

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

Case Officer: **Christopher Lamb**

5319/APP/2025/3066

Date Application Valid:	05.12.25	Statutory / Agreed Determination Deadline:	16.10.26
Application Type:	Full	Ward:	Northwood

Applicant: **Mr D Shah**

Site Address: **5 Kewferry Road
Northwood
Hillingdon
HA6 2NS**

Proposal: **Change of use from dwelling (Use Class C3) to residential care home (Use Class C2)**

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

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



Summary of Recommendation:

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

1 Executive Summary

- 1.1 This application at no. 5 Kewferry Road, Northwood, seeks full planning permission for the change of use of the existing dwelling (Use Class C3) to a residential care home (Use Class C2) for up to four children / young persons between the ages of 10 and 17 years old.
- 1.2 A signed petition has been received from the public with a total of 74 valid signatures, and as such this application has been called to Committee for determination. Concerns raised in the petition relate to the location and highways impacts, namely inadequate on-site parking. These matters have been considered within the assessment section of the report below.
- 1.3 The proposed development would result in the loss of a C3 Use Class dwelling. However, a residential care home also serves as a form of residential accommodation for a specific section of the community. Furthermore, the proposed development would aid in meeting an identified need for C2 Use Class accommodation in the Borough and London as a whole. This has been demonstrated through the evidence provided by the applicant, as well as statements published nationally and by the Council. This is a significant planning consideration which weighs in favour of the development.
- 1.4 The application is considered to be acceptable in principle whilst, with no external changes proposed (save from a modest expansion of the existing front hardstanding), the property would continue to resemble a residential dwelling from the street scene, integrating with the local residential character.
- 1.5 A maximum of four children would be accommodated within the care home, to be secured by a condition. The overall scale of the proposal is modest, comprising a small residential care home that would be domestic in appearance, rather than a larger commercial care home facility. A recommended condition on the level of staff at the property at any given time (maximum four staff, including a registered manager) would ensure it remains similar in scale to a residential property rather than an over-intensified commercial care home.
- 1.6 The proposed parking and access arrangements have been reviewed by the Council's Highways Officer, having regard to the scale of the proposed use, the site's location and the parking restrictions on surrounding roads. The Highways Officer raises no objection and considers that the proposal would not materially increase congestion or parking pressure or give rise to unacceptable highway or pedestrian safety impacts.

- 1.7 It is considered that the proposal would provide an appropriate living environment for future occupiers and would not unduly impact upon the residential amenity of neighbouring occupants. Sufficient internal space would be provided for both staff and prospective occupants of the proposed home.
- 1.8 A Management Plan, Noise Management Plan and Good Neighbour Policy have also been submitted with the proposal, demonstrating how the use would integrate within the local community without causing any significant harm to the wider neighbourhood in terms of comings and goings, noise and disturbance or anti-social behaviour. Given the modest size of the proposal (maximum of 4no. children and 4no. total staff), as well as the accompanying documentation, it is considered that the proposal would not cause any significant impact on the amenity of neighbouring residents or the wider community.
- 1.9 With consideration to the scale of the proposal, proposed mitigation measures and recommended conditions, it is not considered that the proposal would cause harm to the local character of the area, impact the wider community or neighbouring amenity. It must however be noted that the Applicant would still require permission from Ofsted to run a care home from the property. This would include a vigorous assessment of the property and applicant suitability, including safeguarding measures to protect children. This assessment however would be outside the realms of the planning assessment.
- 1.10 Taking all relevant matters into account and giving due regard to local residents' objections (including the petition against the application), it is concluded that the proposal complies with the overarching aims of the Development Plan and no material considerations indicate that a contrary decision should be taken. The planning application is therefore recommended for approval subject to the conditions set out in Appendix 1.

2 The Site and Locality

- 2.1 No. 5 is a two-storey residential property with accommodation within the roof, located on the western side of Kewferry Road, Northwood. The property is of brick construction with render at first floor level, and is characterised by a hipped tile roof, front, rear and side dormers, two storey front gable projection, and single storey lean-to side projection. The property benefits from off street parking to the front, in addition to front and rear gardens.
- 2.2 The property lies within a residential area, predominantly characterised by detached, two storey dwellings of varying style and character. To the south of the site is the Holy Trinity Church of England Primary School. A public footpath runs between the school and the application site, adjacent to the southern boundary, providing access to Holy Trinity Church, a Grade II listed building which is located further to the west.

- 2.3 The site lies within an area covered by a TPO (TPO 118). There are no other relevant constraints.

Figure 1: Location Plan (application site edged red)



Figure 2: Front of Application Property as Viewed from Kewferry Road



Figure 3: Front of Application Property as Viewed from Public Footpath



Figure 4: Rear of Application Property as Viewed from Public Footpath



Figure 5: Rear / Side of Application Property as Viewed from Public Footpath



Figure 6: Application Property in Context of the School



Figure 7: Kewferry Road (Application Property and School on Right-Hand Side)



3 Proposal

- 3.1 This application seeks full planning permission for the change of use of the existing dwelling (Use Class C3) to a residential care home (Use Class C2), for up to four children / young persons between the ages of 10 and 17 years old. No external changes or additions are proposed, save from a modest expansion of the existing parking area to the front of the site.
- 3.2 The proposal would retain three of the existing first floor bedrooms and the second (loft) floor bedroom as bedrooms for the children, whilst the smallest existing bedroom on the first floor would be converted to a staff bedroom. The ground floor would largely remain as existing, with only the dining room being converted to a staff room.
- 3.3 The supporting documents submitted with the proposal indicate that there would be a maximum of 4no. staff on site at any given time, with the general rota confirmed by the applicant's agent as follows:
- 07:30 to 22:30 – three support staff (plus a Manager working Monday to Fridays, 09:00 - 17:00 only)

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- 22:30 to 07:30 – two support staff (one waking and one sleeping)

- 3.4 The proposed care home would be designed to provide specialised support for children facing emotional behaviour and development needs, considered to be low-risk but with high care needs. This is stated to include those with mild learning difficulties, emotional or developmental delays, or challenges related to early trauma.
- 3.5 The submitted Statement of Need indicates that, as a first priority, the looked-after children would be those who are ordinarily resident in the London Borough of Hillingdon, and as a second priority, children who have been placed out-of-borough by Hillingdon Children's Services due to insufficient local provision, and who would benefit from return to the Borough.
- 3.6 In effect, the proposed care home seeks to offer a care model that caters to the needs of local children in the Hillingdon Borough, enabling children to maintain connections with their community, friends, and family.

Figure 8: Existing Floor Plans (please note – a larger version of plan can be found in the Committee Plan Pack)

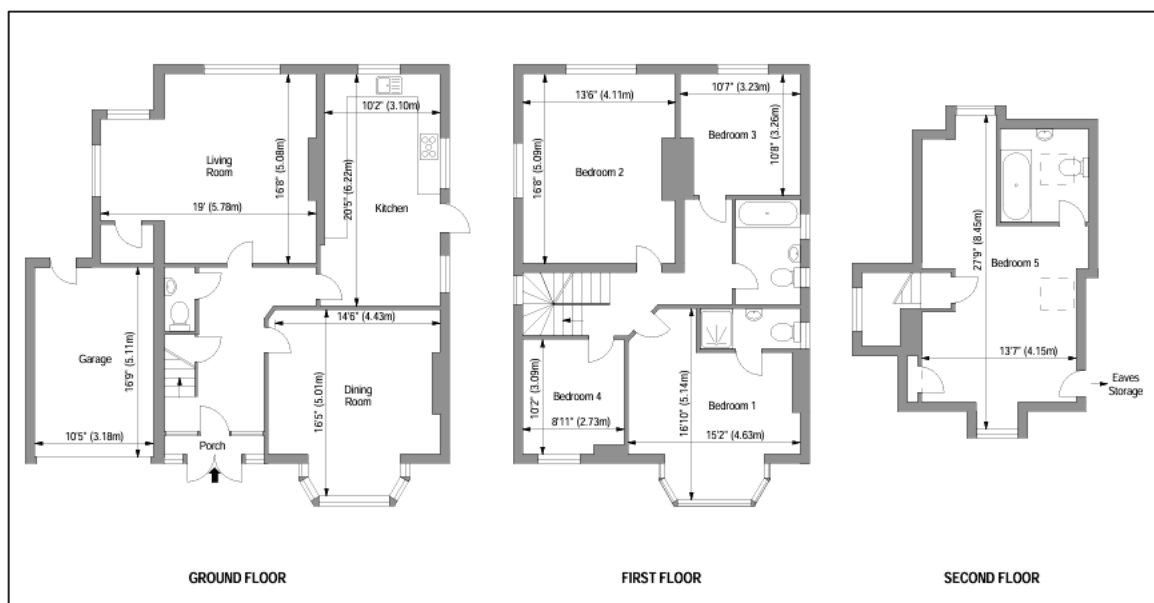


Figure 9: Proposed Floor Plans

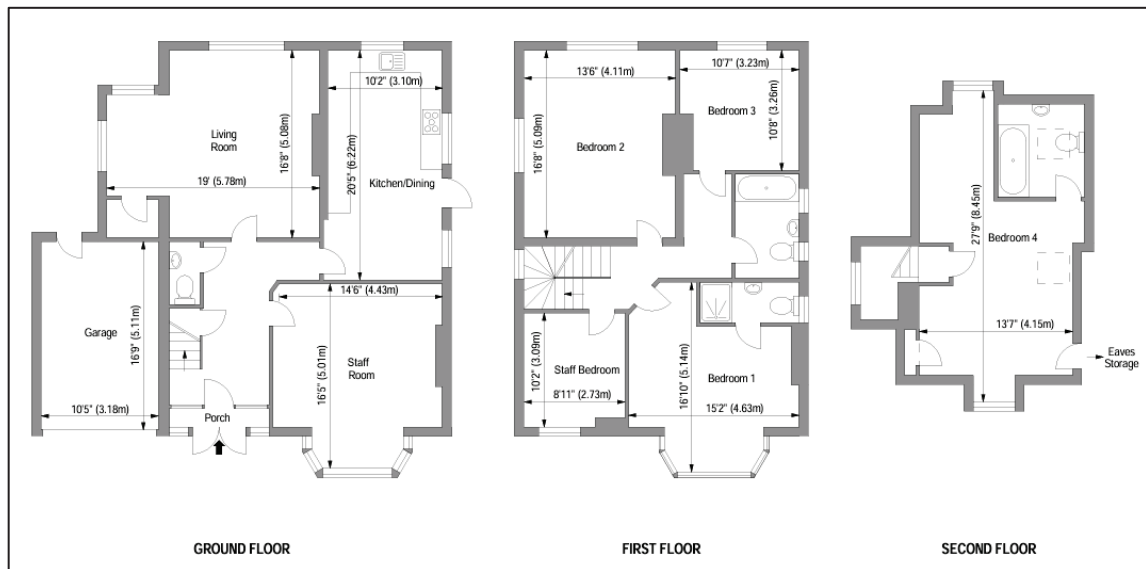
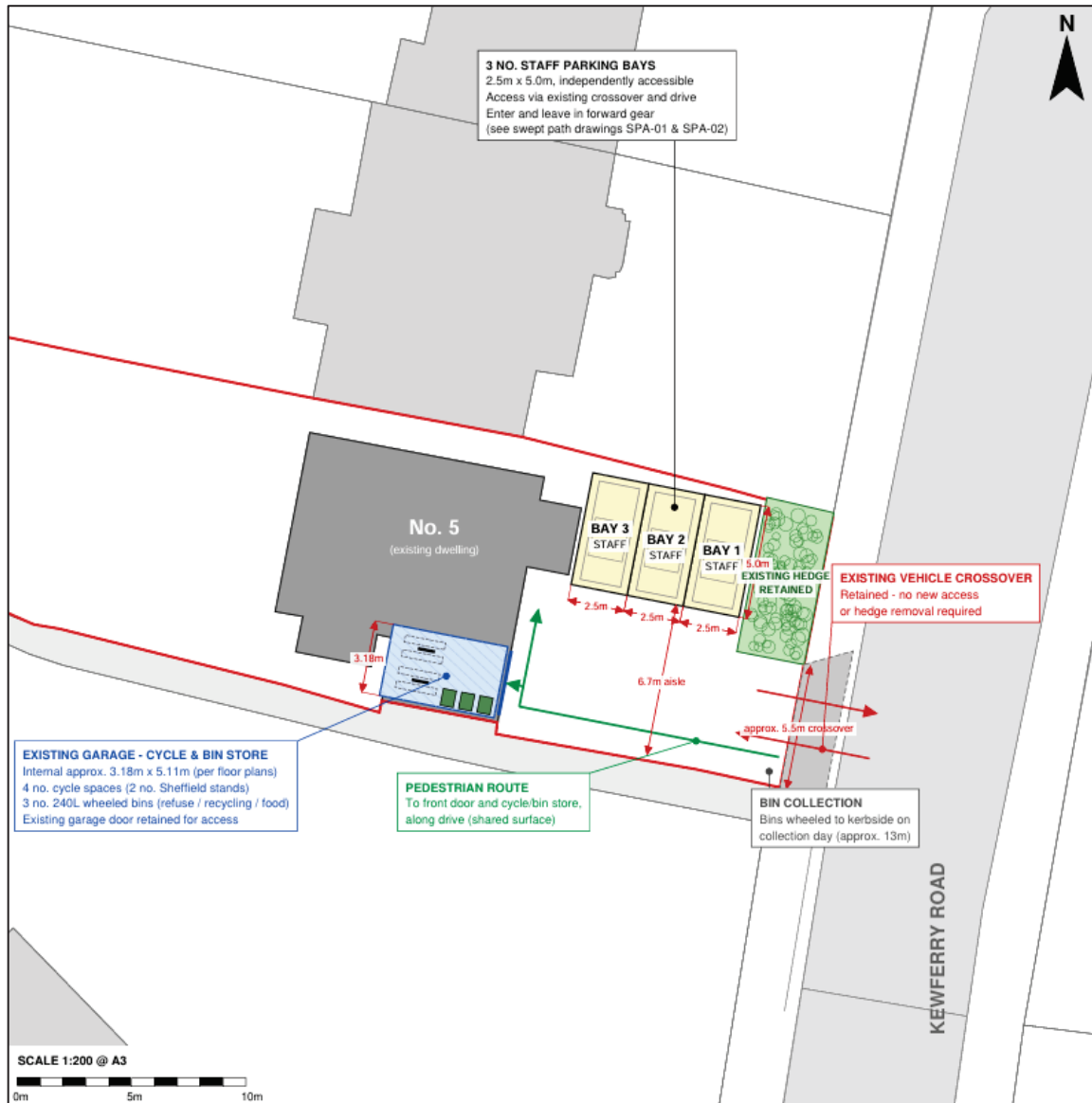


Figure 10: Existing/Proposed Elevations (Unchanged)



Figure 11: Proposed Parking Plan



4 Relevant Planning History

- 4.1 A full list of the planning history relating to the property can be found in Appendix 2.
- 4.2 The site history relates to the domestic use of the property and surrounding protected trees. None would be directly relevant to this application.

5 Planning Policy

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

Emerging Planning Policies

- 5.2 Policy DM4, paragraph 1, of the National Planning Policy Framework (NPPF) 2026 states:

- 5.3 “1. When preparing and considering development proposals, relevant policies in emerging development plans may be given weight according to:
- a. The stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
 - b. The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
 - c. The degree of compliance of the relevant policies in the emerging plan with the policies for plan-making in this Framework (the closer the policies in the emerging plan to the policies in this Framework, the greater the weight that may be given to them).”

Draft London Plan (July 2026)

- 5.4 The GLA are consulting on a draft new London Plan between 16th July and 15th October 2026 with the intention of replacing the previous versions of the existing London Plan. Following the consultation, the draft London Plan will be subject to an independent Examination in Public before final adoption, expected in early 2028. Given its early stage of preparation and the scope for representations to result in further change, only limited weight is afforded to the Draft London Plan at this stage.

6 Consultations and Representations

- 6.1 13 neighbouring properties, as well as the Northwood Residents Association, were originally consulted on the application on 23.12.2025, with the consultation period expiring on 16.01.2026. Following the receipt of a parking plan, a further consultation period was then issued, expiring on 12.10.2026.
- 6.2 In terms of the first consultation period, altogether:
- A petition with a total of 74 valid signatures was received in objection to the proposal.
 - 27 representations, from 22 individuals, were received, in objection to the proposal.

- A representation from the Northwood Residents Association was received.
- Representation from a local Councillor objecting to the proposal.

- 6.3 In terms of the second consultation period, at the time of writing of this report:
- 13 representations were received, in objection to the proposal.

A representation from the Northwood Residents Association was received.

- 6.4 Representations received in response to public consultation are summarised in Table 1 (below).

Table 1: Summary of Representations Received

Representations	Summary of Issues Raised	Planning Officer Response
Petition of 74 total valid signatures have been received against the application	I. Inappropriate location (next to a primary school) II. Insufficient parking	Discussed within paragraphs 7.86 - 7.98 of this report Discussed within paragraphs 7.57 - 7.78 of this report.
27 individual letters of objection have been received (first consultation); 13 individual letters of objection have been received (second consultation)	I. Concerns over location (unsuitable for residential area; commercialisation of a residential area; out of character for the area; next to a school; safeguarding concerns; land use incompatibility)	Discussed within paragraphs 7.18-7.21, 7.86 - 7.98 of this report
	II. Highway and parking concerns (exacerbate existing on-street parking which is already saturated; already congestion due to the school; on-	Discussed within paragraphs 7.57 - 7.78 of this report.

	street parking may lead to knock-on highway safety issues); parking plan inadequate/does not resolve concerns previously raised.	
	III. Impacts on neighbour amenity (intensification of use; noise; disturbance; loss of privacy with overlooking)	Discussed within paragraphs 7.32 - 7.48 of this report.
	IV. Sets precedent for similar applications in the future	Discussed within paragraphs 7.1 - 7.17 of this report. Each application is assessed on its own individual merits. Additionally, Policy DMH 8 within the Local Plan Part 2 also prevents an overconcentration of care home uses within a certain area.
	V. Management plans submitted are unenforceable from a planning perspective, supervision not 1:1	Compliance with the supporting documentation would be added as a planning condition, ensuring that the contents of the documentation can be broadly enforced where necessary. The level of staff is considered proportionate to the level of children from a planning perspective. Further comments provided within paragraphs 7.95 - 7.98 of this report.
	VI. Concerns regarding credibility and	The planning system is not discriminatory towards the apparent credibility or

	transparency of the applicant	practical experience of an applicant. This would therefore not be a material planning consideration. Further comments provided within paragraphs 7.95 - 7.98 of this report.
	VII. Concerns regarding neighbour consultation process	The neighbour consultation process was undertaken in accordance with established Council procedures and in full compliance with statutory requirements.
	VIII. Lack of clarity regarding staff accommodation, proposed gates, bin/cycle storage	Amended floor plans were submitted. These now show the location of the staff accommodation and staff room. The application is for a change of use only: no gates are disclosed within the description of development nor shown in the proposed plans - no proposed gates are therefore considered to form part of the proposal. Suitable bin and cycle storage has been shown within the proposed parking plan.
	IX. Reduces value of neighbouring properties	Potential reductions in property value are entirely speculative and are not a material planning consideration.
	X. General concerns regarding potential conduct of children	Discussed within paragraphs 7.86 - 7.98 of this report
Letter of objection from the Northwood Residents Association	I. Concerns over location (unsuitable for residential area; next to a school; no state schools nearby)	Discussed within paragraphs 7.86 - 7.98 of this report

	II. Impact on neighbour amenity (noise, disturbance)	Discussed within paragraphs 7.32 - 7.48 of this report
	III. Impact on highways / inadequate parking	Discussed within paragraphs 7.57 - 7.78 of this report.
Local Ward Councillor	<i>I am strongly against this application to turn a residential house in a quiet residential street into a children's home. In my opinion this application is totally inappropriate being almost next to a Holy Trinity Primary School. Further, this appears to be the first and only property that the Soho Care Group intends to operate. The company was set up just over a year ago (December 2024) and has 2 directors, both of who are 24 years old. I would strongly suggest Hillingdon needs to ensure it has sufficient details of education and experience of the two directors and the manager/s expected to run the home, to ensure they have suitable backgrounds and experience to operate such a care facility".</i>	Officer Comment: Comments noted. Concerns regarding location are discussed within paragraphs 7.76 - 7.88 of this report. The planning system is not discriminatory towards the apparent credibility or practical experience of an applicant. This would therefore not be a material planning consideration. Further comments on this aspect are provided within paragraphs 7.95 - 7.98 of this report.

Table 2: Summary of Consultee Responses

Consultee and Summary of Comments	Planning Officer Response
Highways Officer: No Objections, subject to conditions. Final comments following submission of parking plan:	Comments noted. It is agreed that the suggested conditions are imposed.

<i>Site Characteristics and background</i> The address is located next to a primary school which is positioned within a predominantly residential catchment in Northwood with a mix of unrestricted areas and parking controls including an adjacent school safety zone, double yellow lines and single yellow line restrictions fronting the address operating from Monday to Friday – 8am to 5pm. The location scores a public transport accessibility level (PTAL) rating of 2 suggesting an element of dependency on the use of private motor transport to and from the site. It is proposed to convert an existing detached 5-bedroom house to a residential care home catering for up to 4 children/young adults (between the ages of 10-17) with up to 4 daytime staff and 2 in attendance overnight. The frontage area would accommodate 3 formally designated on-plot staff parking spaces together with a garage located to the side of the address. Vehicular access arrangements are to remain unaltered. <i>Parking Provision</i> Local Plan: Part 2 Policy - DMT 6 requires that new development will only be permitted where it accords with the council's adopted parking standards unless it can be demonstrated that a deviation from the standard would not result in a deleterious impact on the surrounding road network. Three on-plot spaces are to be provided and there is no prescriptive regional standard that can be applied to this use class. However, the most appropriate council standard requires appraisal either by virtue of a Transport Assessment or 1 space per 4 dwelling units/occupants (with a minimum of 2 spaces) to be provided for a care home use (plus 1 warden/carer space). When applying the latter and accepting 4 children/young adults in attendance, this would therefore equate to a requirement of a maximum of 3 on-plot spaces that should function independently of each other, and this level/arrangement is to be facilitated with satisfactory manoeuvring space associated with each proposed space as demonstrated by the submitted vehicle 'Swept Path' analysis. A welcome by-product of the extensive waiting restrictions encompassing the local roadways is that	
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they inherently encourage sustainable travel modes to and from the site which reduces potential for any notable/untoward additional daytime parking demand generated by the proposal.

The limited overnight staff attendance (up to 2 in total) would be satisfactorily accommodated within the curtilage of the site without notable/undue displacement onto the public highway and hence does not raise issue or concern.

Electric Vehicle Charging Points (EVCP's)

In accord with the Local Plan: Part 2 DMT 6 policy and parking standard, there is a requirement for EVCPs which would equate to a minimum facility of 5% of the total parking quantum for 'active' provision with a further 5% acting as 'passive' provision for future activation.

As there is a strong move toward hybrid and fully electrified vehicles which will only increase in time, the proposal should incorporate 1 'active' and 2 'passive' spaces to futureproof for anticipated demand. This has not been confirmed by the applicant hence a planning condition should be applied to secure this aspect.

Cycle Parking

In terms of cycle parking, 1 secure & accessible space per 5 staff should be provided equating to one space. 4 cycle spaces are to be provided securely within the existing garage which is considered an acceptable quantum/arrangement.

Vehicular Trip Generation

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

Owing to the relatively small-scale of the scheme combined with the 'low traffic generator' user profile (inclusive of infrequent visits/servicing) typically associated with care homes, the proposal would not be expected to generate measurable traffic burden on the surrounding roadways both during and outside of the most sensitive and therefore crucial peak morning

and late afternoon/evening hours given the anticipated low car usage levels which can, therefore can be absorbed within the local road network without notable detriment to traffic congestion and road safety implications. This is understandably of clear benefit to the primary school situated next door to the address which would not be expected to be exposed to any untoward impact.

Staff Travel Plan (STP)

To further substantiate the above, the principle of encouraging sustainable transport to and from the address mainly in the form of car-sharing by staff to reduce activity and parking demand should be acknowledged. Therefore in-line with established guidance afforded by Transport for London (TfL), a formal STP should be formalised post-permission by way of planning condition to ensure continued adherence in perpetuity.

It will be a key tool in promoting sustainable travel and mitigating impacts on the local public realm and represents a long-term strategy for managing travel modes for all staff.

Refuse Collection

Refuse collection would continue via the roadway and bin storage placement should generally be placed within 10m of the collection point on the public highway to accord with the council's maximum waste collection distance standard. The applicant confirms that bin storage would be provided within the existing garage and an informal arrangement would be applied whereby refuse would be positioned in proximity to the public highway on collection days indicating conformity to the above requirement. There are no further observations.

Synopsis

It is noted that in some cases there can be measurable local opposition to this planning use class predominately associated with the principle of the change of use from a residential to what may arguably be construed as an "out of character" commercial use. The Highway Authority (HA) is of the opinion that although there may be justification for refusal based on other planning considerations (to be confirmed or otherwise), if a specific refusal reason based on the

<i>level of on-plot parking and/or traffic generation were to be pursued in this case and appealed thereafter, it is highly unlikely that the planning inspectorate would uphold such reasoning.</i> <i>This opinion is based on the level of on-plot parking provision which is 'to standard' coupled with the extensive waiting restrictions encompassing the local roadways which inherently encourage sustainable travel modes to and from the site thereby intrinsically reducing the potential for any further additional daytime parking demand generated by the proposal. Consequently, and as compared to the established residential use, the resultant moderate level of traffic generated by the proposal is not therefore predicted to notably burden the local road network.</i> <i>This view also reflects Policy TR6: (Paragraph 4) of the NPPF 2026 which directs refusal on highway grounds only if anticipated cumulative capacity/highway safety related impacts of a development are likely to be 'severe' which the HA believe is not the case. Accordingly, a corresponding transport/highway related refusal reason would not be recommended.</i> <i>Conclusion</i> <i>The application has been reviewed by the Highway Authority who are satisfied that the proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with Local Plan: Part 2 Development Plan (2020) Policies DMT 1, DMT 2 & DMT 6 and Policies T4, T5 and T6 of the London Plan (2021).</i>	
Children's Services <i>There is a need for residential children's care homes both locally and nationally and there are great benefits for Hillingdon children looked after to be living in the borough. Hillingdon's preference is for smaller children's home provision, as this is typically more conducive to delivering a homely environment and meeting the needs of looked after children. Children Services welcome this additional care home facility subject to being approved by Ofsted as the regulator.</i>	There is an established need for Children's Care facilities in the borough. The care home would be subject to approval by the regulator Ofsted. Ofsted registration is governed by a separate statutory regulatory regime. Prior to applying to

	Ofsted, the Applicant must submit evidence of the planning position with its registration. An informative has included reminding the applicant of this requirement.
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7 Planning Assessment

Principle of Development

- 7.1 Planning permission is sought for the change of use of a two-storey detached residential dwelling house (Use Class C3) to a children's care home with a maximum of four children (Use Class C2).
- 7.2 Policy DMH 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) seeks to resist the net loss of existing self-contained housing unless the housing is replaced with at least equivalent residential floorspace. The proposal would lead to the loss of one C3 residential dwelling. Accordingly, this would normally be resisted, unless there are exceptional circumstances. This may include an unmet demand for another policy need within the Development Plan.
- 7.3 London Plan Policy H12 (2021) states that:
- “the delivery, retention, and refurbishment of supported and specialised housing which meets an identified need should be supported. The form this takes will vary, and it should be designed to satisfy the requirements of the specific use or group it is intended for, whilst providing options within the accommodation offer for the diversity of London's population, including disabled Londoners (see Policy D7 Accessible housing) within a wider inclusive community setting”.
- The policy lists accommodation for young people with support needs as one of the key groups where there is a need. Para 4.13.14 of the Policy states there to be an under provision of C2 accommodation across London as a whole and references the need to provide an average of 867 care home beds per year until 2029 to meet demand.
- 7.4 The revised National Planning Policy Framework, published in August 2026, provides specific support for accommodation serving looked-after children. Policy HO7 states that substantial weight should be given to the benefits of providing accommodation which contributes towards meeting evidenced community needs. Policy HO9 further provides that specialist community-based accommodation should offer appropriate living conditions, be supported by a

management plan demonstrating how a safe and secure environment would be maintained, and be located where residents can safely access frequently used services. Subject to the proposal satisfying these operational and locational requirements, its contribution towards meeting the accommodation needs of looked-after children attracts substantial positive weight.

7.5 Local Hillingdon Planning Policies address the provision of residential care homes within the Borough. Policy DMH 8 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) states:

A) The development of residential care homes and other types of supported housing will be permitted provided that:

- i) it would not lead to an over concentration of similar uses detrimental to residential character or amenity and complies with Policy DMH 4: Residential Conversions;
- ii) it caters for need identified in the Council's Housing Market Assessment, in a needs assessment of a recognised public body, or within an appropriate needs assessment and is deemed to be responding to the needs identified by the Council or other recognised public body such as the Mental Health Trust;
- iii) the accommodation is fully integrated into the residential surroundings; and
- iv) in the case of sheltered housing, it is located near to shops and community facilities and is easily accessible by public transport.

B) Proposals for residential care establishments which fall under Use Class C2 must demonstrate that they would provide levels of care as defined in Article 2 of the Town and Country Planning (Use Classes) Order 1987 (as amended).

7.6 In this instance, the proposal would fall under the definition of care as defined in Article 2 of the Town and Country Planning (Use Classes) Order 1987 (as amended), which includes the personal care of children. To this extent, it is considered that the requirements of Part B of Policy DMH 8 would be satisfied.

7.7 Regarding Part A of Policy DMH 8, it is considered that:

7.8 In terms of part i), it is not considered that the proposal would lead to an over concentration of similar uses, detrimental to residential character or amenity. Whilst it is noted that a four-child care home was approved at 36 Moor Park Road in February 2025 (ref: 77170/APP/2024/1240) – approximately 0.3 miles from the application site. Furthermore, a planning history search of the immediate area suggests that there are no other similar uses / children's care homes within proximity of the site. Kewferry Road and surrounding roads are overwhelmingly residential (Use Class C3) in nature, to an extent that the provision of a care home in this location would not lead to an overconcentration of similar uses. Wider impacts on residential amenity are discussed within the relevant section

of the report below, however overall it is considered there would be no detrimental impact. There would be no evident conflict with Policy DMH 4, given that the property has an internal area of over 120 sqm, whilst no other aspects of this policy would be applicable. To this extent, it is considered that the requirements of part i) of Part A of Policy DMH 8 would be fulfilled.

- 7.9 In terms of part ii), the applicant has submitted a Needs Assessment in support of the application. The Needs Assessment, having regard to a number of national and locally published documents, indicates that by the year ending 31 March 2024, the number of children looked after (CLA) by Local Authorities in England was 83,630, representing a 23% increase over the past decade. Of these CLA, 45% were having to be placed outside their home local authority. The Assessment indicates that the national shortage of children's care homes is most acute in London. As at March 2023, the London region had only 164 registered children's homes providing 787 places, the lowest provision of any English region.
- 7.10 Although CLA would have other forms of accommodation and support from Local Planning Authorities, the figures above demonstrate a significant shortfall in places nationwide, as well as within the London context. It is also noted that, within the aforementioned recent application at 36 Moor Park Road, the Council's Children's Care Team confirmed that "from a sufficiency perspective, we know there is an established need nationally and locally and there are great benefits for Hillingdon children looked after to be living in the borough". The Council's Children's Care Team have again reaffirmed this position within the current application.
- 7.11 The submitted Needs Assessment is comprehensive and is considered to effectively demonstrate that the proposal would cater for an identified need. Furthermore, the indicated referral system within the Assessment would ensure that the care home would prioritise local children who live in the Borough, contributing to the Council's strategy for developing services locally for local children. Given the above, it is considered that the requirements of part ii) of Part A of Policy DMH 8 would be fulfilled.
- 7.12 A further material consideration is a recent appeal decision at 31 Frithwood Avenue, Northwood (APP/R5510/W/25/3373721), allowed on 30 January 2026. The appeal concerned the conversion of a dwelling to a six-person Class C2 care home.
- 7.13 The Inspector accepted that the Council's Adult Social Care Market Position Statement and Joint Strategic Needs Assessment demonstrated a need for care-home accommodation within Hillingdon. The Inspector found that Policy DMH8 does not require an applicant to demonstrate a separate need specifically within Northwood, undertake an audit of all existing accommodation or establish that alternative sites are unavailable. The proposal's contribution towards meeting the identified borough-wide need was afforded very significant weight.

- 7.14 The Inspector also considered the presence of a number of existing care and nursing homes within Northwood. These were found to be dispersed across different roads and intermingled with a considerably greater number of conventional dwellings. Consequently, their presence, together with the appeal proposal, did not amount to an overconcentration. The decision also confirms that the relevant consideration under Policy DMH8 is not simply the number of similar establishments but whether their concentration would cause demonstrable harm to residential character or amenity.
- 7.15 While each proposal must be considered on its individual merits, the Frithwood Avenue decision establishes that a care-home use is not inherently incompatible with Northwood's residential character. Subject to the scale of the development, its physical appearance, parking arrangements and appropriate operational controls, such a use can be successfully integrated within a residential area.
- 7.16 In terms of part iii), the proposal relates to an existing residential dwelling, in which no alterations or additions are proposed. It is considered therefore that, from a visual perspective, the property would remain fully integrated into the residential surroundings, given that there would be no visible changes. As such, it is considered that the requirements of part iii) of Part A of Policy DMH 8 would be fulfilled.
- 7.17 The requirements of part iv) would not be applicable to this proposal. Based on all the above, the proposal would comply with all relevant requirements of Policy DMH 8, indicating that in principle the conversion of the property to care home use would be acceptable.

Commercial Nature of Care Home

- 7.18 Some representations received raised concerns regarding the commercial nature of the use within a predominantly residential area. Whilst the care home does have a commercial element for it to function and manage in an appropriate manner, it would retain a residential character and aspect given its modest size. There are no external changes proposed which would change the appearance and character of the site as anything other than a form of residential accommodation.
- 7.19 The proposed care home would have a maximum of four children within the home at any time, and a maximum of four staff during the day, and two staff overnight. These limits are recommended to be secured by condition. The level of children and staff in the property overnight would be similar to the amount of people allowed within a permitted residential C3(b) Care Use, which covers up to six people living together as a single household while receiving care. As a C2 Use, the proposed care home would be modest in numbers of both staff and children. On this basis, the commercial element is considered modest in scale and the proposal would ultimately be similar in nature to a residential dwelling or a household where care is provided for residents that is allowed under permitted development.

- 7.20 The proposal would provide residential accommodation for a vulnerable section of the Hillingdon local population. Hillingdon's Children's Services team have also highlighted their preference for smaller children's home to be integrated into the community thereby delivering a more homely environment which would meet the needs of the children in care. On this basis, the proposal would be more akin to a Care Home that normally is allowed under permitted development. The only reason a planning application is required is due to the care provision of Children.
- 7.21 Given the modest numbers, the change of use would not impact the local character nor result in an intensive commercial development along this residential street. It would continue to resemble a dwelling house. Overall, the location and modest scale would ensure that the proposed use would integrate well within the residential surroundings.

Conclusion

- 7.22 The proposal would result in the loss of one family sized dwelling (Use Class C3). The safeguarding of existing housing is an important policy objective, and this loss weighs against the proposal. However, the proposed children's care home would provide residential accommodation to meet a need identified in the application. The provision of supported accommodation is also recognised in national policy and supported by London Plan Policy H12.
- 7.23 Paragraph 4.5 of the Hillingdon Local Plan Part 2 recognises that exceptional circumstances may outweigh the loss of residential units where a proposal delivers other Local Plan policy objectives. In this case, the identified need for the proposed accommodation is considered to outweigh the loss of the single dwelling. The exceptional circumstances envisaged by paragraph 4.5 are therefore considered to have been demonstrated.
- 7.24 Accordingly, the principle of the proposed use is considered acceptable, subject to the assessment of its other planning impacts below.

Character and Appearance

- 7.25 Policy D3 of The London Plan (2021) states that developments should enhance the local context, be of high quality, and respond to a place's existing character. They should also respect, enhance, and utilise architectural features that contribute to the local character.
- 7.26 Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (2012) seeks a quality of design in all new development that enhances and contributes to the area in terms of form, scale and materials; is appropriate to the identity and context of the townscape; and would improve the quality of the public realm and respect local character.

- 7.27 Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) advises that all development will be required to be designed to the highest standards and incorporate principles of good design. It should take into account aspects including the scale of the development considering the height, mass and bulk of adjacent structures; building plot sizes and established street patterns; building lines and streetscape rhythm and landscaping.
- 7.28 In this instance, no alterations or additions are proposed to the exterior of the property. As such, in a visual sense, there would be no change from the existing appearance: the application dwelling would retain the appearance of a detached residential dwelling, and there would be no impact to the character of the area or setting of the nearby Holy Trinity Church.
- 7.29 The proposed expanded parking area would require the removal of a portion of the lawn, however as is shown on the proposed parking plan, the existing hedgerow to the front of the site would be retained. The expanded parking area, in terms of size, would not be out of keeping with the character of the road, where large expanses of hardstanding to the front of properties are notable. No concerns would therefore be raised with regard to this aspect.
- 7.30 Cycle and bin storage facilities are shown to be provided within the existing garage. This would be an acceptable arrangement in terms of accessibility and would also ensure there would be no additional visual clutter within the site frontage, as these storage areas would be placed internally. A condition is recommended to ensure these storage areas are installed prior to the first use of the proposed development.
- 7.31 Overall, it is considered that the proposal would not cause harm to the character and appearance of the host dwelling or the surrounding area. The proposal is thereby considered to accord with the objectives of the Development Plan with regard to character and appearance.

Neighbouring Residential Amenity

- 7.32 Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) seeks to ensure that development proposals do not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.
- 7.33 The application site is a detached property. The adjacent site to the north is no. 7 Kewferry Road, a two storey residential property. To the south, the site borders a public footpath, with the Holy Trinity Church of England Primary School beyond. On the opposite side of the road are other detached residential properties.
- 7.34 As above, the proposal makes no alterations or additions to the existing dwelling, hence there would be no greater impact on neighbour amenity with regard to

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overshadowing or overbearingness than the existing relationship. Additionally, the proposal would not introduce any further windows into the property. Accordingly, there would be no greater impact on neighbour privacy than what already exists at the site.

Noise Activity and Disturbance

- 7.35 In terms of noise impacts, numerous representations raised concerns regarding noise emanating from the potential use and the coming and goings from the property.
- 7.36 The proposed care home would be for a maximum of four children. It should be noted that the existing residential property has five bedrooms, therefore could theoretically already be occupied by a large family consisting of, for example, two adults and four children. A level of residential, domestic noise would therefore not be uncharacteristic, and in terms of full-time residents, it is not considered that the proposal would intensify the use to any unreasonable extent beyond its existing capabilities as a residential dwelling.
- 7.37 In any case, the application has been accompanied by several pieces of documentation detailing how the proposed children's care home would manage noise. These details provide guidance for staff on managing noise as well as how the use would be managed and integrated within the community without causing disruption to the local neighbours or the wider area. The accompanying documentation includes:
- Noise Management Plan
 - Good Neighbour Policy
 - Management Plan
- 7.38 The Noise Management Plan ("NMP") provides justification for the location of the care home, namely that it is adjacent to a primary school (which, when open, naturally generates a higher daytime ambient noise level than other residential areas), is a detached property, and only has one direct adjacent residential neighbour. These factors are noted and would contribute to mitigating any potential noise impact for neighbouring dwellings.
- 7.39 Additionally, the NMP submitted provides a supporting plan on how the use would operate and how potential noise impacts on neighbours would be further mitigated. This would be through, for example, indoor noise control measures (double glazing, carpeting, TVs and devices at controlled volumes etc.), external noise control measures (restrictions on outdoor use to sociable hours, prohibitions on outdoor music etc.), vehicle noise management measures, a 'quiet hours protocol', behavioural controls supporting noise reduction, making a complaints procedure available, providing neighbours with contact information to report noise, and regular communication / monitoring of reports of noise between the manager and neighbours.

7.40 The Good Neighbour Policy (“GNP”) outlines further good practice guidance which would be adopted, providing information on policies that would enable the care home to become a good neighbour within the community. These include maintaining a clear point of contact, that all trips off-site are staff-supervised, and restricting external play space to the rear garden only.

7.41 With regard to comings and goings, as has been mentioned, there would be a maximum of four staff on site at any given time, with the general rota as follows:

- 07:30 to 22:30 – three support staff and a Manager (the manager would be weekdays, 09:00 to 17:00 only)
- 22:30 to 07:30 – two support staff (one waking and one sleeping)

This staffing rota arrangement is typical of the standard hours of work for staff within a care home which involves longer hours than a typical working day. This is largely to provide consistency to the level of care provided. The hours of commencement and completion of the working day for each staff member would be acceptable as staff would commence and finish work outside established ‘quiet’ hours (generally recognised between hours of 11:00pm and 7:00am).

7.42 In accordance with the above, the submitted Management Plan indicates that most general staff day shifts would therefore last approximately 15 hours. This would therefore result in very limited vehicular movements occurring during the day, and as the site is a detached property with only one adjacent neighbour, overall it is not envisaged that the regular comings and goings and changing of shifts would lead result in any significant noise impact over and above what would be reasonably expected for a comparable residential dwelling of the same size.

7.43 A similar conclusion was reached by the Planning Inspectorate in the recent appeal decision at 31 Frithwood Avenue (APP/R5510/W/25/3373721), which involved a Care Home for 6 persons with up to 5 staff. Within this decision, the Inspector found that staff movements, limited visitor trips, ordinary food and medication deliveries and occasional emergency attendance would not generate an unacceptable level of disturbance. Importantly, the Inspector did not regard a small C2 care use as inherently incompatible with a residential setting. In the present case, the shift arrangements would be known and predictable and could be controlled through an approved operational management plan, including the agreed staffing levels, shift-change times, visiting arrangements, deliveries and measures to limit noise during unsociable hours. Subject to such controls, the proposed comings and goings are considered consistent with the residential character of the locality and would not materially diminish the amenity of neighbouring occupiers.

7.44 The NMP, GNP and Management Plan demonstrate a willingness by the applicant to engage with potential issues that may arise from the children’s care home setting, as well as having an open form of communication available to the

residents, were any issues to arise. With the policies of these documents in place, to be secured by condition, as well as considering the modest number of children to be residing at the care home, and context of the siting, it is not considered that noise emanating from the site would result in any significant disruption for neighbours over and above what could reasonably be produced by a residential family of the same size.

- 7.45 A condition restricting the number of children accommodated at the care home to a maximum of 4 children would ensure that the use would not lead to an over intensification of the property over and above the typical family home. A condition is also recommended to ensure that there is a maximum of 4 staff within the home at any one time. This would ensure that the level of comings and goings from the property would not lead to substantial movements that could impact the wider neighbourhood.
- 7.46 It is also worth noting that the general noise of future occupants, if generating harm or causing a statutory nuisance, would be a matter for the Council's Environmental Health team to investigate and resolve, if such an incident were to occur. Further regulations outside the planning remit include the Anti-Social Behaviour, Crime and Policing Act 2014 which give Local Authorities and Police powers to address anti-social behaviour including persistent noise nuisance.

Conclusion

- 7.47 Based on the information provided and the modest scale of the proposed use, together with the recommended conditions, it is considered that the proposal would not cause a harmful impact on the local residents' amenity, including noise and disturbance. Overall, it is considered that the number of people present would not be dissimilar to a residential dwelling of the same size and the comings and goings to the property would not be out of keeping with a residential area.
- 7.48 From a planning perspective, the proposal would comply with the objectives of the Development Plan with regard to the amenity of surrounding neighbours.

Amenity of Future Occupiers

- 7.49 Policy DMHB 16 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that all housing development should have an adequate provision of internal space in order to provide an appropriate living environment. Policy D6 of the London Plan (2021) states that housing development should be of high-quality design and provide adequately sized rooms.
- 7.50 The proposed care home includes four bedrooms for the children and one additional bedroom for staff on the night shift. Each children's bedroom would be of suitable size for a single person occupancy (ranging from approximately 9.8 sqm up to 24.9 sqm in size), in excess of the specified minimum 7.5 sqm required for a single bedspace. Furthermore, the bedrooms would have appropriate levels

of outlook and access to natural light. Bedrooms 1 and 4 would be served by en-suites, whilst Bedrooms 2 and 3 would share the first-floor bathroom. On the ground floor, there would be shared kitchen and lounge spaces.

- 7.51 The staff would be provided with a separate staff room on the ground floor, whilst the staff bedroom on the first floor would also meet the minimum space standards.
- 7.52 The overall size and layout of the living and sleeping spaces is considered sufficient, given that the home would accommodate a maximum of four children. The layout of the proposed care home is considered fit for purpose as it comprises numerous shared and private spaces for the site's prospective residents and staff respectively.
- 7.53 Taking into consideration the above, the proposal would provide an acceptable level of internal amenity for its future users. The proposal would therefore comply with Policy DMHB 16 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) and Policy D6 of the London Plan (2021).
- 7.54 In terms of external amenity space, Policy DMHB 18 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that applications for residential development should provide adequate levels of private, well designed and located amenity space.
- 7.55 There are no specific private amenity space standards for C2 Uses in the Local Plan. However, given that this form of residential accommodation would be a primary residence for children, it would be important to provide sufficient private outdoor amenity space. In this instance, the existing rear garden is significant in size being over 300 sqm in area. This would be well over the 100 sqm of private amenity space which would ordinarily be required for residential dwellings with 4 bedrooms and over. As such, the overall quantum of the private amenity space would be considered acceptable for the level of occupancy, providing a good level of private amenity space.
- 7.56 Overall, the standards of accommodation are acceptable given the internal layout, private amenity space and location, which is within reasonable walking distance of public transit, other green spaces and local services. The level of care itself would be subject to separate controls and regulation outside of the planning system, expanded upon below. From a planning perspective, the proposal would comply with the objectives of the Development Plan with regard to the living environment of future occupiers.

Parking and Highways Matters

- 7.57 Policy TR6 4 of the NPPF (2026) states that “development proposals should be refused if they would have a severe adverse impact on the transport network (in terms of capacity and congestion, including cumulative impacts), or an unacceptable impact on highway safety; taking into account any mitigation measures proposed”.
- 7.58 The application site is located in a residential context, next to a primary school. In the vicinity, there is a mix of unrestricted areas and parking controls, including an adjacent school safety zone, double yellow lines and single yellow line restrictions fronting the address operating from Monday to Friday – 8am to 5pm.
- 7.59 The site exhibits a public transport accessibility level (PTAL) rating of 2, suggesting an element of dependency on the use of private motor transport to and from the site. Notwithstanding, it is situated in relative proximity of Northwood London Underground (LU) station (approximately 15-minute walk) and local bus routes (the closest bus stop being approximately 2-minute walk).

Parking

- 7.60 Policy DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that new development will only be permitted where it accords with the Council's adopted parking standards, unless it can be demonstrated that a deviation from the standard would not result in a deleterious impact on the surrounding road network.
- 7.61 There is no prescriptive overriding parking standard for this use type within the London Plan (2021), hence the parking standards as described in the Local Plan would take precedent.
- 7.62 Table 1(b) within the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that, for care homes, the parking standard requires appraisal either by virtue of a Transport Assessment or 1 space per 4 dwelling units/occupants (with a minimum of 2 spaces), plus 1 warden space. When applying the latter standard, on the basis of four residents, this would therefore equate to a requirement of a maximum of 3 off-street parking spaces.
- 7.63 The existing site has off-street parking for 3 vehicles (three on the driveway), which would satisfy the parking requirement, however the current layout would not allow for each parking space to be accessed freely, resulting in inconvenience.
- 7.64 A parking plan has subsequently been submitted, showing that the existing hardstanding to the front of the property would be enlarged as part of the proposal. The proposed parking plan shows that the site frontage would continue to accommodate three vehicles, however each space would now be freely

accessible from one another, whilst the sweep path analysis plans demonstrates that each space could be safely accessed via both forward and reversing manoeuvres contained within the site frontage.

- 7.65 In providing three independently accessible off-street parking spaces, the proposal would comply with the Council's parking standards for this type of use and thereby conform to Policy DMT 6.
- 7.66 The proposed care home would have a maximum of four staff on site at any one time. Whilst it is recognised that the three proposed parking spaces would not accommodate four staff vehicles simultaneously, should every member of staff drive to work, the number of staff present does not necessarily equate to the number of vehicles requiring a space – whilst as above, the three spaces proposed would fully comply with the Council's parking standards for this use class.
- 7.67 Additionally, the Highways Officer has considered the scale of the use, its likely travel demand and the parking restrictions on surrounding roads and does not anticipate a material increase in local parking pressure. A staff travel plan is recommended to encourage travel by means other than private car. The Highways Officer also considers that, given the relatively small scale of the proposed care home, associated vehicle movements would not materially affect traffic conditions or pedestrian safety, including in the vicinity of the neighbouring school. Subject to ensuring the proposed parking layout is installed prior to the first use of the development, and the submission of a staff travel plan, the proposed parking arrangement is considered to be acceptable in highways terms.

Electric Vehicle Charging Points (EVCPs)

- 7.68 In accordance with Policy DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) and accompanying parking standard, there is a requirement for EVCPs which would equate to a minimum facility of 5% of the total parking quantum for 'active' provision with a further 5% acting as 'passive' provision for future activation.
- 7.69 As there is a strong move toward hybrid and fully electrified vehicles which will only increase in time, as has been advised by the Highway Authority, the proposal should incorporate 1 'active' and 1 'passive' space to futureproof for anticipated demand. A condition is recommended to be imposed with regard to this aspect.

Cycle Parking

- 7.70 Table 1(b) within the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that, for care homes, one cycle space should be provided per three staff. Accordingly, as up to four staff members could be on site at any one time, two secure and accessible cycle spaces would be required

to be provided. The proposed parking plan shows that four secure cycle spaces would be provided within the existing garage, hence this would exceed the minimum requirements. Provided the cycle storage is installed prior to the first use of the proposed development, no concerns would therefore be raised.

Vehicular Trip Generation

- 7.71 Policies DMT 1 and DMT 2 of the Local Plan Part 2 require the Council to consider whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.
- 7.72 As has been previously mentioned, the proposed shift pattern of the care home would result in very limited vehicular movements occurring during the day. The main periods of vehicular activity would be generally limited to the changing of shifts, occurring at 07:30 and 22:30. These times would be outside of the operating hours of the school, hence there would not likely be conflict of school traffic and movements associated with the care home.
- 7.73 Additionally, it is confirmed in the supporting documentation that deliveries would be infrequent (no greater than a typical residential household), whilst visitations would be by appointment only, with no more than one visitor at a time.
- 7.74 Owing to the relatively small-scale nature of the scheme, combined with the 'low traffic generator' user profile (inclusive of infrequent visits/servicing) typically associated with care homes, and proposed shift patterns, the proposal would not be expected to generate measurable traffic burden on the surrounding roadways both during and outside of the most sensitive and therefore crucial peak morning and late afternoon/evening hours. It is considered that the anticipated low car usage levels could therefore be absorbed within the local road network without notable detriment to traffic congestion and road safety implications.
- 7.75 Notwithstanding the above, given the sensitivities of the vicinity in terms of parking and road traffic, the principle of encouraging sustainable transport to and from the address, mainly in the form of car-sharing by staff to reduce activity and parking demand should be acknowledged. Indeed, it is noted in the Management Plan that staff would be "encouraged to car-share, walk, cycle, or use public transport".
- 7.76 Therefore in-line with established guidance afforded by Transport for London (TfL), as has been mentioned a formal Staff Travel Plan ("STP") should be formalised post-permission by way of planning condition to ensure continued adherence in perpetuity. It is considered that such a STP would assist in mitigating impacts on the local public realm and would represent a long-term, enforceable strategy for managing travel modes for all staff.

Refuse

- 7.77 Refuse collection would continue via the roadway and bin storage placement should generally be placed within 10m of the collection point on the public highway to accord with the council's maximum waste collection distance standard. The proposed bin store would be sited within the garage, whereby refuse would be positioned in proximity to the public highway on collection days - indicating conformity to the above requirement. No concerns are therefore raised.

Conclusion

- 7.78 In terms of highways matters, it is considered that the proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns. This is concurred by the Council's Highway Authority, who have raised no objections to the proposal. The proposal would comply with the requirements of the Development Plan in respect of all Highways matters.

Biodiversity Net Gain, Ecology and Trees

- 7.79 In England, Biodiversity Net Gain ("BNG") is required under a statutory framework introduced by Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021).
- 7.80 Under the statutory framework for BNG, subject to some exemptions, every grant of planning permission is required to meet the BNG objective of 10% increase in biodiversity value, relative to the pre-development biodiversity value of the onsite habitat.
- 7.81 One exemption is development below a *de minimis* threshold. This exemption applies to development that impacts less than 25 sqm of non-priority onsite habitat. In this instance, the proposal is for a change of use only, whilst the enlarged parking area would be less than 25 sqm.
- 7.82 Accordingly, the development would not exceed the *de minimis* threshold, and hence would not be required to meet the statutory 10% increase in site biodiversity value. Furthermore, given that the parking area would only impact on a small area of existing lawn, it is also not considered that the development would be prejudicial to site biodiversity more generally, nor have any impact on site tree stock, given the above context.
- 7.83 Given the above, no measurable biodiversity, ecology or tree concerns are therefore raised.

Flooding and Drainage

- 7.84 The site lies within Flood Zone 1 and outside of any Critical Drainage Area. The application is for a change of use only, with no increase in footprint to the existing building proposed. Overall, given this context it is not considered that the proposal would result in any increase in flood risk on or off the site compared to the existing arrangement.

Accessibility

- 7.85 Policy D5 of The London Plan (2021) states that “development proposals should achieve the highest standards of accessible and inclusive design”. The dwelling was constructed prior to the adoption of accessible housing standards, and it would therefore not be reasonable to insist on provision of current accessible standards given that there is no operational development proposed that could help achieve these standards. As a change of use, there would also be no planning requirement to make the care home accessible to wheelchair users. However, an Informative is recommended reminding the applicant of the need to comply with the requirements within the Equality Act 2010.

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

- 7.86 It is noted that a large number of representations have been received which raise concerns regarding anti-social behaviour, potential crime and community safety. Other social matters raised include the safeguarding of children, with specific regard to the proximity of the primary school to the south of the site.
- 7.87 Previous appeal decisions have confirmed that the fear of crime should only be considered a material planning consideration in cases where evidence exists that the associated development would likely increase crime (for example, appeal ref: APP/R5510/C/21/3266292). In this application, there is no substantiated evidence submitted that indicates that crime might increase if the application were permitted. The site would be continuously occupied by staff who would be responsible for the well-being and care of the children and duly monitored within the home environment. Staff would be trained to deal with potential anti-social behaviours from a child and there is a responsibility of the Care Home management to ensure the children integrate appropriately within the wider local area when outside the property grounds. In any case, the supporting documentation indicates that all trips outside of the home taken by the children would be supervised.
- 7.88 There is no compelling evidence that criminal activity or anti-social behaviour is more prevalent or extreme amongst children living within a children's care home setting. There is also no planning requirement, statutory or policy based, that new development shall guarantee an absence of potential criminal activity amongst its residents. Were criminal activity to occur by occupants of the Child

Care Home, there are powers outside of planning legislation including investigations under the Anti-Social Behaviour, Crime and Policing Act 2014 and investigations by Police and Local Authorities under legislation outside of planning legislation.

- 7.89 Whilst concerns raised by residents on the potential impact regarding anti-social behaviour and crime are not dismissed, there is no evidence to suggest that this would take place. The care home would have trained staff who would be responsible for ensuring the children respond and integrate appropriately within the local environment. Furthermore, the applicant has made efforts to address such concerns with the documentation submitted. This provides additional comfort that correct protocols and procedures would be complied with in the case of any potential crime or anti-social behaviour. On this basis and the lack of evidence that anti-social behaviour would occur, the proposed development is not considered to compromise the security of the application site, adjoining sites or the wider community.

Safety concerns of local school children

- 7.90 The care home would cater for a maximum of 4 children. The children in question would be from a vulnerable section of the community, and the care home would provide specialised support for emotional and behavioural challenges. The home would be staffed 24 hours a day with a minimum of 2 persons (at night) that would be specially trained to support the occupants. The supporting documentation also highlights that individual children would be assessed on their suitability for the home environment and the compatibility with the wider community prior to being selected.
- 7.91 Similar to the above, whilst there are concerns from the community on safety of local children, and location of the development in relation to the Holy Trinity Church of England Primary School, there is no evidence to suggest those occupants would lead to a greater risk to the community. The children would be supervised within and (where applicable) outside of the property, and would be educated on structure and routine to become productive members of society.
- 7.92 The overall size of the property both internally and externally ensures that there would be sufficient space for the children to be nurtured within a suitable form of accommodation which would help with any behaviour issues. The applicant does not expect that the routine of the wider neighbourhood would be infringed upon by the proposed change of use. Based on the information provided and the level of supervision on site, Officers are satisfied that the use would not lead to a safety issue to the wider neighbourhood, including the nearby school, or that there would be an incompatibility of uses.

Lack of schools within Northwood and education facilities for the children

- 7.93 A small number of representations received also raised concerns about the placement of children from the care home within schools and the lack of local

state schools within Northwood that could accommodate the children, given the location of the site.

- 7.94 Whilst the placement of children within education is a consideration, it has limited weight in the planning determination of the use of the building. In particular, the education of the individual child would depend on the individual circumstances and could therefore involve home schooling / virtual schooling. In any case, were the child to attend a school within the wider area, this would be the responsibility of the Care Home to handle, along with other actors outside of the planning remit. The alleged lack of state schools in the immediate area would therefore not be a justified reason to refuse planning permission.

Ofsted requirements/child safeguarding

- 7.95 It is important to recognise that whilst the planning merits of the proposal are considered under the current application, the care home would also need to meet the strict criteria set out by Ofsted. The care home would be subject to approval by the regulator Ofsted, who ensure that the appropriate safeguarding measures for children are in place before the home can be fully operational.
- 7.96 It is worth noting at this stage that the very nature of the application is to assess the planning merits of the scheme and whether the children's care home is acceptable in terms of planning policies. It is by no means a fully comprehensive assessment of the Child Care Home which would still require full approval from Ofsted before it can operate.
- 7.97 The applicant would still be required to apply to Ofsted following receipt of any grant of planning permission. Ofsted would examine whether the location is suitable, assess the level of staffing and management (DBS checks); and consider whether the care home provides a stable home with local resources whilst minimising risks to children. Ofsted would also visit the premises to ensure it is suitable for operation, prior to allowing the home to operate.
- 7.98 In order for the applicant to submit an application to Ofsted, they would first need to demonstrate that the property has the right planning permission in place. Were the planning application to be approved, the applicant can move onto applying to Ofsted in order to get approval to operate as a care home. This would be outside the remit of the planning assessment.

8 Other Matters

Human Rights

- 8.1 The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard

has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Equality

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

Local Finance Considerations and CIL

- 8.3 The Council adopted its own Community Infrastructure Levy (CIL) on 1st August 2014. The Hillingdon CIL charge for residential developments is in addition to the Mayoral CIL charge. CIL rates are index linked. The proposal involves an increase in residential floorspace and is therefore CIL liable if planning permission is granted.
- 8.4 Please note, this commentary has been provided for the purpose of assisting in the determination of the planning application only. If approved, the final CIL liability would be set out in the CIL Liability Notice following determination of the application in line with the CIL Regulations. This would be issued following a full review of all the material available to the Council's Planning Obligations Team at that time

9 Conclusion / Planning Balance

- 9.1 The proposed development would result in a loss of C3 Use Class residential accommodation. However, a residential care home also serves as a form of residential accommodation itself and this would help meet the exceptional circumstances required to justify the loss of conventional C3 housing, as required by Policy DMH1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).
- 9.2 The proposal would contribute towards addressing an underlying, demonstrated need for C2 Use Class accommodation in Hillingdon and London overall. Therefore, on balance the principle of development is considered acceptable. Sufficient information has been provided demonstrating that there is a local need for children care homes to ensure local vulnerable children can remain within the local area or borough. Given the use continues to provide a form of residential accommodation, the loss of one residential dwelling would therefore be acceptable in this instance.
- 9.3 The proposal does not seek permission for external extensions or alterations to the building. Conditions are recommended to restrict the maximum number of children and staff, together with visitation times. These conditions would help

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mitigate any wider impact on the local community and mitigate impacts on adjoining neighbours amenity, for example due to comings and goings to and from the site. Adequate parking would be provided on-site for the proposed use, in accordance with the Council's parking standards, and the Highways Authority have raised no objections to the proposal. There is no evidence that the proposed use would lead to an increase in crime or anti-social behaviour within the local community.

- 9.4 Accordingly, the application is recommended for approval subject to the conditions set out in Appendix 1.

10 Background Papers

- 10.1 Relevant published policies and documents taken into account in respect of this application are set out in the report. Documents associated with the application (except exempt or confidential information) are available on the Council's website here, by entering the planning application number at the top of this report and using the search facility. Planning applications are also available to inspect electronically at the Civic Centre, High Street, Uxbridge, UB8 1UW upon appointment, by contacting Planning Services at planning@hillingdon.gov.uk.
- 10.2 This report has been prepared with reference to the background papers listed below, which have been relied upon to a material extent in its preparation and are available for public inspection, subject to any necessary redaction for exempt or confidential information:

Internal consultee comments – Highway Authority dated 24/09/2026.

Internal consultee comments – Children's Services dated 28/09/2026.

APPENDICES

Planning Application

5319/APP/2025/3066

Appendix 1: Recommended Conditions and Informatives

Conditions

1. COM3 Time Limit

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON

To comply with Section 91 of the Town and Country Planning Act 1990.

2. COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on submitted plan numbers:

PP-14540026v1

Site Plan (titled: 5, KEWFERRY ROAD, NORTHWOOD)

PROPOSED FLOOR PLANS (dated 30.07.2025, Rev 01) (as revised)

PROPOSED ELEVATIONS (dated 30.07.2025, Rev 01)

KR5-SP-01 Rev P02

KR5-SPA-01 Rev P01

KR5-SPA-02 Rev P01

and shall thereafter be retained/maintained as such for as long as the development remains in existence, unless otherwise agreed by the Local Planning Authority.

REASON

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

3. COM5 General compliance with supporting documentation

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

Management Plan

Noise Management Plan

Good Neighbour Policy

Statement of Need (namely sections 6.1 and 6.2)

REASON

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

of the London Plan (2021).

4. NONSC Maximum Staff Numbers (4 Staff)

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

REASON

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

5. NONSC Maximum Occupancy (4 Children)

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

REASON

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

6. NONSC Visitation Times

The Children's Care Home hereby approved shall only receive visitors between the hours of 9:00am to 6pm Monday to Sunday. No visitors shall be allowed to enter the premises unless pre-booked in advance.

An up-to-date register of all visitors and their dates and times of arrival and departure from the care home shall be kept and made available for inspection by the local planning authority upon request.

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

7. H7 Parking Arrangements

The parking areas (including where appropriate, the marking out of parking spaces) shown on the approved plans, shall be constructed, designated and allocated prior to the first occupation of the care home, and thereafter be permanently retained and used for no other purpose.

REASON

To ensure that an appropriate level of car parking provision is provided on site in accordance with Policy DMT 6 of the Hillingdon Local Plan: Part Two - Development Management

Policies (2020) and Policy T6 of the London Plan (2021).

8. NONSC Parking Layout and Electric Vehicle Charging Points

Prior to the first occupation of the care home, at least one car parking space shall be provided with an active electric vehicle charging point, and at least one car parking space shall be provided with passive provision.

REASON:

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

9. NONSC Cycle Parking

The cycle storage accompanying the development hereby approved, as shown on drawing no. KR5-SP-01 Rev P02, shall be implemented and installed prior to the first occupation of the care home, and thereafter permanently retained.

REASON

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

10. OM5 Refuse Storage & Collection

The bin storage accompanying the development hereby approved, as shown on drawing no. KR5-SP-01 Rev P02, shall be implemented and installed prior to the first occupation of the care home, and thereafter permanently retained.

REASON

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

11. SUS6 Staff Travel Plan

Prior to the first occupation of the care home hereby permitted, a Staff Travel Plan (STP) shall be submitted to and approved in writing by the Local Planning Authority. The STP shall follow the current Travel Plan Development Control Guidance issued by Transport for London and will include:

- (1) targets for sustainable travel arrangements (including car-share arrangements and use of public transport);
- (2) effective measures for the implementation and ongoing monitoring of the Travel Plan;
- (3) a commitment to delivering the Travel Plan objectives; and
- (4) effective mechanisms to achieve the objectives of the Travel Plan by both present and future occupiers of the development.

The development shall be implemented only in accordance with the approved STP.

REASON

To promote sustainable transport and reduce the impact of the development on the surrounding road network in accordance with Policy DMT 6 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) and London Plan (2021) Policies T4 and T6.

12. MCD16 Restriction to Use Applied For

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

REASON

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

Informatives

1. I52 Compulsory Informative (1)

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

2. I70 LBH worked applicant in a positive & proactive (Granting)

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from Local Plan Part 1, Local Plan Part 2, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering the opportunity to revise the scheme during the course of the application, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

3. I15 Control of Environmental Nuisance from Construction Work

Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should ensure that the following are complied with:-

A. Demolition and construction works which are audible at the site boundary shall only be carried out between the hours of 08.00 and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays, Bank or Public Holidays.

B. All noise generated during such works shall be controlled in compliance with British Standard Code of Practice BS 5228:2009.

C. Dust emissions shall be controlled in compliance with the Mayor of London's Best Practice Guidance 'The Control of dust and emissions from construction and demolition.

D. No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit (www.hillingdon.gov.uk/noise Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

4.

For the avoidance of doubt, in accordance with Schedule 14 of The Environment Act 2021, paragraph 13 (General Condition of Planning Permission) of the Act requires a condition securing the submission of a biodiversity net gain plan to be approved by the local planning authority on the grant of every planning permission. However, paragraph 17 (Exceptions) of this Act states paragraph 13 (General Condition of Planning Permission) does not apply in relation to development for which planning permission is granted by a development order; under section 293A (urgent Crown development); or development of such other description as the Secretary of State may by regulations specify. Consequently, under current exemptions this proposal is exempt from the mandatory minimum 10% Biodiversity Net Gain requirement which was introduced by The Environment Act 2021.

5. 150 The Registration of Residential Care Homes for Children

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

6.

The Equality Act seeks to protect people accessing goods, facilities and services from

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

153 Compulsory Informative (2)

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and NPPF (2024).

DMEI 10	Water Management, Efficiency and Quality
DMEI 14	Air Quality
DMEI 9	Management of Flood Risk
DMH 1	Safeguarding Existing Housing
DMH 4	Residential Conversions and Redevelopment
DMH 8	Sheltered Housing and Care Homes
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 15	Planning for Safer Places
DMHB 18	Private Outdoor Amenity Space
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
DP3	Key principles for well-designed places
HO5	Meeting the needs of different groups
HO9	Specialist forms of accommodation
LPP D11	(2021) Safety, security and resilience to emergency
LPP D12	(2021) Fire safety
LPP D14	(2021) Noise
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP H12	(2021) Supported and specialised accommodation
LPP T4	(2021) Assessing and mitigating transport impacts
LPP T5	(2021) Cycling

LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
P3	Living conditions and pollution
TR3	Locating development in sustainable locations
TR6	Assessing transport impacts

Appendix 2: Relevant Planning History

5319/B/85/1638 5 Kewferry Road Northwood

Tree application (P)

Decision: 29-10-1985 Approved

5319/C/91/1780 5 Kewferry Road Northwood

Tree surgery to one Oak tree (T51) on TPO 118 including removal of epicormic growth and tip reduction to reduce height on low branch growing towards the house

Decision: 28-02-1992 Approved

5319/D/97/0842 5 Kewferry Road Northwood

Tree surgery to one Oak tree (T51) on TPO 118

Decision: 16-07-1997 Approved

5319/TRE/2000/152 5 Kewferry Road Northwood

TREE SURGERY TO ONE OAK (T51) ON TPO 118

Decision: 12-12-2000 Approved

5319/TRE/2003/140 5 Kewferry Road Northwood

TREE SURGERY TO ONE OAK (T51) ON TPO 118

Decision: 17-12-2003 Approved

5319/TRE/2006/10 5 Kewferry Road Northwood

TO CARRY OUT TREE SURGERY TO ONE OAK TREE (T51) ON TPO 118

Decision: 04-05-2006 Approved

5319/TRE/2010/116 5 Kewferry Road Northwood

To carry out tree surgery, including a crown reduction by 6m in height and 2m in spread; and a crown clean, to one Oak (T51) on TPO 118.

Decision: 27-01-2011 Approved

5319/TRE/2014/124 5 Kewferry Road Northwood

To carry out tree surgery, including a crown lift to 2-3m and a crown thin by 20% to one Oak (T51) on TPO 118 (please note, the proposed application of growth suppressant has not

been approved)

Decision: 09-10-2014 Approved

5319/TRE/2017/24 5 Kewferry Road Northwood

To carry out tree surgery, including a crown lift to 3-4m and a crown thin by up to 15%, to one Oak (T51) on TPO 118

Decision: 09-02-2017 Approved

5319/TRE/2019/88 5 Kewferry Road Northwood

To carry out tree surgery, including a crown thin by 15% and a lower crown reduction by 1-1.5m back to previous points, to one oak, T51 on TPO 118

Decision: 20-05-2019 Refused

5319/TRE/2021/121 5 Kewferry Road Northwood

To carry out tree surgery including a crown reduction by 3m to One Oak, T51 on TPO 118

Decision: 17-06-2021 Approved

5319/TRE/2023/28 5 Kewferry Road Northwood

To carry out tree surgery including a 7-8m height reduction with a lateral reduction to mimic natural crown retrenchment to One Oak T51 on TPO 118

Decision: 06-03-2023 Approved

Appendix 3: List of Relevant Planning Policies

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

DMH 1	Safeguarding Existing Housing
DMH 4	Residential Conversions and Redevelopment
DMH 8	Sheltered Housing and Care Homes
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 15	Planning for Safer Places
DMHB 18	Private Outdoor Amenity Space
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
DMEI 10	Water Management, Efficiency and Quality
DMEI 14	Air Quality
DMEI 9	Management of Flood Risk
LPP D11	(2021) Safety, security and resilience to emergency
LPP D12	(2021) Fire safety
LPP D14	(2021) Noise
LPP D5	(2021) Inclusive design

LPP D6	(2021) Housing quality and standards
LPP H12	(2021) Supported and specialised accommodation
LPP T4	(2021) Assessing and mitigating transport impacts
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
DP3	Key principles for well-designed places
HO5	Meeting the needs of different groups
HO9	Specialist forms of accommodation
TR3	Locating development in sustainable locations
TR6	Assessing transport impacts
P3	Living conditions and pollution