provide further information following the meeting to agree the scope.
- Design - officers noted there is agreement that in terms of the wider heritage context there is no visual connection or harm. However, from the more local perspective and going past the development, it is for the team to demonstrate that the proposed development sits comfortably in this location.
- Transport - highways officers provided a number of recommendations and requested further information on the proposed car stackers and drop-off/pick-up facilities for the ancillary uses.

Pre-Application Meeting 4 - 11th September 2020

- Design – it was noted that the proposed development has progressed through the serious of meetings and that the level of detailing provided as part of the façade strategy is welcomed. It was requested that as part of the planning application, a Daylight and Sunlight report is submitted to demonstrate that the proposed development provides acceptable amenity for future residents and does not unacceptably harm the amenity of neighbouring properties.
- Affordable Housing – it was highlighted that the application is progressing down the viability tested route and that it is proposed to provide a payment in lieu of affordable housing. Officers requested that full details of the offer are set out in a Financial Viability Appraisal and that a case for making a payment in lieu was set out in the planning statement in line with policy.
- Submission Documents – it was requested that a full detailed Design and Access Statement is submitted as part of the submission, with as much detail provided from the outset as possible so that officers can clearly understand scope of the proposed development.

Further Meetings

- LBH Highways Meeting (22nd July 2020)
- Interim Pre-App Design Meeting 1 – 17th July 2020

- Interim Pre-App Design Meeting 2 – 23rd July 2020
- Affordable Housing Meeting 1 – 7th August 2020
- Affordable Housing Meeting 2 – 4th September 2020

4.5 Correspondence on the emerging design was also progressed in relation to energy, drainage, landscape and affordable housing.

4.6 The team has given due consideration to the comments received and is satisfied that the proposals are acceptable in planning policy terms. These matters are considered further in Section 6.

GLA Pre-application Consultation

4.7 The Applicant has undertaken two formal pre-application meetings with the GLA 3rd July 2020 and 5th August 2020.

4.8 The purpose of the first meeting was to discuss the principle of the proposed development and any potential strategic implications in regard to the London Plan and draft London Plan.

4.9 Following the first meeting, further information was provided to the GLA in response to comments and requests for clarification in relation to the proposed land use and affordable housing provision. The purpose of the second meeting was to provide an update on amendments to the proposed design following further discussions with the LPA.

4.10 Formal pre-application advice was received by the GLA on 4th September 2020. The key planning matters can be summarised as follows:

- Principle of development – The principle of development is supported and loss of retail use acceptable.
- Land Use – The proposed use defined as specialist older persons housing and care accommodation. Affordable housing would therefore apply to the specialist older persons accommodation.
- Layout/Public Realm/Landscaping – the proposed layout is supported including the provision of the central plaza and the introduction of a stronger frontage to Harefield Road.
- Height – the proposed height is supported as has been appropriately refined and staggered and responds well to the surrounding residential, heritage and townscape context.
- Architecture – the proposed materials palette is strongly supported, alongside the elevational detailing, which will lead to a high-quality building façade.

Public and Wider Stakeholder Consultation

4.11 A comprehensive programme of engagement with neighbouring residents, the wider public and key local stakeholders has been coordinated by Forty Shillings. A full breakdown of the consultation events and meetings, alongside any feedback received is set out in the Statement of Community Involvement submitted as part of this application. In summary, this has included the following:

- A comprehensive leafletting strategy, which saw 6,218 households across Uxbridge receive leaflets regarding the proposed development;
- A further letter issued to 261 immediate neighbours inviting them to attend a dedicated digital meeting to discuss the proposed development;
- A three-part webinar series, which received 132 registrations and 133 comments/ questions; and
- A dedicated consultation website, which received 20,212 visits and 25 comments from local residents within the 'share your views' section.

5. Planning Policy Framework

National Planning Policy Framework (2019)

5.1 The National Planning Policy Framework (NPPF) is a material consideration in the determination of planning applications. It sets out the government's overarching planning policies for England and how they are to be applied. The core message of the NPPF is a 'presumption in favour of sustainable development'.

5.2 The following principal NPPF policies are of particular relevance:

- **Paragraph 11** establishes the 'presumption in favour of sustainable development', which for decision taking this means approving development proposals that accord with the development plan without delay.
- **Paragraph 118** includes a requirement to proactively drive and support sustainable economic development to deliver homes, businesses and infrastructure and thriving places that the country needs; encourage the effective use of land by reusing land that has been previously developed (brownfield land); promote mixed use developments and encourage multiple benefits from the use of land in urban areas; and focus significant development in locations which are or can be made sustainable.
- **Paragraph 119** states that Local planning authorities, and other plan-making bodies, should take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs.

The Development Plan

5.3 Section 38(6) of the Planning and Compulsory Purchase Act (2004) outlines that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise. Accordingly, national planning policy and the development plan are the starting point for establishing the planning position of the site.

5.4 The Development Plan comprises the following:

- London Plan (2016);
- London Borough of Hillingdon's Local Plan Part 1 (2012) (LPP1); and
- London Borough of Hillingdon's Local Plan Part (2020) (LPP2) comprising:
    - Development Management Policies;
    - Site Allocations and Designations;
    - Policies Map.

5.5 Together these documents provide spatial policies, development management policies, and site allocations to guide and manage development in the Borough.

Supplementary Planning Guidance/Documents

5.6 The Council has prepared a suite of Supplementary Planning Guidance Document (SPG) and Supplementary Planning Documents (SPD) including the following which are of relevance to the scheme:

- Accessible Hillingdon SPD (2017); and
- Planning Obligations SPD (2014).

Strategic Planning Policy and Guidance

5.7 The London Plan provides the strategic policy for London, tailored to meet London's planning priorities and forms part of the Development Plan for the site.

5.8 The forecasted population growth in London is significantly exceeding previously anticipated levels and the London Plan states that the only prudent course of action is to plan for continued growth. It states that London is in need of more homes in order to promote opportunity and choice for all Londoners.

5.9 The GLA has published a range of Supplementary Planning Guidance (SPG). The SPGs of particular relevance to this application include:

- Affordable Housing and Viability SPG (2017);
- Sustainable Design and Construction (2014);
- The control of dust and emissions during construction and demolition (2012) and
- Town Centres (2014).

Site/Area Specific Policies

5.10 The site is subject to the following designations as identified on the adopted LPP2 Policies Map 2020:

- Located within Uxbridge Town Centre (which is categorised as a Metropolitan Centre in the London Plan – the second highest tier in the hierarchy of centres);
- Located within Hotel and Office Growth Location; and
- Within an Archaeological Priority Zone.

5.11 The site is located within the town centre boundary, but not within the designated primary or secondary shopping areas. The site is within 300m of the primary shopping area and is therefore considered 'edge-of centre' in retail terms. The site is located within Flood Zone 1 and has a Public Transport Access Level (PTAL) of 5.

5.12 There are no listed buildings on the site nor is it located within a conservation area. The Old Uxbridge / Windsor Street Conservation Area, lies approximately 60 metres to the south west of the site and approximately 225 metres to the west are the Uxbridge Lock and Rockingham Bridge Conservation Areas.

5.13 The North Uxbridge Area of Special Character extends to the north east of the site and includes numbers 13 and 15 Lancaster Road, which back on to the eastern site boundary.

5.14 There are also a number of listed buildings within close proximity of the site, including a number of listed shops on the High Street and Watts Hall, a former chapel which is a Grade II Listed Building, which is located where the access road meets Warwick Place. Part of the Magistrates' Court, which is to the west of the site on the opposite side of Harefield Road, is locally listed.

5.15 The Council's online protected tree map identifies that there is no current Tree Preservation Order (TPO) on the site.

Key Relevant Development Management Policies

5.16 The following Development Plan policies are also of relevance:

- **LPP1 Policy E4 (Uxbridge)** seeks to strengthen the status of Uxbridge Town Centre as a Metropolitan Centre by promoting Uxbridge as a suitable location for retail, offices, hotels, recreation and leisure, entertainment and culture, evening and night-time economy, education, community services and mixed-use development.
- **LPP1 Policy H1 (Housing Growth)** sets the borough's housing target to provide an additional 4,250 dwellings for the ten-year period of the plan, at 425 dwellings per year.
- **LPP1 Policy BE1 (Built Environment)** requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods. All new development should achieve a high quality of design, be appropriate to the identity and context of buildings, landscapes and views, and make a positive contribution to the local area, include 'Lifetime Homes' principles, of which 10% should be wheelchair accessible/adaptable, maximise opportunities for new homes to contribute to tackling and adapting to climate change and not adversely affect their surroundings. The height of all buildings should be based upon an understanding of the local character and be appropriate to the positive qualities of the surrounding townscape.
- **LPP1 Policy HE1 (Heritage)** seeks to conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape, which includes designated heritage assets such as statutorily listed buildings and Conservation Areas.
- **LPP2 Policy DMH8 (Sheltered Housing and Care Homes)** states that the development of residential care homes and other types of supporting housing will be permitted provided that it would not lead to an over concentration of similar uses, it caters for identified need, the accommodation is fully integrated into the residential surroundings and it is easily accessible by public transport. Proposals that fall under C2 use must demonstrate that they would provide levels of care.
- **LPP2 Policy DMHB10 (High Buildings and Structures)** states that any proposals for a high building will be required to respond to the local context. It should be located in a town centre, in an area of high PTAL, be of a height, form, massing and footprint proportionate to its location and sensitive to adjacent buildings and the wider townscape context and achieve high architectural quality. Proposals must not adversely impact microclimate and be well managed and provide positive social and economic benefits that contribute to socially balanced and inclusive communities.
- **LPP2 Policy DMHB11 (Design of New Development)** requires new buildings to be designed to the highest standards and incorporate principles of good design. Proposals should harmonise with local context by

taking its surroundings into account, ensure the use of high-quality materials and finishes and provide landscaping and tree planting. Proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space, and not limit re-development potential of adjoining sites.

- **LPP2 Policy DMHB1 (Heritage Assets)** sets out that the Council will expect proposals to avoid harm to the historic environment and will only be supported where it will not lead to a loss of significance or harm to an asset, unless it can be demonstrated that it will provide public benefit that would outweigh the harm or loss.
- **LPP2 Policy DMHB2 (Listed Buildings)** states that permission will not be granted for granted for proposals which are considered detrimental to the setting of a listed building. Applications should include a Heritage Statement that demonstrates a clear understanding of the importance of the building and the impact of the proposals on its significance.
- **LPP2 Policy DMHB3 (Locally Listed Buildings)** details that proposals will be permitted where they retain the significance, appearance, character or setting of a Locally Listed Building.
- **LPP2 Policy DMHB4 (Conservation Areas)** states that new development within a Conservation Area or on its fringes will be expected to preserve or enhance the character or appearance of the area. Proposals are required to be of a high-quality contextual design. The loss of historic street patterns and views will be resisted that make a positive contribution to the character or appearance of the Conservation Area and any such loss will need to be supported with a robust justification.
- **LPP2 Policy DMHB7 (Archaeological Priority Areas and Archaeological Priority Zones)** sets out that the Council will ensure that designated areas are not disturbed. If that cannot be avoided, satisfactory measures must be taken to mitigate the impacts of the proposals through archaeological fieldwork to investigate and record remains in advance of development works.

Emerging Policy

Intend to Publish London Plan (Draft London Plan)

5.17 The Draft London Plan was published by the Mayor for consultation in December 2017 and minor suggested changes were published in July 2018. The Examination in Public (EiP) commenced on the 15th January 2019, following which a Consolidated Suggested Changes Version was published in July 2019. The Panel of Inspectors appointed by the Secretary of State issued their report and recommendations to the Mayor on 8th October 2019. The Mayor has considered the Inspector's recommendations and, on the 9th December 2019, issued to the Secretary of State the 'Intend to Publish' version of the London Plan.

5.18 The Secretary of State (SoS) sent a letter to the Mayor of London on 13th March 2020, where they directed that the Intend to Publish version of the draft London Plan could not be adopted without a number of proposed changes. They Mayor has subsequently written to the SoS on 24th April 2020 to advise they need additional time to consider the changes. Notwithstanding, as the Plan has progressed through the EiP, in accordance with the National Planning Policy Framework (2019) the polices should be afforded relevant weight in the decision-making process. Therefore, in order to be robust relevant policies are referred to and addressed within this application.

- **Draft Policy GG2 (Making the Best Use of Land)** requires councils to proactively explore the potential to intensify the use of land to support additional homes, promoting higher density development, particularly on sites that are well-connected by public transport, walking and cycling, applying a design–led approach. The policy encourages development of brownfield land on sites within and on the edge of town centres.

- **Draft Policy SD6 (Town Centres and High Streets)** sets out that the potential for new housing within and on the edge of town centres should be realised through mixed-use or residential development that makes better use of land and capitalises on the availability of services within walking and cycling distance, and the current and future accessibility by public transport. The particular suitability of town centres to accommodate a diverse range of housing should be considered and encouraged, including older people's housing.

- **Draft Policy H1 (Increasing Housing Supply)** sets the ten-year targets for net housing completions within Local Planning Authorities. For Hillingdon, the ten-year housing target is 10,830.

- **Draft Policy H4 (Delivering Affordable Housing)** sets a strategic target that 50% of all new homes delivered across London are to be genuinely affordable. To achieve this aim, major developments which trigger affordable housing requirements are required to provide affordable housing through the threshold approach. Affordable housing should be provided on site. Affordable housing must only be provided off-site or as a cash in lieu contribution in exceptional circumstances.

- **Draft Policy H5 (Threshold Approach to Applications)** states that the threshold level of affordable housing is set at a minimum of 35%. To follow the fast track route, developments must meet or exceed the threshold level, be consistent with the relevant tenure split, meet other policy requirements and obligations and demonstrate that they have taken account of the strategic 50% target. Where developments do not qualify for the fast track route, it must follow the Viability Tested route. This requires detailed supporting viability evidence to be submitted in a standardised and accessible format as part of the application and could be subject to early, mid or late stage reviews.

- **Draft Policy H6 (Affordable Housing Tenure)** states that residential development should provide a minimum of 30% low cost rented homes, as either London Affordable Rent of Social Rent, and a minimum of 30% intermediate products including London Living Rent and London Shared Ownership. The remaining 40% is to be determined by the borough as low cost rented homes or intermediate products based on identified need.

- **Draft Policy H13 (Specialist Older Persons Housing)** states that specialised older persons housing provision should deliver affordable housing, accessible housing, the highest standards of accessible and inclusive design, suitable levels of safe storage and charging facilities for mobility scooters and pick up and drop off facilities close to the principle entrance suitable for taxis, minibuses and ambulances. Hillingdon has an annual benchmark of 180 specialist older persons units.

6. Planning Assessment

6.1 This section assesses the following key planning considerations relevant to the proposed development:

- Principle of Sustainable Development;
- Demolition of Existing Buildings;
- Loss of Existing Use (Retail);
- Proposed Uses (Specialist Older Persons/Care Accommodation; Nursery, Café/Restaurant)
- Affordable Housing;
- Quality of Care Accommodation (Quantum, Mix, Amenity, Accessibility)
- Design (Scale/Height, Layout, Appearance);
- Townscape and Heritage; and
- Environmental and Technical Considerations (including: Landscape and Trees; Transport; Energy and Sustainability; Noise; Air Quality; Microclimate; Daylight and Sunlight; Biodiversity and Ecology; Ground Investigations; and Flood Risk and Drainage).

Principle of Sustainable Development

Policy Summary

6.2 At the heart of the NPPF is a 'presumption in favour of sustainable development' which requires LPAs to approve planning applications which accord with the development plan without delay (para 11). Where the development plan is absent, silent or out-of-date, the default position is for permission to be granted, unless any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

6.3 The NPPF includes a requirement to proactively drive and support sustainable economic development to deliver homes, businesses, infrastructure and thriving places that the country needs; encourage the effective use of land by reusing land that has been previously developed (brownfield land); promote mixed use developments and encourage multiple benefits from the use of land in urban areas; and focus significant development in locations which are or can be made sustainable (Para 118).

6.4 London Plan Policies 3.3, 2.15 and Policies H1 and SD6 of the draft London Plan encourage the comprehensive mixed-use redevelopment of low density underutilised sites to enable high density residential development and through intensification in accessible locations, whilst also supporting the overall vitality of town centres.

6.5 LPP1 policy NPPF1 reiterates the sustainability principles set out in the NPPF, confirming that proposals must be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area. LPP1 Policy H1 also notes the potential for high quality mixed used developments to meet housing demand will require the efficient use of land.

Assessment

6.6 The proposed development accords with the core land use principles of making efficient use of brownfield land to assist in the delivery of new specialist older persons and care accommodation in an area which is highly sustainable (NPPF Para 118).

6.7 At the local level, this principle is reflected by LPP1 Policy H1, which seeks to ensure that developments make the most efficient use of brownfield land.

6.8 The site comprises previously developed (brownfield) land in an accessible location within Uxbridge Town Centre. All policies at national and local level support the sustainable reuse of such sites in principle. Therefore, the principle of development is acceptable.

Demolition of Existing Buildings

Policy Summary

6.9 There are no planning policies which concern the demolition of the existing built form on the site.

Assessment

6.10 The site is of low-density built form with a single warehouse building comprising two units. The building is not listed, and the site is not within a conservation area. The existing buildings are of no architectural value or and do not make a positive contribution to the site or surrounding town centre. Therefore, the principle of demolition is acceptable.

Loss of Existing Use (Retail)

Policy Summary

6.11 The site contains two retail units (occupied by Wickes and Halfords), surrounded by surface level car parking.

6.12 The planning policy position for the application site is as follows:

- Within the development plan, the application site is not allocated for any particular land use.
- The application site lies within the defined town centre boundary of Uxbridge town centre but lies outside of the defined primary and secondary shopping areas. Given the distance to the primary shopping area, the application site should be classified as an edge of centre location in retail planning terms.
- There is no specific policy in Part 1 of the Local Plan which deals with the loss of retail floorspace in defined town centres. Equally, there is not a specific policy which deals with the redevelopment and loss of existing retail floorspace in town centres and outside of the primary and secondary shopping areas. Policy DMTC1 Part C of the Local Plan Part 2 does deal with residential land use proposals but only relates to proposals in defined primary and secondary shopping areas, which is not applicable to this application site.
- Policy DMTC 2 Part D note that outside of defined primary and secondary areas, proposals for a change of use from A1 retail will be permitted, provided the change does not result in the loss of an essential local

service. The purpose of this policy is to protect the change of use of essential local services and therefore is not applicable to this application site.

- Policy H1 of the draft new London Plan indicates that the delivery of new housing can be optimised via the mixed-use redevelopment of car parks and low-density retail parks and supermarkets. Paragraph 121 of the current version of the NPPF indicates that proposals to use retail and employment land for homes in areas of high housing demand should be supported (where it would not undermine the vitality and viability of town centres).

6.13 Therefore, in light of the above, the current policy position is that residential land uses in town centres are being encouraged, particularly where they make more efficient use of existing employment/retail sites, subject to redevelopment proposals not harming town centre vitality and viability.

Assessment

6.14 As a consequence of the above, the focus of our assessment is on the effect of the proposed redevelopment on the vitality and viability of Uxbridge town centre. This will need to consider: (A) the current health of the town centre; (B) the contribution of retail uses to the centre; and (C) whether the loss of the existing floorspace will harm, in any way, access to retail provision in Uxbridge / Hillingdon.

The health of Uxbridge town centre

6.15 The most recent local authority retail and town centres study covering Uxbridge town centre is the 2012 Convenience Goods Retail Study Update, prepared by Strategic Perspectives. Despite the title of the report, the document does contain information regarding the health of Uxbridge town centre and concludes that:

> *"Overall, we consider that Uxbridge is a healthy and viable centre which has maintained and enhanced its position as a retail destination in the Borough and Greater London despite the 'squeeze' of the current economic recession.*
>
> *The centre has a below average representation of convenience goods floorspace compared to the national average. However, it attracts the largest convenience goods market share within its primary catchment (the SCA) and attracts some convenience goods expenditure from the NCA and OCA. The Sainsburys at York Road is the biggest attraction".*

6.16 In order to understand how the health of the centre may have progressed over the past several years, one particular indicator is the land use profile of the centre. The latest survey undertaken in Uxbridge by Experian GOAD is dated June 2019. The survey indicates the following:

- The number of convenience goods retailers in the centre is equivalent to 9.6% of all surveyed units and is close to the national average of 10.1%.
- The proportion of comparison goods retailers in the centre is 40.6%, which is above the national average of 36.5%.
- There were 118 service retail uses in the centre at the time of the latest land use survey. This equates to 37.7% of all surveyed units in the centre, which is very slightly below the national average of 39.1%.

- The proportion of vacant units in the centre (10.5%) is below the national average of 13.2%. The same is true of the amount of vacant floorspace which equates to 7.1% of floorspace, compared against the national average of 12.3%.

Contribution to Town Centre

6.17 As noted above, the application site is occupied by two retailers: Wickes and Halfords. Wickes is a DIY and hardware retailer which is designed to trade from Class A1 (now Class E) retail premises but serves a mixture of retail sales to visiting members of the general public but also sales to tradespersons. Halfords is primarily an auto spares and accessories retail store but also includes a sizable amount of cycle (and associated accessory) sales.

6.18 Policy DMTC 2 Part D notes that outside of defined primary and secondary areas, proposals for a change of use from A1 retail will be permitted, provided the change does not result in the loss of an essential local service. The purpose of this policy is to protect the change of use of essential local services. This part of the policy was the result of a main modification during examination, the purpose of which is to ensure that local shops are retained to meet the day to day shopping needs of local residents. Paragraph 3.14 of the LPP2 specifically states that local shops are to be retained to meet the day to day shopping needs of local residents, minimise the need to travel by car or public transport and address wider social, inclusion and accessibility objectives. It clearly defines the following uses are considered important at the local level - pharmacy, post office, grocer, baker, butcher, greengrocer and newsagent - and are referred to as essential shops.

6.19 DIY and automotive uses are not defined as essential shops. The Halfords and Wickes are instead 'bulky' goods retailers occupying large format stores and large area of customer car parking. Paragraph 3.15 of LLP2 further defines a shops catchment from a local service perspective as being within 800m walking distance (about a 10 minute walk). Whilst the existing uses provides the convenience for local residents, these stores will draw a wider customer base, beyond 800m particularly given the need for most purchases requiring a car regardless of location. Whilst in retail planning policy terms the site is edge of centre, their operation is not defined as and cannot considered to perform a local service for local residents, particularly as neither is not reliant upon a need to locate within a town centre.

6.20 A detailed inspection of the latest Experian GOAD survey of individual types of comparison goods retailers in the town centre indicates that there is just one vehicle accessories retailer, one DIY retailer and no retailers which primarily specialise in cycle and accessory sales.

6.21 In contrast, other comparison and convenience goods retailers make a much larger contribution to the retail profile and available floorspace in Uxbridge town centre:

- DIY and vehicle accessory retailers make up 2.45% and 0.73% of available floorspace apiece.
- The remaining floorspace occupied by comparison goods retailers equates to circa 43% of available floorspace.
- Convenience goods retailers occupy circa 13% of available floorspace in the town centre.
- Retail service uses occupy circa 6% of available floorspace.
- Leisure service uses occupy circa 23% of available floorspace.

6.22 It is therefore clear that the types of retail goods which are being sold from the application site occupy a very small part of the retail and service offer of Uxbridge town centre.

Impact on Town Centre

6.23 A further issue is whether the loss of retail provision from the application site will in any material way affect the availability of the goods that these stores sell. Notwithstanding the availability of similar types of large-scale stores within 4-5 miles in west London (along with closer DIY stores in Uxbridge such as ToolStation and Screwfix), the products that both of these stores sell are available on-line and are available for delivery. Notwithstanding that these uses are not protected in planning terms, there remains local and accessible alternative provision for DIY and automotive goods as set out in the table below.

Retailer	Address	Goods/Service Provision	Distance from Site
DIY Stores			
Wilko (Uxbridge Town Centre)	Wilko, The Pavillions Shopping Centre, 28 Grainge's Yard, Uxbridge UB8 1LH	DIY and Home Store	0.4 miles
Screwfix	Screwfix, Trade City Business Park, 17 Cowley Mill Rd, Uxbridge UB8 2GG	DIY Store	1.3 miles
Toolstation (Cowley Mill Trading Estate)	Toolstation Uxbridge, Unit 6 Cowley Mill Trading Estate, Longbridge Way, Uxbridge UB8 2YG	DIY Store	1.4 miles
Hillingdon DIY	309 Long Ln, Hillingdon, Uxbridge UB10 9JY	DIY Store	2.1 miles
Homebase	Homebase - Ruislip, Victoria Retail Park, 1, Crown Rd, Ruislip HA4 0AJ	DIY and Home Store	5.5 miles
B&Q	B&Q Yeading, Glencoe Rd, Yeading, Hayes UB4 9SN	DIY Store	6.2 miles
Car Servicing/ Cycle Stores			
Argos	2 Pantile Walk, Uxbridge UB8 1LP	Catalogue Retailer Including Cycle and Car Accessories	0.2 miles
Decathlon	Intu Uxbridge, High St, London UB8 1LA	Cycle Store	0.4 miles

Kwikfit	Kwik Fit - Uxbridge, 1 Wellington Rd, Uxbridge UB8 2AP	Car Garage/ Servicing	0.5 miles
Recycle-a-Bike	Recycle-a-Bike, The Yard, Rockingham Parade, Uxbridge UB8 2UW	Cycle Store	0.5 miles
Halfords Autocentre	2-3, Rockingham Wharf, Rockingham Rd, Uxbridge UB8 2UH	Car Garage/ Servicing	0.6 miles
Euro Car Parts	Unit 25, Cowley Mill Road, Uxbridge UB8 2GG	Car Parts and Accessories	1.3 miles
Argos	Unit 1, Cowley Retail Park, High Rd, Uxbridge UB8 2TE	Catalogue Retailer Including Cycle and Car Accessories	2.4 miles

6.24 Furthermore, given the on-going events of 2020 and the general move towards on-line retailing in any event, the focus of the health of town centres is now shifting to a wider range of land uses, it is clear that the health of Uxbridge town centre is not dependent and/or influenced to any material way by the type of retail uses at the application site.

6.25 Overall, the above analysis demonstrates that the redevelopment of the application site, and reduction of retail floorspace, will not undermine the vitality and viability of Uxbridge town centre. Moreover, the loss of existing retail floorspace at the application site needs to be set in the context of the proposed new land uses. The proposed new uses will provide a new residential population in the town centre which will contribute to local retail expenditure power and will also mirror the direction of travel in national planning policy in terms of the wider set of land uses which contribute to town centre health.

Proposed Uses

6.26 The proposed development comprises the following planning units:

- Specialist Older Persons/Care Accommodation and ancillary facilities (Use Class C2)
- Nursery (Use Class E)
- Café/Restaurant (Use Class E)

Specialist Older Persons/Care Accommodation

Policy Summary

6.27 The NPPF requires that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay (para. 59). In addition, to determine the minimum number of homes needed,

including homes for older people, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance (para. 60).

6.28 The housing target for the borough as set out within LPP1 policy H1 proposes the need for an additional 4,250 dwellings, annualised as 425 dwellings per year, for the ten-year period between 2011 and 2021. This target was taken from the London Plan 2011 which has since been superseded. A revised housing target for LBH is set out in the current London Plan, is 5,593 additional units between 2015 and 2025. Notwithstanding this, the London Plan sets an annualised strategic benchmark to inform local targets and performance indicators specifically for specialist housing for older people for each London Borough. This identifies a need for 155 units per annum in Hillingdon. Draft London Plan Policy H13 increases this to 180 specialist older persons units per annum, based on the latest up to date needs assessment.

6.29 Specifically in relation to older persons housing, the Council's Housing Market Needs Assessment (2016) (HMNA) projects that there will be a demand for: 640 traditional sheltered housing units; 480 'extra care' units; and, 220 'sheltered plus or enhanced sheltered' units over the period 2014-36.

6.30 LPP2 Policy DMH8 states that the development of residential care homes and other types of supporting housing will be permitted provided that it would not lead to an over concentration of similar uses, it caters for identified need, the accommodation is fully integrated into the residential surroundings and it is easily accessible by public transport. Proposals that fall under C2 use must demonstrate that they would provide levels of care in accordance with the Use Class order.

6.31 There is a need for family housing in LBH, which is identified in the HMNA (2016) and highlighted in the LPP1, which states that in terms of residential development the type of dwellings provided should reflect housing needs identified in the borough, particularly the need to provide more family homes with adequate garden space.

Assessment

Qualification of Use Class

6.32 The proposed development falls within use class C2 (Residential Institutions) as defined by the Town and Country Planning (Use Classes) Order 1987 (as amended) as it will provide specialist residential accommodation and care to people who need care.

6.33 LPP2 policy DMH8 requires that proposals which fall under C2 use must demonstrate that they would provide levels of care in accordance with the Use Class order.

6.34 Draft London Plan Policy H13 does not seek to define or distinguish care home accommodation from other forms of specialist housing for older people on the basis of the Use Class Order or by reference to Class C2 or C3 uses. Instead, the policy defines care home accommodation as having certain specific attributes in terms of the needs of occupants and the way it is managed, with care homes providing accommodation for people who require nursing or personal care and where there is no separation between the personal care and the accommodation provided. Accordingly, residents would not be able to choose to receive personal care from another provider. In contrast, other forms of specialist older persons housing comprise accommodation that has been specifically designed and managed for older people, but where residents would have a choice as to who provides their care which would be secured via separate agreements and not specifically linked to

the accommodation itself. This latter form of accommodation is subject to draft Policy H13 and this policy approach was endorsed by the Planning Inspectors, following the London Plan EiP.

6.35 The Planning Practice Guidance states that when determining whether a development for specialist housing for older people falls within C2 (Residential Institutions) or C3 (Dwellinghouse) of the Use Classes Order, consideration should be given to the level of care and scale of communal facilities provided.

6.36 The recent High Court decision of Rectory Homes Ltd v Secretary of State for Housing Communities and Local Government (31 July 2020) is specifically relevant in this case in terms of determining the proposed use of the development.

6.37 It concludes with respect to the Use Class Order ("UCO"), the term "residential accommodation" in C2 includes properties with the physical characteristics of dwellings. C2 Use can include accommodation in the form of dwellings including flats and bungalows for an independent existence. Their use only falls within Use Class C2 if "care" is provided for an occupant in each dwelling in need of such care. The distinction for C2 is not simply provision of care, as this can also be provided within Use Class C3. The distinguishing feature of C2 accommodation is occupants being in "need of care". Future residents will therefore only be eligible to reside in the development where they are in need of care.

6.38 The following sets out the consideration of the criteria set out within LPP2 policy DMH8 in respect of the proposed development, taking account of the recent planning case law.

- **Type of Accommodation**
    - The proposed development comprises self-contained accommodation which is recognised as being appropriate within C2 Use Class.
    - All units proposed are designed to accommodate older persons' living, designed as either wheelchair accessible or wheelchair adaptable, including features such as wheelchair accessible doors and electric sockets, level floor showers and grabrails as standard.
- **Level of Care**
    - A minimum of 2 hours per week personal care is provided with all units. Residents must be in need of care in order to occupy a unit. This would include (but is not limited to):
        a. Support with bodily functions including feeding, toileting, washing and bathing, oral care and the care of skin; and
        b. Care which falls just short of assistance with bodily functions, but which still involves physical and intimate touching, including activities such as helping a person get out of the bath and helping them get dressed.
        c. Non-physical care, helping a person to manage their personal circumstances and lifestyle, such as advice, encouragement and supervision relating to the above, i.e. prompting a person to take a bath and supervising them doing this;
        d. Management of emotional and physical support, including regular review of and assistance with social functioning, behaviour management and cognitive functions; and
        e. Assistance in undertaking everyday activities, such as shopping and cleaning.

- The care element is either provided by Guild Living's in-house care service or alternative but must constitute a registered Care Quality Commission (CQC) provider.
- Notwithstanding that future residents must be in need of care, the focus of the development, additional payments and tailored provisions would in any event deter prospective occupants who are not in need of care provision.
- Care is available 24 hours a day, including an internal 24 hour emergency call service from a CQC registered provider.
- Additional organised care services are provided, such as GP Visits, with access to further levels of care available for all residents as and when required.
- The Use Class would be secured by condition. Notwithstanding this, the minimum level of care and services would be set out within an Operator Statement to be secured by a Section 106 obligation.

- **Communal Facilities**
  - There is a comprehensive provision of communal facilities that are fully integrated within the proposed development to foster communal living. This includes:
    a. A wellness centre (comprising: gym space, flexible studio space and consultation rooms);
    b. A restaurant/café, alongside a bar and flexible space for meetings and events; A resident's library and lounge area; and
    c. Outdoor amenity areas, comprising a rooftop garden (including spaces to exercise, socialise and relax and a sensory garden), a community plaza (with spaces for socialising and seating) and communal landscaped gardens (including: spaces for sport activities, outdoor classes, picnic, reading, gardening and vegetable cultivation and relaxing).
  - The facilities have been designed so that they are fully integrated into the development by locating them at entrances so that they become an extension of the resident's living space.
  - A comprehensive programme of community involvement is provided, which encourages communal living and seeks to combat loneliness in line with Guild's key objectives. This includes:
    - Exercise classes;
    - Yoga sessions;
    - Reading clubs;
    - Art and craft classes/ clubs;
    - External speaker events;
    - Inviting local groups to present;
    - Gardening clubs/ classes;
    - Family days/ events;
    - Cooking classes; and
    - Film/movie nights.
  - The communal facilities can be accessed by all residents.

- The wellness centre and community space are open to visiting members of the public (at specified times) and provide wider community benefits.
- Accessibility/ mobility support provided for all residents, including dedicated local minibus shuttle services.

6.39 There is clear case law which defines both the requirement for care if the defining factor of use class. The PPG is supported by further case law which identifies the level of care and scale of communal facilities to be provided.

6.40 Future residents will only be eligible where they are in need of care. The proposed development will provide a comprehensive care package, and a range of community facilities that are fully integrated within the development to foster communal living. Accordingly, all of the proposed accommodation whether defined as specialist older persons or care accommodation meets the requirements of LPP2 Policy DMH8 and is C2 use class.

Principle of C2 Use

6.41 The principle of residential use on brownfield sites is supported by the NPPF (para. 60) London Plan Policies 3.3, 2.15.

6.42 Draft London Plan Policy H1 and SD6 add to this by requiring that LPA's optimise the potential for housing delivery on all suitable and available brownfield sites, especially sites with PTAL levels of 3-6 which are located within 800m of a station or within a town centre boundary. The policies specifically encourage mixed-use redevelopment of car parks and low-density retail warehouses in town centres.

6.43 Draft London Plan Policy H12 and LPP2 Policy DMH8 specifically support the delivery of specialised housing which meets an identified need.

6.44 At a local level, LPP2 Policy DMH8 seeks to avoid an over concentration of similar uses in an area, but to ensure that the proposed use is appropriately integrated with residential surroundings. The site is located within Uxbridge Town Centre which in policy terms is an appropriate location for the proposed use.

6.45 Guild Living is dedicated to providing high quality living environments, as demonstrated by their commitment to further research which is set out in Section 1.5 of the submitted Design and Access Statement. This includes research into loneliness in partnership with the University of Bath and Professor Malcolm Johnson. It is this wide evidence base that has identified town centres as appropriate locations for older persons' housing. In response to its town centre location, the proposed development has been fully integrated within the surroundings and includes ancillary facilities that will actively draw local residents, and visitors to the town centre, into the site to foster a genuine sense of community.

6.46 As a residential care-led mixed-use development, it provides an appropriate transition in land use terms from the residential area further north into the town centre and beyond to the south. There are no other major residential care developments located within the vicinity of the proposed development. Therefore, the principle of the proposed use is supported by policy at all levels and is acceptable for this site.

Delivering on Need for Specialist Older Persons and Care Accommodation

6.47 The LBH 5 Year Land Supply Document (5YLSD) (2019) considers non-self-contained accommodation for older people as part of the housing land supply. This has identified the following schemes have been granted which would contribute towards that supply:

- 60 Units approved at Park View Court, Yiewsley
- 72 Units approved within RAF Uxbridge, Uxbridge North
- 50 Units approved within Trout Road Site A (Kirby and Rainbow Industrial Estates), Yiewsley

6.48 The 5YLSD identifies only 182 proposed C2 units will come forward over the next 5 years which falls below the housing need set out in the HMNA for: 640 traditional sheltered housing units; 480 'extra care' units; and, 220 'sheltered plus or enhanced sheltered' units over the period 2014-36. Furthermore, it is noted that following a review of the Council's online planning register neither of the RAF Uxbridge or Trout Road permissions have had any pre-commencement conditions discharged, which suggests that at least 122 of these units are unlikely to be delivered in the short-term.

6.49 This is also significantly short of the target set out in the draft London Plan of 180 units per annum (900 units over the equivalent five-year period). This equates to a shortfall of circa 718 units. proposed 194 units that would come forward through this planning application would make a significant contribution to meeting this identified need. Therefore, the proposed development would meet the requirements of LPP2 Policy DMH8 as there is a clear need for this type of residential accommodation in Hillingdon.

Wider Benefits in Assisting Housing Need

6.50 Downsizing can play a key part in helping to free up housing stock, as underutilised properties are placed back into the housing market. This is recognised in the draft London Plan, with the supporting text to draft Policy H10 noting that well-designed one- and two- bedroom units in suitable locations can attract those wanting to downsize from their existing homes, and this ability to free up existing family stock should be considered when assessing the unit mix of a new build development. This is reinforced by draft Policy H9 which requires that boroughs should promote efficient use of existing housing stock to reduce the number of vacant and under-occupied dwellings.

6.51 The Council's HMNA (2016) states that the evidence points to a high need for 3 bedroom properties in both the market and affordable sectors. The report notes that bespoke home ownership products for older households looking to downsize will become a feature of the new build property market. However, it is noted that while Government polices such as those relating to the Spare Room Subsidy or Bedroom Tax are leading to more households downsizing, not all households will do so.

6.52 This need for family housing is highlighted in the LPP1, which states that in terms of residential development the type of dwellings provided should reflect housing needs identified in the borough, particularly the need to provide more family homes with adequate garden space.

6.53 The proposed use responds to a directly identified need and is located in an appropriate to attract those wanting to downsize from their homes. This has the added benefit of freeing up existing family housing within the borough at a faster than predicted rate, helping to contribute towards the need for family housing which is supported by policy at all levels and acceptable in planning terms.

Nursery

Policy Summary

6.54 London Plan Policy 3.16 states that proposals which provide high quality social infrastructure, such as nurseries, will be supported in light of local and strategic social infrastructure needs assessments.

6.55 Draft London Plan S3 sets out that proposals for education and childcare facilities should be located in areas of identified need, in accessible locations, away from busy roads, inclusive to a range of users and incorporate suitable accessible outdoor space.

6.56 LPP2 Policy DMCI2 sets out that proposals for the provision of new community facilities will be supported where they are located within the community or catchment that they are intended to serve, provide buildings that are inclusive, accessible, flexible and which provide design and space standards that meet the needs of intended occupants. They should be sited to maximise shared use of the facility and make provision for community access. New facilities that are expected to attract significant numbers of visitors should be located in town centres.

Assessment

6.57 The site is located within Uxbridge Town centre and has a very high level of public transport accessibility. It is also within an appropriate catchment of existing residential accommodation to the north of the site. The location of this site for a nursey in is supported by policy in accordance with London Plan Policy 3.16, draft London Plan Policy S3 and LPP2 Policy DMCI2.

6.58 The co-location of the nursery amongst the proposed accommodation provides wider community benefits allowing the potential for grandparents in need of support themselves to be more actively involved with their grandchildren. This facilitates easier visiting for families and allows the elderly and young to interact. The principle of this co-location arrangement is supported by research which shows that these two uses fundamentally complement one and other and can help to combat loneliness in older people.

6.59 The proposed nursery is an appropriate use on a highly accessible site in the town centre and will complement the principal use of the site. It is supported by all levels of policy and therefore is acceptable in planning terms.

Café/ Restaurant

Policy Summary

6.60 These uses are defined within the NPPF as main town centre uses, which are appropriate in this town centre location in principle. This town centres first approach is reiterated in London Plan policy 4.7 and draft London Plan policy SD7.

6.61 London Plan Policies 3.3, 2.15 and Policies H1 and SD6 of the Intend to Publish London Plan encourage the comprehensive mixed use redevelopment of low density retail sites to enable high density residential development and housing intensification in accessible locations, whilst also supporting the overall vitality of town centres.

6.62 LPP2 policy DMTC 4 advises that town centre uses will be supported provided that they:

i. would not result in adverse cumulative impacts due to an unacceptable concentration of such uses in one area;

ii. would not cause unacceptable disturbance or loss of amenity to nearby properties by reason of noise, odour, emissions, safety and security, refuse, parking or traffic congestion; and

iii. would not detrimentally affect the character or function of an area by virtue of the proposed use or visual impact.

Assessment

6.63 The proposed development includes a café/ restaurant (Use Class E) at ground floor level. The café/restaurant comprises 212 sqm.

6.64 The proposed use forms part of a wider mixed-use residential led redevelopment of existing low-density retail floorspace and surface carparking, which is supported in principle by London Plan Policies 3.3, 2.15 and Policies H1 and SD6 of the Intend to Publish London Plan.

6.65 The café/restaurant forms a separate planning unit, where its principal purpose is to serve visiting members of the public. This café/restaurant use is in addition to the bar and multiuse space which forms an ancillary part of the care accommodation. The café/restaurant is an integral part of the communal facilities but will be open at times to visiting members of the public as per Guild Living's philosophy to foster community engagement, avoid segregation based on age and combat loneliness.

6.66 The proposed use is complementary to the wider development and the appropriate use of planning conditions will ensure that there will be no potential for adverse impacts in relation to unacceptable disturbance or loss of amenity to future or existing residents by reason of noise, odour, emissions, safety and security, refuse, parking or traffic congestion.

6.67 This non-residential use, alongside the nursery, will help to animate the proposed new street and public space and is appropriate in scale given the site's location and would also be complementary to the proposed specialist housing for older people. The proposed location in the town centre is supported by policy at all levels and is acceptable in planning terms.

Affordable Housing

Policy Summary

6.68 The NPPF seeks to preclude specialist housing for the elderly from a requirement to provide affordable housing. Whilst the NPPF is not part of the Development Plan but it does form a material consideration that should be given appropriate weight in decision making.

6.69 London Plan policy 3.12 advises that Boroughs should normally require affordable housing provision on a site which has capacity to provide 10 or more homes. The Plan also notes that in view of the scale of the projected growth in London's older population and the housing affordability issues it raises, this Plan supports boroughs in seeking application of the principles of its affordable housing policies (policies 3.10-3.13) to the range of developments – including those falling within Use Class C2 – which cater specifically for older people. Policy

H13 of the draft London Plan provides specific guidance on Specialist Older Persons Housing and 'Care Home Accommodation' including how the Mayor intends for affordable housing policies to be applied to these products. The policy does not seek to define or distinguish care home accommodation from other forms of specialist housing for older people on the basis of the Use Class Order, i.e. by reference to Class C2 or C3 uses. Instead, Policy H13 seeks to distinguish on the basis 'Specialist Older Persons Housing' and 'Care Home Accommodation'.

6.70 Policy H4 'Delivering affordable housing' of the draft London Plan and the Mayor's Affordable Housing and Viability SPG set a strategic target of 50% affordable housing. Policy H5 'Threshold approach to applications' identifies a minimum threshold of 35% affordable housing, whereby applications providing that level of affordable housing, with an appropriate tenure split, without public subsidy, meeting other relevant policy requirements and obligations to the satisfaction of the borough and the Mayor, as well as investigating grant funding, can follow the 'Fast Track Route' set out in the SPG.

6.71 At a local level, LPP2 Policy DMH7 requires developments of 10 units or more to provide affordable housing at 35% subject to viability.

Assessment

6.72 As noted above, Draft London Plan Policies H4 and H5 will apply to 'Specialist Older Persons Housing', but not 'Care Home Accommodation'. The supporting text to draft policy H13 sets out the definitions for each typology.

- Guild Living Residences would be classed as Specialist Older Persons Housing on the basis that:
    - care is provided or available;
        a. there are separate contracts/ agreements in place for the personal care and accommodation elements, and/or
        b. whilst it is intended that Guild provide care, residents are likely to have a choice as to who provides their personal care
    - housing is occupied under a long lease or freehold, or a tenancy agreement.
    - housing provided is specifically designed and managed for older people (minimum age of 65 years)
    - the CQC-regulated activity will be 'personal care'
- Guild Care Suites & Guild Care Residences would be classed as care home accommodation on the basis that:
    - personal care and accommodation are provided together as a package with no clear separation between the two
    - the person using the service would not choose to receive personal care from another provider
    - likely CQC-regulated activity will be 'accommodation for persons who require nursing or personal care'

6.73 Therefore, whilst the development as a whole falls within Use Class C2, the application of draft London Plan Policy definitions set out under draft Policy H13 would require affordable housing in relation to Guild Living

Residences as these would fall under the definition of Specialist Older Persons Accommodation, but not Guild Care Residences or Suites on the basis that they provide for Care Home Accommodation.

6.74 It is not possible for the proposed development to meet the relevant tests of the 'Threshold Approach' set out in draft London Plan policy H5 and the Mayors Affordable Housing and Viability SPG. This application therefore seeks to pursue the 'Viability Tested Route' rather than 'Fast Track Route'.

6.75 A Financial Viability Appraisal (FVA) has been submitted on a private and confidential basis to demonstrate the maximum reasonable level of affordable housing that the scheme can afford. This follows the methodology and assumptions set out in the draft London Plan and the Mayor's Affordable Housing and Viability SPG.

6.76 It is not feasible to provide affordable housing on site, as part of the proposed development. This is as a result of the complex communal living arrangements that form the wider Guild Care package and the need to provide a service charge which covers the comprehensive suite of communal facilities which would not be proportionate to what is expected within affordable accommodation.

6.77 Additionally, it would not be possible to provide independent affordable housing on the site for a Registered Provider to operate, including the provision of a sperate core, entrances and amenity spaces, without fundamentally detracting from the proposed offer and the benefits associated with the communal later life scheme.

6.78 Furthermore, discussions with LBH officers to date has not identified a need for C2 affordable housing.

6.79 As set out in draft London Plan Policy H4 and LPP2 Policy DMH 7, where it is not possible to provide on-site affordable housing the next step is to investigate an off-site provision. The Council's Planning Obligations SPD (2014) advises that 'there should be a functional or geographic link between the application site and that site which is to receive the affordable housing. 'Receiving' sites should generally be within the vicinity of the development site and equally well located in terms of amenities and facilities'.

6.80 Guild Living does not own any other sites either within the vicinity of the development site or the wider borough. Accordingly, there are no sites which are available, achievable or viable for off-site affordable housing provision.

6.81 Having demonstrated that on-site and off-site provision have been explored and discounted, a payment in lieu of affordable housing must be considered. The FVA submitted alongside the application demonstrates that any proposed payment in lieu of affordable housing will represent the maximum level of affordable housing as required by planning policy. The payment in lieu has been calculated from the FVA with regard to the guidance set out in LBH's SPD and the Mayor's Affordable Housing and Viability SPG.

6.82 All relevant policy tests have been met and the relevant guidance set out in LBH's SPD and the Mayor's Affordable Housing and Viability SPG has been followed. As demonstrated by the FVA, the payment in lieu will maximise the quantum of affordable housing and will best assist in addressing affordable housing need. Guild Living are committed to securing this through the provision of a legal agreement as set out within the proposed draft Heads of Terms.

Quality of Care Accommodation

Density

Policy Summary

6.83 The NPPF advises that local authorities should set out their own approach to housing density to reflect local circumstances (para. 47). It also outlines that planning policies and decisions should aim to ensure that developments optimise the potential of sites to accommodate development (para. 58).

6.84 The NPPF advises that LPAs should avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site (Para 123). It also outlines that planning policies and decisions should ensure developments are sympathetic to local character while not preventing or discouraging appropriate innovation or change, such as increased densities (Para 127).

6.85 London Plan Policies 3.3, 2.15 and Policies H1 and SD6 of the draft London Plan encourage the comprehensive mixed use redevelopment of low density retail and surface car parks within town centres to enable high density residential development and housing intensification in accessible locations, whilst also supporting the overall vitality of town centres.

6.86 Density ranges for new residential developments are set out in the London Plan and relate to the accessibility of sites (Table 3.2); however, the plan states that it is not appropriate to apply the table mechanistically. Policy 3.4 of the London Plan states that development should optimise housing output for different locations within the relevant density range.

6.87 The draft London Plan replaces the density matrix with a new design-led approach which seeks to optimise density. This means that development density should not only be informed by accessibility (PTAL), but also by the site context and future planned capacity of surrounding infrastructure. Accordingly, Policy D3 of the draft London Plan requires that all development makes the best use of land by following a design-led approach that optimises the capacity of site.

6.88 Furthermore, draft London Plan Policy GG2 seeks to create mixed use places that make the best use of land, and Policy H1 requires boroughs to optimise the potential for housing delivery on all suitable and available brownfield sites in order to ensure that housing targets are met. Draft policy D3 provides further advice in relation to optimising site capacity through the design-led approach, to enable all developments to make the best use of land.

6.89 Draft London Plan policy H13 advises that specialised older persons housing provision should deliver affordable housing, accessible housing, the highest standards of accessible and inclusive design, suitable levels of safe storage and charging facilities for mobility scooters and pick up and drop off facilities close to the principle entrance suitable for taxis, minibuses and ambulances.

6.90 At the local level, LPP1 Policy H1 confirms that the Council will make provision to exceed the minimum housing target of homes as set out in the London Plan. Whilst recent monitoring data published by LBH confirms that the market has historically delivered sufficient housing in the Borough over recent years to meet London Plan

targets, it is clear that to be compliant and consistent with national and London Plan policy these targets must be treated as a minimum and exceeded, especially where there is evidence of Brownfield land capacity.

6.91 The supporting text to LPP1 policy H2 notes that the density of residential development should take account of the need to optimise the potential of sites compatible with local and historic context, while respecting the quality, character and amenity of surrounding uses.

Assessment

6.92 The existing site comprises two exiting low-density retail units alongside a considerable provision of surface parking. The existing uses encourage unsustainable modes of transport as customers drive to and from the retail units. In addition, the existing units comprise single storey warehouse style retail stores, with large footprints that do not represent efficient use of the very well-connected town centre site. The existing use does little to enhance the town centre and can be said to detract from it in so far as it promotes unstainable forms of transport and provides very limited active frontage.

6.93 The density of the proposed development has been arrived at following a design-led process, in consultation with LBH officers through the pre-application advice service. In accordance with the draft London Plan, the design-led approach has followed consideration of design options to determine the most appropriate form of development that responds to the site's context and capacity for growth, and existing and planned supporting infrastructure capacity. Further assessment of the proposed design is provided below.

6.94 The proposed development makes the most efficient use of the existing, low density brownfield site and the quantum of development has been informed through a design-led approach in accordance with local, regional and national planning policy.

Residential Mix

Policy Summary

6.95 The NPPF requires LPAs to deliver a wide choice of high-quality homes and to plan for a mix of housing in terms of size, type, tenure and range based on local demand (Para 61).

6.96 London Plan Policy 3.8 and Policy H10 of the Intend to Publish London Plan state that new development should generally consist of a mix of housing sizes and types to meet housing demand and address the needs of different groups. The need to address the varied housing requirements of older people is also recognised, as well as the need to encourage downsizing and the potential this has to help free up family sized housing within the existing housing stock.

6.97 LPP1 Policy H2 requires all housing developments to include a range of housing. Similarly, LPP2 Policy DMH2 also supports the provision of a mix of housing units of different sizes in schemes of residential development and suggests that this should reflect the Council's latest information on housing need.

Assessment

6.98 The proposed unit mix is set out in Table 1 below.

Table 1 Unit Mix

Type		Number	%
Guild Living Residences	1-bed	35	18%
	2-bed	121	62%
	3-bed	5	3%
Guild Care Residences	1-bed	5	3%
	2-bed	2	1%
	3-bed	0	0%
Guild Care Suites		26	13%
Total		**194**	**100%**

6.99 The London Plan, draft London Plan and Local Plan all require development to provide a range of housing. However, there is no specific policy requirement relating to unit mix for specialist older persons' accommodation on the basis that it caters for a specific need. Notwithstanding this, the proposed unit mix has been informed by Guild Living's research into the requirements of older people looking to move into specialist older persons' housing.

6.100 A key planning benefit associated with the proposed development is the potential to free up existing housing stock by enabling older people to move out of their family homes and into the proposed development. To enable this benefit to be achieved, it is necessary to ensure that the proposed development provides an attractive offer that will encourage people to downsize. Accordingly, a range of unit sizes is proposed to accommodate varying needs and to allow future occupiers to continue to have visitors to stay, which would otherwise act as a potential block to the principle of downsizing from a family house.

6.101 The proposed unit mix will promote housing choice by providing a range of housing, enable downsizing to free-up larger family sized homes and contribute to an identified need for older persons' housing in LBH. As such the proposals accord with London Plan Policy 3.8, draft London Plan Policy H10, LPP1 Policy H2 and LPP2 Policy DMH2.

Residential Quality

Policy Summary

6.102 The NPPF sets out how the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve (para. 124).

6.103 Policy 3.5 of the London Plan states that housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment. In addition, Policy 3.5 states that Local Development Frameworks should incorporate minimum space standards that conform to those set out in the London Plan and the Housing SPG (2012); which is now replaced by the Housing SPG (2016).

6.104 Draft Policy D6 relates to housing quality and standards. Part A of the draft policy requires that "Housing development should be of high quality design and provide adequately-sized rooms (see Table 3.1) with comfortable and functional layouts which are fit for purpose and meet the needs of Londoners without

differentiating between tenures". Further specific requirements relating to private internal space and private outside space are set out in part F of the draft policy. Again, part F states that "Housing developments are required to meet the minimum standards below which apply to all tenures and all residential accommodation that is self-contained."

6.105 Draft Policy H13 relates to Specialist older persons housing, which includes developments that fall within a C2 Use Class. Part B of the draft policy sets out the following requirements that should be delivered by specialist older persons housing:

1. affordable housing in accordance with Policy H4 Delivering affordable housing, and Policy H5 Threshold approach to applications
2. accessible housing in accordance with Policy D7 Accessible housing
3. the highest standards of accessible and inclusive design in accordance with Policy D5 Inclusive design
4. suitable levels of safe storage and charging facilities for residents' mobility scooters
5. pick up and drop off facilities close to the principal entrance suitable for taxis (with appropriate kerbs) minibuses and ambulances

6.106 LPP2 Policy DMH 8 states that residential care homes and other types of supported housing will be permitted provided that: it would not lead to an over concentration of similar uses; it caters for a need identified in the Council's Housing Market Assessment; the quality of accommodation meets relevant standards for that use; and, the accommodation is fully integrated into the residential surroundings.

Assessment

6.107 The proposed development has been subject to the Guild Living design standards from the outset, which seek to create the highest quality level of older persons' housing that responds to residents' needs and provides flexibility as these needs may change over time.

6.108 Draft policy H13 relates to Specialist older persons housing, which includes developments that fall within a C2 Use Class. Part B of the draft policy sets out the following requirements that should be delivered by specialist older persons housing.

6.109 The proposed development responds to each of the requirements set out in draft London Plan Policy H13, in so far as it: affordable housing is provided in the form of a payment in lieu; the proposed development will provide fully accessible housing in accordance with draft London Plan Policy D7; the highest standards of accessible and inclusive design have been incorporated as part of the development in accordance with Policy D5 Inclusive design; suitable levels of safe storage and charging facilities for residents' mobility scooters have been provided; and pick up and drop off facilities close to the principal entrance suitable for taxis (with appropriate kerbs) minibuses and ambulances are integrated within the proposed development.

6.110 As set out above, London Plan Policy 3.5 and draft London Plan Policy D6 set out design standards for housing developments. The recent High Court decision (Rectory Homes Limited v Secretary of State for Housing, Communities and Local Government. Case Number: CO/4682/2019) has found that a C2 use can still provide

dwellings. Draft Policy D6 does include reference to dwellings, however, this is in the context of 'housing development' and it is therefore our view that the policy is not applicable to a C2 use which is instead controlled by Draft policy H13.

6.111 Notwithstanding this, the applicability of the housing standards to the proposals was the subject of detailed discussions with GLA planning officers as part of the pre-application process and it was agreed that the overall design approach and noncompliance with the above standards is acceptable in this particular instance, noting that the proposed development provides specialist accommodation for older people which would be subject to high levels of on-site management and with a range of internal and external communal facilities proposed.

6.112 Private balconies have been provided where appropriate, to provide a level of private, outdoor amenity space. The provision of balconies, however, is not appropriate for all units given the nature of the site fronting onto Harefield Road and the potential for overlooking issues in regards to the neighbouring gardens to the north and north east of the site. Where balconies are not appropriate, the use of Juliette balconies has been utilised to provide a sense of openness within the proposed units.

6.113 Given the specialist nature of the proposed development, a key design principle is to encourage communal living to foster a sense of community and help to combat loneliness. Accordingly, the scheme has been designed to include comprehensive offering of both indoor and outdoor communal areas. This includes the provision of a 1,210sqm residents' roof garden, the 1,750sqm Magistrate Court Gardens that spans the north and east sides of the development alongside the 1700sqm public garden square and boulevard which acts as an arrivals plaza for the development.

6.114 Each of these outdoor spaces, alongside the comprehensive suite of ancillary internal spaces, will be managed and operated to promote a healthy lifestyle for future residents and encourage continued learning and socialising to combat loneliness and create a genuine sense of community.

6.115 It has been demonstrated that the proposed development complies with the requirements set out in draft London Plan policy H13 and regardless of whether London Plan Policy 3.5 and draft London Plan Policy D6 are applicable, an appropriate degree of flexibility can be applied noting the specific circumstances of the scheme and the site circumstances, and the overall residential quality proposed.

Accessibility

Policy Summary

6.116 London Plan Policy 3.8 sets out that 90% of new homes should meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings' and 10% should meet M4(3) 'wheelchair user dwellings'.

6.117 Similarly, Draft London Plan Policy D7 states that to provide suitable housing and genuine choice for London's diverse population residential development must ensure that at least 10 per cent of dwellings meet Building Regulation requirement M4(3) 'wheelchair user dwellings' and all other dwellings meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'. Draft Policy D5 seeks to ensure proposals achieve the highest standards of accessible and inclusive design and be designed taking into account London's

diverse population. Proposals should provide high quality people focused spaces that are designed to facilitate social interaction and inclusion.

6.118 LPP2 Policy DMHB16 details that all housing developments should have an adequate provision of internal space in order to provide an appropriate living environment. To achieve this, all development should meet or exceed the most up to date internal space standards and provide at least 10% of new housing to be accessible or easily adaptable for wheelchair users.

Assessment

6.119 The proposed development includes 161 Guild Living Residences. Of these 10% will be provided as M4(3) wheelchair accessible units. The remaining 90% will be provided as M4(2) in line with the requirements set out in the London Plan, draft London Plan and LPP2.

6.120 The accessibility measures incorporated into the design include the requirements put in place by Building Regulations, but also further measures to ensure that the proposed units will be accessible for all future users. This includes measures for specific users that are likely to occupy the specialist older persons housing, including those with visual and hearing impairments and dementia.

6.121 A full assessment of the accessibility measures incorporated within the proposed design is set out within the Design and Access Statement, submitted as part of this application.

Design

Policy Summary

6.122 The NPPF states that 'the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve' (para. 124).

6.123 The NPPF also emphasises how 'great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings' (paras. 131 and 132).

6.124 London Plan Policy 7.1 states that the design of new buildings and the spaces they create should help reinforce or enhance the character, legibility, permeability and accessibility of the neighbourhood. Furthermore, Policy 7.4 states that developments should have regard to the form, function and structure of an area, including the scale, mass and orientation of surrounding buildings, with Policy 7.6 stating that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape, incorporating the highest quality materials and design appropriate to its context.

6.125 Draft London Plan Policy D9 requires development proposals that include tall buildings to address visual impacts, functional impacts, environmental impacts and cumulative impacts. Draft London Plan Policy D3 requires proposals to enhance local context by delivering buildings that positively respond to local distinctiveness through their layout with due regard to existing and emerging street hierarchy, building types, forms and proportions.

6.126 LPP1 Policy BE1 further reflects the NPPF and London Plan objectives. It states that 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. New development must achieve a high quality of design and should be designed to be appropriate to the identity.

6.127 LBH defines 'Tall Buildings' as those that are substantially taller than their surroundings, causing a significant change to the skyline. LPP1 policy BE1 states that appropriate locations for tall buildings may include parts of Uxbridge and will be defined in Character Studies. The policy advises that the height of all buildings should be based upon an understanding of the local character and be appropriate to the positive qualities of the surrounding townscape.

6.128 LPP2 Policy DMHB11 requires new buildings to be designed to the highest standards and incorporate principles of good design. Proposals should harmonise with local context by taking its surroundings into account, ensure the use of high-quality materials and finishes and provide landscaping and tree planting. Proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space, and not limit re-development potential of adjoining sites.

6.129 LPP2 Policy DMHB10 states that any proposals for a high building will be required to respond to the local context. It should be located in a town centre, in an area of high PTAL, be of a height, form, massing and footprint proportionate to its location and sensitive to adjacent buildings and the wider townscape context and achieve high architectural quality.

Assessment

Layout

6.130 The proposed layout is the result of a comprehensive analysis of the site context, which has enabled a thorough understanding of the key design opportunities and constraints. The existing site layout responds poorly to Harefield Road with a lack of defined frontage and low-density development with a large area of car parking that does not positively contribute to the town centre in design terms. Its location within the town centre provides a key opportunity to transition between the residential context to the north and the town centre high street to the south.

6.131 In accordance with the draft London Plan a design-led approach has been undertaken through the exploration of iterations of the layout through the pre-application process. This is summarised in the Design and Access Statement in Section 2.6, where a number of potential site layouts were initially explored and discounted as they failed to deliver an appropriate layout out for the site.

6.132 The access to the site, which runs along the south edge of the site, will be significantly improved as part of the proposed development to comprise a shared surface style boulevard. This access has been located to provide a secondary link to the town centre, which will facilitate active travel by improving legibility and creating better links with the town centre to encourage further pedestrian and cycling trips. The proposed boulevard also facilitates efficient servicing and maintenance of buildings and the public realm, as well as deliveries, that minimise negative impacts on the environment, public realm and vulnerable road users by taking them off the main roads and into the site.

6.133 The layout clearly defines the public and private elements of the proposed development. This is achieved through the use of linear blocks which have been positioned around a central public plaza, which will act as an arrival hub for the development and provide a better link with the town centre. A residents' garden is situated within the centre of the site, with the blocks purposefully positioned to ensure that the space will be private and enjoy appropriate conditions throughout the year.

6.134 The proposed layout has been developed to reinforce the residential frontage onto Harefield Road, which transitions at the corner into active uses at the ground floor along the southern elevation fronting the boulevard. This approach has been actively encouraged by LBH and GLA planning officers throughout the pre-application stage. The ground floor uses have been carefully arranged to allow the wellness hub, restaurant/café and other ancillary facilities to be outward facing, again encouraging an improved link with the town centre and providing further active frontages across the site. To the north and east of the site, which back onto residential gardens, the development has been carefully set back 15m from the boundary to avoid any potential for overlooking and the Magistrate Court Gardens have been situated around the edge of the site to provide a sensitive transition from the built form to the neighbouring residential gardens.

6.135 The proposed layout has been designed so as not to prejudice any potential future redevelopment of the neighbouring Police Station site. The proposed layout ensures an appropriate set back of c.10.5m from the boundary of the site, allowing for development to come forward on the police station site that could achieve a minimum 21m separation distance between habitable rooms.

6.136 The proposed layout has been informed following a thorough analysis of the site. It will deliver a central hub to the proposed development, which will draw people into the site from the town centre, creating a strong link and thus enhancing the vitality of the town centre. It ensures efficient use of the site, whilst respecting and responding to the local context and is considered to accord with local, regional and national planning policy.

Scale/Height

6.137 The proposed scale, height and massing also follows the same principals used to develop the proposed layout. A design-led approach has been used to inform the proposals which has responded to the site constraints and opportunities.

6.138 A key consideration in terms of height and massing has been to provide an appropriate transition from the residential context to the north through to the town centre high street. The existing site in its current form as an 'out-of-centre' retail warehouse development does little to respond to this opportunity to provide a sense of legibility and also fails to complement the residential area or town centre.

6.139 The proposed development focuses the height and massing towards the town centre with lower elements to the north of the site and fronting Harefield Road where it is closer to the residential context.

6.140 The proposed massing for Block A steps from three storeys adjacent to the existing semi-detached residential properties, up to 4 storeys with a set-back 5th storey along Harefield Road. This set-back setting takes appropriate account of and responds to architectural approach of the neighbouring Police Station site. As the building turns the corner into the site towards the town centre, the massing is then stepped up in response to the changing metropolitan town centre context.

6.141 A similar approach is taken for Block B, with 4 storeys proposed on the northern element, which respects the relationship with the residential gardens which are located to the north but separated by the proposed Magistrate Court Gardens. As with Block A, the proposed massing is then stepped up as the block turns the corner towards the metropolitan town centre context.

6.142 The lower elements of both Block A and B directly respond to the residential buildings to the north of the site. Both Block A steps up 6 storeys with a set-back 7th storey, with Block B stepping to 7 storeys with a set-back 8th storey. This responds to the design analysis undertaken at the outset and is underpinned by the townscape and heritage analysis which has identified the urban context of taller buildings within the town centre and also the potential to incorporate elements at this height within the site without the potential for any harm to the neighbouring and wider located heritage assets. This is discussed further in the townscape and heritage section below.

6.143 The proposed height, scale and massing therefore accords with planning policy at all levels.

Appearance

6.144 The design strategy in relation to the appearance of the proposed development draws from a detailed analysis of the local and wider context. This has identified a range of building styles, architectural treatments and materials which have been combined as part of the proposed development to form both a distinctive high quality development, that also responds to the local context to successfully read as a an integrated design within the town centre.

6.145 The materials palette responds to the various high quality buff coloured brick buildings that are located close to the site which contribute positively to the character of the area. The main façades of the building have been developed with a strong verticality to create bays that vary and provide a rhythm to the street scene. The brick choice is supplemented by complementary materials to further develop the appearance and overall composition of the buildings, along with large glazed elements throughout, and which at street level connect with the public realm.

6.146 The façade strategy evolves throughout the proposed development, as you move from the residential context through to the town centre. This includes the use of red brickwork, reveals and set back bricks along Harefield Road which respond to the neighbouring residential properties and Police Station.

6.147 At ground floor level, a high degree of visual permeability is achieved along the boulevard and around the public plaza to act as an active frontage and draw people into the site. The main elevations within the site then utilise setback brick patterns and metal spandrels and reveals that generate articulation and continue to provide a higher level of permeability. The side elevations are then characterised with lower degree of permeability with smaller secondary openings, whilst the set-back top storeys have been treated with glazing and a light tone metal cladding to reduce any appearance of massing at the upper levels.

6.148 In summary, the appearance of the proposed development draws from the local and wider context to provide a high-quality building design which complements its surroundings. The design has been developed through an iterative process, including comprehensive consultation with LBH and the GLA, to ensure that it

harmonises with the local context and provides an appropriate transition from the residential context through to the town centre. As such, the proposed development complies with policy at all levels.

Townscape and Heritage

Policy Summary

6.149 The NPPF sets out that in determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, the positive contribution that conservation of heritage assets can make and the desirability of new developments making a positive contribution to local character and distinctiveness (para. 192).

6.150 Policy 7.8 of the London Plan states that new development should make provision for the protection of archaeological resources, landscapes and significant memorials. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset.

6.151 Policy HC1 of the draft London Plan sets out that proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. Proposals should also identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes.

6.152 LPP1 Policy HE1 seeks to conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape, which includes designated heritage assets such as statutorily listed buildings and Conservation Areas. LPP2 Policy DMHB1 sets out that the Council will expect proposals to avoid harm to the historic environment and will only be supported where it will not lead to a loss of significance or harm to an asset, unless it can be demonstrated that it will provide public benefit that would outweigh the harm or loss.

6.153 LPP2 Policy DMHB2 states that permission will not be granted for granted for proposals which are considered detrimental to the setting of a listed building. Applications should include a Heritage Statement that demonstrates a clear understanding of the importance of the building and the impact of the proposals on its significance. LPP2 Policy DMHB3 details that proposals will be permitted where they retain the significance, appearance, character or setting of a Locally Listed Building.

6.154 LPP2 Policy DMHB4 states that new development within a Conservation Area or on its fringes will be expected to preserve or enhance the character or appearance of the area. Proposals are required to be of a high-quality contextual design. The loss of historic street patterns and views will be resisted that make a positive contribution to the character or appearance of the Conservation Area and any such loss will need to be supported with a robust justification.

6.155 LPP2 Policy DMHB5 states that new development within Areas of Special Local Character should reflect the character of the area and its original layout. LPP2 Policy DMHB7 sets out that the Council will ensure that designated areas are not disturbed. If that cannot be avoided, satisfactory measures must be taken to mitigate the impacts of the proposals through archaeological fieldwork to investigate and record remains in advance of development works.

Assessment

6.156 A Heritage and Townscape Assessment (HTA), prepared by Alan Baxter, accompanies this planning application. This report has been prepared in consultation with LBH officers. The report analyses the heritage and townscape within a 1km radius of the application site (the site) and assesses the impact of the proposed development upon this heritage and townscape context.

6.157 There are no heritage designations which apply to the site. However, the site is within the vicinity of numerous designated and non-designated heritage assets. These include:

- Old Uxbridge/Windsor Street Conservation Area, including several Grade II listed buildings along Uxbridge High Street and in close proximity to the site.
- Three Grade II listed buildings and one locally listed building to the west of the site, on Uxbridge High Street but beyond the boundary of the Old Uxbridge/Windsor Street Conservation Area.
- Locally listed Court House (Uxbridge Magistrates' Court) on Harefield Road, to the west of the site.
- North Uxbridge Area of Special Local Character to the east of the site.

6.158 There are other designated and non-designated heritage assets in the wider area, including the Rockingham Bridge, Uxbridge Lock and Uxbridge Moor Conservation Areas to the south-west and north-west of the site. These conservation areas contain listed buildings, locally listed buildings, and undesignated heritage assets that positively contribute to the character and appearance of those conservation areas.

6.159 As noted in the design section above, the proposed height and massing of the development has been informed by a design-led process which included a comprehensive analysis of the constraints and opportunities of the site. This has identified the complex heritage context to the south of the site, concentrated along the High Street. The proposed height of the development was therefore carefully considered in terms of potential impacts on these heritage assets through an iterative process in consultation with LBH and GLA officers.

6.160 The HTA provides a detailed assessment of the proposed development on these heritage assets. The report notes that the proposed development demonstrates a sympathetic response to the surrounding heritage context in moderating the new buildings' height and massing to reduce its visibility in key views of or from heritage assets as far as possible, as well as drawing on the design and materiality of Uxbridge's historic townscape to mitigate its visual impact where it is visible in views of heritage assets. As a result, the proposed development will not result in harm to the significance and setting of nearly all of the heritage assets in its vicinity. The new buildings are almost completely concealed from view from within the Old Uxbridge/ Windsor Street Conservation Area within which most of the nearby heritage assets lie, while static and kinetic views of or from heritage assets further afield are either not affected or negligibly changed in such a way as would not affect the heritage assets' significance and setting.

6.161 The report finds that some very minor harm would be caused to the character and appearance of the Uxbridge Lock Conservation Area, and to the settings of Grade II listed No. 118 Uxbridge High Street, the locally listed Uxbridge Magistrates' Court and the North Uxbridge Area of Special Local Character. LPP2 Policy DMHB 1 states that Development that has an effect on heritage assets will only be supported where it will not lead to a loss of significance or harm to an asset, unless it can be demonstrated that it will provide public benefit

that would outweigh the harm or loss, in accordance with the NPPF. NPPF paragraph 196 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

6.162 In all cases the identified harm is at the lower end of the scale of less than substantial harm and is outweighed by the high-quality design and materiality of the proposed buildings, along with the comprehensive package of public benefits that the proposed development will deliver. These benefits are summarised in the summary and conclusion of this statement (Section 7).

6.163 In terms of townscape, a series of verified views have been prepared as part of the planning application, with the view locations agreed with LBH planning officers and LBH design and heritage officer at pre-application stage. This representative sample of views from surrounding townscape character areas and key views of nearby heritage assets, demonstrate that the proposed development would generally only be visible at closer range from Harefield Road, and in some isolated locations further afield.

6.164 In summary, the HTA concludes that the proposed development would lie in between a number of greatly varied townscape character areas, with lower-rise residential development to the north and east, a small area of public buildings immediately to the south with the historic townscape of the town centre beyond that, and large-footprint commercial buildings to the south-west along Harefield Road. The new buildings would change the townscape character typology of the site from the existing large footprint retail/commercial to higher-density residential. In doing so, the proposed development draws on the wider townscape pattern of Uxbridge, where taller development, including higher-density residential development, lies between the historic core of the town centre and the lower-density residential areas further out from the town centre. This is an entirely appropriate townscape character typology for the site. In recognition of its location in a fringe location, the heights and massing of the proposed development have been carefully adjusted through a highly iterative design process to respond to the greatly varied surrounding townscape characters.

Environmental and Technical

Landscape and Trees

Policy Summary

6.165 The NPPF recognises that access to high quality open spaces can make an important contribution to the health and well-being of communities (para 96).

6.166 The NPPF (para.170) considers that 'decisions should contribute to and enhance the natural and local environment by recognising the wider benefits from natural capital and ecosystem services, making specific reference to trees.

6.167 Policy 3.5 of the London Plan seeks to enhance the quality of local places by ensuring that new housing developments take into account the provision of public, communal and open spaces. Children and young people should have safe access to good quality, well-designed, secure and stimulating play and informal recreation provision, incorporating trees and greenery (Policy 3.6).

6.168 The London Plan identifies existing trees of value should be retained and any loss as the result of development should be replaced. Wherever appropriate, the planting of additional trees should be included in new developments, particularly large-canopied species (Policy 7.21).

6.169 LPP2 Policy DMHB14 expects developments to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit. Proposals will be required to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area, which supports and enhances biodiversity and amenity. Where space for ground level planting is limited, such as high-rise buildings, the inclusion of living walls and roofs will be expected where feasible.

6.170 Planning applications for proposals that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees. Where the tree survey identifies trees of merit, tree root protection areas and an arboricultural method statement will be required to show how the trees will be protected. Where trees are to be removed, proposals for replanting of new trees on-site must be provided or include contributions to offsite provision.

Assessment

6.171 The application is supported by Arboricultural Report, prepared by WSP, which includes a survey of existing trees on site. None of the trees are subject to a Tree Preservation Order either within or adjacent to the site. A detailed survey of all arboricultural features has identified 45 trees, 2 tree groups and 1 hedge.

6.172 Trees have been categorised in accordance with British Standard BS5837:2012. There are no Category A (high quality) trees. A total of ten Category B (moderate quality) trees; 32 Category C (low quality) features; and 6 Category U (very low-quality/dead-dying) features present on site.

6.173 To enable the development of the site, it is necessary to remove two Category B (moderate); 21 Category C (low-quality); one Category C (low quality) hedge and six Category U (very-low quality) trees. LPP2 Policy DMHB14 expects developments to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit. The proposed development will not result in the loss of any Category A (high-quality trees) and has been designed to mitigate the arboricultural impacts by limiting removal of moderate quality trees to only 2. The landscaping scheme has been specifically designed to mitigate the loss through a comprehensive planting strategy which includes the provision of 69 new trees. Full details of the landscaping scheme, developed by Andy Sturgeon, is set out in the Landscape Design and Access Statement submitted as part of this application.

6.174 The landscape strategy was initially formed through the conception of three landscape well-being pillars which pose the foundation for the aspirational ideas, concepts and design principles that represent the Guild Living experience. These pillars comprise 'social', 'management, finance and events' and 'environmental', all of which are required to provide an outstanding landscaping design which fully responds to the needs of future residents, whilst helping to blend the proposed development into the local context and provide the necessary environmental benefits.

6.175 The proposed landscaping strategy comprises three main character areas. The first area is the public plaza, which is the primary open space of the proposed development as well as a destination for the residents and

the surrounding community. This space will be open to members of the public and has been designed to draw people into the site and provide an appropriate link to the town centre.

6.176 The second character area comprises the primary access and road to the south of the site, which has been designed as a boulevard with trees on both sides of the road which frame the historical Magistrates' Court building. The boulevard is a publicly accessible space which provides an appropriately high-quality entrance to the development and will contribute towards drawing people into the site from the town centre.

6.177 In addition to these publicly accessible spaces, the development also provides private landscaped spaces. To the north of the site is the third character area, comprising the Magistrate Court Gardens. This consists of a private communal garden which includes a meandering path leading residents through various spaces designed to enrich their living experience through colour, sensory and learning interactions.

6.178 In addition to the Magistrate Court Gardens, a further residents' garden is provided at podium level, which has been designed to enrich future residents' quality of life through the provision of spaces for sport and exercise alongside relaxation and socialising.

6.179 The proposed approach to landscape and trees has been designed to provide an exemplary design which responds to the local context and helps provide a transition from a residential to town centre setting. The proposed landscaping scheme will provide exemplary spaces for future residents that will genuinely enhance their quality of life and help to promote a sense of community, along with new publicly accessible open spaces designed to draw people into the site from the town centre which will benefit the wider the local community.

6.180 The proposed development will enhance the existing landscape significantly and is considered to comply with local, regional and national planning policy.

Transport

Policy Summary

6.181 At all levels within planning policy there is a strong presumption in favour of reducing the need to travel, particularly by private car, and encouraging more sustainable modes of transport.

6.182 The NPPF encourages design solutions which support reductions in greenhouse gas emissions and reduce congestion (para. 30). It also recognises that where development may generate a significant amount of movement it should be supported by a Transport Assessment and Travel Plan (paras. 32 and 36). It further seeks to guide development that generates significant amounts of movement to locations where the need to travel will be minimised and the use of sustainable transport modes can be maximised (para 34).

6.183 London Plan Policy 6.1 reflects the NPPF's strategic approach to transport by encouraging patterns and nodes of development that reduce the need to travel and improve the capacity and accessibility of public transport, walking and cycling. London Plan Policy 6.3 requires development proposals to assess the impacts on transport capacity and the transport network at both a corridor and local level.

6.184 Policy 6.9 requires developments to provide secure, integrated and convenience and accessible cycle parking facilities, and Policy 6.13 requires proposals to adhere to the maximum car parking standards set out in the London Plan's Parking Addendum (Table 6.2).

6.185 Draft London Plan Policy T6.1 states that new residential development should not exceed the maximum parking standards set out in Table 10.3. Whilst the draft London Plan does not provide specific standards for specialist older persons accommodation or care accommodation, it identifies that residential developments within areas of PTAL 5 should be car free. Disables parking should be provided for new residential development. For 3% of dwellings, at least one designated disabled parking bay per dwelling is required from the outset, and it will need to be demonstrated how an additional 7% of dwellings could be provided with one designated disabled space per dwelling for future upon request.

6.186 Draft London Plan Policy T5 sets out that appropriate levels of cycle parking should be provided that are fit for purpose, secure and well located. Developments should provide cycle parking at least in accordance with the minimum standards set out in Table 10.2. For C2 uses it suggests 1 long-stay space per 5 full time equivalent staff and 1 short-stay space per 20 bedrooms. Specialist older persons housing requires 1 long-stay space per 10 bedrooms and 1 short-stay space per 40 bedrooms. Development proposals should demonstrate how cycle parking facilities will cater for larger cycles, including adapted cycles for disabled people.

6.187 LPP2 Policy DMT1 requires proposals to meet the transport needs of the development and address its transport impacts in a sustainable manner. Developments are required to be accessible by public transport, walking and cycling, maximise safe, convenient and inclusive accessibility, provide equal access for all people, address delivery, servicing and drop off requirements and have no significant impacts or associated air quality and noise impacts on the local and wider environment.

6.188 As per NPPF and London Plan policy, development proposals will be required to undertake a satisfactory Transport Assessment and Travel Plan if they meet or exceed the appropriate thresholds. These should demonstrate how any potential impacts will be mitigated and how such measures will be implemented.

6.189 LPP2 Policy DMT2 sets out that proposals must ensure safe and efficient vehicle access to the highway network, they do not contribute to the deterioration of air quality, noise or local amenity or safety of all road users, safe, impacts on local amenity and congestion are minimised by routing through traffic by the most direct means and there are suitable mitigation measures to address any traffic impacts in terms of capacity and functions of existing and committed roads.

6.190 LPP2 Policy DMT6 sets out the car parking standards in order to facilitate sustainable development and address issues relating to congestion and amenity. The standards for residential institutions, including care homes, include 1 space per 3 staff and 1 space per 4 dwellings. Policy recognises that the Council may agree to vary requirements where it is demonstrated that parking provision would not lead to a deleterious impact on street parking, congestion or amenity.

6.191 All car parking spaces provided for new development will be required to contain conveniently located reserved spaces for wheelchair users and those with restricted mobility in accordance with the Council's Accessible Hillingdon SPD.

Assessment

Impacts on Highways Network

6.192 A Transport Assessment has been prepared by Pell Frischmann in support of this planning application. The development proposes to introduce a one-way access road to the south of the site connecting to Warwick

Place. The strategy proposes to utilise the existing access point to the site from Harefield Road, and existing egress from Warwick Place/Harefield Road. This arrangement has been discussed with and is supported by LBH Highways.

6.193 The Transport Assessment identifies that the net trip generation shows a reduction in vehicle and active travel trips compared to the existing situation. This comprises both a reduction in vehicular traffic and a reduction in heavy goods traffic to the site. The net trip generation of the proposed development shows that there is forecast to be a small increase in traffic generation in the AM peak, but this is not considered significant enough to warrant highway capacity assessments; and a reduction in trips and vehicles in both the PM peak and across the day as a whole. The proposed development is therefore not anticipated to have a detrimental impact on the local highway network in terms of congestion or road safety.

6.194 Any potential impacts in relation to the proposed nursery, it is expected that staff trips will be using either public transport or walking / cycling as they will be relatively short local journeys and people commuting within the Borough rather than into Central London or outside of the M25. The nursery on the site will be operated by a nursery provider and will be run as a typical nursery accepting admissions from the general public. Parents are expected to reside in the local area, and the location of the nursery in proximity to Uxbridge Underground station has the potential to attract parents who want to drop their children off at nursery on the way to work.

6.195 Unlike the nursery, the restaurant/café is designed to be of use primarily by the residents in the development, although they will be open to members of the general public. Due to this, as set out in the Transport Assessment, the vast majority of trips to the ancillary uses will likely be made from residents of the site. Staff are expected to have similar travel behaviour to the nursery staff and will likely live in Uxbridge or the surrounding area. Therefore, the trips are likely to be local and either by public transport / walking or cycling.

6.196 The proposed development includes two junction improvements: the junction of the site access road and Harefield Road, and the junction of Warwick Place and Harefield Road. The site access from Harefield Road will be narrowed with improved dropped kerbs and tactile paving. The junction at Warwick Place and Harefield Road will also be improved with improved with dropped kerbs and tactile paving. These junction improvements will appropriately facilitate access whilst improving the pedestrian experience along Harefield Road. The Transport Assessment demonstrates that there would not be a detrimental impact on the highway and therefore the proposed development accords with policy at all levels.

6.197 A Travel Plan has been prepared by Pell Frischmann and submitted as part of this planning application. The purpose of the Travel Plan is to put in place the management tools necessary to enable future residents, visitors and employees of the proposed development to make more informed decisions about their travel choices, which therefore minimise the adverse impacts of their travel on the environment and local highway networks. This is achieved by setting out a strategy for eliminating the barriers keeping visitors and employees from accessing the site using sustainable transport.

6.198 The Travel Plan provides key information relating to development proposals and specific and targeted mitigation measures for the development. Following the occupation of the development, it will be the responsibility of the site's Travel Plan Coordinator (TPC) to implement the Travel Plan which will be secured by condition and ensure that the development promotes sustainable transport modes in perpetuity. The inclusion of a Travel Plan that sets out appropriate mitigation measures accords with policy at all levels.

Delivery and Servicing

6.199 A Delivery and Servicing Plan (DSP) has been prepared by Pell Frischmann to accompany the planning application. The purpose of the DSP is to ensure that the operational efficiency of buildings is increased by reducing delivery and servicing impacts to premises, specifically in relation to ensuring that goods and delivery vehicles spend the least amount of time on the highway as possible and do not cause an obstruction to other highway users.

6.200 All deliveries, servicing and refuse collection will take place on-site, minimising the impact on local residents, businesses and neighbouring sites. No servicing will take place on-street. The provision of servicing bays have been incorporated into the internal road layout. The porte cochère (covered entrance) will accommodate smaller deliveries, whilst the larger loading bay to the east will accommodate both larger deliveries and refuse vehicles. It has been demonstrated that the proposed design can adequately accommodate deliveries and servicing that would not lead to a detrimental impact on the highway and therefore accords with policy at all levels.

Car and Cycle Parking

6.201 It is intended that the majority of future occupants of the Guild Living Residences will be downsizing from larger dwellings, who may not be a closely located to the town centre and therefore will currently be reliant on, and accustomed to, having access to a car. It is fundamental that future residents are able to retain their independence. The site has been selected because it is located in area with good accessibility to other modes which provides the opportunity for residents and their visitors to avoid car usage if they wish.

6.202 Whilst the site is located within the town centre and within close walking distance to many shops, services and facilities, appropriate car parking provision is required to enable journeys that cannot be made without a car. Notwithstanding this, as personal needs and behaviours change, future residents are less likely to use a car in the future. As a result, it is proposed to provide residents' car parking at a ratio of approximately 1 space per 2.01 dwellings (0.49 spaces per GLR), or 1 per 2.43 dwellings (0.41 spaces per unit) for all dwellings.

6.203 The nature of the proposed development means a higher proportion of disabled parking spaces would be required. It is proposed that all 80 spaces are accessible for disabled residents. This is facilitated through a valet service for all residents with a parking space. The parking arrangement is provided at ground level under the podium in a double-banked stacker arrangement to optimise this space and limit the amount of space required for car parking. Residents will drop their cars to either the porte cochère or one of the 5 dedicated temporary valet spaces and provide their keys to the valet who will be responsible for parking their car. The same arrangement will be provided for collecting cars when residents with to access their car.

6.204 For the nursery, three drop-off spaces (1 dedicated/2 flexible) will be provided for parents/carers to use whilst they are escorting their children inside the building. Staff parking will be shared between all the land uses and there will be two disabled bays provided on the west side of the access road. There will also be five visitor parking spaces on the southwest side of the access road, all of which are accessible bays. It is also proposed to provide a resident shuttle bus, to further enhance the sustainability of the scheme and enable residents to retain their independence.

6.205 Cycle parking will be provided in accordance with the standards set out in the Draft London Plan, providing 23 long-stay spaces and 38 short stay spaces, totalling 52 cycle parking spaces. A total of 20 cycle parking spaces are provided on 10 double stackers inside the building in excess of the minimum standards. The short stay spaces will be provided within the public realm and off the public highway for convenience of use by short stay users of the proposed development. There are also four mobility scooter parking spaces.

Energy

Policy Summary

6.206 Paragraphs 93 to 97 of the NPPF underpin the Government's priority in delivering sustainable development. In line with the NPPF, development proposals are expected to comply with local requirements and should take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption and to increase the use and supply of renewable and low carbon energy.

6.207 London Plan Policy 5.2 states that development proposals should make the fullest contribution to minimising carbon dioxide (CO2) emissions in accordance with the following energy hierarchy:

- Be Lean: use less energy;
- Be Clean: supply energy efficiency; and
- Be Green: use renewable energy.

6.208 From 2016, the London Plan requires major developments to be zero carbon (Policy 5.2) in terms of the improvement on 2010 Building Regulations.

6.209 Other policies in the London Plan seek sustainable design and construction (Policy 5.3), require evaluation of the feasibility of decentralised energy (Policy 5.6), reduction in emissions through the use of onsite renewable energy (Policy 5.7) and promote innovative energy technologies (Policy 5.8). Policy 5.9 requires developments to minimise overheating through consideration of the cooling hierarchy.

6.210 Similarly, Draft London Plan Policy SI2 seeks to ensure major development is net zero-carbon by reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand in accordance with the following energy hierarchy:

1. Be lean: use less energy and manage demand during operation;
2. Be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly;
3. Be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site;
4. Be seen: monitor, verify and report on energy performance.

6.211 Major development proposals should include a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy.

6.212 A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development. Residential development should achieve 10 per cent, and non-residential development should achieve 15 per cent through energy efficiency measures. Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided, either through a cash in lieu contribution to the Borough's carbon offset fund or off-site.

6.213 At a local level, Local Plan Part 1 Policy EM1 seeks to ensure that climate change mitigation is addressed at every stage of the development process. Some of the measures include:

- Prioritising higher density development in urban and town centres that are well served by sustainable forms of transport; and
- Giving preference to development of previously developed land to avoid the loss of further green areas.

Assessment

6.214 An Energy Strategy has been prepared by chapman bsp in support of this planning application. London Plan Policy 5.2 and draft London Plan Policy SI2 set out an energy hierarchy that developments must follow with the objective to minimising carbon dioxide emissions i.e. being 'lean, clean, and green'.

'Be Lean'

6.215 The design approach targets demand reduction measures first, giving priority to the optimisation of building fabric to reduce the need for heating, cooling, and artificial lighting. The objective is to have buildings as energy-efficient (i.e. 'lean') as possible without relying on overly complicated systems or technologies to deliver low carbon performance.

6.216 Accordingly, the following passive design features are proposed:

- High levels of envelope insulation to prevent heat loss;
- Airtight construction to prevent heat loss;
- Thermal bridges between building elements minimised to prevent heat loss;
- Optimised glazing-to-solid ratios to minimise heat loss and overheating risk and cooling whilst maximising daylight.
- Highly efficient double glazing throughout with low-emissivity coatings to minimise heat loss and also prevent excessive solar gains.

'Be Clean'

6.217 In the first instance, the potential to join a district energy network was explored. However, this was discounted following discussions with LBH officers. Notwithstanding this, reasonable space has been allowed for to enable a future connection if this becomes a possibility.

6.218 The proposed strategy then comprises the use of Air Source Heat Pumps, which have become the preferred option compared to traditional technologies such as boilers or combined heat and power (CHP) as the National Grid has become cleaner and its 'carbon intensity' significantly reduced. Therefore, the proposed all-electric development can provide greater carbon savings than traditional systems providing heat.

'Be Green'

6.219 This step in the energy hierarchy requires the generation of energy by renewable energy technologies. Photovoltaic panels (PVs) convert sunlight into usable electricity. The proposed development includes the provision of 200 PVs across multiple roofs for the domestic areas to maximise the development's renewable energy generation capability.

'Be Seen'

6.220 To truly achieve net zero-carbon buildings, a better understanding of their actual operational energy performance is required. Although Part L calculations give an indication of the theoretical performance of buildings, it is well established that there is a 'performance gap' between design theory and measured reality. The London Plan has introduced the 'Be Seen' framework as an attempt to bridge this gap. Following approval, the applicant will therefore provide estimates of a series of performance indicators provided by the Mayor to monitor, verify and report on energy performance.

6.221 In summary, the proposed energy strategy demonstrates how the design team has followed the energy hierarchy to provide a building that is from the outset as 'lean' as possible without relying on overly complicated systems or technologies to deliver low carbon performance. This includes meeting the requirement to provide 10% and 15% reduction in regulated carbon emissions through energy efficiency measures (Be Lean) for the domestic and non-domestic areas of the proposed development. Overall, the proposed development achieves a 69% reduction in regulated carbon emissions over Part L 2013 using SAP 10.0 carbon factors with the slight shortfall to be made up through a cash in lieu contribution to the LBH's carbon offset fund.

Noise

Policy Summary

6.222 The NPPF (para 180) states that development should mitigate and reduce to a minimum potential adverse impacts resulting from noise.

6.223 London Plan Policy 7.15 states that development proposals should seek to avoid significant adverse noise impacts on health and quality of life, and mitigate and minimise the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development without placing unreasonable restrictions on development. The policy also states that proposals should improve and enhance the acoustic environment and promote appropriate soundscapes.

6.224 Draft London Plan Policies D12 and D13 reiterate that developments should consider how to moderate their noise impacts during construction and use once operational.

6.225 LPP2 Policy EM8 sets out that the Council will seek to ensure that noise sensitive development and noise generating development are only permitted if noise impacts can be adequately controlled and mitigated.

Assessment

6.226 A Noise Assessment has been prepared by RBA Acoustics and submitted as part of this application. The report provides a robust assessment of the acoustic elements of the proposed development, including: baseline noise surveys; external noise ingress; acoustic ventilation and overheating; and, plant noise.

6.227 Based on the data from the noise surveys, noise levels have been predicted at the facades of the proposed building and these predictions have been used in the assessment of the glazing & ventilation scheme requirements to ensure suitable internal noise levels are achieved at the proposed development with reference to BS 8233 and WHO.

6.228 A plant noise assessment has been undertaken to establish plant noise criteria in line with the anticipated LBH requirements, as well as assessment of proposed items of plant. Where specific units have not yet been proposed, RBA Acoustics has provided plant noise limits to be met, which would result in compliant cumulative plant noise levels capable of achieving the target criteria at the nearest noise sensitive receptors which comprise neighbouring residential units.

6.229 The report has demonstrated that a suitable noise environment can be achieved for the proposed development where the proposed acoustic specification and mitigations measures are adhered to. It is proposed that such measures can be secured by way of planning condition and that the proposed development is there for complaint with local, regional and national planning policy.

Air Quality and Dust

Policy Summary

6.230 The NPPF seeks to prevent new and existing development being adversely affect by unacceptable levels of air pollution (Para 180).

6.231 The London Plan and the Mayor's Air Quality Strategy (2010) seek to minimise the emissions of key pollutants and to reduce concentrations to levels at which no, or minimal, effects on human health are likely to occur. Policy 7.14 of the London Plan promotes an 'air quality neutral' approach, where developments will not contribute to further deterioration of air quality.

6.232 Draft London Plan Policy SI1 states that proposals should not lead to further deterioration of existing poor air quality or create unacceptable risk of high levels of exposure to poor air quality. Proposals must be at least Air Quality Neutral, be submitted with an Air Quality Assessment and use design solutions to prevent or minimise increased exposure to existing air pollution.

6.233 LPP1 Policies SO11 and EM1 also seek to reduce a development's impact on local air quality by incorporating low carbon strategies.

6.234 LPP2 Policy DMEI 1 states that Major development in Air Quality Management Areas must provide onsite provision of living roofs and/or walls. A suitable offsite contribution may be required where onsite provision is

not appropriate. LPP2 policy DMEI 14 requires that Development proposals should, as a minimum: i) be at least 'air quality neutral'; ii) include sufficient mitigation to ensure there is no unacceptable risk from air pollution to sensitive receptors, both existing and new; and iii) actively contribute towards the improvement of air quality, especially within the Air Quality Management Area".

Assessment

6.235 The proposed development has been assessed in terms of the changes in vehicle trip generation that will result from the proposed development, and the potential impacts on air quality of existing and future residents. The main air pollutants of concern related to road traffic emissions are nitrogen dioxide (NO2) and fine particulate matter (PM10 and PM2.5). In addition, the proposed development includes provision of a diesel emergency generator. This is required to provide backup power during outages for the care floor and firefighting lifts, however, it has been assessed in terms of potential air quality impacts in any event to ensure that any emissions during maintenance and testing are acceptable. The main air pollutants of concern related to the generator are nitrogen dioxide and fine particulate matter (PM10).

6.236 The proposed development will lead to a net decrease in overall traffic movements, and there will thus be no adverse impacts at existing receptors associated with development-generated traffic, with impacts expected to be negligible or beneficial as a result. The proposed development will, however, include emergency plant (diesel generator), and the impacts that plant emissions could have on air quality for existing and proposed receptors have been appropriately assessed. The assessment demonstrates that the impacts at existing receptors would be negligible. In addition, based on the testing regime for the generator, it has been demonstrated that plant emissions would not lead to any exceedances of the air quality objectives within the proposed development. Overall, emissions from the proposed emergency plant will have an insignificant effect on air quality.

6.237 The proposed development has also been assessed against the requirement, set out in London Plan policy 7.14, to provide development that is at least air quality neutral. It has been demonstrated that the proposed development is better than air quality neutral in terms of building and transport emissions as required by London Plan policy 7.14.

6.238 The GLA has also released Supplementary Planning Guidance on the Control of Dust and Emissions from Construction and Demolition (GLA, 2014b) and a construction dust assessment has been carried out which outlines mitigation measures that will need to be applied. The proposed development has been identified as a Medium Risk site during demolition, earthworks, construction and trackout. The GLA's SPG on The Control of Dust and Emissions During Construction and Demolition (GLA, 2014b) describes measures that should be employed, as appropriate, to reduce the impacts, along with guidance on what monitoring should be undertaken during the construction phase. The mitigation measures will be secured by way of condition in a dust management plan (DMP) or Construction Environmental Management Plan.

Microclimate

Policy Summary

6.239 London Plan Policy 7.6 states that structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings.

6.240 Draft London Plan Policy D8 seeks to ensure that considerations are given to the local microclimate created by buildings. It seeks to ensure that appropriate shade, shelter, seating and, where possible, areas of direct sunlight are provided, with other microclimatic considerations, including temperature and wind, taken into account in order to encourage people to spend time in a place.

6.241 LPP2 Policy DMHB10 sets out that buildings should not adversely impact on the microclimate (i.e. wind conditions and natural light) of the site and that of surrounding areas, with particular focus on maintaining useable and suitable comfort levels in public spaces.

Assessment

6.242 A Wind Microclimate Assessment, prepared by WSP accompanies this planning application.

6.243 The effect buildings have on the wind environment at pedestrian level, and the anticipation of the likely wind conditions resulting from the proposed developments are important considerations in the context of pedestrian comfort and the safe use of the public realm. While it is not always practical to design out all the risks associated with the wind environment, it is possible to provide local mitigation to mitigate risk or discomfort where required which is the purpose of the report.

6.244 The wind environment of the site as well as its immediate surroundings, will remain safe and suitable for the existing and intended uses. Some localised areas of increased windiness can be expected, these are likely to be minor, but can be mitigated by the proposed landscaping scheme and porous screens. These measures will be secured by way of planning condition and will ensure that the proposed development does not adversely impact on the microclimate as required by planning policy.

Daylight and Sunlight

Policy Summary

6.245 London Plan Policy D6 advises that the design of development should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst avoiding overheating, minimising overshadowing and maximising the usability of outside amenity space.

6.246 Draft London Plan Policy D6 states that the design of development should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst minimising overshadowing.

6.247 LPP2 Policy DMHB11 states that proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

Assessment

6.248 A Daylight, Sunlight and Overshadowing Report has been prepared by Avison Young in support of this planning application.

6.249 Avison Young has been instructed from an early stage to ensure that the proposed development is design with best practice daylight and sunlight design in mind. Within the report, Avison Young has considered the potential effect on the daylight/sunlight amenity within existing neighbouring residential properties; the provision of daylight/sunlight amenity within the proposed accommodation; and potential levels of overshadowing to existing neighbouring amenity space and proposed amenity space within the scheme. These assessments have been undertaken in accordance with the BRE Guidelines.

6.250 In its introduction the BRE Guidelines note that its recommendations are not mandatory. Whilst it provides numerical guidance, these are purely advisory and need to be considered pragmatically against the existing context. The appropriateness of the proposed development should also be considered against key planning policy documents which seek to encourage efficient use of land and increased density in urban locations. Such policy aims to ensure that daylight and sunlight matters are not limited to an overly simplistic technical exercise against the default BRE Guideline recommendations without due regard for the current and future physical and planning context. Moreover, the Housing SPG (2016) states that an appropriate degree of flexibility needs to be applied when using the BRE Guidelines to assess the daylight and sunlight to neighbouring buildings and within new developments themselves.

6.251 The daylight and sunlight analysis confirms that the overwhelming majority of windows (95% for daylight, 99%/96% for sunlight) and rooms (91% for daylight) within the neighbouring buildings will satisfy the BRE's initial default values. For the minority that do not meet the guidance, these are either minor deviations and the retained VSC levels will be acceptable, or they are a consequence of inherent design constraints e.g. very close proximity to the site or windows located below street level; uncharacteristically low levels of existing obstruction directly opposite; deep single aspect rooms and projections, blinkering the daylight potential and exaggerating the sensitivity. All of which the BRE recognises exaggerates the sensitivity of the associated windows/rooms. Overall, the proposed development is considered to perform well in terms of the potential effect on daylight and sunlight amenity to the key surrounding properties.

6.252 The proposed development also performs very well in relation to the provision of internal daylight and sunlight amenity. All (100%) of the proposed rooms tested will exceed the minimum ADF daylight targets for the applied use, with many well in excess of the suggested BRE levels. In addition, 81% of rooms will achieve the BRE recommended level of NSL, with 96% achieving a view of the sky dome at desktop height to 50%+ of their areas. For sunlight, the adherence levels are also high: 92% achieve the recommended level of annual sunlight, with 86% for the winter period; both respectively rising to 98% and 94% when factoring in multiglazed rooms. This illustrates that the proposed development overall provides excellent levels of daylight and sunlight amenity for future occupants, demonstrating an exceptionally high standard of design.

6.253 For overshadowing, the assessment also shows that sunlight received will satisfy the BRE guidance both in terms of existing surrounding amenity space and the provision of new amenity areas within the scheme.

6.254 In consideration of the above, it is considered that the proposed development is acceptable in terms of daylight, sunlight, and overshadowing, despite a small number of isolated transgressions, which are not uncommon when increasing development levels on a site of this nature located within a town centre. Therefore, the in daylight/sunlight/overshadowing terms proposed development accords with policy at all levels.

Biodiversity and Ecology

Policy Summary

6.255 The NPPF states the commitment of the UK Government to minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity. It specifies the obligations that the Local Authorities and the UK Government have regarding statutory designated sites and protected species under UK and international legislation and how this is to be delivered in the planning system.

6.256 London Plan Policy 7.19 states that indirect impacts of development (e.g. noise, shading, lighting etc.) need to be considered alongside direct impacts (e.g. habitat loss). New development should improve existing, create new habitats or use design (green roofs, living walls) to enhance biodiversity and provide for its on-going management.

6.257 Draft London Plan Policy G6 states that development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain.

6.258 LPP2 Policy DMEI7 states that the design and layout of new development should retain and enhance any existing features of biodiversity value within the site. Where loss of a significant existing feature of biodiversity is unavoidable, replacement features of equivalent biodiversity value should be provided on-site. Where development is constrained and cannot provide high quality biodiversity enhancements on-site, then appropriate contributions will be sought to deliver off-site improvements through a legal agreement. Furthermore, should development be proposed on or near the vicinity of a site considered to have features of ecological value, applicants must submit an appropriate surveys and assessments to demonstrate that the proposed development will not have unacceptable effects.

Assessment

6.259 A Preliminary Ecological Appraisal (PEA), prepared by WSP accompanies this application. This includes a Phase 1 habitat survey and preliminary bat roost assessment which were undertaken at the site in June 2020. No protected species were observed on site, but it is recognised that the site has potential to support breeding birds.

6.260 The following measures are known to be required on the basis of information presented in this PEA, in order to avoid, mitigate and compensate for potential adverse effects on features of nature conservation interest:

- Habitats –measures suggested in the Arboriculture Report (WSP, 2020) should be followed to avoid loss of existing trees where possible. The new design will include 3 communal gardens, with new tree planting, and these should be designed to benefit nature conservation where possible for example including native trees, deadwood, and the installation of structures to promote wildlife (bird and bat boxes, insect hotels, loggeries);
- Bats - lighting during both construction and operational phases should be designed to avoid light spillage onto the nearby buildings and habitats which have potential to support foraging and roosting bats.
- Birds- measures should be adopted to protect nesting birds during site clearance.

- Non-native invasive species – measures should be implemented to avoid spreading these species into the wild during site clearance.

6.261 It is proposed that these measures are secured by way of planning condition to ensure that the proposed development protects existing habitats and enhances creates new habitats as required by planning policy.

Ground *Investigations*

Policy Summary

6.262 The London Plan states that appropriate measures should be taken to ensure that development on previously contaminated land does not activate or spread contamination (Policy 5.21). Paragraph 2.1.8 of the draft London Plan advises that in order to make the best use of land, enable the development of brownfield sites, and contribute to creating a healthy city it is important that development proposals appropriately deal with contamination so land can be safely used.

6.263 At the local Level, LPP2 Policy DMEI12 expects proposals on potentially contaminated sites to be accompanied by at least an initial study of likely contaminants. Planning permission will be supported where it can be demonstrated that contamination issues have been adequately assessed and the site can be safely remediated. Where initial studies reveal potentially harmful levels of contamination, full intrusive ground investigations and remediation proposals will be expected prior to any approvals.

Assessment

6.264 A Ground Investigation Report, prepared by Tier Environmental accompanies this planning application. The purpose of the investigation is to determine both shallow and deep ground conditions on Site in order to obtain samples for laboratory analysis and to aid with final foundation design.

6.265 The results of the survey have identified that the Made Ground Soils are generally uncontaminated, however, there has been some potential asbestos fibres identified. Made Ground soils at the site are to be removed or covered and will therefore not be exposed to the end users of the Site, which effectively removes the identified pollutant linkage to the end users. Where areas of soft landscaping are to be implemented, a minimum 600mm of clean cover, with a protective geotextile will be required in order to break the aforementioned pollutant linkage.

6.266 It is proposed that further site investigation should be conducted after demolition of the existing structure on site to determine shallow ground conditions and to obtain samples for laboratory analysis, which will be secured by way of planning condition.

Flood Risk and Drainage

Policy Summary

6.267 The NPPF requires a Flood Risk Assessment (FRA) to be submitted with planning applications for all development sites over one hectare in area and development sites of any size within Flood Zones 2 and 3. The FRA should determine the risks of flooding at the site from all sources including rivers, the sea, sewers and groundwater.

6.268 London Plan Policy 5.12 seeks to minimise flood risk issues in a sustainable way. Draft London Plan Policy SI12 sets out that proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. This should include making space for water and aiming for development to be set back from water courses.

6.269 Draft London Plan SI13 sets out that proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible. There should be a preference for green over grey features and developments should follow the drainage hierarchy.

6.270 LPP1 Policy EM1 requires development to be located and designed in a way that minimises the probability and impacts of flooding. Similarly, LPP1 Policy EM6 states that development will be directed towards sites in Flood Zone 1. The Council will also require all development across the borough to use sustainable urban drainage systems (SUDS) unless demonstrated that it is not viable.

Assessment

6.271 A Flood Risk Assessment and a Drainage Strategy have been prepared by Tier Environmental in support of this planning application.

6.272 In terms of flood risk, the site is not at risk of flooding from a major source (e.g. fluvial and/or tidal). The site has a 'low probability' of fluvial flooding as the site is located within Flood Zone 1 with less than a 1 in 1000 annual probability of river/tidal flooding in any year (<0.1%).

6.273 The proposed development is classified as 'more vulnerable', 'more vulnerable' uses are appropriate within Flood Zone 1 after the completion of a satisfactory FRA. The flood risk at the site, will be further managed and mitigated by using a number of risk management techniques, and mitigation strategies to manage and reduce the overall flood risk at the site.

6.274 In terms of drainage, as encouraged by policy the proposed development will achieve greenfield run off rates. This means that the proposed development will achieve the run-off rate that would occur from the site in its undeveloped and therefore undisturbed state, which in this case is 1.50 litres per second.

6.275 The drainage strategy has been prepared with regard to the drainage hierarchy set out in draft London Plan Policy SI13. The first stage of the hierarchy is to look at the potential for rainwater use as a resource. Accordingly, rainwater harvesting is proposed as part of the development with a storage tank with capacity for 4,000 litres currently incorporated into the design. In addition to this, it is proposed to utilise a sedum roof is to the low-level roof of Building A and a wildflower roof is proposed to the low level roof of Building B.

6.276 The next stage of the hierarchy is to review the potential for rainwater infiltration to ground at or close to source. It is proposed to use permeable paving to allow rainwater to discharge direct to ground, due to the low infiltration rates of the underlying ground.

6.277 Following this, there is no scope to attenuate rainwater in ponds or open water features, however, surface water storage will be provided via a combination of underground cellular storage and permeable paving build-up, prior to discharge at a controlled rate into adjacent surface water sewers. The proposed drainage strategy follows the drainage hierarchy, incorporating drainage features from the top down and will achieve greenfield run off rates. It is therefore considered to comply with local, regional and national planning policy.

7. Planning Obligations and Community Infrastructure Levy (CIL)

Draft Heads of Terms

7.1 The Applicant intends to enter into a legal agreement with the Local Planning Authority (LPA) under Section 106 of the Town and Country Planning Act 1990 to secure the required planning obligations. The purpose of this section is to set out the terms of the proposed obligations which follow pre-application discussions with officers.

7.2 As per the guidance set out in the Council's Planning Obligations SPD (2014) the proposed Section 106 obligations are as follows:

- Junction Improvements;
- Affordable Housing contribution in lieu of on-site provision;
- Carbon off-set Payment of £103,680;
- Construction/Employment Strategy;
- Public Realm Contributions;
- Contribution towards security measures on land adjacent to the site;
- Travel Plan;
- Parking Permit free development for all future residents; and
- Project Management and Monitoring Fee.

Community Infrastructure Levy (CIL)

7.3 The Community Infrastructure Levy (CIL) applies to 'chargeable development'. This is defined as development of one or more additional units or development seeking an increase to existing floor space greater than 100 sqm. A CIL Questions form (form 1) has been completed and accompany this planning application.

London Borough of Hillingdon CIL

7.4 LBH adopted its CIL Charging Schedule on 10th July 2014 and the relevant charging rates are set out in the table below.

Use Type	CIL Rate (per m2)
Large format retail development (A1) greater than 1,000 sq. m, outside of designated town centres	£215

Offices (B1)	£35
Hotels (C1)	£40
Residential Dwelling Houses (C3)	£95
Industrial (B8)	£5
All other uses	£0
*Retail uses within designated centres: £0 per m2	

7.5 On the basis of the proposed development comprising C2 Use Class (care home), A3/E Use Class (café) and D1/E Use Class (nursery) uses this would fall into the 'All other uses' category where a nil charge applies.

Mayoral CIL 2 (MCIL2)

7.6 Mayoral CIL 2 (MCIL2) will also apply to any proposed development, with the MCIL2 charging rates LBH set at £60 per m2.

8. Summary and Conclusions

8.1 This Planning Statement has been prepared by Avison Young and is submitted in support of a full planning application for the comprehensive redevelopment of the site to provide residential care accommodation, a café and a nursery at Land off Harefield Road (Units 1 and 2), Uxbridge, UB8 1JS. This statement assesses the proposed development against national and local planning policy and summarises the key planning considerations that arise within this context.

8.2 The proposed development gives rise to a comprehensive package of planning benefits which are summarised as follows:

- Efficient use of a highly accessible, brownfield site;
- The provision of specialist older persons' housing and care accommodation to meet an identified need which is currently undersupplied in LBH;
- The provision of high-quality specialist older persons' housing and care accommodation, which is designed to enable older people to retain their independence and experience a better quality of life through the comprehensive package of care, educational and social services offered as part of the development;
- The Hillingdon First action plan, prepared by Guild Living, which will ensure that the proposed GLR units are made available to Hillingdon residents in the first instance;
- The potential to ease pressure on local health services, with residents 80% less likely to enter hospital than their counterparts living at home, by providing a level of care within the development that will meet the needs of future residents;
- The potential to free up existing housing stock in Hillingdon by enabling older people to downsize from family homes into the proposed development;
- The redevelopment of an underutilised low-density edge of centre retail site to provide an appropriate transitional development, both in use and design, between the residential context to the north and the town centre;
- The provision of affordable housing to meet the identified need in Hillingdon, by way of a payment in lieu which represents the maximum reasonable provision;
- The generation of employment opportunities for local people, both within the residential element of the development and the proposed ancillary facilities, including the nursery, café/restaurant and wellness centre;
- A reduction in overall vehicle trips compared to the existing use, which will ease pressure on the local highway network;
- The provision of a comprehensive landscaping strategy, including the introduction of 69 high-quality new trees and the creation of a public plaza that will act as a magnet drawing people into the site from the town centre;
- The enhancement of the vitality of town centre through the provision of a mixed-use development, with active frontages and a range of complementary facilities that are open to the public; and

- The provision of Community Infrastructure Levy receipts that will help the Council fund the infrastructure, facilities and services - such as schools or transport improvements - needed to support new homes and businesses.

8.3 Overall, the proposed development is the result of an extensive design process and accords with the design principles set out in national, regional and local policy guidance.

8.4 From an environmental perspective, the potential impacts of the development have been thoroughly assessed and conclude that there are no environmental or technical constraints that would prevent the development coming forward. This planning application demonstrates that the proposed development complies with all relevant planning policy and is therefore acceptable in planning terms.

8.5 The proposed development, as discussed and appraised in the Planning Statement, is substantially in accordance with the relevant Development Plan taking account of the material planning considerations. This sustainable development should therefore be approved without delay.

Appendix I

Site Location Plan

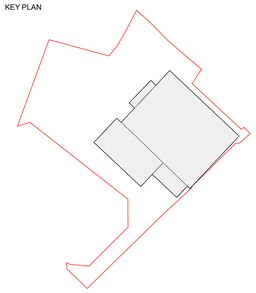
ISO A1 594mm x 841mm



SITE LOCATION PLAN

1 : 1250

KEY PLAN



NOTES

1. ALL DIMENSIONS IN MILLIMETERS (mm) AND LEVELS IN METERS (m) ABOVE NATIONAL DATUM.
2. DRAWINGS CAN BE SCALED FOR PLANNING PURPOSES ONLY.
3. THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ARCHITECTUAL DRAWINGS AND SPECIFICATIONS AS WELL AS ALL RELEVANT INFORMATION FROM THE STRUCTURAL, MEP AND CIVIL ENGINEERS.
4. THIS DRAWING HAS BEEN PREPARED IN ACCORDANCE WITH THE SCOPE OF APPONTMENT WITH THE CLIENT AND IS SUBJECT TO THE TERMS OF THAT APPOINTMENT AND SHOULD ONLY BE USED FOR THE PURPOSE FOR WHICH IT IS INTENDED.

SITE BOUNDARY

Scale 1 : 1250

0m 12.5 25 62.5 m

REV.	DATE	DESCRIPTION	BY
P1	04/09/2020	ISSUED FOR PLANNING	JL

marchese partners

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CLIENT
GUILD LIVING

PROJECT
GUILD LIVING @ UXBRIDGE
LAND OFF HAREFIELD ROAD (UNITS 1 AND 2)
UXBRIDGE | UB8 1JS

STAGE
FOR PLANNING

DRAWING TITLE
SITE LOCATION PLAN

DISCIPLINE			SCALE @ A1
ARCHITECTURE			As indicated
DRAWN	DESIGNED	CHECKED	APPROVED
MP	AK	JL	SD
PURPOSE OF ISSUE			STATUS
ISSUED FOR PLANNING			P1

DRAWING No	REV
UXB001-MPI-XX-XX-DR-A-010001	P1

DATE: 07/09/2020 08:52:17
FILE LOCATION: BIM 360://20044 - Uxbridge/UXB001-MPI-ZZ-ZZ-M3-A-000001.rvt

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