



Planning Appraisal

On behalf of:
The London Borough of Hillingdon

In respect of:
Former Grange Youth Club Site, Pine Place

Date:
18 April 2008

Reference:
ALJ



LRQ 400 3060








Overview

The London Borough of Hillingdon's Estates Department commissioned DPP to undertake an initial Planning Appraisal of the former Grange Youth Club site, Pine Place, Hayes. The site has not been used for a number of years since there was a fire which resulted in the demolition of the Club. It has lain vacant ever since.

The main aspects DPP have been asked to consider are whether the mixed use scheme drawn up by the Council's architect (residential and community use) would be acceptable in planning policy terms and whether this would be the maximum utilisation of the site.

There is a restrictive covenant attached to the land dating back to 1934 which requires the building(s) to be used as a 'Labour Hall' which was a political meeting place, later likely to have been used for community purposes. This covenant is only attached to part of the site and on balance the development proposed could be acceptable as the residential elements largely fall outside of this boundary. The community use is a similar facility in terms of use and footprint to what previously existed on site. In policy terms the proposal would also be broadly acceptable.

Site Name: Pine Place, Hayes

Site Details:	
Address:	Pine Place, Hayes (Former Grange Youth Club site)
Site area:	Approximately 0.24 hectares
Local Planning Authority:	London Borough of Hillingdon
Description of land uses and buildings on site:	The site was previously occupied by the Grange Youth Club (photographs a. and b. below), which we are informed was affected by fire a number of years ago which led to its demolition in around 2002. The site is currently unused and where the footprint of the building used to be the site is screened from view and from unauthorised access by boards. Pedestrian access is still possible to the south of the site (photo 6 and 7 below), however this land does not appear to be used for any purposes. Vehicles are prevented from accessing this part of the site by a number of bollards and traffic cones as well as a gate, although it is not secure. Through the site to the east there is a gate which provides access to the allotment land to the southeast (photo 8).
	<div style="display: flex; justify-content: space-around;"> <div style="text-align: center;">  <p>a.</p> </div> <div style="text-align: center;">  <p>b.</p> </div> </div> <p>Photographs from 2002 showing the Youth Club before and after it was demolished. We are informed the demolition took place in March 2002 (www.outdoors.webshots.com), we do not know when the building was affected by fire.</p>
Surrounding land uses and area:	The site sits between residential properties on Pine Place to the north west (nos. 1-4 and 9-16), allotment land to the east, Grange Park Infant and Junior School to the south (photo 1) and Green Belt allocated playing fields to the north associated with Yeading Brook. The general residential style is two storey terraced and semi detached properties with front and rear gardens. The site is located at the eastern end of Pine Place, which is a cul-de-sac at the edge of a predominantly residential area.
Photographs:	<div style="display: flex; justify-content: space-around;"> <div style="text-align: center;">  <p>1.</p> </div> <div style="text-align: center;">  <p>2.</p> </div> <div style="text-align: center;">  <p>3.</p> </div> </div>



- 1. View east from Lansbury Drive towards school
- 2. View south of local shops on junction of Balmoral Drive and Lansbury Drive
- 3. Houses on Lansbury Avenue
- 4. The site (northern part, viewed from Pine Place)
- 5. The site (central part, viewed from Pine Place)
- 6. The site (southern part, viewed from Pine Place)
- 7. Entrance point to the southern part of site
- 8. Gate within site to allotments
- 9. View towards site, east along Pine Place
- 10. View of the allotment land from the site boundary
- 11. The southern part of site.
- 12. Green belt playing fields to the north

Location Plan



Architect's Scheme

Drawing PP/A/02 Rev.B
 The proposal (see Appendix A) consists of three elements, comprising a two storey community centre, four 2 bed 'chalet cottages', four one bed flats and one 2 bed flat with associated amenity space and car parking.

Policy Status:

Relevant Planning **National Planning Policy** (in particular PPS 1- Delivering Sustainable Development and PPS3 – Housing) PPS 3, paragraph 10 states in relation to

Policy	<p>the outcomes of the planning system: <i>"a flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously developed land, where appropriate."</i></p> <p>The London Plan 2004 is the London-wide overarching development plan which sets out a spatial development strategy for all of the boroughs.</p> <p>Hillingdon Local Unitary Development Plan (Adopted 1998) Saved Policies 27 September 2007. This is the current, adopted plan.</p> <p>Hillingdon Local Development Framework: Revised Core Strategy Preferred Options (published 2007). This is a draft document forming part of the Council's LDF process, providing a spatial portrait of Hillingdon, looking at issues and setting out vision and objectives. Policy S02 seeks <i>"to secure high quality, accessible and well designed development that seeks to make the most efficient use of brownfield land including, where appropriate, of higher density, mixed use development."</i></p>
Summary of Policies relating to site / or its development potential:	<p>The main policy referred to below is from the Adopted UDP.</p> <p>Designations The subject site is not designated on the Hillingdon UDP or LDF proposals map; it is classified as 'white land'. However its north eastern boundary abuts Hayes Pasture at Yeading Brook which is covered by a variety of designations. The site is not a designated Conservation Area and there are no listed buildings affecting the site.</p> <p>Residential Policy H4 seeks a mix of housing units of different sizes (including 1 or 2 bedrooms). Affordable housing policy H11 has been deleted, however there is an SPD which builds upon this policy creating a threshold of 15 units/hectare or 0.5 hectares sites which require affordable units to be included.</p> <p>Community Use Policy R10 states that meeting halls or community services would be acceptable in principle subject to other policies in the plan. Policy R16 requires community facilities to provide for accessibility.</p> <p>The LPA under policy R11 (and Policy R5) will assess proposals which involve the loss of land or buildings used or whose last authorised use was for educational, social, community and health benefits. Account will be taken of whether refusing an alternative use would lead to the continued use of the facility. Secondly whether there are adequate, accessible alternative sites available for the needs of those displaced and finally whether the proposed alternative use accords with other policies in the plan and is in line with their objectives.</p> <p>Environmental Conservation (designations i-iv about the site to the north):</p> <p>i) Green Belt Policy OL5 states that the LPA will normally only permit development adjacent to or conspicuous from the green belt if it would not injure the visual amenities of the site by reason of:</p> <ul style="list-style-type: none"> -Siting -Materials -Design -Traffic or -Activities generated.

ii) Nature Conservation Sites

Policy EC3 states that for sites in the vicinity of nature conservation importance sites (the proposal site abuts a site of Borough Grade I Importance), proposals will be required to have regard to the potential effects on such sites of changes to the water table and air, water and soil effects as a result of development.

iii) Areas of Environmental Opportunity

This designation seeks to improve these areas, enhancing them visually.

iv) Countryside Conservation Area

This designation has been identified by the London Ecology Unit, which seeks to protect the character and local distinctiveness of particular landscapes, namely those where traditional agricultural activities and features prevail. Policy OL15 seeks to protect these areas.

Car Parking

Policy AM14 requires new development to be in line with the Council's car park standards:

D1: Community Centres: Each site is assessed on an individual basis in terms of car park spaces, additionally there should be 1 cycle space per 20sqm.

C3: Residential: Flats and houses without individual curtilages with communal parking in garages or open car park areas (1.5 parking spaces per dwelling) and 1 cycle space/dwelling.

(London Plan car parking standards are as a maximum. Terraced houses and flats: 1.5-1 space/unit, mostly flats: 1 to less than 1 per unit.)

Accessibility for All

Policy AM13 relates to accessibility and ease of movement for the elderly and those with disabilities. Policy AM15 seeks the provision of reserved spaces for disabled persons.

Design and Layout

The design policies relevant to the site on the whole relate to safeguarding residential amenity in relation to:

Policy BE19 -improving it and the character of an area,

Policy BE20 - sunlight and daylight.

Policy BE21- loss of amenity in terms of the siting of new buildings, their bulk and proximity.

Policy BE22 - buildings of two or more storeys should be set back a minimum of 1 metre from the side boundary.

Policy BE23 - external amenity space should be provided, sufficient to protect the amenity of occupants of proposed and surrounding buildings and it must be usable in terms of shape and siting.

Policy BE24 - building design to protect the privacy of occupiers and neighbours.

Supplementary Planning Guidance:

Any development proposal will also need to have regard to the following documents which form part of the Council's SPD Design and Accessibility Statement:

- Residential extensions
- New residential layouts
- Accessible Hillingdon
- Transport interchanges

	<ul style="list-style-type: none"> Public realm, consultation draft (April 2006) <p>Other relevant SPDs:</p> <ul style="list-style-type: none"> Affordable Housing SPD May 2006
Physical Constraints:	
Constraints or issues:	Hillingdon Estates suggested that the site could be contaminated by asbestos. This will need to be identified and any contamination properly addressed.
Transport and Accessibility:	
General comments:	The site is served by the 195 bus from Hayes and Harlington Station to Charville Lane Estate and the no. 90 bus towards Northolt which also takes passengers to the station via the centre. These services are every 10-15 minutes.
Planning History:	
Relevant applications	<p>The following planning applications relate specifically to this site. Further investigation is recommended to obtain copies of the supporting material as it is not available online. This would provide more detail relating to what was actually proposed and in the case of application 51065/96/1011, permitted in 1996.</p> <p>Application 3279/E/91/1540 (19-09-1991) Grange Park Youth Centre, Pine Place, Hayes 'Residential development of up to 50 habitable rooms per acre' (outline application) Decision - Withdrawn (P) on 21/02/1992</p> <p>Application 51065/96/1011 (02-07-1996) Former Grange Youth Club And 3 & 4 Pine Place Hayes 'Erection of a residential development comprising 5 three-bedroom houses, 4 two-bedroom flats and 4 one-bedroom flats (involving demolition of the former Grange Youth Club and 3 and 4 Pine Place)' (outline application) Decision - Approval on 29/08/1996</p>
Restrictive Covenant:	
	<p>The site has a restrictive covenant attached to the land which dates back to 1934 when Unity Halls (Hayes) Limited purchased the land from Taylor Woodrow Limited. Part 3 of the conveyance states:</p> <p><i>"The purchaser for itself and its successors in title hereby covenants with the Company and its successors in title owners of the Grange Park Estate that.....no building so erected shall be used for any purpose other than a Labour Hall with or without the usual outbuildings thereto and that such buildings shall not at any time hereafter be used for any trade business or manufacturing whatsoever and that no alterations shall be made to any buildings on the land hereby conveyed without the previous consent in writing of the Company."</i></p> <p>Information relating to the origins of Labour halls is scarce however it would appear that a 'Labour Hall' is a building purchased by one or more Labour movement organisations to provide a political meeting place for its members where various political groups (including trade union branches) could meet and debate issues. They were also used for a wide range of leisure, educational and fundraising activities. As political activity declined in the post war years, leisure activities were increasingly relied upon to raise enough money to keep halls financially viable. Increasingly they were hired out to non-political groups and individuals, becoming a form of 'community centre'. There is no specific evidence relating to this particular hall, however apparently this was quite typical for other ones in London.</p>
Recommendations:	
General comments:	This appraisal has been based on a desktop analysis of available internet based information and a site visit. No formal discussions have been held with the

	Local Planning Authority's planning team in relation to planning policy or acceptable land uses.
Analysis of Planning Policy in relation to the proposal:	<p>Community Use If the current scheme was for purely housing, omitting the community use, it is likely that it would be possible to overcome Policy R11 (and Policy R5) relating to the loss of Community Uses, particularly as the site has not been used for community purposes for a significant length of time, the needs of those displaced users are likely to have been met elsewhere a long time ago.</p> <p>Maintaining a community use is not imperative in policy terms, however it is understood that there is a Councillor preference to include a community facility as part of the redevelopment proposals.</p> <p>Residential Development This site forms the end of a residential street, in a predominantly residential area, with an adjacent school. Therefore it is likely that a residential scheme and a community use (the previous use of the site) would be acceptable.</p> <p>A mix of residential unit types are proposed which accords with Policy H4 and no affordable housing is required as the number of units falls below the 15 unit threshold (Affordable Housing SPD).</p> <p>Car Parking and Access The number of spaces proposed are in line with the London Plan which sets its standards as a maximum, however Hillingdon's own car park standards are quite similar however we understand they are not always treated as a maximum. The proposal provides 4 disabled car parking spaces out of a total of 21 units, which is also considered acceptable.</p> <p>Design In terms of design the scheme is broadly in line with policy as it endeavours to protect the existing and future occupants in particular in terms of their amenity. However there are some elements of the scheme that are not designed fully in line with the standards, generally in relation to separation distances (which should be 15 metres). It is suggested that this could be successfully overcome by careful screening in the form of planting that will ensure residential amenity is protected.</p> <p>The chalet cottages have their own rear private gardens and the flats appear to have adequate defensible semi-private communal outdoor space.</p> <p>The proposal does not appear to cause over development and will be an improvement to the existing situation and the community centre will finish the streetscene.</p> <p>In planning policy terms the northern boundary will need to be carefully treated to respect the Green Belt and other designations. This is successfully dealt with by positioning the gardens in this location to act as a buffer.</p> <p>As the adjoining buildings are predominantly two storeys, similar height buildings are expected to be accepted by the Council, however it could be argued that a third storey could be permissible, as long as it was treated sensitively in relation to the green belt to the north.</p> <p>Number of Units The proposal falls below the 9 units threshold. At this level it would not be</p>

	<p>classified as major which means that it would not be scrutinised by the Mayor under his powers. This scheme would not constitute being of borough or London-wide importance. If this approach will satisfy members and provide comfort to the client then this may be the simplest way to proceed. However the value of the site could potentially be increased if a higher density were sought excluding the community centre.</p>
<p>Planning History and Restrictive Covenant</p>	<p>Relevance of the Planning History</p> <p>Planning permission was granted in 1996 for what appears from the description to be a higher density pure residential scheme (from limited web-based information). This is only partially relevant to current proposals as:</p> <ul style="list-style-type: none"> • the current UDP had not been adopted at this point (although it would have been at an advanced draft stage) so the policy climate may have been different to today; • 12 years have lapsed since the permission; • the permission was never implemented. <p>However, at this time redevelopment of the site for residential in planning policy terms was acceptable. Further investigations into the reasons for approving this scheme are suggested.</p> <p>The Youth Club is described as 'former' in the 1996 permission which would suggest that it had ceased to be used for this purpose for at least 12 years. Therefore, this site has been seriously underutilised for a significant period of time and proposals for its redevelopment would be in line with National Planning Policy, in particular PPS3 (Housing) which states at paragraphs 40 and 41 that a key objective is to make effective use of land by reusing previously developed sites. The National annual target is at least 60% of new homes should be located on previously developed land including land or buildings that are vacant or derelict.</p> <p>Restrictive Covenant</p> <p>The covenant relates to the buildings on the land, not the land itself in relation to the retention of a 'Labour Hall' building(s). The covenant prevents the building from being used for trade business or manufacturing in the future. It continues that the building will not be altered unless consent is obtained from the 'Company' who are the owners of the Grange Park Estate. The fire damage and subsequent demolition of the building must have already altered the usefulness of this part of the covenant. However, it could be taken to mean that no future non-Labour Hall (taken to mean non-community) structures can be erected on the site without written consent from the 'Company'. Confirmation of who the 'Company' comprises now is therefore required. It would appear that the beneficiaries of the covenant are the 'owners' of the Grange Park Estate.</p> <p>The site area subject of the covenant is a smaller parcel of land that has been added to with what appears to be part of the gardens of no.4 and 9. The approximate extent of the covenant land is shown on Appendix A, edged in a dashed red line. The majority of the two residential elements of the scheme fall outside of this line and are therefore not restricted by the covenant.</p> <p>The proposed community centre use on the site is of a similar footprint to what existed previously (see Appendices B and C). It would seem on balance that the proposals would be acceptable subject to consent from the owners of the Estate.</p>
<p>Conclusion:</p>	
	<p>Overall, the scheme is broadly in line with planning policy and will represent the reuse of previously developed underutilised land. It will improve the existing</p>




	<p>setting which is currently visually unattractive. The scheme will also provide additional homes for the borough and a community facility.</p> <p>As the proposal site extends beyond the original boundary of the covenant and the footprints of the residential buildings are almost entirely outside this boundary (part of the southern block and amenity space does fall within it) it is suggested that it will be possible to overcome any restrictions on the site. Further investigations are advised.</p>		
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Appendix A:
Client's Proposed Site Plan (Drawing PP/A/02 Rev. B)

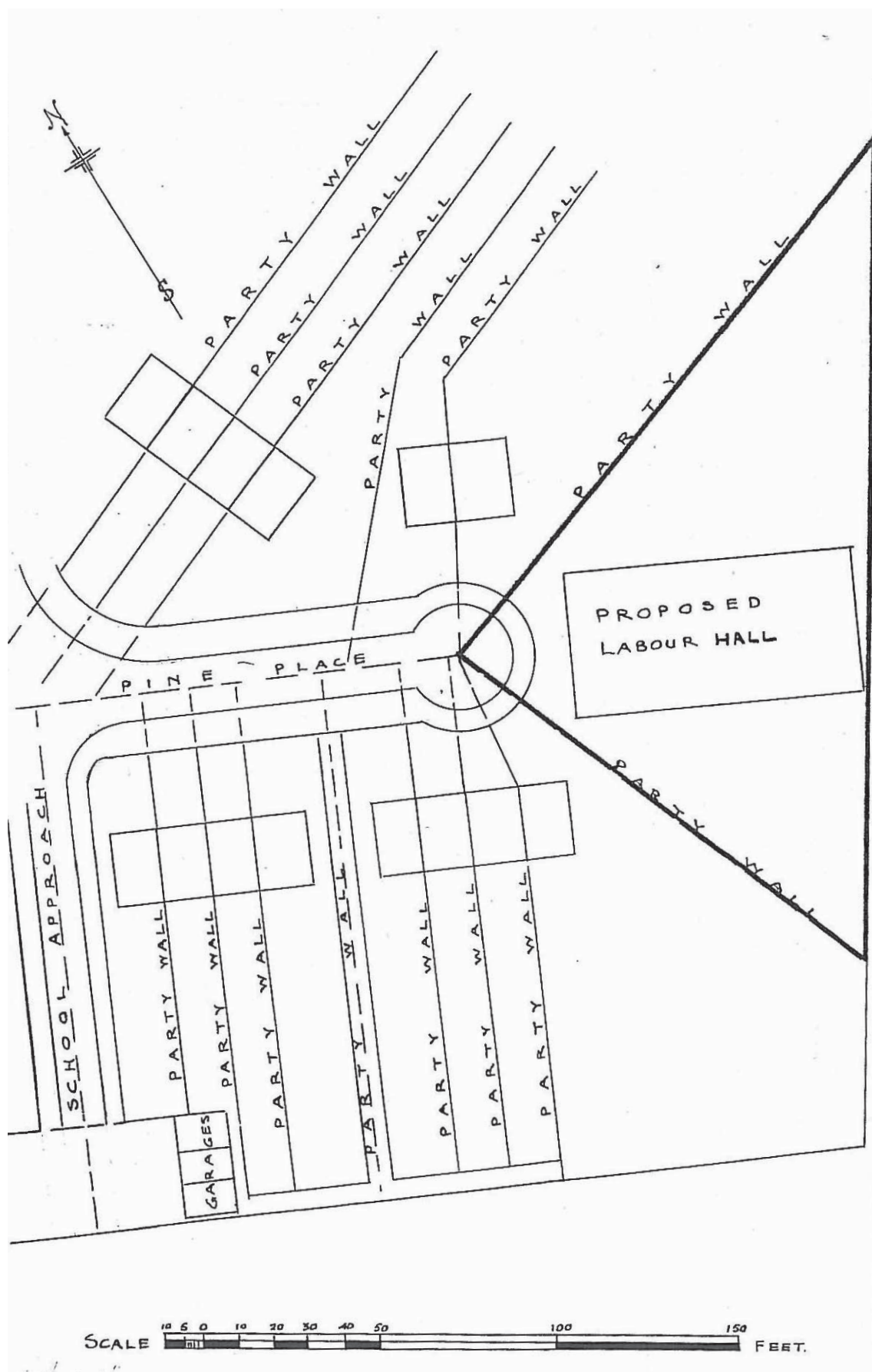


Schedule of Accommodation
 4 No 2B - P houses: 12 Hab. rms.
 4 No 1B 2P flat: 8 Hab. rms.
 1 No 2B 3P flat: 3 Hab. rms.
 9 Total Units
Community Centre
 2 storey community facilities
 GFA = 320m²
 Site Area = 0.24 Hec.

DESIGN MAINTENANCE & ENERGY GROUP 4N/11, CIVIC CENTRE, UXBRIDGE, MIDDLESEX, UB8 1UW Tel: 01895 250111 Fax: 01895 250619	Rev A layout revised March '07 B layout revised based on planning comments 3/08 Revision notes	Initials Date
	Project PINE PLACE, HAYES Description PROPOSED SITE PLAN	Scale 1:500 @ A4 Date 27/04/07 Drawing No PP/A/02 Drawn by SAM Rev 3

--- Approximate outline of land affected by covenant (see Appendices B & C)

Appendix B:
Covenant Party Wall Plan
Showing Proposed Location of the 'Labour Hall' and Extent of Site



Appendix C:
HM Land Registry General Map
Showing Previous Location of the 'Labour Hall' and Extent of Site

