

**Ref :** PP/2013/5409

**Address:** PENNY SANGAM AND SOUTHALL-NORWOOD HOSPITAL  
OSTERLEY PARK ROAD SOUTHALL UB2 4EU

**Ward:** Norwood Green

**Proposal:** Demolition of hospital/health buildings and erection of 4 storey building containing 12 flats (2 one-bed and 10 two-bed) with integral refuse/recycling and cycle storage and 6 car parking spaces with access off Osterley Park Road and a 3 storey terrace of 6 four bedroom houses, each with a frontage parking space

**Drawing numbers:** 049 PL 001; 049 PL 02 Rev A; 049 PL 002 Rev A; 049 PL 003 Rev A; 049 PL 004 Rev A; 049 PL 005 Rev A; 049 PL 006 Rev A; 049 PL 007; 049 PL 008; 049 PL 009; 049 PL 010; 049 PL 011 Rev A; 049 PL 012 Rev A; 049 PL 013 Rev A; 049 PL 014 Rev A; 049 PL 015; 049 PL 016; 049 PL 017; 049 PL 018; 049 PL 019 Rev A; 049 PL 021 Rev A; 049 PL S01; 049 PL S02; 049 PL S03; 049 PL S04; 049 PL S05; and 049 PL S06

**Type of Application:** Full applications - Majors

**Application Received:** 03/12/2013 **Revised:** 10/02/2014

**Report by:** Peter Lee

**Executive Summary:**

Recommendation: Grant subject to Legal Agreement

The application site is located at the junction of The Green and Osterley Park Road, Southall. The application site has an area of 0.16 hectares and is occupied by the part three-storey, part two-storey and part single storey Southall-Norwood Hospital and Penny Sangam Hospital development. The site lies within the designated Southall Neighbourhood Centre and lies in an area of mixed use development comprising commercial, residential and community use facilities and abuts the Southall Manor House Grounds public open space to the south. The hospital buildings are no longer in use for health services, having been declared redundant by the West London Mental Health (NHS) Trust. The site is currently occupied for residential purposes to maintain site security.

The proposed development seeks to demolish the existing buildings on the site, with a total area of 1,223 square metres, and to redevelop the site to provide 18 residential units in two blocks – a four-storey block of 12 flats on The Green frontage and a terrace of 6 townhouses facing onto Osterley Park Road, to provide a residential development of 1,576 square metres. On-site car parking is proposed in the form of a car parking area for the flats, with 6 spaces, including two to disabled user standards, and 6 spaces for the townhouses, one in front of each property, and all accessed from Osterley Park Road.

The townhouses would each have a private rear garden area and the flats would be provided with a communal amenity area with the three ground floor flats being provided with private amenity space. The unit mix would comprise two x 1 bedroom units; 10 x two-bed units; and 6 x four-bed units.

The main issues to be considered in the determination of this application relate to the acceptability of the loss of the existing social infrastructure facility, the quality and design of the proposed residential development, the impact of the proposal on neighbouring residential amenity, the effect of the development on the character and setting of Southall Manor House and its grounds and the effect of the development on pedestrian and highway safety.

Objections to the proposal have been received from one neighbouring occupier and from the Southall History Society principally on the basis that the proposal, in their opinion, represents an overdevelopment of the site.

The residential development proposed, both in terms of units per hectare and habitable rooms per hectare, fully accords with the London Plan and Local Development Framework standards, and is considered to be appropriate in this town centre location. The loss of the community facility is considered to be justifiable given the marketing of the site carried out and the lack of identified need for the facility for community purposes. Whilst no affordable housing provision is proposed this is considered to be justified in the light of the submitted Viability Appraisal submitted in support of the application.

It is therefore recommended that planning permission be granted, subject to the prior completion of an appropriate legal agreement in respect of education provision, air quality improvement, off-site highways works, provision of enhancements children's play/public open space facilities and improvements to health service provision, and subject to the imposition of appropriate planning conditions.

**Recommendation:**

**Grant subject to Legal Agreement**

**Conditions/Reasons:**

1. Time Limit 3 years - Full Permission

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

REASON: In order to comply with the provisions of the Town and Country Planning Act 1990 (as amended).

2. Approved Plans

The development hereby approved shall be carried out in accordance with drawing title number(s) 049 PL 001; 049 PL 02 Rev A; 049 PL 003 Rev A; 049 PL 004 Rev A; 049 PL 005 Rev A; 049 PL 006 Rev A; 049 PL 007; 049 PL 008; 049 PL 009; 049 PL 010; 049 PL 011 Rev A; 049 PL 012 Rev A; 049 PL 013 Rev A; 049 PL 014 Rev A; 049 PL 015; 049 PL 016; 049 PL 017; 049 PL 018 ; 049 PL 019 Rev A ; and 049 PL 021 Rev A, unless otherwise agreed in writing by the Local Planning Authority.

REASON: For the avoidance of doubt, and in the interests of proper planning.

### 3. Samples of Materials

Samples of the materials to be used for the external surfaces of the development shall be submitted to and approved in writing by the Local Planning Authority before any part of the development is commenced, and this condition shall apply notwithstanding any indications as to these matters which have been given in this application. Development shall be carried out in accordance with these approved details.

REASON: To ensure that the materials harmonise with the surroundings, in accordance with policies 3.5, 7.4 and 7.6 of the London Plan (2011) and Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments, Ealing Local Variation to London Plan Policy 7.4 - Local Character and policy 7B of the Ealing Development Management Development Plan Document (2013).

### 4. Fencing of Trees

The entire root system of trees to be retained, as shown on the approved drawings, indicated by the spread of their branches, shall be protected by stout exclusion fencing until completion of the development.

REASON: To prevent damage to the trees in the interest of the visual character and appearance of the area, in accordance with policy 7.21 of the London Plan (2011).

### 5. Tree Protection

The area beneath the spread of the branches of the trees to be retained as shown on the approved drawings shall not be used for the storage of building materials, plant, machinery or other items, or for vehicular access or for the burning of materials of any kind.

REASON: To prevent damage to the trees in the interest of the visual character and appearance of the area, in accordance with policy 7.21 of the London Plan (2011).

### 6. Details of Landscaping

No development shall take place until full details of both hard and soft landscape works, including a phased programme of works, have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved prior to the occupation of any part of the development or in accordance with the programme agreed by the Local Planning Authority. Any trees or other plants which die or are removed within the first five years following the implementation of the landscaping scheme shall be replaced during the next planting season.

REASON: To ensure that the development is landscaped in the interests of the visual character and appearance of the area, in accordance with policies 3.5 and 7.4 of the London Plan (2011) and Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments and Ealing Local Variation to London Plan Policy 7.4 - Local Character of the Ealing Development Management Development Plan Document (2013).

### 7. Details of Walls and Fences

Notwithstanding the submitted information, no development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. In particular the boundary treatment should comply with appropriate Secure by Design principles, in respect of the flats, but should provide

adequate pedestrian visibility splays to all the vehicular accesses to Osterley Park Road. The boundary treatment shall be completed prior to the first occupation of any of the dwellings hereby approved. Development shall be carried out in accordance with the approved details.

REASON: To protect the visual appearance of the area, the living conditions of occupiers of the development and neighbouring occupiers and to ensure pedestrian and highway safety, in accordance with policies 3.5, 7.3 and 7.4 of the London Plan (2011) and Ealing Local Variation to London Plan Policy 3.5 – Quality and Design of Housing Developments, Ealing Local Variation to London Plan Policy 7.3 – Designing Out Crime, Ealing Local Variation to London Plan Policy 7.4 – Local Character and policy 7B of the Ealing Development Management Development Plan Document (2013).

#### 8. Details of External Lighting

Details of all external lighting to be erected, demonstrating compliance with the recommendations of the Institution of Lighting Engineers "Guidance Notes for the Reduction of Light Pollution" and the provisions of BS 5489 Part 9 must be submitted in writing to and approved by the local planning authority, prior to the development commencing. The lighting as approved must be installed prior to the first occupation of any part of the development and maintained in accordance with these standards thereafter.

REASON: To protect the living conditions of occupiers of the area, in accordance with policies 3.5, 7.3 and 7.4 of the London Plan (2011) and Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments, Ealing Local Variation to London Plan Policy 7.3 - Designing Out Crime, Ealing Local Variation to London Plan Policy 7.4 - Local Character and policy 7B of the Ealing Development Management Development Plan Document (2013).

#### 9. Permitted Development Restricted

Notwithstanding the provisions of Classes A, B, D and E of Part 1 of Schedule 2 to the Town and Country Planning (General Permitted Development) (Amendment No. 2) (England) Order 2011, or any Order revoking and replacing that Order, no extensions or alterations to, or the provision of outbuildings, shall be carried out to the townhouses hereby approved, without the prior permission of the Local Planning Authority, obtained through the submission of a planning application.

REASON: To prevent the overdevelopment of the site and to safeguard the living conditions of adjoining properties and visual appearance of the building, in accordance with policies 3.5, 7.4 and 7.6 of the London Plan (2011) and Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments, Ealing Local Variation to London Plan Policy 7.4 - Local Character and policy 7B of the Ealing Development Management Development Plan Document (2013).

#### 10. Archaeological Investigation

A) No development other than demolition to existing ground level shall take place until the applicant (or their heirs and successors in title) has secured the implementation of a programme of archaeological evaluation in accordance with a written scheme which has been submitted by the applicant and approved by the Local Planning Authority, in writing, and a report on that evaluation has been submitted to the Local Planning Authority.

B) If heritage assets of archaeological interest are identified by the evaluation under Part A, then before development, other than demolition to existing ground level, commences the applicant (or their heirs and successors in title) shall secured the implementation of a programme of archaeological

investigation in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the Local Planning Authority, in writing.

C) No development or demolition shall take place other than in accordance with the Written Scheme of Investigation approved under Part (B).

D) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under Part (B), and the provision for analysis, publication and dissemination of the results and archive deposition has been secured.

REASON: Heritage assets of archaeological interest may survive on the site. The planning authority wishes to secure the provision of appropriate archaeological investigation, including the publication of results, in accordance with Section 12 of the NPPF and in accordance with policy 7.8 of the London Plan (2011), policy 1.1(h) of the Ealing Development (or Core) Strategy (2012) and policy 7C of the Ealing Development Management Development Plan Document (2013).

#### 11. Recording of Building Features

No demolition shall take place until the applicant (or their heirs and successors in title) has secured the implementation of a programme of building recording and reporting in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the Local Planning Authority in writing. No development shall take place other than in accordance with the Written Scheme of Investigation.

REASON: Built heritage assets on this site will be affected by the development. The Local Planning Authority wishes to secure building recording in line with NPPF, and publication of results, in accordance with Section 12 of the NPPF, and in accordance with policy 7.8 of the London Plan (2011), policies 1.1(h) and 1.2(g) of the Ealing Development (or Core) Strategy (2012) and policy 7C of the Ealing Development Management Development Plan Document (2013)

#### 12. Car Park Access Control

Prior to the first occupation of any of the residential units hereby approved details of access control measures to the proposed on-site car park area shall be submitted to and approved, in writing, by the Local Planning Authority. Once approved, the detailed access control measures shall be put in place before any of the residential units is occupied and shall thereafter be retained, unless any changes are agreed by the Local Planning Authority.

REASON: To ensure occupants of the development are afforded an appropriate level of protection, in accordance with policy 7.3 of the London Plan (2011) and Ealing Local Variation to London Plan Policy 7.3 - Designing Out Crime of the Ealing Development Management Development Plan Document (2013).

#### 13. Building Envelope Attenuation

Details shall be submitted to the Local Planning Authority for approval before the development is commenced, for the insulation of the building envelope, with windows shut and other means of ventilation provided, which will achieve the internal criteria for sensitive rooms, as specified in the Council's adopted Supplementary Planning Guidance 10: 'Noise and Vibration'. The details should also include the provision of alternative means of ventilation in accordance with Authority's criteria.

REASON: To ensure appropriate living conditions for occupiers of the development, in accordance with policies 3.5, 7.14 and 7.15 of the London Plan (2011), policy 1.1(j) of the Ealing Development (or Core) Strategy (2012) and Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments and policies 7A and 7B of the Ealing Development Management Development Plan Document (2013).

#### 14. Noise from External Plant

Details shall be submitted for the approval of the Local Planning Authority before the development is commenced, to demonstrate that the rating noise level emitted from the proposed external plant and machinery at the proposed development, as assessed under BS4142: 1997, shall be lower than the existing background noise level by at least 5 dBA as measured at 3.5 metres from the nearest ground floor sensitive facade and 1metre from upper floor noise sensitive facades, during the relevant periods of operation.

REASON: To ensure appropriate living conditions for occupiers of the development, in accordance with policies 3.5 and 7.15 of the London Plan (2011), policy 1.1(j) of the Ealing Development (or Core) Strategy (2012) and Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments and policies 7A and 7B of the Ealing Development Management Development Plan Document (2013).

#### 15. Ventilation

The applicant shall submit to the Local Planning Authority for approval prior to the commencement of development a scheme for providing fresh air ventilation to habitable rooms on the The Green, Southall, facade. The supply to be provided from the rear of the building at high level. The approved mitigation scheme shall be implemented in its entirety before any of the units are occupied.

REASON: To ensure appropriate living conditions for occupiers of the development, in accordance with policies 3.5 and 7.14 of the London Plan (2011), policy 1.1(j) of the Ealing Development (or Core) Strategy (2012) and Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments and policies 7A and 7B of the Ealing Development Management Development Plan Document (2013).

#### 16. Use of Ultra Low NOx Boilers

An Ultra - Low NOx boiler with maximum NOx Emissions of under 0.040 g/kWh shall be installed in each residential dwelling. The works, as approved, shall be completed prior to occupation and thereafter permanently retained.

REASON: To ensure the provision of sustainable development, in accordance with policies 3.5 and 5.2 of the London Plan (2011), policies 1.1(j),(k) and 1.2(f) of the Ealing Development (or Core) Strategy (2012) and Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments and policies 7A and 7B of the Ealing Development Management Development Plan Document (2013).

#### 17. Noise & Dust Suppression - Construction/Demolition

Prior to commencement of construction and demolition works details of dust mitigation and Noise/Vibration measures shall be submitted to the Local Planning Authority for approval. The information submitted should directly cross-reference with the BPM & mitigation measures as detailed in the following guidance:

- i. London Councils/Greater London Authority Best Practice Guidance 'The Control of Dust and Emissions from Construction and Demolition', 2006.
- ii. BS 5228-1:2009 - Code of practice for noise & vibration control on construction & open sites- Part 1: Noise

REASON: In order to protect neighbouring residential amenity, in accordance with policies 7.14 and 7.15 of the London Plan (2011) and policy 7A of the Ealing Development Management Development Plan Document (2013).

#### 18. Contaminated Land

- i. Prior to the commencement of any works on site (except demolition and site clearance) the following shall be submitted to and subject to the approval in writing of the Local Planning Authority:
  - a. An intrusive contaminated land investigation and risk assessment of the site shall be carried out in accordance with BS1075:2011 and CR11 guidance to assess the nature and extent of any contamination on the site. This assessment must be undertaken by a competent person, and shall assess any contamination on the site, whether or not it originates on the site.
  - b. A contamination remediation scheme to bring the site to a condition suitable for the intended end use. It shall include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures.

The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

- ii. Following completion of measures identified in the approved contamination remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out shall be produced and submitted to and subject to the approval in writing of the Local Planning Authority. The verification report submitted shall be in accordance with the Environment Agency guidance 'Verification of Remediation of Land Contamination', Report: SC030114/R1'.

REASON: In order to ensure a satisfactory, high quality, residential development and to provide a safe development for future occupiers, in accordance with policy 5.21 of the London Plan.

#### 19. Demolition and Construction Management Plan

Prior to the commencement of the development, details of a demolition and construction management plan for the site shall be submitted to and approved, in writing, by the Local Planning Authority. This plan should detail how demolition works and subsequent construction works at the site will be carried out in a manner that would limit any potential impact on neighbouring amenity and on highway and traffic safety. The plan should detail the demolition methodology that would be employed, including where necessary equipment would be located during demolition operations and stored when not in use, where site operatives would park, what measures would be put in place to limit any impact on pedestrian and vehicle movements in the vicinity of the site, how noise and dust emissions would be controlled (including hours of operation) and what measures would be put in place to ensure those affected by the demolition works could raise any concerns should they so wish. With regard to construction works, the plan should indicate where materials would be stored, how the site would be serviced and what measures would be put in place to minimise the impact of any deliveries on the free movement of pedestrians and vehicles, where site operatives would park and how the effects of the construction would be controlled to limit the impact of noise and dust on neighbouring amenity. Once

approved, the demolition and construction works should be carried out fully in accordance with the approved plan , unless any changes are agreed, in advance, by the Local Planning Authority.

REASON: To protect neighbouring amenity and to limit the impact of the development on highway and pedestrian safety, in accordance with policies 7.14 and 7.15 of the London Plan (2011) and policy 7A of the Ealing Development Management Development Plan Document (2013).

## 20. Piling Method Statement

No impact piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the Local Planning Authority. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

REASON: In order to protect local underground sewerage utility infrastructure as the proposed works will be in close proximity to underground sewerage utility infrastructure and piling has the potential to impact on local underground sewerage infrastructure protect these facilities, in accordance with policy 3.5 of the London Plan (2011) and Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments and policy 7B of the Ealing Development Management Development Plan Document (2013).

## Informatives

The decision to grant planning permission has been taken having regard to the National Planning Policy Framework, to the policies and proposals in the London Plan (2011), the Ealing Development (or Core) Strategy (2012), the Ealing Development Management Development Plan Document (2013) and to all relevant material considerations including Supplementary Planning Documents/Guidance:

### London Plan

- 3.1 - Ensuring equal life chances for all
- 3.3 - Increasing housing supply
- 3.4 - Optimising housing potential
- 3.5 - Quality and deign of housing developments
- 3.6 - Children and young people's play and informal recreation facilities
- 3.8 - Housing choice
- 3.9 - Mixed and balanced communities
- 3.12 - Negotiating affordable housing on individual private residential and mixed use schemes
- 3.13 - Affordable housing thresholds
- 3.16 - Protection and enhancement of social infrastructure
- 5.2 - Minimising carbon dioxide emissions
- 5.3 - Sustainable design and construction
- 5.7 - Renewable energy
- 5.12 - Flood risk management
- 5.13 - Sustainable drainage
- 5.15 - Water use and supplies
- 6.3 - Assessing effects of development on transport capacity
- 6.9 - Cycling
- 6.13 - Parking
- 7.1 - Building London's neighbourhoods and communities
- 7.2 - An inclusive environment



- 7.3 - Designing out crime
- 7.4 - Local character
- 7.6 - Architecture
- 7.8 - Heritage assets and archaeology
- 7.14 - Improving air quality
- 7.15 - Reducing noise and enhancing soundscapes
- 7.21 - Trees and woodlands
- 8.2 - Planning obligations
- 8.3 - Community infrastructure levy

Ealing Development (or Core) Strategy

- 1.1(a),(b),(e),(h),(j),(k) - Spatial Vision for Ealing 2026
- 1.2(a),(f),(k),(m) - Delivery of the Vision for Ealing 2026
- 2.1(a) - Realising the potential of the Uxbridge Road/Crossrail Corridor
- 2.8 - Revitalise Southall Town Centre
- 6.4 - Planning Obligations and Legal Agreements

Ealing Development Management Development Plan Document

- Ealing Local Variation to London Plan Policy 3.4 - Optimising Housing Potential
- Ealing Local Variation to London Plan Policy 3.5 - Quality and Design of Housing Developments
- 3A - Affordable Housing
- Ealing Local Variation to London Plan Policy 5.2 - Minimising Carbon Dioxide Emissions
- Ealing Local Variation to London Plan Policy 5.12 - Flood Risk Management
- Ealing Local Variation to London Plan Policy 6.13 - Parking
- 7A - Operational Amenity
- Ealing Local Variation to London Plan Policy 7.3 - Designing Out Crime
- Ealing Local Variation to London Plan Policy 7.4 - Local Character
- 7B - Design Amenity
- 7C - Heritage
- 7D - Open Space

In reaching the decision to grant permission, specific consideration was given to the acceptability of the loss of the established social infrastructure facility, the appropriateness of the residential redevelopment of the site, the impact of the development on neighbouring residential amenity and on the character and appearance of the area as a whole, taking account of the sites proximity to a Grade II\* listed building and public open space and the buildings previous designation as a Building of Facade Value. The proposed development is considered to be acceptable on these grounds, and it is not considered that there are any other material considerations in this case that would warrant refusal of the application.

2. To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, and offers and encourages a comprehensive pre-application advice service, all of which is available on the Council's website and outlined in a 24 hours automated telephone system.

The scheme complied with policy and guidance. The Local Planning Authority delivered the decision proactively in accordance with requirements of the National Planning Policy Framework.

3. The Council's adopted Supplementary Planning Guidance note 10: 'Noise and Vibration' requires that acoustic measurements are carried out and that precise calculations are made for the building envelope insulation. In calculating the minimum sound reductions the following is required:

- i. A precise sound insulation calculation under the method given at BS EN12354-3: 2000, for the

various building envelopes, using the worst case one hour data (octave band linear noise spectra from 63 Hz - 4k Hz) by night and day, to arrive at the minimum sound reductions necessary to meet the SPG10 internal data.

ii. Approved laboratory sound insulation test certificates for the chosen windows, including frames and seals and also for ventilators, in accordance with BS EN ISO 140-3: 1995 & BS EN ISO 10140-2:2010, to verify the minimum sound reductions calculated.

iii. Compliance with the internal and external criteria set at SPG10.

Aircraft noise affecting the site is at a contour level of worst mode one day equal to LAeq,16hr 60 dB and LAeq,1hr 67dB by 2016. In calculating the insulation required the LLeq,1hr aircraft noise spectrum, shown at SPG10, shall be used, along with the spectrum for any other dominant noise sources. Under SPG10, the predicted LLeq,1hr aircraft noise exposure for the site at 2016 has to be used and combined with any other noise exposures. The spectra to be used are as follows:

Octave band centre frequency Hz	dB Linear - Leq,1hr	
	60 dB contour	57 dB contour
63	73	70
125	72	69
250	69	66
500	67	64
1000	62	59
2000	57	54
4000	45	42
Total LAeq,1hr for spectrum 16-8K Hz	67	64

4. The Air Quality Stage 4 Review and Assessment for the London Borough of Ealing has highlighted that this area currently experiences or is likely to experience exceedances of Government set health-based air quality standards. Where appropriate, possible options for mitigating poor air quality will include:

"use of passive or active ventilation for the affected habitable rooms; supplying clean incoming air from a source as remote as possible from the source of pollution, usually must be supplied from the rear of the premises at high level;

"altering the layout to place habitable rooms away from sources of poor air quality;

"non-residential usage of lower floors; altering the footprint i.e. setting further away from sources of poor air quality. Care will be needed in designing any fresh air ventilation system to ensure that incoming air is not contaminated either by boiler flue emissions or by air discharged from extract ventilation systems.

"the use of trickle vents on building facades subject to poor air quality is likely to compromise other mitigation measures.

5. Reference should be made at all stages to appropriate current guidance and codes of practice this would include:

- i. Model Procedures for the Management of Land Contamination, CLR 11, Environment Agency, 2004
- ii. Updated technical background to the CLEA model, Science Report: SC050021/SR3, Environment Agency, 2009

- iii. LQM/CIEH Generic Assessment criteria for Human Health Risk Assessment (2nd Edition), 2009
- iv. BS10175:2011 Investigation of potentially contaminated sites - Code of Practice
- v. Secondary Model Procedure for the Development of Appropriate Soil Sampling Strategies for Land Contamination; Environment Agency, 2001
- vi. Verification of Remediation of Land Contamination', Report: SC030114/R1, Environment Agency, 2010
- vii. Guidance for the safe development of housing on land affected by contamination, NHBC & Environment Agency, 2008

"Clear site maps should be included in the reports showing previous and future layouts of the site, potential sources of contamination, the locations of all sampling points, the pattern of contamination on site, and to illustrate the remediation strategy.

"All raw data should be provided in a form that can be easily audited and assessed by the council.(e.g. trial pit logs and complete laboratory analysis reports)

"on-site monitoring for ground gases with any relevant laboratory gas analysis;

"Details as to reasoning, how conclusions were arrived at and an explanation of the decisions made must be included. (e.g. the reasons for the choice of sampling locations and depths).

6. Construction works, audible beyond the boundary of the site shall only be carried on between the hours of 0800 - 1800hrs Mondays to Fridays and 0800 - 1300hrs on Saturdays and at no other times, including Sundays and Bank Holidays.

7. Prior to commencement of construction and demolition works, involving materials containing asbestos, details of mitigation measures to control the release of asbestos fibres shall be submitted to this section for approval

8. No bonfires should be lit on site.

9. The applicant is advised to contact Thames Water Developer Services on 0845 850 2777 to discuss the details of the piling method statement.

With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0845 850 2777.

### **Site Description:**

The application site is located to the southeast of The Green and to the southwest of Osterley Park Road, Southall. The site is located at the junction of these two roads with a frontage of around 25 metres to The Green and 61 metres to Osterley Park Road.

The site has an area of 0.16 hectares and is currently occupied by two conjoined hospital buildings – the Penny Sangam unit and the Southall-Norwood Hospital – which are housed within a part three, part two and part single storey building which, along with a small number of detached ancillary buildings,

occupies a significant proportion of the site. The site has been in hospital use since 1935 and is currently operated by the West London Mental Health (NHS) Trust.

Surrounding development comprises predominantly residential uses to the west along Osterley Park Road, along with the Southall Library; commercial and institutional development to the north and east along The Green, with a number of units having residential accommodation above ground floor commercial uses, and an area of public open space (Southall Manor House Grounds) to the south.

The site is located within the Southall Neighbourhood Centre and an Archaeological Interest Area as identified on the Local Plan Policies Map (February 2013). The park to the south is identified as Public Open Space and 45-63 (odd) The Green is designated as a Secondary Shopping Frontage.

The site is not located within a conservation area and none of the buildings are statutory or locally listed. Southall-Norwood Hospital was however previously designated as a Building of Façade or Group Value in the Ealing Unitary Development Plan (2004).

### **The Proposal:**

This application seeks planning permission for the demolition of the existing buildings on the site and to redevelop the site to provide 18 residential units in two blocks of development – a four-storey block of 12 flats located close to the frontage to The Green and a terrace of six three-bedroom, three-storey townhouses fronting onto Osterley Park Road.

Vehicular and pedestrian access would be provided from Osterley Park Road. A car parking area, providing six car parking spaces, two to disabled user standard, would be located between the block of flats and houses, accessed from a new 3.8 metre wide access to Osterley Park Road and each dwellinghouse would be provided with one on-site parking space in front of the house. A secure cycle parking area providing 6 cycle stands (12 cycle spaces) would be provided within the block of flats and each townhouse would have a storage facility for two cycles. Each townhouse would be provided with 50 square metres of private garden space to the rear of the dwellings and would have a rear balcony at first floor level. A communal garden area of 274 square metres would be provided to the north and west of the block of flats and the three ground floor flats would have private garden areas totaling 65 square metres. Each upper floor flat would also have a private balcony. 120 square metres of photovoltaic cells would be provided on the roofs of the development.

The residential accommodation to be provided would comprise the following mix of units:

Type of Unit	No. of Flats	No. of Houses	Total
1 bed/2 person	2	0	2
2 bed/4 person	10	0	10
4 bed/6 person	0	6	6
<b>TOTAL</b>	12	6	18

All of the residential units are proposed to be open-market dwellings with no affordable housing provision.

### ***Relevant Planning History***

**Ref:**  
28937

**Date:**  
12.05.1988

**Proposal:**  
Erection of single storey and first

**Decision:**  
No Objections

		floor extensions to hospital	
28937/1	08.05.1989	Erection and display of two non-illuminated advertisement hoardings	Refused
28937/2	15.01.1998	Partial demolition of existing day hospital and the erection of six two-storey dwellinghouses with on-site parking. Erection of extension to hospital to provide a boiler room, provision of new external staircase, service yard and vehicular access (Outline)	Approved

### **Consultation:**

#### **Public Consultation - Summary**

Neighbour Notification: Initiated on the 13/12/2013 (expired on 03/01/2014). 226 surrounding residential and commercial occupiers notified.

Advertised Local Press: In the local press and by a site notice on the 20/12/2013 (Expired on the 10/01/2014).

One response was received raising the following summarised comments/points of objection:

- Proposal constitutes overdevelopment of the site;
- There are 3 night clubs immediately opposite the site and the site is not conducive to living accommodation for families;
- There is huge traffic congestion on The Green at any given time and the proposal would generate more pollution;
- There are frequent accidents caused by lorries servicing a local business which constantly damage the wall on the corner of Osterley Park Road when turning;
- Water pressure in the area is low;
- Density is excessive.

*Officers' Response: The residential density proposed accords with relevant development plan policy requirements and the development is considered to be likely to provide residential accommodation of appropriate quality in terms of living space and amenity areas. The site does lie within a town centre location with a mix of commercial and residential uses. The proximity of the night clubs in the vicinity is not considered to be likely to cause undue impact on residential amenity and there are already residential units in the immediate area. The proposed development is not considered to be likely to generate any additional vehicle movements over and above those associated with the previous hospital use. The Council's Transport Development team have raised no objections to the proposal on highway safety grounds and The Green/Osterley Park Road junction meets relevant highway design standards. The water pressure issue would be addressed by the service supplier and is not considered to be a material planning consideration.*

External  
Consultation  
List

Ealing Civic  
Society

No comments received.

English  
Heritage –  
Archaeology

Confirm that the application site lies within the Southall Archaeological Priority Area reflecting its location within the historic settlement close to the Tudor manor house. Note that the applicants' archaeological assessment indicates potential for prehistoric, medieval and post-medieval buried remains and also notes the historical interest of the Edwardian building. However, the foundations of modern buildings on the site are likely to have caused some disturbance to any earlier remains.

Appraisal of this application using the Greater London Historic Environment Record and information submitted with the application indicates the need for field evaluation to determine appropriate mitigation. However, although the NPPF envisages evaluation to be undertaken prior to determination, in this case consideration of the nature of the development, the archaeological interest and/or practical constraints are such that it is considered a condition could provide an acceptable safeguard. A condition is therefore recommended to require a two-stage process of archaeological investigation comprising: first, evaluation to clarify the nature and extent of surviving remains, followed, if necessary, by a full investigation. It is also recommended that an appropriate condition be imposed to secure a programme of building recording and reporting prior to demolition of the Edwardian building.

*Officers' Response: Noted. Appropriate conditions and informatives are recommended to be imposed should the Committee be minded to resolve to grant permission.*

Environment  
Agency

No comments received.

Metropolitan  
Police –  
Architectural  
Liaison Officer

Confirm that the area around the application site, in addition to the more usual issues of burglary, has particular problems with drugs, prostitution and anti-social behaviour and therefore greater consideration will need to be given to security. Recommendations have therefore been made in respect of perimeter walling, car park access control, lighting, post boxes/trade's release buttons, ground floor bedrooms and physical security standards.

*Officers' Response: Noted. Appropriate conditions are recommended to be imposed to require the submission of further details of perimeter walling, car park access controls and external lighting within the development should the Committee be minded to resolve to grant permission.*

Southall  
History  
Society

Object to the application on the grounds of overdevelopment of this very restricted site in an already very over-populated area.

*Officers' Response; Noted. The residential density proposed is in accordance with the guidance provided in Table 3.2 (Sustainable residential quality (SRQ) density matrix (habitable rooms and dwellings per hectare)) of the London Plan.*

Thames Water Authority	<p>Advise that with regard to sewerage infrastructure capacity they would have no objections, subject to the imposition of two informatives, regarding impact piling and surface water drainage, on any permission granted.</p> <p><i>Officers' Response: Noted. Appropriate informatives are recommended to be imposed should the Committee be minded to grant permission.</i></p>
Veolia Water Company	<p>No comments received.</p>
Internal Consultation List	
Education	<p>Indicate that, using the Wandsworth model for calculating child yield but making it more locally relevant, it is anticipated that the net child yield from the proposed development would be 3.67 Primary and 2.62 Secondary age range pupils which would equate to a contribution of £89.894, based on 90% of the basic need allocation multiplier for the primary and secondary sectors, and they would seek this level of financial contribution to meet the educational demand generated by the proposal.</p> <p><i>Officers' Response. Noted. An appropriate financial contribution would be sought from the developer should the Committee be minded to resolve to grant permission.</i></p>
Energy Officer	<p>No comments received.</p>
Environmental Services – Refuse	<p>State that the bin area for the flats must be made secure or it would be likely that occupiers of the houses would use the facility as well.</p> <p><i>Officers' Response: Noted. These comments have been passed to the applicant.</i></p>
Housing	<p>Comments awaited.</p>
Landscape & Tree Officer	<p>No objection to the proposal from a tree point of view.</p> <p><i>Officers' Response: Noted.</i></p>
Planning Policy	<p>No comments received.</p>
Regeneration	<p>No comments received.</p>
Regulatory Services - Pollution	<p>Raise no objections, subject to the imposition of appropriate conditions in respect of: the insulation of the building envelope against aircraft, road and commercial noise; noise from external plant; ventilation; building emissions; construction/demolition management; external lighting; and contaminated land. They also recommend the imposition of 6 informatives on any permission granted and the prior completion of a legal agreement to require the submission of a financial contribution of £1,800 toward the implementation of air quality improvement measures.</p>

*Officers' Response: Noted. Appropriate conditions and informatives are recommended to be imposed on any permission granted and the appropriate level of financial contribution for air quality improvement measures would be secured through an appropriate legal agreement.*

#### Transport Services

Comment that the proposed scheme would have wide and adjoining vehicular crossovers, which would not be acceptable from a highway safety point of view. Note that the proposal only indicates the provision of 6 cycle parking spaces and that 24 are required. Indicate that the site could be developed as a low-car housing scheme and request the making of a legal agreement to prohibit residents of the development applying for residents parking permits, as any additional demand for on-street parking would be detrimental to the area. Request that a financial contribution of £20,000 should be sought from the developer to contribute toward the reinstatement of crossovers, the rationalisation of parking places on Osterley Park Road and the introduction of a speed table at the junction of Osterley Park Road with The Green. Suggest that the applicant should explore the possibility of providing a car club bay within the development and also state that a travel plan is required.

*Officers' Response: Noted. The development would actually provide 24 cycle parking spaces (12 for the flats and 12 for the houses) and therefore would comply with the relevant development plan standards. The scale of the requested financial contribution is not considered to be justifiable in this case, given that traffic generation from the site would not be increased and it is not considered that a new speed table could be argued to be reasonably required as a result of the proposed development. The other areas where a legal agreement is sought – restriction on residents parking permits; re-instatement of kerbs; and re-arrangement of on-street parking bays are reasonably necessary and would be secured through the prior completion of an appropriate legal agreement.*

#### **Planning Policies:**

These are summarised within Informative 1 of the recommendation.

#### **Reasoned Justification:**

##### Principle of Development

The main considerations with regard to the acceptability or not of the principle of the development revolve around whether the loss of the existing community facility is acceptable, including whether appropriate measures have been taken to assess any potential demand, whether residential development is appropriate in this location and whether the proposal complies with other relevant development plan policy requirements in terms of the quality of the development proposed and its sustainability.

The site has a long-established history of use for community purposes having been used as a hospital since 1935 when the existing house on the site (built in 1894) was converted and extended to provide the 28-bed Southall-Norwood Hospital. By 1939 the Hospital had been enlarged to a 37-bed facility. In 1948 the Hospital joined the National Health Service as a 28-bed district general hospital. However, in 1979 many of its services moved to the newly opened Ealing Hospital and in the late 1980's the Hospital was divided into two parts – the original Victorian building on The Green became the Southall-Norwood Mental Health Resource Centre, while the extension at the rear became the Penny Sangam



Day Hospital, which opened in 1991 to provide care for elderly people with severe mental health problems. This facility relocated to Greenford in 2006. By November 2012 the remaining facilities at the site had been relocated to other West London Mental Health (NHS) Trust premises in Southall and Hanwell and the site was declared surplus to requirements.

London Plan policy 3.16 states that: "Proposals which would result in a loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for reprovision should be resisted. The suitability of redundant social infrastructure premises for other forms of social infrastructure for which there is a defined need in the locality should be assessed before alternative developments are considered." The reasoned justification for the policy also contains the statement that: "Voluntary and community groups often find it difficult to find premises suitable for their needs; unused or underused facilities should be brought into use as much as possible to help address their accommodation needs."

In support of the application the applicants' agent has provided, within the submitted Planning Statement, the following information:

*"Loss of existing community facility*

*London Plan Policies, 3.16 and 3.17 and UDP Policy 8.1 seek to resist the loss of existing community use of premises unless the service provider can demonstrate that there is no longer a need for the facility in that location; or, where the need for the facility remains, the developer makes facilities available through refurbishment or redevelopment, and provides interim facilities during the redevelopment.*

*The buildings have operated as a hospital since 1935 and did so until they were vacated in November 2012. They were occupied by a wide variety of day clinics and therapies for patients recovering from mental illness (Use Class D1). The Trust has been through a process of remodelling its mental health services and staff at the site have been relocated to other Trust premises local to the area at The Limes (Southall) and Cherington House (Hanwell). Services provided by the Trust have, therefore not been lost, but simply relocated to premises which are better equipped to provide the level and quality of care and accommodation required by patients.*

*The Trust no longer requires the buildings to meet its service needs and having vacated the building and considered available options it commenced the process of marketing the building in accordance with sections 1.94 and 7 of the NHS Estate Code. This requires the Trust to circulate details of the property to other priority NHS organisations.*

*In addition the Trust instructed its commercial agent to sell the site on the basis of its current planning use (Use Class C2/D1). The site was advertised in both the Ealing Gazette and Estates Gazette on 27 April 2013...Once published, the commercial agent created a schedule of interest and sent information packs to any enquiries for the property. In total, 29 enquiries were received from property developers with no interest from other C2 users or community groups. Three prospective parties viewed the property but none decided to put an offer forward for the site. Since June 2013 the property has continued to be marketed with no interest.*

*With the site's mental health services relocated nearby and no interest from other NHS organisations or other community users the Trust has demonstrated compliance with policy and is therefore seeking to dispose of the site with the benefit of planning permission. This process will raise the necessary funds to enable the Trust to invest in improving clinical services elsewhere in the Borough, and also relieve it of the liability and costs associated with trying to maintain the building and secure the site. The*

*proposal therefore accords with the requirements of London Plan Policies 3.16 and 3.17, UDP Policy 8.1 and SPD2.”*

### Design, Scale and Siting

The design of the proposed development is considered to be satisfactory. The proposed four-storey block of flats would be located in a prominent position at the front of the site addressing The Green and the corner of Osterley Park Road and would be similar in terms of its location and scale to the original three-storey Edwardian house that forms a significant feature of the existing hospital development. The existing building has a maximum height of 11.8 metres to the ridge, compared to the proposed flat block that would have a maximum height of 14.8 metres. Surrounding development is predominantly of three or two-storey height, although there are taller developments to the north, including the TRS Apartments building.

Development along Osterley Park Road is predominantly two-storey, with a number of the properties having accommodation in the roof. The design of the proposed terrace of six houses would reflect this scale of development. The proposed houses would have a maximum height of 10.8 metres, compared to the 10.6 metre high ridge height of the dwelling at 2 Osterley Park Road.

The design approach adopted has been modified following input from the Council's Urban Design Officer and the flats would now have a traditional double pitched roof fronting onto Osterley Park Road with flat roofed recesses. The development would be constructed from yellow multi-stock brick with areas of contrasting brickwork and natural red plain tiles to the roof. The windows and doors would be grey/green aluminium, with the front doors and the doors to the refuse store and cycle store being timber. The balustrades to the balconies would be metal and glass. The south facing roof fronting toward the public open space would be provided with solar voltaic panels.

The proposed terraced houses would be of a two and a half storey design with yellow multi-stock brick at ground and first floor level with tile hanging to the second floor with two-thirds of the windows set above the nominal eaves line but with six windows breaking through the eaves to give larger window openings. Dormer units would be provided to the rear roof elevation with solar voltaic panels above.

The flats and houses would generally follow the established 'building line' of the existing hospital development. There would be an 11.6 metre gap provided between the block of flats and the houses and a 1 metre gap between the last terrace house and the eastern boundary with 2 Osterley Park Road.

The flats would be set back 3.1 metres from the southern boundary with the public open space and the terrace of houses would be set back 10.4 metres from the boundary line. There would be a recess on the ground floor of each house on the north (front) elevation to accommodate the on-site car parking space.

The design, scale and siting of the proposed development is considered to be acceptable and to accord with relevant development plan requirements.

### Residential Density

The site has an area of 0.16 hectares and the proposal would provide 18 dwellings with a total of 70 habitable rooms. The proposed development would have a density of 113 dwellings per hectare and 438 habitable rooms per hectare. The Public Transport Accessibility Level (PTAL) of the site is 4 (good).

The guidance provided in Table 3.2 (Sustainable residential quality (SRQ) density matrix (habitable rooms and dwellings per hectare)) of the London Plan indicates, for an Urban area location and a development providing between 3.8 and 4.6 habitable rooms per unit with a PTAL of between 4 and 6, that appropriate densities would be in the range of 200 to 700 habitable rooms per hectare and 45 to 185 units per hectare.

The proposed development would sit fairly centrally in the ranges laid down in Table 3.2 of the London Plan and would be acceptable in residential density terms in this town centre location.

### Affordable Housing

The application is accompanied by a Viability Assessment carried out by Savills (UK) Limited. The appraisal states that:

*“We have appraised the following with regard to the proposed scheme:*

- *A total of 6 private residential houses comprising 714sqm (7,685sqft) NIA;*
- *A total of 12 private residential apartments comprising 835sqm (8,998sqft) NIA; and*
- *6 surface level car parking spaces for the residential apartments.*

*In line with the Greater London Authority’s (GLA’s) strategic planning guidance for London, site-specific financial viabilities are a material consideration in determining how much and what type of affordable housing should be required in residential and mixed-use developments.*

*As such viability appraisals can and should be used to analyse and justify planning applications to ensure that Section 106 requirements do not make a scheme unviable.*

*We understand that the GLA’s logic is that, if the residual value of a proposed scheme is reduced to significantly below an appropriate viability benchmark sum (in brief, the viability benchmark sum is arrived at following consideration of; unconditional purchase price paid, Existing Use Value plus at least 15% - 30% above EUV, Alternative Use Value and/or Market Value), then it is commercially unviable to pursue such a scheme and it therefore follows that the scheme is unlikely to proceed.*

*If a scheme is being rendered unviable because of Section 106 requirements, it may be appropriate to look at reducing the burden of those requirements in order to facilitate delivery.*

*We have assessed the development economics of the proposed scheme in order to identify the level of planning obligations the scheme can sustain. We have appraised the scheme using Argus Developer (Version 5) and have based our appraisal upon the plans and schedule of accommodation...respectively.*

*We have included total planning obligations of £158,715 within our appraisal, as advised by Nathaniel Lichfield & Partners, comprising a Section 106 contribution of £104,500 and a Mayoral CIL payment of £54,215. We have then compared the resulting residual land value to our Benchmark Land Value to ascertain whether there is a deficit or surplus against our Benchmark.*

*The scheme would only be able to sustain the proposed level of Section 106 contributions in development viability terms, if the residual value driven was in excess of the viability benchmark sum.*

*A summary of our appraisal findings is below:*

<i>Residential Units</i>	<i>Planning Obligations</i>	<i>Profit on Cost</i>	<i>Residual Land Value</i>	<i>Benchmark Land Value</i>	<i>Deficit Against Benchmark</i>
18	£158,715	**%	£***	£***	£***

(NB: The applicants' agent has requested that the information contained within the Savills report not be disclosed to third parties as it represents Private & Confidential information and that this request has been made by reference to the Freedom of Information Act Section 41 (exemption from the right to know where the information was provided to a public authority in confidence) and Section 43 (exemption from the right to know where the information is a trade secret, or is likely to prejudice the commercial interests of a person or company)).

*When including total planning obligations of £158,715, at a \*\*% profit on cost return, the results demonstrate that the scheme is in deficit by £\*\*\*. The scheme, in its current form, therefore cannot sustain any Section 106 contributions or affordable housing.*

*On the basis of the planning obligations adopted the development in its current form would only be likely to proceed if the Section 106 payment was lower than that adopted, and if the developer was prepared to accept a lower than normal developer's profit."*

As part of its pre-application advice the Council provided a general indication of potential Section 106 agreement heads of terms, namely:

- Reinstatement of the footways following the removal/provision of vehicular accesses and any damage caused by demolition and construction traffic;
- Contribution towards public realm improvements within the Southall Town Centre;
- Contribution towards parking control measures on streets in the vicinity of the site;
- Restriction on residents' parking permits;
- Affordable housing;
- Travel Plan with monitoring costs;
- Contribution toward education provision;
- Contribution toward public open space and children's play space improvements in lieu of on-site provision; and
- Participation in an energy monitoring programme.

No definite figure for the total level of financial contribution likely to be sought was provided but the level of contribution likely to be sought is now £95,694, based on the level of contribution considered to be appropriate to meet the educational needs of occupiers of the development, necessary highways works, air quality improvement measures, enhancement of children's play/public open space areas and health facility provision.

The findings of the Viability Appraisal are being assessed by an independent auditor, Deloitte, and their findings will be reported to the Committee.

However, it would appear likely that the scheme would not be viable if it were required to provide affordable housing and, as such, it is considered that the scheme as a submitted, with no affordable housing provision, does accord with relevant development plan policies.

Policy 3.12 of the London Plan does seek that:

*"A - The maximum amount of affordable housing should be sought when negotiating on individual private residential and mixed use schemes, having regard to: a) current and future requirements for*

*affordable housing at local and regional levels...; b) affordable housing targets...; c) the need to encourage rather than restrain residential development...; d) the need to promote mixed and balanced communities...; e) the size and type of affordable housing needed in particular locations; and, f) the specific circumstances of individual sites.*

*B – Negotiations on sites should take account of their individual circumstances including development viability, the availability of public subsidy, the implications of phased development including provisions for re-appraising the viability of schemes prior to implementation (‘contingent obligations’), and other scheme requirements.”*

The reasoned justification to policy 3.12 also states that:

*“The Mayor wishes to encourage, not restrain, overall residential development. Boroughs should take a reasonable and flexible approach to securing affordable housing on a site by site basis. This Plan makes clear that affordable housing is a particular priority when securing developer contributions.”*

The non-provision of affordable housing is considered to be acceptable in this case given the site specific circumstances and in the light of the findings of the submitted Viability Assessment.

#### Amenity of Future Occupants – Indoor & Outdoor Space & Living Standards

Table 3.3 of the London Plan provides guidance on the minimum space standards that will be sought for new residential development. This Table indicates that:

	Dwelling Type (bedroom (b)/persons-bedspaces (p))	GIA (sq m)
Flats	1b2p	50
	2b4p	70
3-storey houses	4b6p	113

The proposed development would provide one one bedroom/two-person flat of 50.6 square metres; one one bedroom/two-person flat of 71.4 square metres; seven two-bedroom/four-person flats of 71.4 square metres; three two-bedroom/four person flats of 80.1 square metres; and, six four-bedroom/six-person three-storey houses of 119 square metres. All of the proposed units would therefore accord with the minimum residential space standards laid down in the London Plan.

In other respects the proposed flats and houses are considered to provide appropriate high-quality residential accommodation with all units being at least dual-aspect and likely to receive appropriate levels of daylight and sunlight. There is a minor issue with the stacking of the flats in that one of the ground floor one bedroom flats would have its living/dining room and kitchen below the two-bedrooms of the first floor unit above, but it is not considered that would be unacceptable as long as appropriate noise mitigation measures are employed. Room sizes are considered to be acceptable and to accord with relevant guidance.

With reference to private outdoor amenity space provision, each of the proposed townhouses would be provided with a rear garden area of 50 square metres along with a first floor rear balcony area of 3.45 square metres. The three ground floor flats would be provided with private outdoor amenity areas of 22 square metres each and the nine upper floor flats would be provided with a communal amenity area of 274 square metres.

Table 7D.2 (Space Provision Requirements) of the Ealing Development Management Development Plan Document provides the following minimum standards:

<b>Provision Type</b>	<b>Area Requirement</b>
Private Garden Space (House)	5 sq. m. per 1-2 person unit, plus 1 sq. m. for each additional occupant
Private Garden Space (Flat)	5 sq. m. per 1-2 person unit, plus 1 sq. m. for each additional occupant
Amenity Space	50 sq. m. per 1,000 sq. m. of floorspace
Public Open Space	19.5 sq. m. per person
Children's Play Space	10 sq. m. per child
Allotments	1.7 sq. m. per person
Active Recreation (Outdoor)	7.4 sq. m. per person

The Notes that accompany the Table indicate, amongst other things, that the amount of private outdoor amenity for a new house would typically equate to an area of 50 sq. m. in order to seek to preserve the established urban grain, and to provide an appropriate relationship between proposed development and neighbouring buildings and spaces, whilst safeguarding the privacy and amenity of existing and future occupiers. For flats the Notes indicate that amenity space provision would typically take the form of private balcony areas for upper floor units and private garden areas for ground floor units. It is further stated that, in addition communal provision should be provided of a sufficient size to accommodate the need for recreation and landscaping. This space must be fit for purpose, genuinely private, screened from roads and not permanently overshadowed.

The development would not provide any on-site children's play area, but given that the site is in a town centre location and abuts the Southall Manor House Grounds public open space, it is not considered that this lack of provision would make the scheme unacceptable, given that the child yield of the development would be 7 children. The Manor House Grounds occupy an area of 0.8 hectares and are open to the public from 07:30am to dusk and contain a limited amount of children's play equipment.

Other issues relevant to the consideration of whether the application site is a suitable location for new residential development are the issues of air quality and noise and vibration. The site lies in close proximity to The Green, a heavily trafficked road, and is within the borough-wide Air Quality Management Area.

The proposal has been accompanied by both an Air Quality Assessment and a Noise Assessment. The Air Quality Assessment identifies the main source of air pollution at the site as being from vehicle emissions. It concludes that:

1. The change in predicted PM<sub>10</sub> and NO<sub>2</sub> concentrations following completion of the proposed development is considered to be imperceptible and the significance of the change negligible. The development itself would also introduce new exposure in terms of emissions from the local road network. Predicted concentrations at the proposed development are below the Councils air quality objectives;
2. The provision of balconies is considered to be suitable and acceptable from an air quality perspective;
3. The construction process is likely to create dust soiling and PM<sub>10</sub> concentrations; however, mitigation measures to minimise dust emissions will reduce the impact to be negligible.

The Noise Assessment indicates that the main source of noise at the site is from road traffic on The Green. A noise survey was carried out in September 2013 and confirmed that noise levels at the site

are above the levels at which attenuation measures are required and the noise report provides details of glazing and ventilation solutions to meet the attenuation requirements.

Vibration levels were also measured at the site and the report confirms that the levels are below the Council's criteria,

These assessments have been reviewed by the Council's Regulatory Services – Pollution team, who have stated that the boundaries of the site adjoin noisy transportation sources (The Green, Southall) and commercial premises. The proposed residential building with a façade onto The Green would be expected to receive a very high noise exposure (NEC Category C). They also confirm that the site is within the worst mode aircraft day noise contour predicted for 2016 (60 dB). Mitigation is therefore required (insulation of the building envelope) to provide acceptable conditions within the new dwellings. They have therefore recommended that appropriate conditions be imposed to require the submission of details of the insulation of the building envelope and in respect of any external plant that may be installed as part of the development.

With regard to air quality it has been confirmed that the site is located in an Air Quality Management Area. Due to the emissions from transportation sources it is considered that mitigation would be required in the form of additional ventilation for the proposed residential units with façades on The Green. It is recommended that the fresh air intakes for these residential units should be located at the rear of the building and at a high level. The ventilation system would have to be designed to ensure that there is a minimum separation distance of 1 metre between the fresh air intake and any exhaust duct from the residential units. A condition is therefore recommended to require the submission of details of an appropriate ventilation system for the development. In addition, it is recommended that further conditions be imposed to require the use of an ultra-low NO<sub>x</sub> boiler and to secure the submission of detailed information on how dust, fumes and noise from demolition and construction would be controlled.

Overall, it is considered that, subject to the imposition of appropriate conditions, the development would provide a high quality of residential accommodation, taking account of the site's context and the wider environment and would accord with relevant development plan policy requirements, including policy 3.5 of the London Plan.

#### Impact on Residential Amenities of Adjoining Properties

The residential properties most likely to be affected by the proposed development are those in the immediate vicinity of the application site in Osterley Park Road, specifically numbers 1, 3, 5 and 7 directly opposite the site and number 2 which abuts the application site to the east. All of these properties are in residential use, with numbers 1, 5 and 7 being used as dwellinghouses, number 3 being converted into two self-contained flats in the 1980's and number 2 having been used as four self-contained flats since the 1960's.

The new terrace of dwellings would be located at least 22 metres from the existing dwellings on the opposite side of Osterley Park Road and would have a comparable gap to other dwellings along Osterley Park Road. With regard to the relationship between the new development and the flats at 2 Osterley Park Road this is also considered to be acceptable. The property at 2 Osterley Park Road does have two openings in the flank elevation facing the application site, but it is not believed that these serve habitable rooms. The first is a first floor door and window opening served by an external access stair. The second is a second floor window opening, but this window was curtained at the time of the officer's site visit. The new development would be set 1 metre from the mutual boundary with 2 Osterley Park Road, which is itself set generally 1.5 metres from the boundary, providing a gap of 2.5 metres between the two developments. The front wall of the new terrace of dwellings would be located

marginally in front of the front wall of 2 Osterley Park Road, but would be in the same location as the front wall of the existing hospital development, albeit closer to the boundary – there is currently a 2.5 metre gap between the hospital development and the boundary. The rear wall of the new dwellings would be in line with the main rear wall of no.2 and therefore no significant overlooking of the rear garden of no.2 should occur.

There is also residential accommodation above the retail unit at 63 The Green, which has window openings in the first and second floor flank elevation facing toward the application site and the proposed block of flats. However, the distances between the existing residential accommodation and the proposed development would be around 16 metres.

A Daylight, Sunlight and Overshadowing report has been submitted with the application which provides an assessment of the levels of daylight and sunlight received by nearby residential properties and their gardens. This includes residential units within nos.1, 3, 5 and 7 Osterley Park Road, no.55 The Green, the Tudor Rose building and nos.70 and 72 The Green. The quantitative assessment has been undertaken in accordance with the guidelines set out in the revised Building Research Establishment (BRE) report “*Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice*” (October 2011). The Guide is however intended to be advisory and does not contain mandatory standards.

The assessment does, however, indicate that the proposed development should not result in any materially unacceptable daylight or sunlight effects in relation to neighbouring residential properties and the proposed accommodation. The development would be consistent with the objectives and requirements of the BRE guidance.

Overall, it is not considered that the proposed development would have any adverse impact on neighbouring residential amenity and would conform with relevant development plan requirements.

#### Impact on Heritage Assets

The application site lies within an Archaeological Interest Area and Southall Manor House, a Grade II\* listed building is located around 60 metres to the southwest of the application site. Southall-Norwood Hospital was formerly identified as a Building of Façade or Group Value in the recently replaced Ealing Unitary Development Plan (2004).

The application has been accompanied by a Heritage Impact Assessment which indicates that it is considered the architectural interest of the site is limited to the exterior of the Southall-Norwood Hospital and to a limited degree to the internal architecture of the main entrance hall. The Penny Sangam Hospital is considered to have very limited architectural interest. The Assessment indicates that it is considered that the architectural significance of both hospitals has, however, been compromised by a number of more recent additions to the buildings and the single storey pre-fabricated structure to the rear of the site which masks the original plan form of both buildings. Internally, the buildings have also been compromised, it is considered, through the insertion of modern partitions, the stripping out of decorative features (e.g. cornicing and doors) and the alteration of the circulation arrangements.

The NPPF confirms that the loss of existing non-designated heritage assets, which have a low significance value and make a limited contribution, should be weighed against the potential public benefits that may result from a redevelopment proposal. In this case the applicants have suggested that the public benefits of their proposal include the provision of high quality homes, including units suitable for families, and the creation of a stronger and more appropriate relationship with the park and listed Manor House, with the balconies on the southern elevation providing an element of natural surveillance.



The development would be located some distance from the statutory listed Southall Manor House building and is well screened by existing tree planting. The proposal should not have any adverse impact on the character and appearance of Southall Manor House.

The application has been accompanied by an Archaeological Desk-Based Assessment which concludes that there is a moderate potential for pre-historic remains, a low potential for Roman and Saxon remains, a low to moderate potential for medieval remains and a moderate potential for pre-medieval remains to be present at the site. The assessment concludes that an archaeological investigation is undertaken following demolition of the existing buildings but prior to construction works commencing. In addition, it also suggests that prior to demolition a Historic Building Recording exercise be undertaken.

Subject to the imposition of appropriate conditions it is therefore not considered that the proposal would have any adverse impact on any heritage assets and would comply with relevant development plan policy requirements.

#### Car Parking, Access and Traffic

The application has been accompanied by a Transport Statement which has assessed the likely impact of the development on the surrounding highway network. The site has a Public Transport Accessibility Level of 4 (Good) and is located within the Southall 2 Controlled Parking Zone – Zone V.

The site is located around 100 metres (or just over a minute walk time) from the nearest bus stop in The Green, which is served by the 105, 120, 195, 482, E5 and H32 services. Eight other bus stops are located within 600 metres (7<sub>1/2</sub> minutes walk time) of the site. Southall Station is located just over 300 metres (or less than 4 minutes walk time) away from the site.

The Transport Statement has assessed the trip generation of the residential units and indicates that the change in traffic generation at the site would be negligible.

The proposed development would be provided with a car parking area of six spaces, two to disabled user standard, for the occupiers of the twelve residential units within the block of flats and each of the six terraced townhouses would be provided with one on-site car parking space to the front of the dwellings. This would equate to 0.67 spaces per residential unit.

The new car parking area would be accessed from Osterley Park Road via a new 3.9 metre wide vehicular crossover situated 23 metres from the junction of Osterley Park Road with The Green and would be located between the block of flats and the terrace of houses.

The car parking spaces in front of the houses would also be accessed from Osterley Park Road via three new crossovers. Each space would be 2.6 metres by 5 metres.

This level of provision is below the maximum standards specified in the London Plan and Ealing's development plan documents, but the site is located within a designated Neighbourhood Centre and within a designated CPZ where provision below maximum standards is considered to be acceptable.

Whilst no indication has been shown on the submitted plans the submitted Planning Statement confirms that: *"In accordance with Policy 6.13 of the London Plan, ...and policy 1.2(k) of the Ealing Core Strategy, 20% of car parking space will incorporate active electric charging points and a further 20% will have passive provision."*

The proposal includes cycle parking provision for 12 spaces for the flats to be provided in a ground floor cycle store and individual cycle storage would be provided for each of the townhouses (2 spaces per dwelling). This level of provision would accord with the requirements specified in policy 6.9 and Table 6.3 (Cycle parking standards) of the London Plan.

The scheme proposes a bin storage area at ground floor level for the block of flats and individual bin stores for each townhouse for separation of waste and recycling. The bin store for the flats would be located 10 metres from Osterley Park Road which is considered to be acceptable for collection from the highway.

The Council's Transport Development team have reviewed the application and supporting documentation and have stated that:

"The Green fronting the application site is a local distributor road (L21) in the borough carrying a substantial flow of commercial and commuter traffic. The application site is situated at the junction of The Green with Osterley Park Road. The application site is within a Controlled Parking Zone. There are waiting restrictions on the roads near the application site. The controlled hours are Monday-Saturday 08.30 am – 06.00 pm and Sunday 02.00 pm and 06.00 pm. The PTAL value for the site is four (good) and it is within 350 metres of Southall Station.

According to the London Plan, the applicant is allowed to provide a maximum of 12 off-street parking spaces for 12 flats and a maximum of nine car parking spaces is allowed for the 6 four-bedroom houses. One disabled space is required for every 10 dwellings. Therefore, two disabled parking spaces are required. Hence, a maximum of 21 car parking is allowed for this development of which two of these spaces should be disabled. The applicant has provided the required disabled parking spaces.

SPD8 section 3.2 states that 'Pedestrian safety along the pavement outside the house could be prejudiced if there is a series of adjoining crossovers, or a scheme that requires a wide access because of the number of vehicles proposed. These are likely to be refused'.

The proposed scheme has wide and adjoining crossovers, which are not acceptable from the highway safety point of view. Revised details of crossovers are requested to formalise our comments.

According to TfL cycling standards, one space is required for one or two-bed units and two spaces for three or more bed units. Therefore, 12 cycle parking spaces are required for the 6 four bedroom houses and 12 cycle parking spaces are required for 12 flats. This makes a total of 24 cycle parking spaces. The applicant has shown only 6 cycle parking spaces on ground floor plan. In the planning application form, none is stated. Please ask the applicant to provide 24 cycle parking spaces.

Since this development is in a controlled parking zone and near Southall Rail Station, it could be developed as a low car housing scheme. I would recommend an agreement under s106 to prohibit the residents from the new development from requesting residents parking permits, as any additional demand on parking would be detrimental to the area.

A sum of £20,000.00 is required to instate the crossovers, to rationalise parking places on Osterley Park Road and introduce a speed table at the junction of Osterley Park Road junction with The Green. These could be carried out under a s278 agreement.

The applicant should explore the possibility of providing a car club bay within the development. A travel plan statement is also required."

The level of car parking provision proposed is considered to be acceptable in this neighbourhood centre location. 24 cycle parking spaces, 12 for the flats and two for each of the townhouses are indicated, and therefore the proposal accords with adopted standards.

The submitted documentation, whilst indicating the provision of three pairs of adjoining car parking spaces to serve the townhouses, does not provide details of the proposed vehicular crossovers. Whilst the Council's formerly adopted Supplementary Planning Document 8: 'Crossovers and Parking in Front Gardens' has not been retained as "interim guidance" as part of the Local Development Framework process, it did provide detailed guidance on crossover provision which is still considered to be relevant to the development proposal. In particular, the document confirmed that:

- The normal width of a vehicle access is 2.4m, and it should not exceed 3.5m. The wider measurement referred to here should enable joint use of single crossover to neighbouring properties;
- Except in the interest of public safety, only one crossover is allowed per property. Multiple occupancy/flats are considered as one property;
- Vehicle access will not normally be permitted if the crossover is on a line which would be obstructed by a street tree or where the works would cause damage to its root system;
- Any street furniture or fixtures likely to interfere with sight lines or visibility area must be taken into consideration and removed or relocated, if necessary, at the expense of the developer;
- Measured from the intersection point of two roads at a junction, crossovers shall not be located within 10m of a road junction, a roundabout or traffic signals for road safety reasons;
- A crossover to a house will not be permitted if it would cause the loss of space on the street to park more than one car.

In respect of the application proposal it is therefore considered that three 3.5 metre wide crossovers could be provided to serve the six houses in accordance with the guidance detailed above. Only one access per pair of townhouses would be provided, along with one access to serve the car parking area for the flats. There are no street trees in close proximity to any of the proposed vehicle crossovers, nor is there any street furniture likely to interfere with visibility. The access closest to the junction of Osterley Park Road with The Green would be located 21 metres from the junction. The crossovers to the houses would result in the loss of three on-street parking spaces which is considered to be acceptable and in accordance with the guidance.

With regard to pedestrian safety, particularly children and people with disabilities, it should be noted that there would be a gap of 6 metres between the proposed vehicular accesses serving the townhouses and none of the crossovers would be 'adjacent' to another. As such, the proposal is not considered to be likely to give rise to any pedestrian safety issues.

With reference to the suggested financial contribution of £20,000 to 'instate the crossovers, to rationalise parking places on Osterley Park Road and introduce a speed table at the junction of Osterley Park Road junction with The Green' it is acknowledged that work would be reasonably required to remove and reinstate the existing crossovers to the site, whilst providing the new crossovers. It is also considered that there would be a need to rationalise parking places along the site frontage to Osterley Park Road – there are currently five marked car parking spaces, a disabled user car parking space and an ambulance bay provided on-street, the disabled bay would be able to be retained along with four or five parking bays, but the road markings would need to be repositioned. However, it is not considered that the provision of a speed table could be justified as being directly required as a result of the development, given that traffic generation from the proposed development would be comparable with that associated with the previous hospital use of the site.

### Accessibility

All of the proposed dwellings would be built to accord with London Plan and Lifetime Homes standards and would be Code for Sustainable Homes Code Level 4 compliant.

One wheelchair unit would be provided at ground floor level within the block of flats and provision has been made for a 'future lift' within the flat block so that a lift could be installed if required.

The site is practically flat and thresholds for the external doors of both the flat development and the houses would be 19mm or less.

Two disabled user car parking spaces would be provided as close as possible to the main entrance to the flats – the closest some 12 metres from the entrance lobby.

### Refuse & Recycling

The refuse/recycling facilities for the flats would be provided between the main entrance and the car park and would have an internal area of 15 square metres providing space for at least 5 Eurobins.

The refuse/recycling facilities for the houses would be provided between the front door of the dwellings and the pavement. Space would be provided for 2 wheelie-bins per house.

### Energy Efficiency/Sustainability

The application has been accompanied by an Energy Statement which indicates that the scheme would incorporate a range of sustainable measures that should reduce carbon dioxide emissions and the use of natural resources. A summary of the measures proposed is outlined below:

#### *Energy Efficiency*

The submitted Energy Strategy indicates how the proposals follow the Mayor's energy hierarchy. This includes:

1. Passive design through glazing and window locations to reduce passive solar gain and well insulated and airtight buildings to minimise heat loss in accordance with the revised Building Regulations Part L (2010) and London Plan policy 5.9;
2. Provision of energy efficient lighting, time and temperature zone control and energy display devices within each dwelling;
3. Boilers with load and weather compensator;
4. An array of 120 square metres of photovoltaic panels installed at roof level, south facing, at an angle of 30 degrees in accordance with London Plan policy 5.7. This could potentially save 16% of the site's energy demand and a carbon dioxide emissions saving of 32%.

The Energy Statement indicates that by using a combination of passive design, energy efficiency measures and photovoltaic panels the scheme could achieve a 22% saving of energy demand and a 38% reduction in carbon dioxide emissions over the current 2010 Building Regulations target. The scheme would, however, produce savings marginally below the requirement to achieve a 40% improvement on the 2010 Building Regulations standard for carbon emissions due to site constraints. The scheme is stated to not lend itself for the inclusion of a greater area of photovoltaic panels and would not be suitable to the incorporation of other low or zero carbon technologies such as Combined Heat & Power (CHP) as required by London Plan policy 5.6.

### *Code for Sustainable Homes*

The Code measures the sustainability of a home against design categories, rating the 'whole home' as a complete package. The design categories included within the Code are: energy/CO2; water; materials; surface water run-off; waste; pollution; health and well-being; management; and, ecology. The scheme would achieve a Code for Sustainable Homes Level 4 rating as required by London Plan policy 5.2 and the Ealing Development Management Development Plan Document.

### *Water*

The scheme would include a number of water saving measures including dual flush cisterns on WC's, flow restrictors to taps, low flow showers and water meters to all dwellings.

The development should therefore result in limited water usage of less than 105 litres per person per day and should comply with the requirements of London Plan policy 5.15.

The submitted Design & Access Statement also indicates that:

*"It is envisaged that the site will be developed as a SUD's (Sustainable Urban Drainage) system to hold back peak rainfall. Space has been provided under the car park for storage."*

### Biodiversity

The application has been accompanied by an Arboricultural Report which indicates that the proposed development would only require the removal of a self-seeded Elder (of 3 metres in height) which is not significant within the local and/or wider landscape.

The other trees within the site, an Ash and a Sycamore, both of a height of 14 metres and located adjacent to The Green, would be retained and protected in accordance with the guidance contained within BS5837:2012.

All other trees adjacent to the site, comprising a Cherry tree, located on the pavement outside 2 Osterley Park Road, and seven existing trees, comprising an Ash, Elder, two Cypress, a Sycamore and two Yews, located within the Southall Manor House Grounds adjacent to the boundary of the application site would be protected in accordance with current best practice during demolition and construction works.

The proposal would provide new tree, shrub and hedge planting to supplement the existing landscape and screening of the site. The submitted Design & Access Statement indicates that it is envisaged that the detailed landscape proposals would be determined as a condition of any planning permission.

It is suggested that new trees would be provided at regular intervals behind a new boundary wall to the frontage of the site. A small area of soft landscaping, again behind new boundary walls, would be provided to the front of each of the townhouses. The communal amenity area around the flats would be soft landscaped with planting to deter access around the perimeter.

### Other Issues

#### Planning Obligations

Policy 8.2 of the London Plan indicates that development proposals should address strategic as well as local priorities in planning obligations. It is indicated that affordable housing; supporting the funding of

Crossrail where this is appropriate; and other public transport improvements should be given the highest importance. It is further stated that importance should also be given to tackling climate change, learning and skills, health facilities and services, childcare provisions and the provision of small shops.

The applicants have submitted a draft Heads of Terms as part of their Planning Statement which indicates they are prepared to address the following issues through the planning obligation route:

- Contribution towards education facilities required for residential units;
- Contribution toward public realm and public open space and children's playspace improvement;
- Contribution towards health facilities;
- Contribution towards air quality improvement; and
- Restriction on residents' parking permits.

As a result of the consultation process the Education section has indicated that they would request a financial contribution of £89,894 toward the cost of providing for the educational needs of occupiers of the development and Regulatory Services – Pollution have indicated a requirement for a financial contribution of £1,800 toward the implementation of air quality improvement measures detailed within the Air Quality Action Plan.

Other areas where contributions are considered to be required would be toward health facilities (£2,000) and open space/children's playspace improvement (£2,000).

As detailed above, the Transport Development section have indicated that they would require a financial contribution of £20,000 toward the cost of reinstating crossovers, to rationalise parking places on Osterley Park Road and to introduce a speed table at the junction of Osterley Park Road with The Green. However, it is not considered that the need for a speed table could be justified as a result of the development. The reinstatement of existing crossovers could be undertaken at the time that the new crossovers required for the development were being provided and the changes to road markings in respect of on-street car parking spaces would not give rise to significant expenditure and could be facilitated through the section 278 route.

A total financial contribution of £95,694 would therefore be sought from the developer to address the issues associated with the proposed residential redevelopment of the site through an appropriate section 106 legal agreement.

#### Community Infrastructure Levy

The proposal would require the payment of a sum of £55,160 to accord with the Mayor's adopted Community Infrastructure Levy in respect of funding Crossrail.

#### **Human Rights Act:**

In making your decision, you should be aware of and take into account any implications that may arise from the Human Rights Act 1998. Under the Act, it is unlawful for a public authority such as the London Borough of Ealing to act in a manner, which is incompatible with the European Convention on Human Rights.

You are referred specifically to Article 8 (right to respect for private and family life), Article 1 of the First Protocol (protection of property). It is not considered that the recommendation for approval of the grant of permission in this case interferes with local residents' right to respect for their private and family life, home and correspondence, except insofar as it is necessary to protect the rights and

freedoms of others (in this case, the rights of the applicant). The Council is also permitted to control the use of property in accordance with the general interest and the recommendation for approval is considered to be a proportionate response to the submitted application based on the considerations set out in this report.

