



PLANNING AND TRANSPORT STATEMENT

SITE ADDRESS: 25-26 High Street, Uxbridge, UB8 1JN

DATE: April 2025



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Executive Summary

This statement has been prepared by Total Planning to support an application for erection of 3 storey rear extension at first, second, third floor levels and conversion of the vacant upper floor levels to residential comprising 5 flats with associated works including provision of cycle and refuse storage and external/internal alterations including insertion of new walls/doors and demolition of non-original walls.

There is Local and London Plan support for making more efficient use of sustainable, underutilised vacant buildings for the delivery of residential accommodation, particularly where this safeguards the long term conservation of a listed building.

The proposal relates to a vacant upper floor premises to a listed building located centrally in Uxbridge town centre and it is a highly sustainable location.

The accompanying Commercial Office Availability & Leasing Report prepared by Rose Williams Commercial Property Consultant is considered to demonstrate that this empty office space is surplus to requirements and there is no realistic prospect of it being re-used as an office or alternative commercial use, particularly given the heritage constraints. Therefore, the proposed loss of office floorspace is considered acceptable in this case and its alternative use should be supported, in accordance with adopted planning policies. A previous planning consent has also secured permission for change of use of the upper floor levels and as such residential has been established.

From a heritage perspective, the works are considered to result in minor beneficial improvement. Please see accompanying Heritage Impact. Assessment. The proposed works when considered alongside the benefits of the scheme, principally bringing this building back into beneficial use after a long period of vacancy and addressing a number of issues with the building's condition, as well as seeing many of the original exterior features of the building reinstated or repaired, the proposal will improve the heritage value of the building and surrounding conservation area.

The proposal would be considered meet adopted policies with regards to heritage and visual amenity as the proposal would not lead to any harm visually or to the fabric of this listed building, or the setting of the surrounding conservation area.

The rear extension is modest and comparable to others within the same terrace and it would not sit uncomfortably on the building or out of keeping.

The development would provide 5 new homes that would provide a good level of internal accommodation, as well now providing private external amenity space or enclosed winter gardens.

The location of the site is appropriate for this car free development that would encourage public transport and alternative green modes of transport.

Overall, the approach to this development would reflect the 12 core principles of sustainable development as set out in the NPPF. The application scheme meets the strategic policy objectives of the London Plan as well as the aims and objectives of Council's Local Plan.

The Site

The site is located on the southwestern side of the High Street, approximately 7m east of its junction with Windsor Street, and immediately opposite the main entrance to the Chimes Shopping Centre, Uxbridge.



Location of application site in town centre

The site comprises a mid-terrace building known as 125-126 High Street, Uxbridge. It is a Grade II listed four storey building (along with No. 27 High Street) dating from the mid 19th Century within the Old Uxbridge/Windsor Street Conservation Area and the primary shopping area of Uxbridge. The conservation area was designated in 1973 as Windsor Street CA but later amalgamated in 1987 to create Old Uxbridge / Windsor Street CA and thereafter, a revision to incorporate extensions and deletions in 1988.

The building has a strong sense of hierarchy, this is particularly evident to the front with proportionately smaller upper floor windows. The window also includes decorative stone stucco surrounds. The central bay sits slightly forward, and two pediments feature over the first floor windows.

The windows are all single glazed timber sash windows with a spiral-spring balance system. Whilst the open mechanism appears to be altered, the windows themselves appear to be of historic interest and retain the original glazing pattern, with margin lights.

The shop front along the ground floor is not original, it was likely altered in the early to mid-20th century. Whilst now comprising of two units, originally it is likely the ground floor was either split into three individual units or was one large unit. In any

instance, originally the shop front and signage would have had a uniform appearance.



The application property and No. 27 High Street, Uxbridge

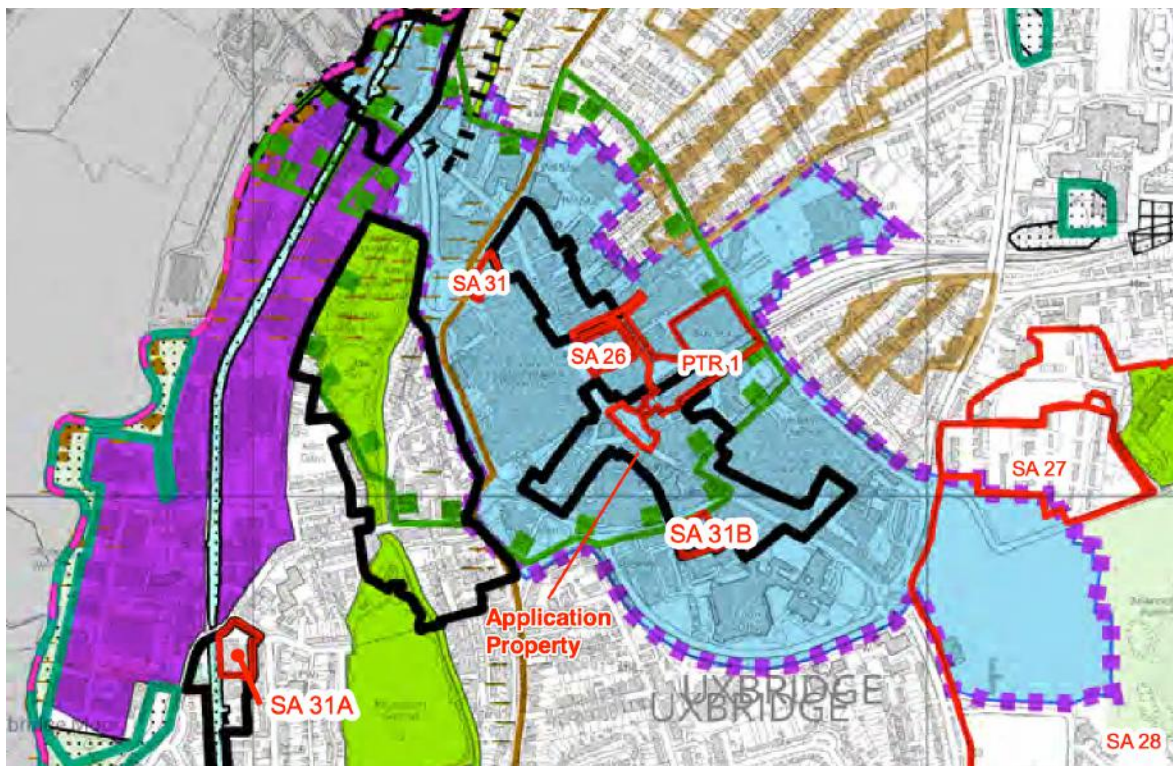
Internally accommodation is spread over 4 floors. The original brick vaulted cellars are extant towards the High Street end of the building, however external vents have been lost. Internally they are in a reasonably well-preserved condition and are of significant historic interest.

It is evident some aspects of the building have been altered however it is not clear when such works took place, but they are considered historic (see photographs of the building in Appendix 1). There is evidence of modern finishes, modern structural supports, concrete floors and the insertion of a lift shaft. Solid walls are evident on the upper floors. To the rear the property has been extended at ground floor and within the basement. It comprises of a larger flat roofed addition with access to the flat roof at first floor level. The existing building is prominently located within the centre of Uxbridge, amongst a number of other Listed Buildings. It is a prominent and exposed building with clear views of the rear aspect of the site from Charter Place (off Windsor Street) and the service road to the south-east of the site. The building is historically and architecturally significant in its own right however is also an important, positive contributor to the significance of the conservation area and street scene.

The building has recently had approval to create a direct entrance from the street to the first floor to access the vacant space on the upper floors from the street (8248/APP/2022/2664). Works have been recently carried out to implement the proposal and the coffee shop is now in operation.

The surrounding area is characterised by mainly commercial mixed use properties, with many containing residential on their upper floor levels. The aerial image above shows the central position of the application property in relation to the main two shopping centres in Uxbridge town centre and the tube station which is opposite and Charter Place which is situated to the rear.

In terms of land use policy constraints, the site is situated within Uxbridge town centre, a conservation area, and Archaeological Priority Area (see policies map below).



Hillingdon Policies Map

The site is also located in Flood Zone 1 which is an area at least risk of flooding. It has a PTAL rating of 5 which indicates that there is good level of public transport accessibility.

Proposed Development

This application seeks planning permission for erection of 3 storey rear extension at first, second, third floor levels and conversion of the vacant upper floor levels to residential comprising 5 flats with associated works including provision of cycle and refuse storage and external/internal alterations including insertion of new walls/doors and demolition of non-original walls.

This application will also seek Listed Building Consent.

The proposed flats comprise a studio, 3 x 1 person bedroom flats, and a 2 bedroom flat.

The proposal does not seek any changes to the front of the building. To the rear, part first, second, and third floor level rear extension is sought. This extension would be stepped and would reduce in depth as it extends up the building. It would also be constructed of a contrasting material to that of the main building. It would be situated on top of the existing large ground floor rear extension. In addition, terraces and private external amenity space would be provided for each flat.

This application is accompanied by a full set of existing and proposed drawings, as well as a Design and Access Statement prepared by USL Architects. The Design and Access Statement contains flat design layouts. It demonstrates that very limited demolition, or even alterations to the internal layout of the building are required to deliver the proposed 5 flats.

This planning statement should be read alongside this submitted Design and Access Statement, the accompanying Heritage Statement by Sam Falco, and the Commercial Office Availability & Leasing Report prepared by Rose Williams Commercial Property Consultant.

Planning History

As mentioned earlier in this statement, this application follows a recent planning permission to create a direct entrance from the street to the first floor to access the vacant space on the upper floors from the street (8248/APP/2022/2664). Works have been recently carried out to implement this proposal and the coffee shop is now in operation on the ground floor level.

In addition more recently, planning and listed building consent has been granted (8248/APP/2024/2682 & 8248/APP/2024/2681) for change of use of upper floors from ancillary office and retail use to residential use, creating 3 x two bed flats, with associated works, to include cycle and refuse store (Application for Listed Building Consent). This application has already established the principle of residential on the upper floor levels. However, these flats are relatively large for a town centre location and they do not benefit from any private external amenity space.

The full planning history for this site is set out below.

Reference	Development Proposal	Date	Decision
8248/APP/2024/2682	Change of use of upper floors from ancillary office and retail use to residential use, creating 3 x two bed flats, with associated works, to include cycle and refuse store (Application for Listed Building Consent)	11-10-2024	Approval
8248/APP/2024/2681	Change of use of upper floors from ancillary office and retail use to residential use, creating 3 x two bed flats, with associated works, to include cycle and refuse store	11-10-2024	Approval
8248/APP/2024/193	Erection of pair of retractable awnings with valences to shopfront (Application for Listed Building Consent)	14-03-2024	Approval
8248/ADV/2024/6	Erection of pair of retractable awnings with valences to shopfront with company name and logo (advertisement consent) (amended description)	01-02-2024	Approval
8248/ADV/2023/42	Installation of 2 x non-illuminated fascia signs, 1 x externally illuminated projecting sign and nonilluminated	26-01-2024	Approval

	signage and graphics to outdoor planters. (RETROSPECTIVE)		
8248/APP/2023/2601	Repainting of existing shop front, erection of non-illuminated fascia signs and an externally illuminated projecting sign and internal, ceiling mounted, non-illuminated roundel sign. Internal fit out as coffee shop (Application for Listed Building Consent). (RETROSPECTIVE).	26-01-2024	Approval
8248/APP/2023/875	Details pursuant to the discharge of Condition 3 (Details of direct entrance) of Listed Building Consent ref. 8248/APP/2022/2664, dated 31-10-2022 for the creation of a direct entrance to the upper floors to link the existing staircase to the pavement.	15-05-2023	Approval
8248/APP/2022/2664	Creation of a direct entrance to the upper floors to link the existing staircase to the pavement (Application for Listed Building Consent)	31-10-2022	Approval
8248/APP/2006/1549	INSTALLATION OF ONE EXTERNALLY ILLUMINATED PROJECTING BOX SIGN AND TWO NON-ILLUMINATED FASCIA SIGNS (APPLICATION FOR LISTED BUILDING CONSENT)	01-08-2006	Approval
8248/ADV/2006/40	INSTALLATION OF ONE EXTERNALLY ILLUMINATED PROJECTING BOX SIGN	15-08-2006	Approval
8248/ADV/2005/120	INSTALLATION OF 2 EXTERNALLY ILLUMINATED FASCIA AND ONE PROJECTING SIGNS.	22-02-2006	Refusal
8248/APP/2005/3335	INSTALLATION OF 2 EXTERNALLY ILLUMINATED FASCIA AND ONE PROJECTING SIGNS (APPLICATION FOR LISTED BUILDING CONSENT).	09-02-2006	Refusal
8248/ADV/2003/15	INSTALLATION OF TWO NON-ILLUMINATED FASCIA SIGNS AND AN EXTERNALLY ILLUMINATED PROJECTING BOX SIGN	10-02-2004	Approval
8248/APP/2003/521	INSTALLATION OF TWO NON-ILLUMINATED FASCIA SIGNS AND AN EXTERNALLY ILLUMINATED PROJECTING BOX SIGN (APPLICATION FOR LISTED BUILDING CONSENT)	10-02-2004	Approval
8248/APP/2002/2380	INTERNAL ALTERATIONS AND REMOVAL OF EXISTING FILM AND LOGO FROM THREE WINDOWS (APPLICATION FOR LISTED BUILDING CONSENT)	10-01-2003	Approval
8248/APP/2002/670	INTERNAL ALTERATIONS AND REMOVAL OF EXISTING FILM AND LOGO FROM 3 WINDOWS (APPLICATION FOR LISTED BUILDING CONSENT)	25-09-2002	Refusal
8248/APP/2000/1389	INSTALLATION OF NON-ILLUMINATED INDIVIDUALLY APPLIED LETTERING AND AN EXTERNALLY ILLUMINATED PROJECTING SIGN (APPLICATION FOR LISTED BUILDING CONSENT)	25-10-2000	Approval
8248/ADV/2000/51	INSTALLATION OF AN EXTERNALLY ILLUMINATED PROJECTING SIGN	25-10-2000	Approval
8248/AG/99/3040	Installation of externally illuminated fascia and projecting signs	04-08-1999	Refusal
8248/AF/99/0472	Internal alteration and installation of a new shopfront and externally illuminated fascia and projecting signs	04-08-1999	Refusal

	(Application for Listed Building Consent)		
8248/AD/98/0895	Installation of a new shopfront and internal alterations (Application for Listed Building Consent)	30-07-1998	Approval
8248/AB/98/0355	Installation of a new shopfront	30-07-1998	Approval

Planning Policy

The proposed development would be assessed against the Development Plan Policies contained within Hillingdon Local Plan; the London Plan, the NPPF and supplementary planning guidance by both the London Borough of Hillingdon and GLA.

National Policies

NPPF

The National Planning Policy Framework (NPPF) under paragraph 11 states decisions should apply a presumption in favour of sustainable development and 11(c) stipulates that for decision taking this means approving development proposals that accord with an up to date development plan without delay.

Paragraph 38 stipulates that local planning authorities should approach decisions on proposed development in a positive and creative way. Decision-makers at every level should seek to approve applications for sustainable development where possible.

Chapter 9 of the NPPF refers to 'Promoting sustainable transport'. Paragraph 109 states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision making.

Within this context, paragraph 108 states that transport issues should be considered from the earliest stages of plan making and development proposals, so that:

- a) The potential impacts of development on transport networks can be addressed;
- b) Opportunities from existing or proposed transport infrastructure and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- c) Opportunities to promote walking, cycling and public transport use are identified and pursued;
- d) The environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
- e) Patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

Paragraph 114 states that for specific applications for development, it should be ensured that:

- a) Appropriate opportunities to promote sustainable transport modes can be or have been – taken up, given the type of development and its location;
- b) Safe and suitable access to the site can be achieved for all users;
- c) The design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and
- d) Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

Paragraph 115 stipulates that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Paragraph 117 stipulates that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.

Chapter 11 of the NPPF refers to ‘Making effective use of land’. Paragraph 123 states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously developed or ‘brownfield’ land.

Paragraph 128 states that planning policies and decisions should support development that makes efficient use of land, taking into account:

- a) The identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
- b) Local market conditions and viability;
- c) The availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
- d) The desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
- e) The importance of securing well designed, attractive and healthy places.

Chapter 12 of the NPPF refers to ‘Achieving well-designed places’. Paragraph 131 states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspects of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.

Paragraph 135 states that planning policies and decisions should ensure that developments:

- a) Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) Are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

- d) Establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) Create places that are safe, inclusive and accessible and which promote health and wellbeing, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Chapter 14 of the NPPF refers to 'Meeting the challenge of climate change, flooding and coastal change'. Paragraph 159 states that new development should be planned for in ways that:

- a) Avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure; and
- b) Can help to reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of buildings should reflect the Government's policy for national technical standards.

Paragraph 200 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk based assessment and, where necessary, a field evaluation.

Paragraph 201 states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 203 states that in determining applications, local planning authorities should take account of:

- a) The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm

amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 206 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) Grade II listed buildings, or grade II registered parks or gardens, should be exceptional.
- b) Assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 207 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant funding or some form of not for profit, charitable or public ownership is demonstrably not possible and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 208 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Paragraph 209 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 210 states that local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Paragraph 212 states that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Paragraph 213 states that not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 207 or less than substantial harm under paragraph 208, as appropriate, taking into account the relative significance of the element affected

and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Paragraph 214 states that local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

Regional Policies

London Plan

Policy GG1 Building strong and inclusive communities
Policy GG4 Delivering the homes Londoners need

Policy D1 London's form, character and capacity for growth
Policy D3 Optimising site capacity through the design led approach
Policy D4 Delivering good design
Policy D5 Inclusive design
Policy D6 Housing quality and standards
Policy D7 Accessible housing
Policy D11 Safety, security and resilience to emergency
Policy D12 Fire safety
Policy D13 Agent of Change
Policy D14 Noise

Policy H1 Increasing housing supply

Policy E1 Offices

Policy HC1 Heritage conservation and growth

Policy SI 1 Improving air quality
Policy SI 2 Minimising greenhouse gas emissions
Policy SI 12 Flood risk management
Policy SI 12 Flood Risk Assessment
Policy SI 13 Sustainable drainage

Policy T4 Assessing and mitigating transport impacts
Policy T5 Cycling
Policy T6 Car parking
Policy D6.1 Residential parking

Housing SPG

Local Planning Policies

The Hillingdon Local Plan Part 1 - Strategic policies sets out the overall level and broad locations of growth up to 2026. Together with the Local Plan Part 2 Development Management Policies and Site Allocations and Designation documents it forms the Council's future development strategy for the borough.

The Local Plan Part 1 – Strategic policies contains the following relevant policies:

Policy H1: Housing Growth
Policy BE1: Built Environment

Policy HE1: Heritage

The Local Plan Part 2 – Development Management Policies contains the following relevant policies:

DME 3 Office Development
DMH2 Housing Mix
DMH 3 Office Conversions
DMHB 1 Heritage Assets
DMHB 2 Listed Buildings
DMHB 4 Conservation Areas
DMHB 7 Archaeological Priority Areas and Archaeological Priority Zones
DMHB11 Design of New Development
DMHB15 Planning for Safer Places
DMHB16 Housing Standards
DMHB17 Residential Density
DMHB18 Private Outdoor Amenity Space
DMEI9 Management of Flood Risk
DMEI10 Water Management, Efficiency and Quality
DMEI14 Air Quality
DMCI2 New Community Infrastructure
DMT1 Managing Transport Impacts
DMT2 Highways Impacts
DMT5 Pedestrians and Cyclists
DMT6 Vehicle Parking
LPP HC1 Heritage conservation and growth

Principle of Development

The site is not designated in terms of land use in Hillingdon's Local Plan.

This proposal seeks change of use from a vacant office to residential use on the upper floors. Therefore, in terms of principle of development, the 2 key issues to consider are the loss of office floorspace and the acceptability of residential.

Loss of office floorspace

The extant planning permission for residential use of the upper floors has already established the residential use of the building and the loss of the existing commercial.

This statement should read in conjunction with the accompanying Commercial Office Availability & Leasing Report prepared by Rose Williams Commercial Property Consultant and the Heritage Statement by Sam Falco.

Policy E1 Offices of the London Plan states that:

'G Development proposals related to new or existing offices should take into account the need for a range of suitable workspace including lower cost and affordable workspace.

H The scope for the re-use of otherwise surplus large office spaces for smaller office units should be explored.

I The redevelopment, intensification and change of use of surplus office space to other uses including housing is supported, subject to the provisions of Parts G and H.'

At a local level, Policy DMH 3: Office Conversions of the Hillingdon Local Plan (Part 2) states that:

'A) Where offices are found to be redundant, their demolition and redevelopment for office accommodation will be supported. Where this is not feasible or viable, proposals for the conversion of offices to residential which fall outside of current permitted development rights will be supported where:

i) the conversion of offices provide an external finish that is suitable to a residential building and in keeping with the character of the area;

ii) balconies and/or amenity spaces are designed into the development as integral facilities and the creation of well designed public realm and landscaping is demonstrated;

iii) any additional functional features that are needed such as pipes, flues or communications equipment are grouped together and routed through existing features where possible, and kept off publicly visible elevations; and

iv) proposed homes have a dual aspect wherever possible (see Mayor of London's Housing SPG). A sole aspect home overlooking a parking court or other shared use rear area will generally be unacceptable.

B) All conversions that fall outside of existing permitted development rights will be expected to accord with National and London Plan minimum space and parking standards and meet the requirements of all other policies in this plan, including those in Policy DME 3: Office Development.'

In addition, policy DME 3: Office Development of the Hillingdon Local Plan (Part 2) which states that:

'A) The Council will support proposals for new office development in the preferred locations of Stockley Park and Uxbridge Town Centre, as defined in the Site Allocations and Designations document.

B) Proposals involving loss of office floorspace in preferred locations for office growth, which fall outside of existing permitted development procedures, should include information to demonstrate that:

i) the site has been actively marketed for two years;

ii) the site is no longer viable for office use, taking account of the potential for internal and external refurbishment; and

iii) surrounding employment uses will not be undermined.'

With regards to the loss of the existing office floorspace, the first thing to note is that the premises has been vacant for many years and at least before the start of the Covid pandemic which has had a huge impact on demand for office space. Despite marketing of the property since 2019 through a number of commercial agents, the premises has not attracted any interest for its use as an office.

Accompanying this statement is a Commercial Office Availability & Leasing Report prepared by Rose Williams Commercial Property Consultant which sets out details of how the premises has been actively marketed for over 2 years. This report explains the market conditions which has led to many office buildings being vacant in Uxbridge town centre. This includes details of availability of offices in the immediate Uxbridge market which shows 495,127 sqft currently available of all office types. The report also includes a schedule of these available spaces.


Of the available space there are currently 3 new or back to frame refurbished office schemes in central Uxbridge.

The Charter Building, a back to frame refurbishment provides 240,000 sqft of office space. This was completed in 2016 and the building has struggled to let and has now been split multiple times to accommodate smaller sizes required in the market. Today, 55,000 sqft remains available that has been split into smaller suites.

Also, Belmont, a back to frame refurbishment provides 124,000 sqft of office space. Completed in February 2017 and there is still 45,000 sqft of available space despite the remaining space being subdivided to provide smaller suites.




On the Uxbridge Business Park there are also two new build offices which measure 77,000 sqft and 27,000 sqft. These were completed in 2016 and still 65,000 sqft of floorspace remains empty. There are also a number of empty smaller office spaces in around the town centre.

The accompanying report also includes the marketing particulars for the application property (see below).




TO LET
SELF CONTAINED OFFICES TO BE
REFURBISHED
+ 1,610 SQFT

<p>DESCRIPTION</p> <p>The accommodation consists of a self contained offices over 1st, 2nd and 3rd floors with a direct access to the High Street.</p> <p>FLOOR AREA</p> <p>1,610 sqft</p> <p>LOCATION</p> <p>The offices are located in the heart of the High Street in Uxbridge between the two main shopping centres and directly opposite The London Underground station (Plaza and Metropolitan Lines) and the bus interchange is a short walk away.</p>	<p>TERMS</p> <p>Available on a new lease direct from the landlords of a rent of £40,000 per annum.</p> <p>LEGAL COSTS</p> <p>Each Party to be responsible for their own Legal Costs.</p> <p>VAT</p> <p>The property is eligible for VAT</p> <p>RATES</p> <p>The Rateable Value is to be reviewed as it is currently included with the retail area on the ground floor.</p>	<p>EPG</p> <p>Energy Performance Asset Rating will be reassessed after refurbishment.</p> <p>VIEWING</p> <p>For additional information or the opportunity to view contact either Mark Rose on 01895 619890 or by email mark@rose-williams.co.uk</p>
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1st, 2nd & 3rd Floor
25-26 High Street
Uxbridge
Middlesex
UB8 1JN

• TOWN CENTRE LOCATION



Rose Williams
18 High Street, Uxbridge, Middlesex, UB8 1JN
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Application property marketing particulars

The application property has been advertised for rent for several years and for over 2 years by Rose Williams, an Uxbridge based commercial agent.

Based on the expertise of Mark Rose Commercial Agents and the average level of office take up per year, there is demonstrably over 7 years' worth of office supply in Uxbridge that would need to be taken up before there would not be surplus of office space. As such, it is obvious that there will be a need to permit changes of use from office to residential in order to ensure that the office market is viable. In addition, in this particular case, the long term safeguarding of this listed building by finding a viable use should also be a major consideration.

Given its listing which constrains what can be achieved and its condition which is poor, with no air conditioning, being cellular in nature, and with no car parking, the application property is not an attractive proposition, particularly when it is compared to the available office floorspace in the Charter Building to the rear of the premises.

As the site has been i) actively marketed for two years; ii) it is clear that it is no longer viable for office use (given its condition and constraints – see photographs in Appendix 1); and iii) surrounding employment uses would not be undermined by the proposed residential hereby sought, the proposal would comply with policy

DME 3: Office Development of the Hillingdon Local Plan (Part 2) and regional policy E1 of the London Plan. Other alternative uses have been considered, however given the listed nature of this heritage asset and given its already small size, residential use is considered to be the only appropriate or viable use for this vacant office space that is clearly surplus to requirements.

Policy DMH 3: Office Conversions of the Hillingdon Local Plan (Part 2) states that *'A) Where offices are found to be redundant, their demolition and redevelopment for office accommodation will be supported. Where this is not feasible or viable, proposals for the conversion of offices to residential which fall outside of current permitted development rights will be supported'*.

Specific to this local policy, the development i) & iii) would not significantly alter the external appearance of the building which is an attractive aspect of the proposal. In terms of amenity space ii) in accordance with the policy can be accommodated into the development. All of the units would be dual aspect dwellings in accordance with para. iv) of policy DMH3. In addition, all of the dwellings would provide well in excess of the minimum internal space standards, each having more than 5 sqm of additional internal amenity space provided to each. Therefore, the proposal would be considered to comply with Policy DMH 3 of the Hillingdon Local Plan (Part 2).

The accompanying Commercial Office Availability & Leasing Report prepared by Rose Williams Commercial Property Consultant is considered to demonstrate that this empty office space is surplus to requirements and there is no realistic prospect of it being re-used as an office or alternative commercial use, particularly given the heritage constraints. Therefore, the proposed loss of office floorspace is considered acceptable in this case and its alternative use should be supported, in accordance with adopted planning policies.

Proposed residential use

It is often well known that residential use of listed buildings is favourable over their use by commercial or public bodies as they often tend to be better taken care of by their occupants. Given the need for more care of listed buildings their residential use is usually better for their long term conservation.

In addition, the premises is empty and has been vacant for several years. Paragraph 119 of the National Planning Policy Framework (NPPF) states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously developed or 'brownfield' land.

Moreover, Policy GG4 (Delivering the homes Londoners need) sets out that to create a housing market that works better for all Londoners, those involved in planning and development must ensure that more homes are delivered, proactively exploring the potential to intensify the use of land and promoting higher density development in appropriate locations. Policy GG3 of the London Plan (Creating a healthy city) requires developments to address mental and physical health in an integrated and co-ordinated way, reducing health inequality where possible, which includes planning for appropriate health and care infrastructure to address the needs of London's changing and growing population.

Policy H1 'Increasing housing supply' of the London Plan states that Boroughs should encourage development on windfall sites not identified in their Development

Plan, optimising the potential for housing delivery on all suitable and available brownfield sites/buildings, particularly on sites with existing or planned PTALs of 3-6 or which are located within 800m distance of a station or town centre boundary.

Section 5 'Delivering a sufficient supply of homes' of the NPPF supports the Government's objective of significantly boosting the supply of homes. It states that it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

Section 11 and specifically paragraph 123 of the NPPF states that decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.

Paragraph 125 of the NPPF states that LPAs and other plan making bodies, should take a proactive role in identifying and helping to bring forward land or the reuse of buildings that may be suitable for meeting development needs.

National, regional, and local policies all support the delivery of more housing to meet the needs of the local residents. They also support the re-use of buildings and land that are being underutilised. Adopted policy also supports the long term conservation of existing heritage assets through finding viable uses that ensure their longevity. As such, there is considered to be a range of strategic planning policies that would encourage the re-use of this listed building for residential purposes on the upper floor levels.

Heritage and impact on the visual amenity of the area

This section of the statement should be read in conjunction with the submitted Heritage Impact Assessment prepared by Sam Falco which assesses the heritage merits of the proposals.

Chapter 3 Design of the London Plan sets out a series of overarching design principles for development in London and policy D4 Delivering good design seeks to promote world class, high quality design.

The accompanying heritage report considers the significance of existing heritage assets including the listed building 25-27 High Street and the surrounding conservation area.

25-27 High Street is a prominent and imposing yellow stock brick building with stucco window surrounds, stucco banding between its second and third floors and stucco corncicing and parapet to its pedimented central projecting bay. Windows are double hung sashes with slender margin light glazing pattern. Together with the adjoining Listed Grade II HSBC building at 28 High Street and the Grade II* listed Market House to the north-west, they collectively dominate the Market Square area.

When first built it is believed by its frontage arrangement, to have comprised three shop units which likely corresponded with the layout of the upper floors, but designed to appear as a single large building externally. Subsequently its interior has been almost entirely remodelled and subdivided into two distinct parts, one comprising Nos 25 and 26 High Street and the other 27 High Street, which certainly appears to have occurred by the mid C20 by the materials used. The late 1950's

image below shows the building to have its stucco detailing painted in two rather distinct colours at the current separation point.



High Street Uxbridge 1950's Note the host building in background. It would appear that the building was split as it is now on the right hand side of the portico by the difference in colour of the stone detailing.

Please refer to the accompanying Heritage Report for full details of its significance.

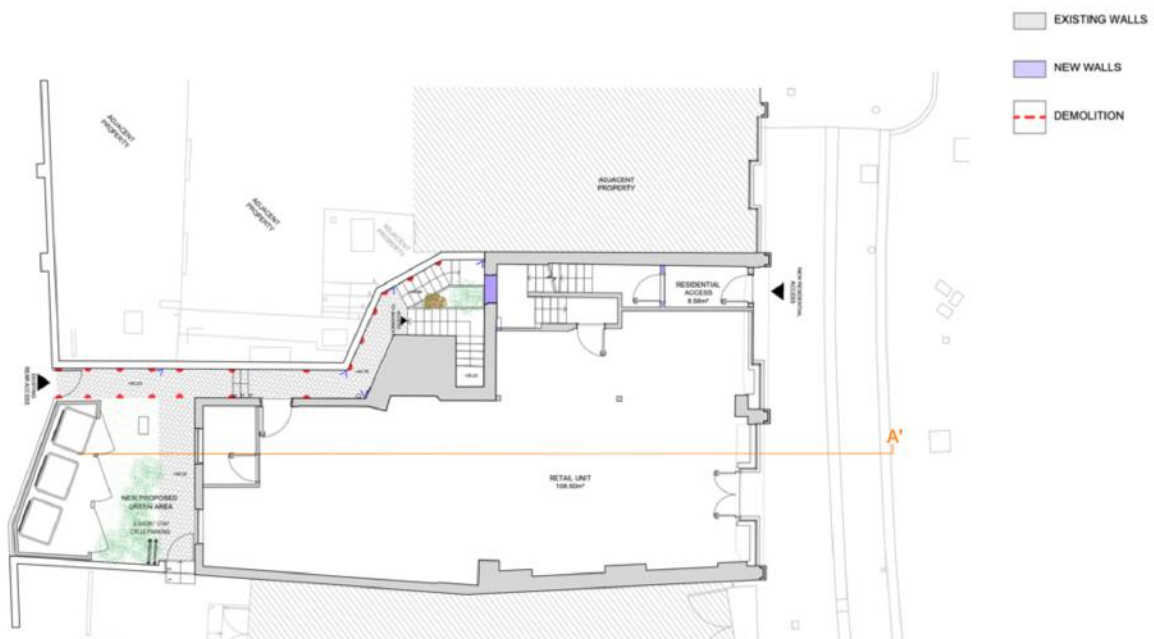
It should be noted that a later phase of extensive internal remodelling appears to have occurred in the later C20, where the building received considerable reconstruction with a concrete floor plate and concrete block walling. As such, the interior is more reflective of a mid-late C20 large modern commercial unit with a large open floorplate rather than the sequence of smaller rectangular that one would expect to find within such a building.

The existing basement to 25-26 High Street extends under the pavement of the High Street and contains a series of small rooms, some brick vaulting, comprising former and unused storage space. The central part of the basement has been subdivided by modern stud partition walls to create male and female toilets with larger unused rooms to the rear sealed off from the rest of the basement. The basement is considered to be the most intact part of the building at this point in time. It should be made clear that no alterations are proposed to the basement within this application.



Proposed basement plan – no changed proposed

The ground floor of 25-26 High Street comprises a large and open concrete floored space, save for limited modern partitions to create the coffee shop and its back of house service areas. Additionally, a partition has been erected providing access from the recently installed doorway in the shopfront providing access to the modern staircase leading to the three upper floors. There are no proposals for alteration of the ground floor within this application.



Proposed ground floor plan – Proposed blocking up of a doorway and insertion of a stud wall (already consented in December 2024)

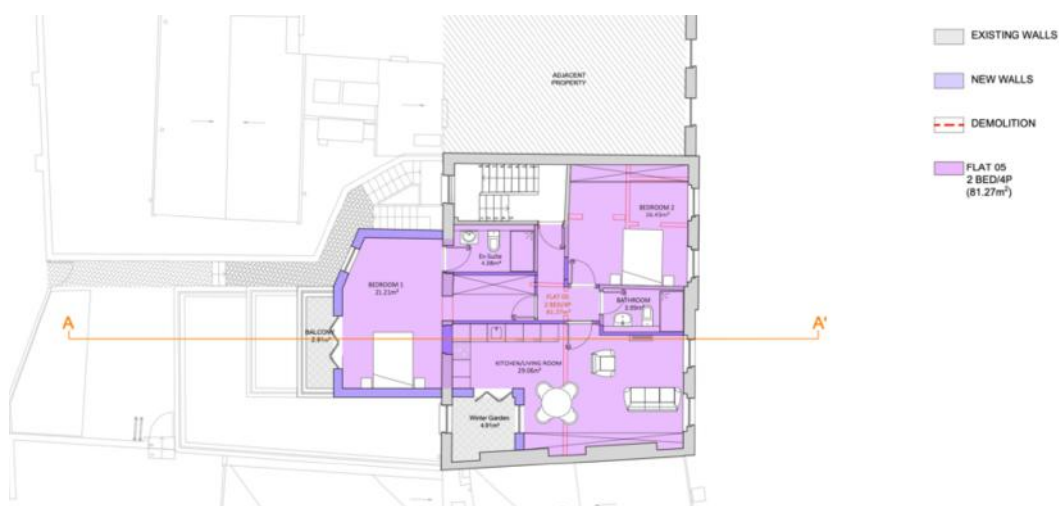
The first floor as existing is formed by two large principal open office spaces separated by a front to back spine wall and an enclosure to the modern stairwell. The proposal seeks the installation of modern stud walling within the existing footprint to create a spacious flat with the principal living space and bedroom benefitting from the large windows fronting onto High Street. The second flat is formed utilising a section of the rear of the existing building with the main living space afforded by the hereby proposed rear extension.

The second floor as existing currently mimics the layout of the first floor with the addition of some small spaces formed by modern partitions (already consented to be removed), presumably forming personal office spaces leading onto the larger communal office floors. The removal of these modern partitions will enable the proposed new wall insertions to essentially mimic the layout of the first floor below. The second flat is formed utilising a section of the rear of the existing building with the main living space afforded by the hereby proposed rear extension.



Proposed first floor plan – Proposed rear extension above existing ground floor extension and re-ordering the floorplan of the building

The third floor is again formed by the same two principal open spaces with a modern cross wall and some modern partitions formerly providing office spaces. The proposal seeks to remove these modern partitions and insert new partitions to form a single flat on this floor and saving the historically significant front windows for the principal living space and bedroom. The extension will form the second bedroom with a balcony.



Proposed third floor plan – Proposed rear extension above existing ground floor extension and re-ordering the floorplan of the building

There is no proposed alteration to the front elevation within this scheme as detailed on the plan below.



Proposed front elevation – No proposed change



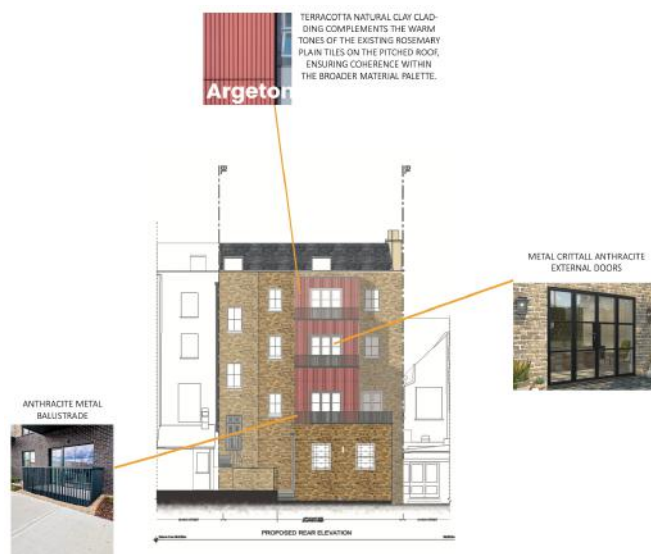
Existing rear elevation

All extension works proposed relate solely to the rear elevation of the building. The proposal seeks a tiered extension above the existing modern ground floor extension. The extension will gradually step back at each rise in order to provide small balcony spaces.



Proposed rear extension above existing ground floor extension. The extension rises to the third floor and steps back at each floor to provide outdoor amenity space in the form of a balcony

The design of the proposed rear extension has been carefully considered and formed by a tiered approach, with balconies forming outdoor amenity areas. Taking inspiration from existing extension forms to the rear of the building, the width has been kept to a minimum allowing much of the original rear elevation to be readily interpreted against the proposed.



Contrasting materials proposed for the extension

The existing 4 storey rear extension at no.27 is built in a similar brick to the original and attempts to meld with the existing building (see photographs below). This approach is considered undesirable to replicate as it is considered to appear contrived. The design approach taken has sought to provide a sympathetic but contrasting extension of limited width, which leaves no doubt that this is a clearly modern addition to the building and does not seek to confuse the historic form of the original footprint.

The rust colour of the cladding is considered to meld well with the prominent rosemary plain tiles that adorn the pitched roof that sits in the foreground of views of the extension. Please see accompanying Design and Access Statement for more details of materiality and design.

With this being a simple and austere rear elevation of the building in comparison to that of the front elevation, and the limited viewing angles that it is appreciated from and indeed the modern context of the Charter Buildings that now exists. The proposals are considered to be a sensitive contrasting addition to the listed building that will see its future re-use and ongoing maintenance as high quality town centre residential accommodation.

Owing to the interior of the building having been completely cleansed of historic fabric and layout, the building's significance at this point can largely be derived from the external appearance. The front façade remains a prominent and positively contributing structure within the streetscene that belies the largely sterilised historic integrity internally. The rear elevation of the building remains largely intact from the first floor upward but has a very simple and restrained C19 elevation and clearly not one designed to be prominent or appreciated.

It is clear from the below views analysis that the proposed extension will not be visible from any vantage point within Uxbridge High Street, owing to it being to the rear of the building that forms a continuously built frontage.

From Windsor Street as depicted from the southeast views below, the substantially deeper building that forms HSBC and the two-storey building with the rosemary tiled roof behind will act to almost entirely conceal views.



Streetscene view from Windsor Street looking southeast towards the site

Standing further back adjacent to no.4 Windsor Street there will be a fleeting view of the top of the proposed extension. This limited view will be seen in the context of the more prominent modern extension to the rear of no.27 High Street (part of the host listed building).



Streetscene view from Windsor Street looking southeast towards the site

From the entrance terrace of The Charter House, there are slightly more revealing views of the rear elevation of the host building, where the proposed extension will be most readily visible from any of the assessed vantage points. As can be seen in the photos below, the view will be partially obscured depending on where the viewer is standing and will be seen in the context of a varied built form inclusive of historic buildings and existing modern extensions.

Whilst it is deemed that there might be a very low level of less than substantial harm from this limited view, it should be considered that the elevation is of low historic significance owing to its limited architectural and artistic interest, including the fact that it is largely unseen from any vantage point and the presence of existing modern extensions.

As previously mentioned, the extension has been designed to be a contrasting design so as to maintain a clear break between the listed structure and the extension. Additionally, the extension has been designed to have limited width, in order that the original rear elevation can be clearly seen in conjunction.



View of rear elevation taken from front entrance of charter building looking northeast



View of rear elevation taken from front entrance of charter building looking northeast



View of rear extension to neighbouring property on the same parade



View to rear over modern rear extension of the host building with Charter Building in background

The view from the northwest is from Charter Place, which is a private road with security barriers servicing Charter House. Unfortunately, being a private road, it was not possible to obtain images. What is clear from the assessment of this view, is that the substantial rendered rear projection of the Three Tuns public house effectively blocks any views from this direction.

To summarise, the front elevation is where the historic significance of this building is largely derived today, from its architectural and artistic interest. On the basis that no perceptible change will result to the principal elevation of the building the works are considered to have no impact on this important street fronting elevation.

The rear of the building retains its restrained historic 'back of house' character and was clearly not designed to be seen or particularly appreciated. This is evidenced with the historic mapping in the accompanying Heritage Impact Assessment showing a collection of now demolished buildings that would have previously blocked any view of the rear elevation other than from a warren of small yards and narrow alleyways.

The ground floor has received a considerably proportioned rear extension in the late C20. Additionally, the part of the building in different ownership (no27) has also boats a 4-storey rear projecting modern extension, both of which alter the form and character of the original rear elevation.

It has been highlighted within the views analysis above that there are very limited viewpoints of the rear elevation, other than from the terrace area immediately outside the entrance to The Charter Building. Furthermore, the setting that the fleeting views of the rear elevation and the proposed extension would be appreciated from, is one of a modern and dominant office block. The proposals are assessed to result in a very low level of less than substantial harm to the character and appearance of the austere and previously altered rear elevation, that is considered to have a low contribution to the significance that ascribed to this listed building.

The building currently stands vacant above ground floor, and deterioration has set in as evidenced above. The proposed layout reduces the vast spaces into smaller rooms in much the same manner as the historic layout would have accommodated the principal rooms at the front.

On that part, there is considered to be a minor beneficial improvement by reducing the vastness of the modern open spaces as experienced at present. The internal alterations have generally been considered to have no impact. This is deemed to be so, owing to the entirely modern interior.

The result of this proposal will see the building brought back into use with the addition of a sensitive but contrasting rear extension that maintains a clear break between the old and new. Additionally, the proposed use is considered to be consistent with the general trend for upper floor spaces becoming predominantly residential rather than the office uses that have vacated town centres in recent years.

Balancing the various impacts of the proposals hereby submitted, the works are considered to result in an overall neutral impact on the character, significance and historic interest of this listed building and the Old Uxbridge/Windsor Street Conservation Area.

The very low less than substantial harm identified to the rear elevation should be considered alongside the considerable benefits of the proposal in bringing this building back into beneficial use after a period of vacancy and stem a number of condition issues that have been highlighted in the above photographic survey and see the original exterior features of the building receive the regular maintenance it requires.

As outlined above, the proposals are deemed to result in sustainable and sympathetic re-use of this listed building with a neutral/beneficial impact on its

significance and judged to be in accordance with national and local policies and guidance in respect of heritage assets. It is also considered to accord with Hillingdon Council's adopted local plan heritage policies. With all matters of planning balance considered, it is deemed that the proposed rear extension and future long-term use is appropriate, and a listed building consent can reasonably be issued for this well considered scheme.

Impact on neighbours / adjacent sites

This proposal would seek a modest rear extension to the existing building. However, the extension would be set well in from each neighbouring properties. In addition, it would reduce in depth as it extends up the building. The site is bound by a Public House to the East and a commercial property to the West. As such, this modest extension which would be well set in from the boundaries and given the orientation of the site to these neighbours (the rear facing directly south), the proposal would not result in any residential amenity harm in terms of loss of outlook, daylight, or detrimental sense of enclosure. Nor would the proposal result in any loss of privacy of neighbouring properties.

Living conditions for future occupiers

The proposal is for conversion of the upper floor levels of a listed building so there are limitations to what can be achieved in terms of accessibility which would be sympathetic to the original fabric of the building. Nonetheless, the access is relatively wide as it has been previously modified and all of the proposed units would be spacious and would accommodate the changing needs of most individuals or couples. As the proposed dwellings are all non family sized units, it is not expected that families would occupy these flats which also limits the risks with regards to the amenity.

However, all of the units as described would be relatively spacious and larger than the minimum internal space standards for each property type as described in the national standards and London Plan. As such, the internal amenity space would comply with local and national planning policies.

It should be highlighted that the extant scheme for 3 flats did not provide any external amenity space for any of the flats. This application in part is sought to address this issue. All of the new units would now have access to private external amenity space or a winder garden for use that would provide some external amenity. This should be seen as a significant improvement on the previous scheme that failed to provide any external amenity space.

Overall, the quality of the residential accommodation is considered better than the previous scheme and more suitable for this town centre location.

Transport

Policy T1 Strategic approach to transport of the London Plan states that all development should make the most effective use of land, reflecting its connectivity and accessibility by existing and future public transport, walking and cycling routes, and ensure that any impacts on London's transport networks and supporting infrastructure are mitigated.

Policy T4 Assessing and mitigating transport impacts of the London Plan states that the cumulative impacts of development on public transport and the road network capacity including walking and cycling, as well as associated effects on public health, should be taken into account and mitigated. Also, development proposals should not increase road danger.

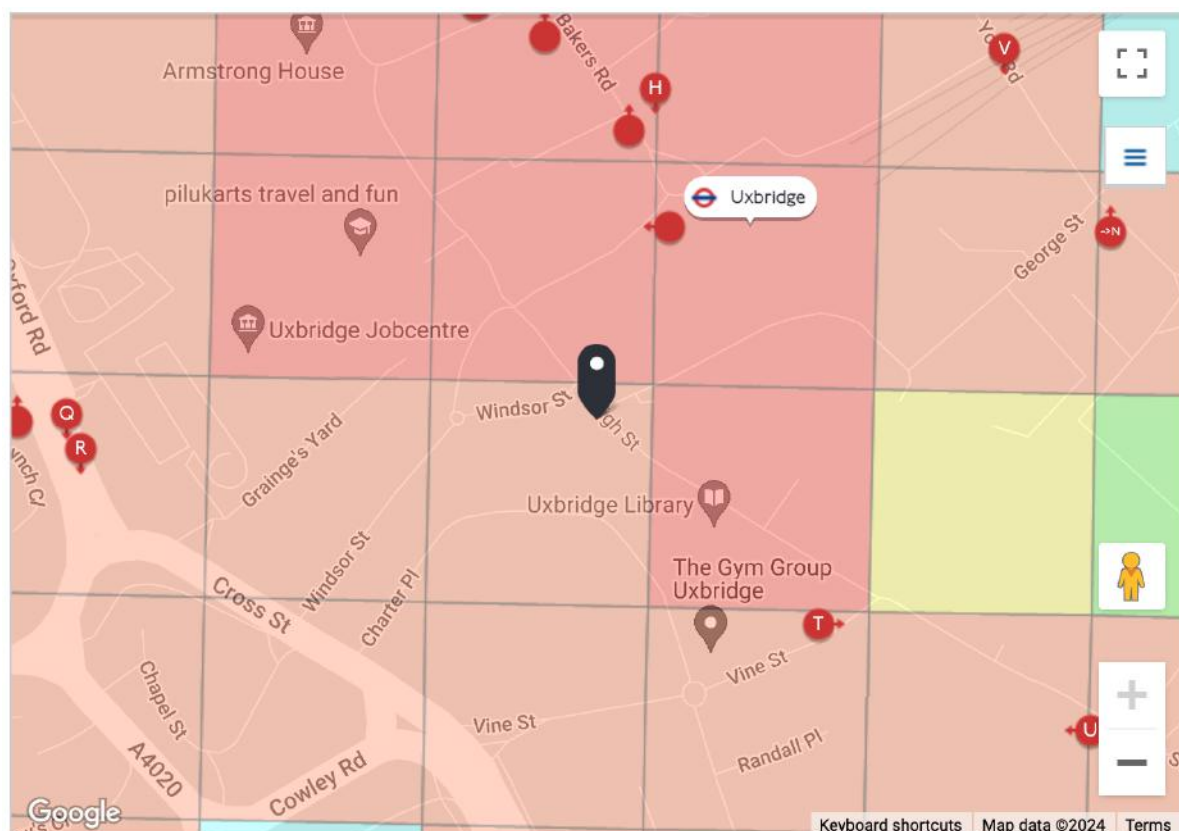
Policy T5 Cycling and Policy T6 Car parking of London Plan are the latest up to date policies with regards to parking for development.

The site has a PTAL rating of 5 and currently provides no car or cycle parking.

In areas of PTAL ratings of 5, car free developments are usually acceptable. However, this proposal will also provide 2 cycle parking spaces for each flat located at basement level., which is compliant with adopted policy. This is considered to be a reasonable level of cycle parking to encourage use of alternative green modes of transport, particularly given the site is located opposite the station.

With regards to servicing, the site will continue to be serviced from the rear, which given this is the existing arrangements is not considered to raise any highway concerns.

Given the site's PTAL, its location in a sustainable well connected town centre location and being located near to a station, the overall level of parking provision would be considered acceptable, in accordance with policies T5, T6, and T6.1 of the London Plan.



You can click anywhere on the map to change the selected location.

PTAL output for Base Year 5

25-26 High St, Uxbridge UB8 1JN, UK
Easting: **505571**, Northing: **184078**

TfL PTAL map

Noise

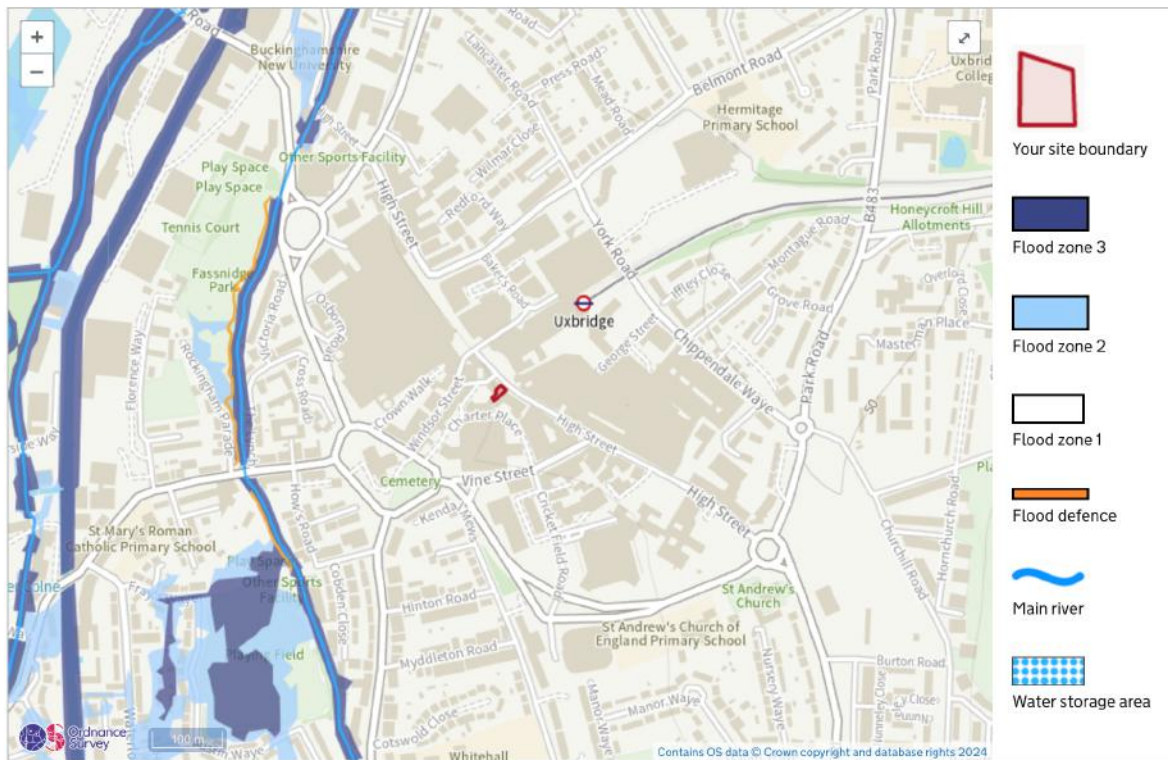
Policies D3, D13, and D14 of the London Plan refer to the need for new residential accommodation to offer appropriate amenity safeguarded from excessive noise exposure.

The proposed development is unlikely to impact neighbouring properties given its use and location.

However, in terms of safeguarding future residents from excessive noise, it is recognised that a condition should be imposed to ensure that the development would meet minimum internal noise standards. Subject to an appropriately worded condition, it is considered that the development could achieve an acceptable quality of internal noise protection that would safeguard future residents.

Flooding

The site is in flood zone 1 which is an area at least risk of flooding and the proposal will not increase the risk of flooding as no external changes are sought. As such, the proposal is considered to be resilient to flood risk, in accordance with policy GG6 of the London Plan.



EA Flood risk map

Conclusion

In conclusion, there is Local and London Plan support for making more efficient use of sustainable, underutilised vacant buildings for the delivery of residential accommodation, particularly where this safeguards the long term conservation of a listed building.

The proposal relates to a vacant upper floor premises to a building located centrally in Uxbridge town centre and it is a highly sustainable location.

The accompanying Commercial Office Availability & Leasing Report prepared by Rose Williams Commercial Property Consultant is considered to demonstrate that this empty office space is surplus to requirements and there is no realistic prospect of it being re-used as an office or alternative commercial use, particularly given the heritage constraints. Therefore, the proposed loss of office floorspace is considered acceptable in this case and its alternative use should be supported, in accordance with adopted planning policies. A previous planning consent has also secured permission for change of use of the upper floor levels and as such residential has been established.

From a heritage perspective, the works are considered to result in minor beneficial improvement. Please see accompanying Heritage Impact Assessment. The proposed works when considered alongside the benefits of the scheme, principally bringing this building back into beneficial use after a long period of vacancy and addressing a number of issues with the building's condition, as well as seeing many of the original exterior features of the building reinstated or repaired, the proposal will improve the heritage value of the building and surrounding conservation area.

The proposal would be considered meet adopted policies with regards to heritage and visual amenity as the proposal would not lead to any harm visually or to the fabric of this listed building, or the setting of the surrounding conservation area.

The rear extension is modest and comparable to others within the same terrace and it would not sit uncomfortably on the building or out of keeping.

The development would provide 5 new homes that would provide a good level of internal accommodation, as well now providing private external amenity space or enclosed winter gardens.

The location of the site is appropriate for this car free development that would encourage public transport and alternative green modes of transport.

Overall, the approach to this development would reflect the 12 core principles of sustainable development as set out in the NPPF. The application scheme meets the strategic policy objectives of the London Plan as well as the aims and objectives of Council's Local Plan.

Appendix 1

Site Photos











It's What I'm Talking About

BLACK SHEEP

TOILET





























