

FORMER PARK VIEW DAY CENTRE FARRIER CLOSE UXBRIDGE



PLANNING STATEMENT

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PLANNING STATEMENT

PARKVIEW DAY CENTRE, FARRIER CLOSE, UXBRIDGE, UB8 3XG

ON BEHALF OF LONDON BOROUGH OF HILLINGDON

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)
PLANNING AND COMPULSORY PURCHASE ACT 2004**

Prepared by: MSP/JEB

Pegasus Group

23 Hanover Square | London | W1S 1JB

T 020 3705 8060 | **W** www.pegasuspg.co.uk

Birmingham | Bracknell | Bristol | Cambridge | Cirencester | East Midlands | Leeds | London | Manchester
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1. INTRODUCTION

- 1.1 This Planning Statement has been prepared on behalf of Hillingdon Borough Council ('the Applicant') in support of a full application for the demolition of the existing Park View Day Centre (now vacant), and replacement with a new extra care facility at Farrier Close, Uxbridge.

Report Structure

- 1.2 Section 2 of this Statement provides a detailed description of the application site and the surrounding context. Section 3 gives an overview of the planning history. Section 4 provides a brief description of the development proposals. Section 5 sets out the planning policy context and Section 6 provides an analysis of the main planning considerations. This section covers the key planning considerations including the principle of the development, the impact on the amenity of existing and prospective residents, accessibility of the development and its sustainability credentials.

2. SITE AND SURROUNDINGS

- 2.1 The application site is within the London Borough of Hillingdon to the south of Colham Green, and to the north of Yiewsley and West Drayton.
- 2.2 The site covers an area of approximately 3640 square metres. It is currently comprised of a single storey building with a pitched roof set within an area of hardstanding (formerly used as car parking), and informal amenity space. The existing building occupies a central position in the context of the plot with the car parking area adjacent to the site entrance which is taken from Farrier Close to the west. In addition, there are a limited number of trees and shrubs, predominantly of poor or average amenity value, towards the south-eastern corner of the site.
- 2.3 The site is currently vacant having previously been used as a day centre providing services for adults with learning disabilities as well as mentally and physically handicapped persons. The previous use ceased in 2013 and the site has been vacant ever since.
- 2.4 The adjoining uses are predominantly residential with small terraces of houses and low-rise blocks of flats at Farrier Close and Horseshoe Drive adjoining the site to the west and north respectively. More traditional low rise housing, predominantly two-storey terraced and semi-detached houses are present to the west of Chapel Lane directly to the east and north-east of the site.
- 2.5 The southern boundary of the site adjoins the A408, Stockley Road, which is a busy link road running in an east-west direction. This becomes a dual carriageway as it curves southward some 150 metres to the east of the site. Further to the south beyond Stockley Road, there is an extensive area of Green Belt land at Stockley Country Park, which takes the form of a Golf Course, a recreation ground and more formal sports facilities, including the stadium used by Uxbridge Football Club.
- 2.6 Whilst the surrounding area is predominantly residential it benefits from its proximity to local amenities in the form of small shops and a public house located within 400 metres walking distance. Significantly, given the nature of the proposed use, the site is in close proximity to Hillingdon Hospital which is approximately 1 kilometre to the north-west.

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- 2.7 The site itself is not identified as being subject to any specific policies or proposals in either the Statutory Development Plan or the emerging Local Plan. The building is not statutorily or locally listed and is not within a conservation area. It is not statutorily or locally listed and there are no listed buildings in close proximity to the site.

3. PLANNING HISTORY

3.1 The planning history obtained from the local planning authority (the London Borough of Hillingdon), has revealed that there were three applications submitted to the Council prior to the erection of the existing building. The previous applications all sought planning permission for developments with an identical description and for the same use as a day centre for adults with learning difficulties and for mentally/physically handicapped persons.

3.2 A summary of these applications including the reference number and description is provided below:

- 51168/98/1219: Erection of a single storey new day centre for adults with learning difficulties (Approved 11/10/96).
- 51168/A/97/0054: Erection of a day centre for mentally and physically handicapped persons (Approved 05/06/97).
- 51168/B/97/4152: Erection of a day centre for mentally and physically handicapped persons (Approved 30/01/98).

3.3 There are no other planning application records relating to this particular site.

4. THE PROPOSED DEVELOPMENT

- 4.1 The proposal is for the demolition of the existing single storey building and the redevelopment of the site to provide a new extra care facility (Use Class C2).
- 4.2 The extra care accommodation would be comprised of 57no. 1-bedroom apartments and 3no. 2-bedroom units across four storeys including a lower-ground floor level where the units would have access to external courtyards. Each unit on the ground-floor, first-floor and second-floor would have dedicated access to a private balcony.
- 4.3 The proposed building would represent a significant increase in the extent of development on the site with the building footprint increasing from 572 square metres to 1,770 square metres. This would represent a more effective and efficient use of the site than the existing building which occupies a central position in relation to the plot boundaries.
- 4.4 The replacement dwelling would be three storeys high with a flat roof and an undercroft parking area (at lower ground floor level), providing 21 car parking spaces within the northern part of the lower ground floor with a further three uncovered spaces provided at ground floor level.
- 4.5 The upper floors would be almost exclusively residential whilst the ground floor would provide a total of 14 apartments, and a number of 'day spaces' including a lounge for residents, treatment rooms and a flexible space to be used for dining, entertainment, meetings and presentations etc.
- 4.6 The details of the accommodation at lower-ground, ground-floor, first-floor and second-floor levels is set out in Table 1 below.

Table 1: Schedule of accommodation in proposed building

	Extra Care Apartments	Other Facilities
Lower Ground Floor	6no. 1-bedroom apartments 1no. 2-bedroom apartments	21 undercroft car parking spaces; Plant room; Laundry; Storage.

Ground Floor	13no. 1-bedrrom apartments 1no. 2-bedroom apartments	Kitchen Lounge/Dining Areas Offices Treatment Room Storage Rooms
First Floor	19no. 1-bedroom units 1no. 2-bedroom units	Staff facilities (overnight room) External roof terrace.
Second Floor	19 no. 1-bedroom units	External roof terrace.

- 4.7 Vehicular access to the site is taken from Farrier Close, utilising the existing arrangements which served the former day centre. The entrance to the undercroft car park would be towards the north-eastern corner of the site, whilst the surface car parking spaces would be positioned in close proximity to the site entrance.
- 4.8 The roof of the building above the second floor would take the form of a green roof with a sedum planting/matting system. Another area to be planted with a sedum matt on the roof of the first-floor of the building would also be provided in the south-western corner of the building. Another paved roof terrace would be provided at second-floor level to serve as amenity space for residents.
- 4.9 In addition, there would be a total of 382 panels attached to the roof of the building, providing an array covering a total area of 611 square metres.
- 4.10 The shape and location of the footprint within the site also allows for outdoor amenity space which is provided to the east of the building in a landscaped courtyard. Open space provision for more mobile residents and those using mobility aids is in close proximity at Stockley Country Park.

Nature of the Proposed Use – C2 Use Class

- 4.11 The proposed use as an extra care facility falls within Class C2: Residential Institutions. Under the Town and Country Planning (Use Classes) Order 1987 (as amended), Class C2: Residential Institutions refers to premises otherwise defined as:

“Use for the provision of residential accommodation and care to people in need of care (other than a use falling within Class C3 (dwelling houses)); use as a hospital or nursing home and use as a residential school, college or training centre.”

- 4.12 The Order confirms that ‘care’ means *“personal care for people in need of such care by reason of old age, disablement, past or present dependence on alcohol or drugs or past or present mental disorder, and in Class C2 also includes the personal care of children and medical care and treatment”*.
- 4.13 A building or buildings would therefore fall within Use Class C2 where residential accommodation and care to people in need of care is provided, other than use within Class C3 (conventional residential accommodation). It is therefore a well-established principle that residential accommodation where care is provided to those in need of care falls within Class C2.
- 4.14 The residential element of the facility which is provided in the form of extra-care apartments would not exist without the communal elements. In addition, the staff employed for the purposes of providing care would not be required were it not for the presence of the residential element. The occupation of the building by permanent residents is therefore intrinsically linked to the use of the building for the provision of care. Residents will be those with a need for the care and assistance being provided within the building, and no occupants would be admitted unless they have been identified as having a specific need for 24 hour care.
- 4.15 Furthermore, a key feature of a C2 use is that no unit of accommodation could be occupied on a standalone basis. The en-suite bedrooms do not represent self-contained residential units which are not capable of being occupied on a standalone basis. Unlike some care facilities which are adapted to facilitate a use of this nature or are a result of the conversion of an existing building, this would be a purpose built facility designed specifically to provide accommodation linked to the provision of care. All communal facilities are contained within a single building due to the linkages between them and the need to provide convenient access to these communal facilities to occupants of the residential aspect of the facilities.

4.16 The services provided at the proposed extra care facility would be very different to the previous use as a day centre. A residential element would be introduced where this was not previously provided, and complementary facilities would cater specifically for the needs of residents. Therefore, whilst the quantum of development would increase as a result of this development, the change in the nature of the use and how it is accessed would ensure that any adverse impacts are minimised. As outlined above, the previous use as a day centre has ceased and these facilities are now being provided for elsewhere.

5. POLICY CONSIDERATIONS

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan, unless material consideration indicates otherwise.

5.2 The following paragraphs set out the relevant areas of national and local planning policy which are pertinent to the consideration of this application.

National Planning Policy Framework (NPPF) (2012)

5.3 The National Planning Policy Framework (NPPF) sets down the Government's policies to ensure that the planning system helps to achieve sustainable development.

5.4 The NPPF reiterates that planning decisions must be made in accordance with development plans, unless material considerations indicated otherwise. The NPPF as a whole is a material consideration.

5.5 **Paragraph 6** confirms that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 7 confirms that there are three dimensions to sustainable development, giving rise to the following roles:

- An economic role;
- A social role; and
- An environmental role.

5.6 **Paragraph 9** states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):

- Making it easier for jobs to be created in cities, towns and villages;
- Moving from a net loss of bio-diversity to achieving net gains for nature;
- Replacing poor design with better design;
- Improving the conditions in which people live, work, travel and take leisure; and

- Widening the choice of high quality homes.
- 5.7 **Paragraph 10** confirms that plans and decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas.
- 5.8 **Paragraph 47** seeks to boost significantly the supply of housing, including the delivery of a wide range and choice of housing.
- 5.9 **Paragraph 49** confirms that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.
- 5.10 **Paragraph 50** states that to deliver a wide choice of high quality homes, and create sustainable, inclusive and mixed communities, Local Authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to families with children, older people, people with disabilities, service families and people wishing to build their own homes).
- 5.11 **Paragraph 56** states that the Government attaches great importance to the design of the built environment. Good design is key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

National Planning Practice Guidance

- 5.12 Planning Practice Guidance (PPG) was introduced in 2014 as an online resource providing guidance on national planning legislation and policy. It is updated on an ongoing basis. The following paragraphs are considered relevant in the consideration of the proposal:

Paragraph: 021 (Reference ID: 2a-021-020150326) *How should the needs for all types of housing be addressed?*

The need to provide housing for older people is critical given the projected increase in the number of households aged 65 and over accounts for over half of the new households (Department for Communities and Local Government

Household Projections 2013). The age profile of the population can be drawn from Census data. Projection of population and households by age group should also be used. Plan makers will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish.

Supporting independent living can help to reduce the costs to health and social services, and providing more options for older people to move could also free up houses that are under occupied. The future need for specialist accommodation for older people broken down by tenure and type (e.g sheltered, enhanced sheltered, extra care, registered care) should be assessed and can be obtained from a number of online tool kits provided by the sector. The assessment should set out the level of need for residential institutions (Use Class C2).

Many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable, such as bungalows, or homes which can be adapted to meet a change in their needs. Local authorities should therefore identify particular types of general housing as part of their assessment."

Paragraph: 037 Reference ID: 3-037-20150320

(Published 06.03.2014, updated 20.03.2015)

"How should local planning authorities deal with housing for older people?

Older people have a wide range of different housing needs, ranging from suitable and appropriately located market housing through to residential institutions (Use Class C2). Local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement. The approach taken, which may include site allocations, should be clearly set out in the Local Plan.

In decision-taking, evidence that development proposals for accessible and manageable homes specifically for older people will free up underoccupied local housing for other population groups is likely to demonstrate a market need that supports the approval of such homes."

Statutory Development Plan

5.13 The Development Plan for the London Borough of Hillingdon comprises of:

- The Further Alterations to the London Plan (FALP), adopted March 2015
- The Saved Policies of the Hillingdon Unitary Development Plan (UDP), first adopted June 1998.
- London Borough of Hillingdon Local Plan Part One, adopted October 2012.

Further Alterations to the London Plan (FALP)

5.14 Policy 3.8: Housing Choice makes reference to the need to provide housing which conforms to 'lifetime homes' standards.

5.15 Criterion e). requires that: *"account is taken of the changing age structure of London's population and, in particular, the varied needs of older Londoners, including for supported and affordable provision".*

5.16 Paragraph 3.50B goes on to state that: *"the choices open to older Londoners to move into local specialist housing may have been constrained through inadequate supply. Extending these choices through a higher level of specialist provision will in turn free up larger homes for family occupation. Over the period 2015 – 2025 older Londoners may require 3,600 – 4,200 new specialist units per annum. At the mid-point of this range, these might be broken down broadly into 2,600 private units pa, 1,000 in shared ownership and some 300 new affordable units. There may also be a requirement for 400 - 500 new bedspaces pa in care homes. The draft London Housing Strategy sets out proposals for investment and partnership working to support this provision."*

5.17 Paragraph 3.51 also refers to the scale of the increase in housing provision required by the growing elderly population. This paragraph reads as follows:

"In view of the scale of the projected growth in London's older population and the housing affordability issues it raises, this Plan supports boroughs in seeking application of the principles of its affordable housing policies (policies 3.10-3.13) to the range of developments – including those falling within Use Class C2 – which cater specifically for older people. These principles include taking account of site circumstances, development viability, needs assessments and availability of

development capacity and relevant public subsidy; the need to encourage rather than restrain residential development and to promote mixed and balanced communities and circumstances where 'off-site' contributions, 'contingent obligations' or other phasing measures may be appropriate. The way in which these principles can be applied most effectively will vary with local circumstances and will require close integration between planning and other borough strategies to meet social needs."

London Borough of Hillingdon Local Plan

- 5.18 The Hillingdon Local Plan Part 1 – Strategic Policies, was adopted in November 2012. The following policy areas are important considerations in the determination of this application.
- 5.19 Policy BE1: Built Environment is a general statement of the Council's objectives for new development seeking a high quality of design which improves and maintains the quality of the built environment. This policy requires that all new developments should:
1. *"Achieve a high quality of design in all new buildings, alterations, extensions and the public realm which enhances the local distinctiveness of the area, contributes to community cohesion and a sense of place;*
 2. *Be designed to be appropriate to the identity and context of Hillingdon's buildings, townscapes, landscapes and views, and make a positive contribution to the local area in terms of layout, form, scale and materials and seek to protect the amenity of surrounding land and buildings, particularly residential properties;*
 3. *Be designed to include "Lifetime Homes" principles so that they can be readily adapted to meet the needs of those with disabilities and the elderly, 10% of these should be wheelchair accessible or easily adaptable to wheelchair accessibility encouraging places of work and leisure, streets, neighbourhoods, parks and open spaces to be designed to meet the needs of the community at all stages of people's lives;*

In the case of 10 dwellings or over, achieve a satisfactory assessment rating in terms of the latest Building for Life standards (as amended or replaced from time to time);

Improve areas of poorer environmental quality, including within the areas of relative disadvantage of Hayes, Yiewsley and West Drayton. All regeneration schemes should ensure that they are appropriate to their historic context, make use of heritage assets and reinforce their significance;

Incorporate a clear network of routes that are easy to understand, inclusive, safe, secure and connect positively with interchanges, public transport, community facilities and services;

- 7. Improve the quality of the public realm and provide for public and private spaces that are attractive, safe, functional, diverse, sustainable, accessible to all, respect the local character and landscape, integrate with the development, enhance and protect biodiversity through the inclusion of living walls, roofs and areas for wildlife, encourage physical activity and where appropriate introduce public art;*
- 8. Create safe and secure environments that reduce crime and fear of crime, anti-social behaviour and risks from fire and arson having regard to Secure by Design standards and address resilience to terrorism in major development proposals;*
- 9. Not result in the inappropriate development of gardens and green spaces that erode the character and biodiversity of suburban areas and increase the risk of flooding through the loss of permeable areas;*
- 10. Maximise the opportunities for all new homes to contribute to tackling and adapting to climate change and reducing emissions of local air quality pollutants. The Council will require all new development to achieve reductions in carbon dioxide emission in line with the London Plan targets through energy efficient design and effective use of low and zero carbon technologies. Where the required reduction from on-site renewable energy is not feasible within major developments, contributions off-site will be sought. The Council will seek to merge a suite of sustainable design goals,*

such as the use of SUDS, water efficiency, lifetime homes, and energy efficiency into a requirement measured against the Code for Sustainable Homes and BREEAM.

11. In the case of tall buildings, not adversely affect their surroundings including the local character, cause harm to the significance of heritage assets or impact on important views. Appropriate locations for tall buildings will be defined on a Character Study and may include parts of Uxbridge and Hayes subject to considering the Obstacle Limitation Surfaces for Heathrow Airport. Outside of Uxbridge and Hayes town centres, tall buildings will not be supported. The height of all buildings should be based upon an understanding of the local character and be appropriate to the positive qualities of the surrounding townscape."

5.20 Policy H2: Affordable Housing, sets out the express intention to meet the needs of all types of households. Whilst this site does not seek the provision of affordable housing as defined by the NPPF, Paragraph 6.31 of the Local Plan (Part 1), confirms that a key aspect of planning policy is making provision for accommodation with care provision:

"Affordable housing achieved across the borough should reflect the distinct needs of different sections of the community. It should include provision for older people and for other groups in need of supported housing, specifically people with mental health needs and people with physical and sensory disabilities or learning difficulties. The council's aim is to maximise independence and provide self-contained accommodation with appropriate support."

5.21 The Saved Policies of the Hillingdon UDP have largely been superseded by the Part 1 Policies. However, whilst some remain extant, given both the time that has passed since these policies were adopted and the material change in circumstances in the form of Government and other strategic policies, it is evident that the weight that relatively little weight can be afforded to these Saved UDP Policies.

5.22 Part 2 of the Local Plan takes the form of the Hillingdon Development Management Policies (Proposed Submission Version, September 2014). These

policies have yet to be subjected to public examination and as such the weight afforded to these emerging policies is significantly less than that afforded to the adopted policies in the statutory Development Plan. However, these do represent material considerations in the determination of planning applications.

5.23 The proposal to provide an extra care facility would be considered against the requirements of emerging Policy DMH8: Sheltered Housing and Care Homes. This states that Sheltered Housing and Care Homes will be permitted provided that:

- “i) it would not lead to an over concentration of similar uses detrimental to residential character or amenity;*
- ii) it caters for need identified in a local Housing Market Assessment, in a needs assessments 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 quality of accommodation meets at least the minimum relevant standards for that use”.*

5.24 Policy DMHB 13 relates to the Design of Development. This states that:

- A) Development will be required to be designed to the highest quality standards, incorporating principles of good design including:*
 - i) harmonising with the existing street scene and setting taking into account the surrounding:*
 - scale, height, mass, bulk and form of development;*
 - building plot sizes, plot coverage and street patterns;*
 - building lines and setbacks, rooflines, streetscape rhythm and other streetscape elements;*
 - architectural composition; and*
 - natural environment.*
 - ii) ensuring the use of high quality building materials and finishes;*

iii) ensuring that the internal design and layout of development maximises sustainability and is adaptable to different activities; and

iv) protecting features of positive value within the site.

B) Development will be required to ensure that the design safeguards the satisfactory re-development of any adjoining sites which have development potential. In the case of proposals for major development sites, the Council will expect developers to prepare master plans and design codes and to agree these with the Council before developing detailed designs."

5.25 Policy DMHB 15: Planning for Safer Places states that:

"The Council will require all new development to ensure safe and attractive public and private spaces by addressing the principles of its Secured by Design SPG and Crowded Places SPG as part of proposals. Where relevant, these should be included in the Design and Access Statement. Development will be required to comprise good design and inclusive environments whilst improving safety and security by incorporating the following specific measures:

- i) providing entrances in visible, safe and accessible locations;*
- ii) maximising natural surveillance;*
- iii) ensuring adequate defensible space is provided;*
- iv) providing clear delineations between public and private spaces; and*
- v) providing adequate lighting and CCTV.*

5.26 Policy DMHB 17: Residential Amenity states that:

"The Council will seek to ensure that new development within residential areas complements or improves the amenity and character of the area. Planning permission will not be granted for new buildings or extensions which by reason of their siting, bulk and proximity, would result in a significant loss of residential amenity.

Buildings should be laid out so that adequate daylight and sunlight can penetrate into and between them and the amenities of existing houses are safeguarded.

Planning permission will not be granted for new buildings or extensions that create unacceptable levels of noise, vibration, artificial light, odour, fumes or dust pollution."

5.27 Policy DMHB 18: Housing Standards states that:

"All housing development should have an adequate provision of internal space in order to provide an appropriate living environment. To achieve this all residential development or conversions should: i) Meet or exceed the most up to date internal space standards, as set out in table 1; ii) Meet or exceed 'Lifetime Home Standards'; iii) Provide at least 10% of new housing to be accessible or easily adaptable for wheelchair users; and iv) Support the 'Building for Life' design principles."

5.28 Policy DMCI 3: Public Open Space Provision states that:

A) Public open space will be protected and enhanced and development will only be permitted where:

- i) it is linked to the functional use of the open space; and*
- ii) it does not harm the character, appearance or function of the open space. Cumulative impacts of development will be taken into account in this assessment.*

B) Development proposals within the immediate vicinity of public open space must not impact negatively on the amenity, ecological value and functionality of the space. All impacts must be negated through the design of the scheme.

C) The reconfiguration of public open space will be supported where:

- i) the reconfiguration is part of a comprehensive, deliverable scheme;*
- ii) there would be no net loss of open space;*
- iii) the reconfiguration would achieve enhancements to address identified deficiencies in the capacity, quality and accessibility of open space, and it would secure a viable future for the open space; and*

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- iv) *the reconfiguration would not be detrimental to any environmental function performed by the existing open space. D) Development of private open space is not permitted where there would be a significant individual or cumulative loss of open space/open aspect and/or where there would be a significant impact on amenity, character and appearance, biodiversity, ecological connectivity, cooling effect and/or flood alleviation effect.*

6. PLANNING ASSESSMENT

6.1 This section of the Planning Statement sets out the justification for the proposed demolition and redevelopment when considered against the relevant planning policies and other material considerations.

i). The Principle of the proposed use

6.2 The application site is currently a vacant building previously used as the Park View Day Centre a care home (Park View Day Centre) at Farrier Close, Uxbridge. This is a previously developed site within an existing residential area and is not subject to any designations or planning policy restrictions.

6.3 As identified above, the previous use as a day centre for adults with a learning disability ceased in late 2013. All of the services previously available at this day centre are now provided for in a new state-of-the art resource centre at Queens Walk in South Ruislip. Following its opening in September 2014, this facility which has been the subject of a major refurbishment now provides a greater range of services and the latest technology to support residents in their development and to keep them healthy and active. This represents a departure from the more traditional 'day centre' model through which these services were historically provided.

6.4 Since the services previously provided for at Park View prior to its closure in 2013 have been adequately provided for elsewhere and in a more effective and efficient manner, there would be no detrimental impacts on the level of service provision or accessibility to these. There may be a limited number of individuals for whom this may result in longer or more difficult journeys although since the previous used has ceased and there is no prospect of this re-opening, there would be no loss of community resource as a result of the proposed development. Indeed, the redevelopment of this site would result in a net gain of facilities which, owing to the presence of residents and staff would serve to sustain and enhance the viability of local services.

ii). The need for the development

6.5 Planning Policy Guidance (Paragraph: 021 Reference ID: 2a-021-20150326), reaffirms the need to provide housing for older people, which it describes is: "critical given the projected increase in the number of households aged 65 and

over accounts for over half of the new households (Department for Communities and Local Government Household Projections 2013)."

- 6.6 However, it is widely acknowledged that there is a difficulty at both London-wide and borough levels, and neither the GLA nor the London boroughs currently have any robust or consistent information in relation to the supply of older persons accommodation across London. This is partly because of inconsistency in the classification of this type of specialist housing in the London Development Database. Nonetheless, as cited above in the Planning Policy section of this Statement, PPG Paragraph: 037 (Reference ID: 3-037-20150320), confirms that Local Planning Authorities should count housing for older people, including residential institutions in Use Class C2, against their housing requirement.
- 6.7 Whilst the London Borough of Hillingdon is able to demonstrate that there is at least five years' supply of deliverable sites, based on the requirement set out in the London Plan (2011), the Further Alterations to the London Plan (FALP), represents a significant increase in targets for dwelling provision across the London Boroughs. The annual requirement for the London Borough of Hillingdon has increased significantly from 425 to 559 dwellings per annum. There is therefore an overriding need for a significant increase in the provision of all types of residential housing, including that specifically for older people. This is underpinned by the presumption in favour of sustainable development (as set out in NPPF paragraphs 14, 47 and 49).
- 6.8 This is particularly important given the need to provide sufficient numbers of new dwellings to meet objectively assessed need for housing in the London Borough of Hillingdon and any neighbouring boroughs within the wider housing market area. It is notable that many of the surrounding boroughs are constrained by the presence of Green Belt designations and limited capacity in terms of the supply of previously developed land.
- 6.9 The need for additional new housing of all types is therefore considered to be a material consideration that should carry significant weight in favour of the proposed development.
- 6.10 In addition, the Government has also been very clear that there is a need to address the need specific housing requirements of older people. In the recent Written Statement to Parliament: Housing Update, March 2015, Brandon Lewis

confirms: *“Providing more options for older people to move to more suitable housing, when they want to, can also help to free up larger homes for use by families.”*

- 6.11 The need for extra care accommodation is closely linked to the incidence of limiting long-term illness, which the 2001 census data indicates is prevalent in 45% of people of pensionable age. However, this is not a single or homogenous group and the rate of long-term illness increases with age. The proportion of the pensionable age population aged up to 70 years with a limiting long-term illness is 35.4%, which rises to over two-thirds for those aged 85 years and above.¹ Given the forecast growth in the population of West London aged 85 and over, both in absolute terms and as a proportion of the population as a whole, the data suggests that significantly more people will require housing with an element of care than has been the case in the past.
- 6.12 The need arises partly from demographic trends with older people generally living longer and through a desire to retain their independence. The propensity to move is also higher among older persons than among the general population with 40% of older adults finding themselves either needing or wanting to move home at least once past the age of 65 years (including into residential and nursing care). A quarter of adults over the age of 60 indicate that some form of specialist housing would be their preferred future accommodation. Consequently, it is of little surprise that demand is already outstripping supply.
- 6.13 At the local level, Research has shown that older people would prefer to live in extra care housing given the choice between that and more traditional residential care homes.
- 6.14 Historically, Hillingdon has been host to a very traditional model of care provision is heavily reliant on residential and nursing home provision. For example, in 2010/11 51% net care expenditure for older people was made on this type of service, as opposed to the 40% which is more in line with best practice. However, the Council has identified the need for the provision of extra care housing as part of its longer term strategy.

¹ West London Strategic Housing Market Assessment 2010, Report of Study Findings (November 2010).

- 6.15 The most up-to-date iteration of Hillingdon Borough Council's Housing Strategy² also provides an indication of the extent of the need for housing for the oldest group which by definition has the greatest need for care: *"Over the next ten years there is a projected 27% increase in the number of residents aged 85 and over living in the Borough."*
- 6.16 Research undertaken by the Greater London Authority³ suggests that: *"if demand continues at the same level by 2021 and there is no increase in supply then by 2021 there will be an overall shortfall of over 8,000 bedspaces"* based on a London-wide estimate of demand. This report goes on to state that: *"if demand for care home beds falls to 5% of over 85s and 1% of persons aged 75-85 then there is a surplus of care home beds but this situation will only arise if there is considerably increased provision of Extra Care housing and improved provision of care services in general needs and other specialist housing (including improvements in the ability to cope with late stage dementia outside a care home setting which is unlikely given the projected increase in dementia)."*
- 6.17 The research conducted on behalf of the GLA seeks to identify the potential annual demand for older persons housing by borough and tenure. The estimates of annual demand for the London Borough of Hillingdon are based on two alternative scenarios reflecting higher and lower levels of supply as shown in Table 2 below.

Table 2: Indicative Annual Demand for Older Persons Housing in Hillingdon

Potential Demand Per Annum								
	Shortfall/Surplus High Supply				Shortfall/Surplus Low Supply			
	Sale	Shared Ownership	Rent	All	Sale	Shared Ownership	Rent	All
Hillingdon	82	20	-65	38	82	20	6	108

- 6.18 There is therefore every indication that in order to meet the demand forecast for this type of housing changing housing needs there will need to be a significant increase in the supply of this type of housing.
- 6.19 The Housing Strategy reflects this, stating that: *"Hillingdon's housing needs to be fit for purpose in order to cope with the growth of older people in the Borough."*

² Homes fit for Hillingdon: The London Borough of Hillingdon's Housing Strategy 2012-15

³ The role of the planning system in delivering housing choices for older Londoners. Cambridge Centre for Housing and Planning Research, Three Dragons, Land Use Consultants and Heriot Watt University (December 2012)

There is likely to be an increase in need for care and support as well housing suitably tailored for older people (including extra care for rent and for purchase)."

6.20 The Housing Strategy states that in response the Council is *"looking to develop more extra care sheltered accommodation with 24 hour care and support provided on site, following the provision of our first two schemes."*

6.21 The initial two extra care schemes are those at Cottessmore House and Glenister Gardens which have now been completed.

6.22 This proposal therefore represents a continuation in this policy and reflects a shift towards the provision of long term residential care in response to a genuine and evidenced undersupply and a clear and pressing need for extra care accommodation in the London Borough of Hillingdon.

iii). Suitability of the Location

6.23 The redevelopment of this site would make effective use of previously developed land within an existing residential area. Since the site is currently vacant, there is clearly a net benefit associated with returning this land to active use, particularly since the condition of the site has deteriorated and it is now becoming difficult to secure. There is evidence of unauthorised access and dumping within the site as a result of its continued vacancy which would be addressed through its redevelopment.

6.24 The surrounding area is predominately residential, although there are a range of facilities capable of providing for the everyday needs of residents in the immediate vicinity of the site. However, given the nature of the use as an extra care facility, the majority of the day-to-day requirements would be provided for on-site in what is a largely self-contained facility.

6.25 The effect of this would be to reduce the need to travel and enable residents and visitors to benefit from the full range of services provided by the day centre without the need to leave the site. Where it is necessary or desirable for residents to travel elsewhere, the close proximity of bus stops and local amenities (including a convenience store and two public houses), suggests that many such journeys could be made without the need to travel by car. In addition, the presence of an extra care facility would help to sustain these local amenities.

iv). Employment Provision

- 6.26 In addition to the significant social benefits of the provision of specialist residential accommodation, the proposal will also secure the provision of new employment opportunities for highly qualified staff. Based on the applicant's knowledge of comparable facilities, it is estimated that there would be a requirement for at least one member of qualified care staff per 8 extra care apartments. On the basis that 60 extra care apartments would be provided, there would need to be at least 8 qualified staff present at any one time.
- 6.27 Owing to the nature of the care being provided it would be necessary for the care staff to operate on a shift system. Current operations at existing facilities in the London Borough of Hillingdon use a total of five shifts, (7am – 11am; 11am – 2pm; 2pm – 5pm; 5pm – 10pm; and 10pm – 7am). It is envisaged that these arrangements would reflect the operational requirements of the proposed extra care facility at Park View.
- 6.28 In addition to the staff providing essential care as part of the core requirement for a facility of this nature, there would be additional requirements for staff to provide ancillary facilities including management and administrative staff, and those undertaking catering, cleaning and maintenance of the facilities and the grounds.
- 6.29 Whilst at this stage it is difficult to properly estimate the number of full-time equivalent and part-time jobs that would be provided at a facility of this scale and nature, there are clearly beneficial impacts arising through the provision of a wide range of employment opportunities. While the numbers employment during each shift would often vary due to the demands of peak hour operations, it is reasonable to estimate that at least 30 staff would need to be present during the course of the day. The transport implications of this are considered in greater detail in the enclosed Transport Assessment, although based on comparable operations it is clear that staff working shifts would arrive and depart at different times throughout the course of the day.
- 6.30 The NPPF is very clear on the Government's intentions to ensure the planning system does everything it can to support sustainable economic growth.
- 6.31 With regard to the jobs provided by the proposed scheme, Paragraphs 19 and 21 of the NPPF confirm that significant weight should be placed on the need to

support sustainable economic growth, and that investment in business should not be overburdened by the combined requirements of planning policy expectations.

- 6.32 The site is well located in relation to residential locations where staff may travel from to access employment opportunities provided. There are clear alternatives to travel by private car with well-established bus routes linking the site to nearby residential areas. The site is also easily accessible on foot from those travelling shorter distances with good pedestrian and cycle access and adequate provision for wheelchair users and parents with pushchairs.

iv). Residential Amenity

- 6.33 The site of the proposed extra care facility is in close proximity to a number of residential properties at Farrier Close to the west, Horseshoe Drive to the north and Chapel Lane to the east.
- 6.34 The proposed scheme represents a significant increase in the quantum of development in terms of building footprint, floorspace and volume. However, the design of the building has had due regard to the relationships between the buildings and the impact on residents of nearby properties. The position and alignment of the principal building elements is a direct response to the constraints provided by the size and orientation of the site and its relationship to adjacent buildings.
- 6.35 The closest residential properties are those at 10 and 20 Farrier Close directly to the west of the site. These buildings are both modestly proportioned houses taking the form of a semi-detached and end terraced houses respectively. Importantly, both of these houses present either a gable end or roof slope without windows directly overlooking the application site. On this basis, there is no prospect of the proposed building resulting in any detrimental impacts on the amenity of neighbouring residential properties. This is therefore consistent with Policy BE1 of the Hillingdon Local Plan, Part 1 and Policy DMHB 13 of the emerging Local Plan Part 2.
- 6.36 The properties to the north of the site include residential buildings up to four storeys high which adjoin the site boundary. The orientation of the building is such that there would be no direct overlooking of the northern elevation of the

proposed extra care home which itself would not have any habitable rooms with windows overlooking the adjacent housing to the north.

6.37 The siting of the building also ensures that there is sufficient distance (approximately 50 metres), between the eastern elevation of the proposed extra care facility and the rear (western) elevations of the residential properties to the east of the site which front onto Chapel Lane. Despite elements of the building rising to three storeys, this distance, along with the intervening screening in the form of mature vegetation is sufficient to prevent any adverse impacts on the amenity of existing residents.

6.38 Therefore, as a result of the carefully considered design, which has had due regard to the siting, scale and massing of the proposed building, there would not be any adverse impact on the amenity of residents of neighbouring properties, whilst prospective residents would be provided with a high standard of accommodation which has a good level of outlook and privacy. In this regard the proposals are entirely consistent with Policy DMHB 18 of the Hillingdon Local Plan.

v). *Access and Highways*

6.39 The proposed development would result in the provision of a total of 24 car parking spaces, of which 21 would be provided within an undercroft parking area, with the remaining three spaces provided towards the vehicular entrance of the site from Farrier Close. Three of the undercroft spaces would be for disabled drivers.

6.40 The proposed building has been designed as a purpose built extra care facility. As a result, level access within and between floors for persons with limited or impaired mobility has been an integral element of the design process. Lift access is provided whilst doorways openings, corridors and external spaces all designed to meet lifetime homes standards and to facilitate wheelchair access.

6.41 The enclosed Transport Assessment by Cole Easdon Consultants considers the issues of access to and from the site and the parking implications of the proposed development in greater detail.

6.42 The existing vehicular access which would continue to serve as the point access for the new development is considered entirely appropriate for the scale and kind

of development that is proposed. The use of undercroft parking represents an innovative and highly appropriate solution to the need to accommodate parked vehicles. Additional parking spaces are also provided in the curtilage of the building.

vi). Design

- 6.43 The design of the building represents an innovative scheme which responds positively to the context provided by this location in terms of its scale, massing and external appearance. Whilst the three storey building would generally be higher than the prevailing built form in the vicinity, which is characterised by two-storey pitched roof dwellings, the proposed extra care facility would not significantly exceed these or appear out of context in this setting.
- 6.44 The position of the 'terrace' running broadly parallel to Stockley Road represents a considered response to the context provided by the terraced housing immediately to the east. Whilst there is a moderate 'stepping up' of the roofline, the massing of this element of the building and its relationship to the adjacent buildings is such that this would result in a development that responds effectively to the context provided by the existing buildings.
- 6.45 The visual impact of the proposals is assessed in greater detail in the enclosed Landscape and Visual Assessment, and it is evident that despite the building providing four storeys of accommodation, it will not appear as overly dominant in the context of the location and the adjacent buildings. The flat roof design limits the maximum height of the building and enables the provision of an extensive PV array mounted on the main roof, both of which offer clear benefits which are material to the consideration of this application.
- 6.46 The overall design approach is therefore consistent with Policy BE1 of the adopted Local Plan (Part 1) and Policy DMHB of the emerging Local Plan.

v). Sustainability

- 6.47 The purpose-built facility incorporates modern building technologies and best practice construction techniques in order to limit the carbon footprint of the building both during the construction process and during the operational stages. A

key aspect of this design approach is also maximising the thermal performance and efficiency of the proposed building. This is particularly important when providing homes for older people.

6.48 As identified above, the provision of a roof-mounted PV array greatly enhances the performance of the building and ensures that embedded renewables are integral to the overall development.

6.49 In this respect the proposed development is consistent with Policy BE1 of the adopted Local Plan.

7. CONCLUSIONS

- 7.1 This Statement has been prepared by Pegasus Group in support of a planning application for the redevelopment of the former Park View Day Centre to provide an extra care facility within a new three storey building.
- 7.2 It is considered that the redevelopment of this site would represent an effective and efficient use of the site and the redundant building
- 7.3 Despite the increase in the footprint and volume of the building on the site it is evident that the site can accommodate a building of this scale and nature.
- 7.4 There is an absence of any harm arising through visual impact (as demonstrated by the accompanying Landscape and Visual Assessment), or either harm to protected trees or important habitats.
- 7.5 There are significant benefits arising through the provision of much needed extra care accommodation in an appropriate location which benefits from close proximity to complementary health facilities, open space and amenities.
- 7.6 The enhancement of the existing site in terms of the quality of the environment and range of facilities being provided also represent planning benefits which are of significant weight in the determination of this application.
- 7.7 It is considered that the proposed development represents a suitable means through which the London Borough of Hillingdon can make provision towards much-needed extra care accommodation whilst also enhancing the site and its surroundings.
- 7.8 For the reasons outlined in this statement and in the accompanying reports, it is evident that the proposed complies with relevant areas of planning policy and that there are significant material considerations in favour of the proposal. Planning permission should therefore be granted for the development as described.

pegasuspg.co.uk



Pegasus Group
23 Hanover Square,
Mayfair,
London,
W1S 1JB

E London@pegasuspg.co.uk
T 020 3705 8060

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