

Report of the Head of Planning, Sport and Green Spaces

- Address** FORMER RAF WEST RUISLIP HIGH ROAD ICKENHAM
- Development:** Erection of 55 tailored care living units (extra care accommodation) with communal facilities and car parking (variation of 38402/APP/2008/2733) and the erection of 25 retirement living sheltered apartments with communal facilities and car parking.
- LBH Ref Nos:** 38402/APP/2012/1033
- Drawing Nos:** Material Board with the following:-
- (i) Roofing - RAL 73321 - Mid Grey
 - (ii) Rainscreen cladding RAL 7004 Grey
 - (iii) Ibstock Parham Red - facing brick,
 - (iv) Cast stone string course, colour creme,
 - (v) Ashlar smooth render - creme,
 - (vi) Aluminium Powder Coated - RAL 7000 - Grey (windows, balustrading, rainwater pipes and copings),
 - (vii) Fireborn block - Natural blue
- 10-1666-101
10-1666-05
LLD397-01 Rev. 06
31042-01 Rev. A
Refuse and Waste Minimisation and Management Plan
Site Investigation Report, Volume 1
Statement on Amenity Space Provision
Transport Report, October 2011
Utilities Statement, Part 1
Energy/Sustainability Statement, January 2012
6909/02
Design, Access and Sustainability Statement
Arboricultural Report
Extended Phase I Habitat Survey
Statement of Community Involvement, February 2012
Landscape Design Strategy and Outline Plant Specification, Rev. 00 dated 24/10/11
Planning Statement, April 2012
Site Noise Level Survey and PPG24 Assessment
Assisted Living/Tailored Care Living 2012 Range Typical Service Core with Assisted and Communal Bathrooms Plan
Agent's covering letter dated 11/10/12
10-1666-100 Rev. B
10-1666-104 Rev. B
10-1666-103 Rev. B
10-1666-107 Rev. C
Agent's second covering email dated 7/12/12
Agent's covering email dated 11/12/12
10-1666-101 Rev. C
10-1666-105 Rev. D
10-1666-106 Rev. D
Agent's first covering email dated 7/12/12

Date Plans Received:	20/04/2012	Date(s) of Amendment(s):	07/12/2012
Date Application Valid:	30/04/2012		30/04/2012
			21/05/2012
			17/10/2012
			11/10/2012
			29/06/2012
			11/12/2012

DEFERRED ON 3rd January 2013 FOR FURTHER INFORMATION .

The application was deferred from the 3 January 2013 North Area Planning Committee so that members could be given greater clarity over how the level of planning obligations had been justified.

Members also requested that member training session be held to explain how Financial Viability Appraisals are assessed as part of planning applications.

Member training was undertaken on 10 April 2013.

In terms of providing greater clarity in terms of how the level of planning obligations was justified, it is worth considering the background to this issue.

Section 173 of the National Planning Policy Framework (NPPF) requires that Local Planning Authorities to consider the impact on the viability of planning proposals resulting from planning obligations (there is a requirement to ensure the scale of planning obligations are not so great as to threaten development viability). Developers often use Financial Viability Appraisals (FVAs) to show that a particular development proposal can not deliver all planning obligations and remain financially viable.

It is important to remember that the s106 legal agreement (and associated planning obligations) signed at the outline stage for the redevelopment of the whole site (formerly known as RAF West Ruislip) reflected what was viable in terms of development economics for the wider site.

The outline permission secured (across the whole site) a full suite of planning obligations to address the impacts of the development proposal. This included provision for delivering affordable housing (in various forms), general needs housing and an elderly care (dementia) home.

The care home was secured in the S106 legal agreement as a 'C2' Use Class (Institution), and importantly not classed as Use Class 'C3' (Residential). The distinction is important in that the Affordable Housing policy requirements apply to Use Class 'C3' development, but not to Use Class 'C2' proposals.

Historically, affordable housing has mostly been provided by Registered Social Landlords (RSLs). The primary purpose of an RSL is to provide social housing, and an element of social

housing grant funding has been available to RSL's. This government subsidy makes it possible to achieve affordable rents. These funding streams are not normally available in the same way for a Class C2 residential institution, like a care home. This is a key reason why Government Policy does not require Class C2 development to include a proportion of affordable housing.

The applicant advised that the care home approved as part of the wider master plan is not financially viable in the current market. The current planning application seeks to revise the scheme, to now comprise 55 tailored care living apartments (Use Class C2, and therefore exempt from affordable housing requirements) and 25 sheltered housing units (Use Class C3, for which there is a policy requirement to deliver 35% of this component as Affordable Housing).

Council officers therefore sought planning obligations, including 35% of the Class C3 units to be provided as affordable housing.

The applicant submitted a FVA to demonstrate that the scheme could not afford to deliver any affordable housing, nor all of the planning obligations and remain viable. This FVA was examined by an appropriately qualified financial expert who confirmed the accuracy of the FVA.

Following the deferral of the scheme on 3 January 2013, the FVA has been reviewed a second time by a different financial expert. The same conclusion was reached (i.e. the scheme simply isn't viable with affordable housing and the additional planning obligations).

This second review of the FVA noted that:

1. Market conditions have markedly changed from that under which planning permission was initially granted in 2007.
2. There has been the introduction of the Mayoral Community Infrastructure Levy which from this scheme requires a payment of £254,240 to be made. Additionally, this is a former MOD site, who have taken funds from the sale of the site to cover the cost of development at RAF Northolt (this cost is higher than on non MOD sites).
3. Build costs are in line with the current market although slightly on the low side.
4. Professional fees about 2% lower than the market standard.
5. There is a relationship between the wider site and this site, this makes the development economics of the application site different to other planning applications.
6. Developers profit is not excessive and is in line with what is current practice across London.
7. Finance costs are at 8% is acceptable.
8. Overall the conclusions as to what the scheme can deliver are acceptable.

Notwithstanding the above, Council officers have approached the applicant following the deferral to try and negotiate an increase in planning obligations. The applicant has agreed to increase the amount of the health obligation to the sum of £17,333.60 (over the £6,103 shown as being viable in the FVA).

However the applicant has not agreed to increase other planning obligations given the financial situation. It is not considered that refusal of the scheme because more planning obligations are not being provided could be defended in an appeal situation.

1. SUMMARY

This site previously formed part of the larger former RAF West Ruislip site which has now largely been re-developed for a mixed use development comprising 415 dwellings (Class C3), playing fields and open space with associated car parking and access arrangements

(incorporating junction improvements to existing highways). The re-development scheme also included an 80 unit care home which was shown on this site.

This application seeks permission for a similar building comprising a total of 80 units, comprising 55 tailored care living units and 25 retirement living units.

This proposal would be for a very similar building in terms of its siting, scale and massing. The internal layout of the building and external layout of the site has altered to accommodate the new mix of uses. The other main change has been to the elevations of the building.

The proposed building would present an acceptable appearance within the street scene. The proposed mix of units is acceptable and the proposal would provide an acceptable standard of accommodation. Amenity space is considered to be adequate given the mix of uses proposed and the off-street car parking provision is also considered to be acceptable. The S106 Officer also advises that there is no requirement to provide a proportion of the retirement flats as affordable housing and the overall package of benefits sought is considered appropriate, given the findings of the Financial Viability Appraisal.

The scheme is recommended for approval.

2. RECOMMENDATION

That delegated powers be given to the Head of Planning, Sport and Green Spaces to grant planning permission, subject to the following:

1. That the Council enter into a legal agreement with the applicants under Section 106/Unilateral Undertaking of the Town and Country Planning Act 1990 (as amended) or other appropriate legislation to secure:

(i) Health contribution: a financial contribution to the sum of £17,333.60

2. That if any of the heads of terms set out above have not been agreed and the S106 legal agreement has not been finalised by 21/06/13, or any other period deemed appropriate that delegated authority be given to the Head of Planning, Sport and Green Spaces to refuse the application for the following reason:

'The applicant has failed to provide a commensurate package of planning benefits to maximise the health and social benefits of the scheme to the community. The proposal therefore conflicts with Policy R17 of the Hillingdon Local Plan (November 2012)'

3. That the applicant meets the Council's reasonable costs in the preparation of the S106 Agreement and any abortive work as a result of the agreement not being completed.

4. That subject to the above, the application be deferred for determination by the Head of Planning, Sport and Green Spaces under delegated powers, subject to the completion of the legal agreement under Section 106 of the Town and Country Planning Act 1990 and other appropriate powers with the applicant.

5. That officers be authorised to negotiate and agree the detailed terms of the proposed agreement.

6. That on completion of the S106 Agreement, the application be deferred for

determination by the Head of Planning, Sport and Green Spaces under delegated powers.

7. That if the application is approved, the following conditions be attached

1 COM3 Time Limit

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

REASON

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

2 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 10-1666-101, 10-1666-05, LLD397-01 Rev. 06, 31042-01 Rev. A, 6909/02, 10-1666-100 Rev. B, 10-1666-04 Rev. B, 10-666-103 Rev. B, 10-1666-107 Rev. C, 10-1666-101 Rev. C, 10-1666-105 Rev. D and 10-1666-106 Rev. D and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan (2012) and the London Plan (July 2011).

3 COM6 Levels

No development shall take place until plans of the site showing the existing and proposed ground levels and the proposed finished floor levels of all proposed buildings have been submitted to and approved in writing by the Local Planning Authority. Such levels shall be shown in relation to a fixed and known datum point. Thereafter the development shall not be carried out other than in accordance with the approved details.

REASON

To ensure that the development relates satisfactorily to adjoining properties in accordance with policy BE13 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (2012).

4 COM7 Materials (Submission)

No development shall take place until details of the design and materials of the balconies, external doors and windows have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

Details should include information relating to make, product/type, colour and photographs/images.

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (2012).

5 RES8 Tree Protection

No site clearance or construction work shall take place until the details have been submitted to, and approved in writing by, the Local Planning Authority with respect to:

1. A method statement outlining the sequence of development on the site including demolition, building works and tree protection measures.

2. No site clearance works or development shall be commenced until the protective fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details. The fencing shall be retained in position until development is completed.

The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

2.a There shall be no changes in ground levels;

2.b No materials or plant shall be stored;

2.c No buildings or temporary buildings shall be erected or stationed.

2.d No materials or waste shall be burnt; and.

2.e No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

REASON

To ensure that trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with policy BE38 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (2012).

6 RES9 Landscaping (including refuse/cycle storage)

No development shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

1. Details of Soft Landscaping

1.a Planting plans (at not less than a scale of 1:100),

1.b Written specification of planting and cultivation works to be undertaken,

1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

2. Details of Hard Landscaping

2.a Refuse Storage

2.b Cycle Storage

2.c Means of enclosure/boundary treatments

2.d Car Parking Layouts (including details of staff parking and demonstration that 5% of all parking spaces are served by electrical charging points)

2.e Hard Surfacing Materials

2.f External Lighting

2.g Other structures (such as play equipment and furniture)

3. Details of Landscape Maintenance

3.a Landscape Maintenance Schedule for a minimum period of 5 years.

3.b Proposals for the replacement of any tree, shrub, or area of surfacing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.

4. Schedule for Implementation

5. Other

5.a Existing and proposed functional services above and below ground

5.b Proposed finishing levels or contours

Thereafter the development shall be carried out and maintained in full accordance with the approved details.

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (2012).

7 RES10 Tree to be retained

Trees, hedges and shrubs shown to be retained on the approved plan shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority. If any retained tree, hedge or shrub is removed or severely damaged during construction, or is found to be seriously diseased or dying another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs'

Remedial work should be carried out to BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with policy BE38 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (2012) and to comply with Section 197 of the Town and Country Planning Act 1990.

8 NONSC Non Standard Condition

Prior to the commencement of a development, an energy assessment shall be submitted to and approved in writing by the Local Planning Authority. The assessment shall include:

1. The calculation of the energy demand and carbon dioxide emissions covered by Building Regulations and, separately;
2. Proposals to reduce carbon dioxide emissions through the energy efficient design of the site, buildings and services;
3. Proposals to further reduce carbon dioxide emissions through the use of decentralised energy where feasible, such as district heating and cooling and combined heat and power (CHP);

4. Proposals to further reduce carbon dioxide emissions through the use of on-site renewable energy technologies.

The assessment shall demonstrate that the measures proposed to meet steps 2 -4 above will reduce the CO2 emissions by a minimum of 25% from 2010 Building Regulations (Part L). At all stages the report must clearly show the energy demand (kwhr) and the carbon emissions (KgCO2). The conclusions must present a clear solution which is reflected in the relative plans (e.g. roof plan must shown photovoltaic panels if proposed). The development shall then proceed in accordance with the approved assessment.

Reason

To ensure the development reduces its impact on climate change in accordance with Policy 5.2 of the London Plan.

9 NONSC Non Standard Condition

Prior to the commencement of development, details of the inclusion of ecological enhancement measures within the development shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate the number and location of bat and bird boxes to be installed in the fabric of the development, and how the landscaping scheme incorporates areas of high ecological value. The proposed development must be completed in accordance with the approved scheme.

Reason

To ensure that the development improves the ecological value of the site in accordance with Policy 7.19 of the London Plan.

10 NONSC Non Standard Condition

Prior to the commencement of development a scheme for the reduction in potable water use including the harvesting and reuse of rainwater as well as the recycling and reuse of grey shall be submitted to and approved in writing by Local Planning Authority. The scheme shall clearly set out how collected water will be reused in areas where potable water is not required, i.e. toilet flushing and irrigation of landscaped areas. The scheme shall also demonstrate how collected rainwater will be treated appropriately for reuse in the building. The development must proceed in accordance with the approved scheme.

Reason

To ensure the development reduces the pressure on potable water in accordance with Policy 5.15 of the London Plan.

11 NONSC Non Standard Condition

The acoustic specification for glazing shall be as set out in Appendix C of the site noise level survey and PPG assessment undertaken for the applicant by Applied Acoustic Design reference 11501/001/pc and maintained for so long as the approved use may endure.

REASON:

To protect the amenity of the surrounding area in accordance with Policu OE1 of the Hillingdon Local Plan (November 2012).

12 NONSC Non Standard Condition

Deliveries and collection, including waste collections, shall be restricted to the following

hours:
0800 hrs to 1800 hrs Monday to Saturday
1000 hrs to 1600 hrs on Bank/Public Holidays
and not at all on Sundays.

REASON:

To protect the amenity of the surrounding area in accordance with Policy OE1 of the Hillingdon Local Plan (November 2012).

13 NONSC Non Standard Condition

None of the dwelling units hereby approved shall be occupied at any time by any person other than:

- (a) A person or persons aged 55 years of age or over; or
- (b) A person aged 45 years of age or over residing in the same unit with their spouse or partner aged 55 years or over, as "a couple"; or
- (c) A person falling wholly within the scope of (b) above who continues to reside in the same unit upon and following the demise of such older spouse or partner.

REASON

To safeguard the residential amenities of the occupiers of the units and surrounding area, to safeguard the adequacy of ancillary vehicular parking provision at the site and to mitigate the impacts of the development on local educational facilities and to accord with policies BE19, AM14 and R17 of the London Borough of Hillingdon Local Plan (November 2012).

14 NONSC Non Standard Condition

Notwithstanding the provisions of Schedule 2, Part 25 of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no satellite dishes shall be installed on the building hereby approved.

REASON

To enable the Local Planning Authority to assess all the implications of the development and in accordance with policy BE13 of the Hillingdon Local Plan (November 2012).

15 COM30 Contaminated Land

(i) The development hereby permitted shall not commence until a scheme to deal with contamination has been submitted in accordance with the Supplementary Planning Guidance on Land Contamination and approved by the Local Planning Authority (LPA). The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

- (a) A desk-top study carried out by a competent person to characterise the site and provide information on the history of the site/surrounding area and to identify and evaluate all potential sources of contamination and impacts on land and water and all other identified receptors relevant to the site;
- (b) A site investigation, including where relevant soil, soil gas, surface and groundwater sampling, together with the results of analysis and risk assessment shall be carried out by a suitably qualified and accredited consultant/contractor. The report should also clearly identify all risks, limitations and recommendations for remedial measures to make the site suitable for the proposed use.
- (c) A written method statement providing details of the remediation scheme and how the completion of the remedial works will be verified shall be agreed in writing with the LPA

prior to commencement.

(ii) If during development or works contamination not addressed in the submitted remediation scheme is identified, an addendum to the remediation scheme must be agreed with the LPA prior to implementation; and

(iii) All works which form part of the remediation scheme shall be completed and a verification report submitted to the Council's Environmental Protection Unit before any part of the development is occupied or brought into use unless the LPA dispenses with any such requirement specifically and in writing.

REASON

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy OE11 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

INFORMATIVES

1 I52 Compulsory Informative (1)

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

2 I53 Compulsory Informative (2)

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

NPPF1

NPPF4

NPPF6

NPPF7

NPPF8

LPP 3.4 (2011) Optimising housing potential

LPP 3.5 (2011) Quality and design of housing developments

LPP 3.8 (2011) Housing Choice

LPP 3.16 (2011) Protection and enhancement of social infrastructure

LPP 5.2 (2011) Minimising Carbon Dioxide Emissions

LPP 5.3 (2011) Sustainable design and construction

LPP 5.6 (2011) Decentralised Energy in Development Proposals

LPP 5.7 (2011) Renewable energy

LPP 5.11 (2011) Green roofs and development site environs

LPP 5.12 (2011) Flood risk management

LPP 5.13 (2011) Sustainable drainage

LPP 5.14 (2011) Water quality and wastewater infrastructure

LPP 5.15	(2011) Water use and supplies
LPP 6.3	(2011) Assessing effects of development on transport capacity
LPP 6.9	(2011) Cycling
LPP 6.10	(2011) Walking
LPP 6.13	(2011) Parking
LPP 7.1	(2011) Building London's neighbourhoods and communities
LPP 7.2	(2011) An inclusive environment
LPP 7.3	(2011) Designing out crime
LPP 7.4	(2011) Local character
LPP 7.6	(2011) Architecture
LPP 7.19	(2011) Biodiversity and access to nature
LPP 7.21	(2011) Trees and woodland
BE13	New development must harmonise with the existing street scene.
BE18	Design considerations - pedestrian security and safety
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
H10	Proposals for hostels or other accommodation for people in need of care
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
SPG-CS	Community Safety by Design, Supplementary Planning Guidance, adopted July 2004
SPD-PO	Planning Obligations Supplementary Planning Document, adopted July 2008

Your attention is drawn to the need to comply with the relevant provisions of the Building Regulations, the Building Acts and other related legislation. These cover such works as - the demolition of existing buildings, the erection of a new building or structure, the extension or alteration to a building, change of use of buildings, installation of services, underpinning works, and fire safety/means of escape works. Notice of intention to demolish existing buildings must be given to the Council's Building Control Service at least 6 weeks before work starts. A completed application form together with detailed plans must be submitted for approval before any building work is commenced. For further information and advice, contact - Planning & Community Services, Building Control, 3N/01 Civic Centre, Uxbridge (Telephone 01895 250804 / 805 / 808).

4 115 Control of Environmental Nuisance from Construction Work

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

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

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

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

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

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

5 159 Councils Local Plan : Part 1 - Strategic Policies

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies.

On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

6

You are advised that the development hereby approved represents chargeable development under the Mayor's Community Infrastructure Levy. The actual Community Infrastructure Levy will be calculated at the time your development is first permitted and a separate liability notice will be issued by the Local Planning Authority. Should you require further information please refer to the Council's Website www.hillingdon.gov.uk/index.jsp?articleid=24738"

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on the south eastern side of High Road, Ickenham, immediately to the north east of its junction with Aylsham Drive. The site is roughly rectangular and has a 76m wide frontage onto the High Road and a 83m wide frontage onto Aylsham Drive. The site is currently vacant and has been cleared and previously formed part of a larger 8.5 ha site known as RAF West Ruislip which is currently being redeveloped for a mixed use development, the remainder of the site mainly being developed for housing, playing fields and open space.

The site is located within an established residential area.

3.2 Proposed Scheme

This application seeks permission for the erection of a part three storey, part four storey building, comprising 55 tailored care living units (extra care accommodation) and the erection of 25 retirement living (category ii type) sheltered apartments with communal facilities and car parking.

The proposed building would be 'U'- shaped with the main building fronting High Street to the north west, Aylsham Drive to the south west and Josiah Drive to the south east, with car parking mainly being provided along the north western frontage, accessed from Josiah Drive and which would adjoin a public footpath.

The building would be four storey on the High Street frontage, although for much of its length the fourth storey would be set back from the main elevation, only presenting its full four storey height on the corner with Aylsham Drive, with the recessed fourth floor continuing along Aylsham Drive before stepping down to three stories at the south eastern end of this frontage. The building would return along Josiah Drive at three stories. A recessed roof level plant room would also be provided on the four storied corner element of the building.

The overall mass of the building would be further broken up with the staggering of its elevations, incorporating projecting elements and the use of contrasting materials with a stuccoed ground floor. The corners of the building would provide recessed balconies and juliette balconies feature on the elevations. Landscaped areas would be provided around the building and within the internal courtyard.

The building would be sub-divided, with the tailored care units occupying the front half of the building, and the retirement flats the rear. Each half of the building would have a separate main entrance, accessed from the internal courtyard. The main communal uses would be provided on the ground floor.

The tailored care living units would comprise 41 one-bedroom units and 14 two-bedroom units and the retirement living flats would comprise 15 one-bedroom and 10 two-bedroom units.

Off-street car parking for 28 cars would be provided, at the rear of the site, accessed from Josiah Drive including 8 disabled spaces. Four of these spaces would be provided within a small undercroft. A cycle/buggy and refuse stores would also be provided adjacent to the undercroft parking area.

The application is supported by the following documents:

Design, Access and Sustainability Statement:

This provides an introduction to the development, describes the site and its historical context. Land use and the character of the wider area is then assessed and then the statement focuses upon the character of the site and its immediate area. Relevant planning policies and design guides are then discussed and opportunities and constraints of the site are evaluated. The planning background is described and the evolution of the layout, height, scale, massing and design of the scheme. Accessibility and sustainability issues are then discussed.

Planning Statement:

This provides the background to the development. National and local population trends are then assessed which show an ageing population. The nature and concept of retirement housing and total care living accommodation is then described, the former is known as sheltered housing and allows older people to remain in the community and out of institutions, whilst still receiving care and support, with the latter equating to a more traditional care home where greater care and support are provided. The planning statement then goes on to describe the need for the accommodation and its planning and social benefits, including better use of housing and health resources. The suitability of the site is discussed and then the statement assesses national, regional and local planning policies and guidance.

Transport Report:

This provides the background to the study and then assesses the characteristics of retirement housing for the elderly and typical car ownership levels against age of residents. It advises that very few residents would be in the youngest age group (55-60) with the majority being over the age of 75 with relatively low car ownership levels. Traffic generation is then assessed, having regard to the permitted 80 bed care home scheme and taking traffic levels generated at other similar sites. The report concludes that traffic generation levels would be comparable to the approved scheme. Car parking is then assessed and again comparisons are made with similar sites. Taking the peak parking demand between 9 and 10am, when 0.35 vehicles per apartment are generated, the proposed 25 retirement flats would require 8.75 spaces. This, taken together with the traffic generated by the total tailored care development using the approved ratio on the previously approved care home scheme $27 \times 55/80 = 18.56$), would generate a typical maximum peak demand of 27.31 spaces.

The report then goes on to advise that it is increasingly common practice of the applicant to sell parking permits for the number of spaces allocated to residents. This allows prospective residents to know in advance whether there would be a space available at the site before purchasing the unit. The report then describes the site access and sustainability. The report concludes by stating that the proposal would be very unlikely to generate more traffic than the approved scheme, car parking provision is adequate to meet peak demand by residents, staff and visitors and the site is in an accessible location and guidance will be provided to assist with more sustainable means of travel.

Arboricultural Report:

This assesses the impact of the development on existing trees on site. It concludes that

the existing trees are all young, being of a size contemporaneous with the existing re-development of the larger former RAF West Ruislip site and are mainly of low quality. There are three trees of medium quality on the prominent High Road frontage that would be retained. These will be adequately protected during the construction phase and a landscape strategy master plan will add 37 new trees around the periphery of the site. As such, the report considers that there are no arboricultural or landscape reasons to prevent permission being granted.

Site Noise Level Survey and PPG24 Assessment:

This describes the background to the study and a description of the site. Details of the assessment are provided, together with relevant noise criteria. Results are presented and assessed. The report concludes that the site falls into NEC C in accordance with PPG24: Planning and Noise which suggests that permission should not be granted, but the assessment shows that through using building envelope elements and appropriate sound insulation, internal noise levels would accord relevant British standards (BS8233:1999).

Energy/Sustainability Statement:

This provides the background to the study and advises that all dwellings will be designed to achieve Level 3 of the Code for Sustainable Homes and the energy efficiency technologies that will be employed.

Refuse and Waste Minimisation and Management Plan:

This specifies the measures that will be employed to ensure that construction methods and materials will be sustainable.

Statement on Amenity Space Provision:

This provides an introduction to the study, and advises that the use of arbitrary amenity space standards prevent each application being assessed on its individual merits. Sheltered housing schemes, by their very nature, tend to be located with or very close to town or local centres where conventional housing often has no or little amenity space and such housing also is unlikely to have the communal facilities within the building which are a feature of sheltered schemes. The statement then goes on to assess government guidance and recounts the experience of the applicant and points to a study that suggests external amenity space is not a factor that influences the decision to move to sheltered housing and occupants of sheltered housing rarely use communal gardens. The statement goes on to advise that there is sufficient space around the building for residents to sit outside and this situation is no different to many other similar developments. The report goes on to advise that similar schemes have won many prestigious awards. Townscape considerations are then considered and the statement advises that amenity space is often utilised in a passive manner, with landscaped areas providing privacy but at same time allowing opportunity to view daily life in the surrounding area. Residents experience is then assessed, which suggests the low importance placed on external amenity space and activities associated with it, with indoor activities being the most popular. The statement then contains various extracts from appeal decisions which deal with amenity space and the response of Inspectors when S106 Agreements have sought contributions in lieu of it. The statement concludes that amenity space standards are crude and inappropriate when assessing sheltered housing schemes and not appropriate with the increased emphasis on making effective and efficient use of previously developed land.

Extended Phase I Habitat Survey:

This describes the site and relevant legislation. The methodology is described, including a desktop study and a field survey. The report advises that the site is of low value for protected species, no protected species were recorded on site and no further survey work is recommended. The report concludes by recommending ecological enhancements in the form of bat and bird boxes to be included within the building design.

Site Investigation Report, Volume 1:

This assesses the ground condition on site.

Landscape Design Strategy and Outline Plant Specification:

Utilities Statement, Part 1:

Statement of Community Involvement:

3.3 Relevant Planning History

Comment on Relevant Planning History

Outline planning permission (38402/APP/2007/1072) was granted on the 10th July 2007 for the redevelopment of the larger RAF West Ruislip site for a mixed use development comprising 415 dwellings (Class C3), an 80 unit elderly care home (Class C2), playing field and open space with associated car parking (468 spaces) and access arrangements (incorporating junction improvements to existing highways) of which the care home was shown on this site. This was followed by the approval on the 5th January 2009 of a reserved matters application (38402/APP/2008/2733) which also sought the discharge of various other conditions attached to the outline permission and this included full details of the care home.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

- | | |
|--------|---|
| PT1.10 | To seek to ensure that development does not adversely affect the amenity and the character of the area. Replaced by PT1.BE1 (2012) |
| PT1.30 | To promote and improve opportunities for everyone in Hillingdon, including in particular women, elderly people, people with disabilities and ethnic minorities. |
| PT1.31 | To encourage the development and support the retention of a wide range of local services, including shops and community facilities, which are easily accessible to all, including people with disabilities or other mobility handicaps. Replaced with PT1.E5, PT1.CI1, PT1.CI2 & PT1.CI3 (2012) |
| PT1.39 | To seek where appropriate planning obligations to achieve benefits to the community related to the scale and type of development proposed. |

Part 2 Policies:

NPPF1	
NPPF4	
NPPF6	
NPPF7	
NPPF8	
LPP 3.4	(2011) Optimising housing potential
LPP 3.5	(2011) Quality and design of housing developments
LPP 3.8	(2011) Housing Choice
LPP 3.16	(2011) Protection and enhancement of social infrastructure
LPP 5.2	(2011) Minimising Carbon Dioxide Emissions
LPP 5.3	(2011) Sustainable design and construction
LPP 5.6	(2011) Decentralised Energy in Development Proposals
LPP 5.7	(2011) Renewable energy
LPP 5.11	(2011) Green roofs and development site environs
LPP 5.12	(2011) Flood risk management
LPP 5.13	(2011) Sustainable drainage
LPP 5.14	(2011) Water quality and wastewater infrastructure
LPP 5.15	(2011) Water use and supplies
LPP 6.3	(2011) Assessing effects of development on transport capacity
LPP 6.9	(2011) Cycling
LPP 6.10	(2011) Walking
LPP 6.13	(2011) Parking
LPP 7.1	(2011) Building London's neighbourhoods and communities
LPP 7.2	(2011) An inclusive environment
LPP 7.3	(2011) Designing out crime
LPP 7.4	(2011) Local character
LPP 7.6	(2011) Architecture
LPP 7.19	(2011) Biodiversity and access to nature
LPP 7.21	(2011) Trees and woodland
BE13	New development must harmonise with the existing street scene.
BE18	Design considerations - pedestrian security and safety
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

OE1	Protection of the character and amenities of surrounding properties and the local area
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
H10	Proposals for hostels or other accommodation for people in need of care
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
SPG-CS	Community Safety by Design, Supplementary Planning Guidance, adopted July 2004
SPD-PO	Planning Obligations Supplementary Planning Document, adopted July 2008

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

20 neighbouring properties have been consulted on this application and a site notice has been displayed. 1 response has been received, raising the following concern:-

(i) The development does not appear to have been designed to take into account the local area. It is too tall and too imposing on the street scene. These are the same issues which can be found with the separate developments currently ongoing. The entire site will be too densely developed once complete, and the current conditions around Aylsham Drive and the smaller adjoining roads should be taken into account.

Ickenham Residents' Association:

We would like to submit the following points of concern:

1) Reduction of plans to reduce the number of tailored care dwellings from 80 to 55 and substituting retirement living apartments. Since this will almost certainly result in greater car ownership, this is currently assessed at 0.33 - 1.00, but takes no account of staff parking or medical visiting. This must be accommodated within the site as street parking is now impossible in this area.

2) In the current proposals parking needs to be provided as follows:

- (i) Tailored care dwellings - 55 spaces
- (ii) Retirement living apartments - 25 spaces
- (iii) Staff parking - Estimated 4 - 6 spaces
- (iv) Visiting medical staff, doctors, nurses, care assistants - Unknown
- (v) Normal visitors - Unknown

3) The footpath shown on the plans, as earlier approved, running from Josiah Drive to the High Road will be essential to meet the requirement of the elderly and infirm in accessing West Ruislip Station, buses and neighbourhood shops (see page 51 AM13).

4) The set back from both Aylsham Drive and the High Road should be maintained.

In this present form, the Association has to object to the above planning application.

Internal Consultees

URBAN DESIGN/CONSERVATION OFFICER:

COMMENTS: The drawings are now as discussed and whilst not ideal, there are no objections in principle to the revisions. The one point that has arisen is the use of a blue decorative brick, Fireborn Block, on the elevations, as this did not appear on the previously submitted materials board. Could this be conditioned to reconsider the proposed colour, not the material. It is assumed that the parapet will be finished with a white render to match the facade. Details of the design and materials of the balconies, external doors and windows will be required.

CONCLUSION: On balance, no objection.

TREE/LANDSCAPE OFFICER:

The approved (2009) scheme for this site retained three existing trees on the High Road frontage and included a detailed landscaping scheme with trees lining the four sides of the site and complementing the large-scale tree planting on the rest of the former RAF site.

This revised scheme retains and protects the existing trees on the High Road frontage, and includes a revised Landscape Masterplan (Dwg. No. LLD397-01 Rev. 06), which is similar to, but not the same as, the 2009 scheme, allied to a Landscape Design Strategy and Outline Plant Specification. The choice of tree species should NOT include Oak, to minimise the risk of an outbreak of Oak Processionary Moth, and should reflect the tree planting on the wider site. The scheme should include two large, feature trees (rather than ornamental trees) on the two corners on Aylsham Drive, in particular the corner on the junction with the High Road. Ideally, the scheme should also include more planting in the car park and entrance to it (off Josiah Drive) and make provision for the protection of the two parking spaces adjacent to the entrance to the under-croft.

The implementation of the tree protection measures should be required by condition, as should the submission, approval, implementation and maintenance of a detailed landscaping scheme (with hard and soft landscaping plans and specifications).

Subject to conditions RES8 [Modified to require that the protective fencing be erected in accordance with the approved details], RES9 [1, 2, 4, 5 and 6 ONLY] and RES10, the revised application is acceptable in terms of Saved Policy BE38 of the UDP.

HIGHWAY ENGINEER:

The site is located within walking distance of public transport including west Ruislip underground station and is accessed from Aylsham Drive off Ickenham Road, and is within easy reach Ickenham village centre and Ruislip town centre.

The application site is part of a larger development site that has received an outlined planning approval in July 2007 under planning application ref. number 38402/APP/2007/1072, for a mixed use development comprising 415 (class C3) dwellings and 80 elderly care home (Class C2) with total of 468 associated car parking spaces.

The principal elements of this application compared to that of previously granted permission is replacing 25 of those 80 elderly care homes with retirement apartment, including increasing the number of car parking spaces from 27 to 31.

TRICS data indicates a trip generation of 1.79 vehicles per retirement apartment per day, which suggests that 25 retirement apartments will generate 45 vehicle movements per day. This is insignificant compared to the vehicle movement for the entire development.

Policy AM14 of the UDP refers to the Council's vehicle parking standard contained in the Annex 1. The Council's minimum car parking standard for C3 use stipulates one space per four dwelling units plus one space for wardens, whereas parking standards for class C2 use is on an individual basis by referring to a transport assessment.

Considering the UDP requirement, a total of 33 car parking spaces should have been proposed for the combined development. The shortage of two car parking spaces will not have an adverse effect on the proposal particularly as the statistics of a recent survey of car ownership level of this form of housing indicates the car ownership within the retirement age group is likely to be in the order of 80% and steadily declines as residents get older.

However, proposal fails to comply with policy AM15 of the council's adopted car parking standards for disabled parking spaces to the mobility standard of 3.6 x 4.8m.

The proposed changes outlined above are therefore considered to be acceptable and no objection is raised on the highways and transportation aspect of the development subject to following condition being applied:

- 1) a revised plan of the development providing disabled parking spaces in accordance to Policy AM15 of the Council's car parking standard.
- 2) a plan showing sufficient number of covered and secured cycle parking in accordance to the annex 1 of the car parking standard for their proposed number of full time employee.

Case Officer's comment:

The scheme has now been revised, one of the reasons of which was to increase the number of disabled person spaces. These have now increased to 8 and the Access Officer is satisfied with this level of provision, but the overall level of parking has decreased to 28. However, the overall shortfall is not considered to be so significant as to justify a refusal of the application.

ACCESS OFFICER:

In assessing this application, reference has been made to London Plan July 2011, Policy 3.8 (Housing Choice) and the Council's Supplementary Planning Document Accessible Hillingdon adopted January 2010.

The scheme should be revised and compliance with all relevant 16 Lifetime Home standard should

be shown on plan. In addition, 10% of new housing, in accordance with the above policy requirements, should be built to wheelchair home standards.

Observations:

The proposal seeks to construct what would essentially be two separate blocks comprising 55 tailored care living units and 25 retirement living sheltered apartments. The former would house self-contained apartments designed for older persons and an assisted bathroom on each floor. The building would also contain laundry facilities, a refuse room, storage for mobility scooters, a guest suite, resident's lounge, restaurant, functions room and a hobby room. Additionally, the ground floor would feature a well-being facility intended for hairdressing and similar grooming services.

The Design & Access Statement states that the retirement sheltered apartments would provide the same facilities and services, except for assisted bathrooms, a restaurant, functions and hobby room, and a well-being suite.

Plans indicate that the proposed extra care accommodation would provide seamless level access between the external environment and the proposed internal layout. Two large passenger lifts would be provided to the upper floors, which would increase the reliability of lift access at all times. Whilst the extra care apartments seek to offer spacious accommodation that is accessible to older people with care support needs, the layout, particularly within the units identified for wheelchair users, appears lack the refinement necessary to achieve accessible accommodation. The plan should be revised in accordance with the points set out below.

The retirement apartment block appears not to have incorporated the Lifetime Home Standards and, Wheelchair Home Standards or the specifications in the above-mentioned SPD, which would be contrary to the above policy requirements. This element of the proposal should similarly be revised.

Design Revisions:

1. In accordance with the above policy requirements, The Greater London Authority's Wheelchair Housing BPG, and the Council's Accessible Hillingdon SPD, an accessible parking space should be provided for each of the eight required Wheelchair Standard Homes. The parking spaces should be allocated to the individual dwellings, designed in accordance with the specification detailed in BS 8300:2009, and shown on plan.
2. In line with the GLA Wheelchair Housing BPG, the wheelchair accessible flats should be evenly distributed between the proposed blocks. Six flats should be provided within the tailored care units block, with an additional two provided within the retirement apartment block.
3. From the internal face of the front door, all wheelchair standard flats should feature an obstruction free area not less than 1500mm wide and 1800mm to any door or wall opposite.
4. The bathroom design within the Wheelchair Home standard units should be designed to ensure that the hand basin can be reached from the toilet pan. Additionally, confirmation is needed to ensure that level access showers would be provided within the same units. It is a policy requirement to ensure that a 1500mm turning circle is provided within all Wheelchair Standards Home bathrooms. Plans should be amended accordingly.
5. Details in respect of the Assisted Bathroom Facilities, and particularly to what standards they would be designed, should be submitted.
6. As the proposed retirement apartment block would contain more than 15 flats, the design should

be amended to incorporate two passenger lifts in line with the Council's adopted Supplementary Planning Document Accessible Hillingdon.

7. The remaining 23 flats within the retirement apartment block should be designed to meet all 16 Lifetime Home Standards. Particular attention should be paid to the design of bathrooms, and at least one bathroom within each flat should be designed to provide at least 700mm to one side of the WC, with 1100mm between the front edge of the toilet pan and a door or wall opposite. The handbasin should be reachable and usable whilst a user is seated on the toilet.

The Design & Access Statement should be revised to confirm adherence to all 16 Lifetime Home and Wheelchair Housing standards as per London Plan policy 3.8.

Conclusion:

On the understanding that the above observations would be incorporated into revised plans, no objection would be raised from an accessibility viewpoint.

Comments on revised plans:

The revised plans bring the proposed design to an acceptable standard.

I have no further objections.

SUSTAINABILITY OFFICER:

Energy Comments

The submitted Energy/Sustainability Statement does not constitute an energy assessment required by London Plan Policy 5.2. There is no clear understanding of the baseline carbon emissions, nor the measures to reduce the emissions by 25% in accordance with Policy 5.2.

Furthermore, there are contradictory and unsupported statements. The statement includes acknowledgement that the proposals will achieve a 10% reduction in emissions from low or zero carbon energy sources; the statement also suggests that the development can achieve a 46.3.6% CO2 saving which it wrongly claims is Code Level 5.

In summary the report fails to demonstrate that the development will be London Plan Policy 5.2 Compliant.

However, it is not impossible for the development to reach this level. Therefore the following condition is necessary:

Condition

Prior to the commencement of a development, an energy assessment shall be submitted to and approved in writing by the Local Planning Authority. The assessment shall include:

1. the calculation of the energy demand and carbon dioxide emissions covered by Building Regulations and, separately;
2. proposals to reduce carbon dioxide emissions through the energy efficient design of the site, buildings and services;
3. proposals to further reduce carbon dioxide emissions through the use of decentralised energy where feasible, such as district heating and cooling and combined heat and power (CHP);
4. proposals to further reduce carbon dioxide emissions through the use of on-site renewable energy technologies.

The assessment shall demonstrate that the measures proposed to meet steps 2 -4 above will reduce the CO2 emissions by a minimum of 25% from 2010 Building Regulations (Part L). At all stages the report must clearly show the energy demand (kwhr) and the carbon emissions (KgCO2). The conclusions must present a clear solution which is reflected in the relative plans (e.g. roof plan must show photovoltaic panels if proposed). The development shall then proceed in accordance with the approved assessment.

Reason

To ensure the development reduces its impact on climate change in accordance with Policy 5.2 of the London Plan.

Ecology Comments

I have no objections to the proposed development subject to the final scheme clearly demonstrating ecological improvements within the fabric of the building (bat and bird boxes) and in the landscaping plans. The following condition is necessary:

Condition

Prior to the commencement of development, details of the inclusion of ecological enhancement measures within the development shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate the number and location of bat and bird boxes to be installed in the fabric of the development, and how the landscaping scheme incorporates areas of high ecological value. The proposed development must be completed in accordance with the approved scheme.

Reason

To ensure that the development improves the ecological value of the site in accordance with Policy 7.19 of the London Plan.

Water Comments

The site is in a severely water stressed area. The development is likely to have a high potable water demand through the extensive use of showers and wash basins. It is therefore necessary to reduce the pressure on existing water demands through the following condition:

Condition

Prior to the commencement of development a scheme for the reduction in potable water use including the harvesting and reuse of rainwater as well as the recycling and reuse of grey shall be submitted to and approved in writing by Local Planning Authority. The scheme shall clearly set out how collected water will be reused in areas where potable water is not required, i.e. toilet flushing and irrigation of landscaped areas. The scheme shall also demonstrate how collected rainwater will be treated appropriately for reuse in the building. The development must proceed in accordance with the approved scheme.

Reason

To ensure the development reduces the pressure on potable water in accordance with Policy 5.15 of the London Plan.

ENVIRONMENTAL PROTECTION OFFICER:

I do not wish to object to this proposal.

Noise

I have reviewed the noise assessment undertaken for the applicant by Applied Acoustic Design reference 11501/001/pc.

Day and night average noise levels place the site in NEC C.

I would therefore recommend a condition which requires that the glazing specification set out in Appendix C is implemented, since the building will benefit from mechanical ventilation and therefore the windows will not have trickle ventilators;

Condition 1

The acoustic specification for glazing shall be as set out in Appendix C of the site noise level survey and PPG assessment undertaken for the applicant by Applied Acoustic Design reference 11501/001/pc and maintained for so long as the approved use may endure.

Condition 2

Deliveries and collection, including waste collections, shall be restricted to the following hours:
0800 hrs to 1800 hrs Monday to Saturday
1000 hrs to 1600 hrs on Bank/Public Holidays
and not at all on Sundays.

REASON: To protect the amenity of the surrounding area.

ENVIRONMENTAL PROTECTION OFFICER (LAND CONTAMINATION):

The following information was submitted with the application:

·RAF West Ruislip, High Road, Ickenham Site Investigation Report Volume 1 by Crossfield Consulting Limited for McCarthy & Stone (Developments) Limited, Report No. CCL01648.BH77, October 2008

The Summary Geo-Environmental Report & Construction Phase Remediation Action Plan, RAF West Ruislip by RSK Group plc for CALA Ventures Limited (October 2008) submitted previously for the whole retained RAF site indicated some remedial works may still be required to be carried out at the site.

Verification information for the remedial works will need to be submitted before condition 36 can be discharged. I have no objections to development works commencing on site with regard to land contamination. It is advisable that a watching brief is maintained during development.

Soil Contamination

There may be some slightly elevated nickel at depth (1.0-1.2 metres) most likely in the made ground. This should not present a significant risk due to a lack of a pathway. Some areas of the site have been remediated however, it is possible some previously unidentified contamination remains at the site. Asbestos containing materials (ACM) and hydrocarbon contamination have been previously identified and remediated in parts of the application site and adjacent to it. The Crossfield report also refers to the possibility of slightly elevated PAHs (polycyclic aromatic hydrocarbons), particularly benzo(a)pyrene in the made ground, where ashy material is evident. Slightly elevated heavy metals are also a possibility where ash is present.

Remediation Proposals

The risk from soils in the made ground will be addressed by ensuring a clean capping layer of 450mm of soil in areas of planting and 300mm soil below grassed areas. It is indicated information to demonstrate the imported (or site derived) soil used for landscaping is suitable for use and

verification of the depth of soil will be provided. The Crossfield report in line with the RSK report concludes that no gas protection is required for the buildings and identifies the need for the use of contamination resistant drinking water supply pipes.

Remedial Verification Requirements

The following information needs to be submitted in due course before condition 36 on contamination levels can be discharged:

- Details of the GACs to be used to determine the suitability of garden and landscaping soils (some of the GACs submitted in the report may need to be reviewed with regard to phytotoxicity, and visual evidence of hydrocarbon contamination)
- Details of the final foundation designs for the buildings would be useful
- Information gathered as part of the watching brief (unidentified tanks, residual hydrocarbon contamination, asbestos containing materials etc.) and any additional remedial verification works that had to be undertaken
- Soil contamination testing and details of the depth of clean soil
- Materials/waste transfer notes for materials/waste imported/exported
- Verification of the use of contamination resistant water pipes

The SPG on land contamination can be referred to for further information on what is required to satisfy the contaminated land condition.

S106 OFFICER:

1. Affordable Housing: Further to recent discussions please note that we can accept their Financial Viability Appraisal (FVA) demonstrating that the scheme is unable to deliver any affordable housing on the retirement flat component of the scheme.

2. Health: Applying the SPD, a health contribution in the sum of £17,333.60 would be required as a result of the 55 bed care home and the 25 retirement flats (assuming single occupancy). At this time the FVA shows that there is a surplus that could be apportioned to health in the sum of £6,103.

3. Construction Training: I note that if the scheme has an estimated construction time of over 3 months and a cost in excess of £2 million then either a financial contribution in line with the SPD or an in-kind scheme delivered during the construction phase of the development. Given the FVA matters then an in-kind scheme is the only possibility and prior to committee the applicant needs to confirm that they are willing to deliver this.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The acceptability of the principle of a 80 unit care home use on this site has already been established by the granting of the original permissions (38402/APP/2007/1072 and 38402/APP/2008/2733).

7.02 Density of the proposed development

An 80 unit care home has already been agreed on this site, involving a building of similar height and massing. The Mayor's density guidelines are also not directly applicable to care homes.

7.03 Impact on archaeology/CAs/LBs or Areas of Special Character

The application site is not within an archaeological priority area and the proposal would not be likely to affect any archaeological remains. The proposal would also not be sited close to a conservation area or area of special local character or affect the setting of a

listed building.

7.04 Airport safeguarding

There are no airport safeguarding issues raised by this application.

7.05 Impact on the green belt

The application site does not lie within nor is it sited close to the Green Belt.

7.07 Impact on the character & appearance of the area

The design detail of the building has been revised in the light of officer advice.

The general siting, bulk and massing of a very similar building was approved as part of the reserved matters application (38402/APP/2008/2733). There has been no change in planning policy or circumstances on site to suggest that the scale and height of the building is no longer appropriate.

This scheme is considered to break up the elevations further with more pronounced staggering of the elevations and elevation heights, use of contrasting finishing materials and curved roof features above the projecting bay elements which is considered to improve the overall appearance of the building. On this basis, the Council's Urban Design/Conservation Officer does not object to the proposal, subject to a change to the colour of a blue decorative brick.

7.08 Impact on neighbours

As the general siting, bulk and massing of a very similar building has already been agreed, and there has been no change in planning policy, design guidance or on site to suggest that the building would now have an unacceptable impact on surrounding properties.

7.09 Living conditions for future occupiers

All habitable rooms would have windows that would afford an adequate outlook and natural lighting.

The proposed 1 bedroom and 2 bedroom retirement living flats would have internal floor areas ranging from 52 to 62 sqm and 75 to 91 sqm respectively which satisfies the Mayor's residential floor space standards.

As regards privacy, the design of the building has been revised so that windows close to the internal corners of the building are angled so that they face away from neighbouring windows to afford greater privacy. The ground floor habitable rooms also have adjoining private 'patio' areas of at least 1.3m depth to provide some privacy to the ground floor units.

This scheme would provide over 500sqm of shared amenity space within the internal courtyard and landscaped space around the building that would be usable by residents. Some of the corner units have balconies and the recessed roof level units in the tailored care living scheme also have roof terraces. A similar layout and quantum of shared amenity space was previously approved. This scheme now proposes 25 units as retirement flats. Although it could be argued that as these units are more self-contained, the scheme should make greater provision for amenity space.

However, a statement on amenity space provision has been submitted with this application which provides circumstantial evidence, including surveys of the applicants homes, resident behaviour and leisure preferences which suggests that the provision of amenity space is not a main factor in selecting a home and such space is not that well used. The statement also cites various appeal decisions where Inspector's have not

advocating strict adherence to planning standards. In the light of this statement, and given that the general layout and quantum of amenity space has already been approved, it is not considered that a reason for refusal could be justified due to 25 of the units would now be more self-contained.

7.10 Traffic impact, car/cycle parking, pedestrian safety

The Council's Highway Engineer advises that the site is located within walking distance of public transport including West Ruislip underground station and is accessed from Aylsham Drive off Ickenham Road, and is within easy reach Ickenham village centre and Ruislip town centre.

The application site is part of a larger development site that has received an outlined planning approval in July 2007 under planning application ref. number 38402/APP/2007/1072, for a mixed use development comprising 415 (class C3) dwellings and 80 elderly care home (Class C2) with total of 468 associated car parking spaces.

The Highway Engineer advised on the originally submitted plans that the principal elements of this application compared to that of previously granted permission is replacing 25 of those 80 elderly care homes with retirement apartments, including increasing the number of car parking spaces from 27 to 31.

TRICS data indicates a trip generation of 1.79 vehicles per retirement apartment per day, which suggests that 25 retirement apartment, will generate 45 vehicle movements per day. This is insignificant compared to the vehicle movement for entire development.

Policy AM14 of the UDP refers to the Council's vehicle parking standard contained in the Annex 1. The Council's minimum car parking standard for C3 use stipulates one space per four dwelling units plus one space for wardens, whereas parking standards for class C2 use is on an individual basis by referring to transport assessment.

The Highway Engineer considered that a total of 33 car parking space should have been proposed for the combined development, but the shortage of two car parking spaces will not have an adverse effect on the proposal particularly the statistics of a recent survey of car ownership level of this form of housing indicates the car ownership within the retirement age group is likely to be in the order of 80% and steadily declines as residents get older.

However, the Highway Engineer did consider that the proposal failed to comply with policy AM15 of the Council's adopted car parking standards for disabled parking spaces.

The scheme has been revised and a total of 8 disabled parking spaces are now proposed, which the Council's Access Officer has confirmed is acceptable, although the overall provision of spaces has reduced to 28 spaces. The Highway Engineer has confirmed that this overall level of car parking provision would not justify a refusal of permission, particularly as the submitted Transport Study identified a maximum peak demand of 28 spaces.

The revised plans do show a cycle and buggy store at the vehicular entrance into the site.

The proposal is therefore acceptable, subject to a condition requiring details of cycle parking spaces to be submitted.

7.11 Urban design, access and security

A condition has been added that would ensure that adequate security measures would be put in place on site.

7.12 Disabled access

The proposal has been assessed by the Council's Access Officer and in the light of advice given, various amendments have been made to the scheme. The officer considers that the revised plans would provide an acceptable standard of access and no further objections/concerns are raised.

7.13 Provision of affordable & special needs housing

Although the provision of 25 retirement flats would normally require a contribution towards affordable housing, a financial viability appraisal has been submitted which has been assessed and demonstrates that the scheme would not be viable if a proportion of the retirement flats were affordable.

7.14 Trees, Landscaping and Ecology

The Tree Officer advises that the revised scheme retains and protects the existing trees on the High Road frontage, and includes a revised Landscape Masterplan (Dwg. No. LLD397-01 Rev. 06), which is similar to, but not the same as, the 2009 scheme, allied to a Landscape Design Strategy and Outline Plant Specification. The choice of tree species should NOT include Oak, to minimise the risk of an outbreak of Oak Processionary Moth, and should reflect the tree planting on the wider site. The scheme should include two large, feature trees (rather than ornamental trees) on the two corners on Aylsham Drive, in particular the corner on the junction with the High Road. Ideally, the scheme should also include more planting in the car park and entrance to it (off Josiah Drive) and make provision for the protection of the two parking spaces adjacent to the entrance to the under-croft.

The implementation of the tree protection measures should be required by condition, as should the submission, approval, implementation and maintenance of a detailed landscaping scheme (with hard and soft landscaping plans and specifications).

Subject to conditions, the Tree Officer raises no objections to the scheme.

7.15 Sustainable waste management

The scheme makes provision for secure and covered refuse/recycling storage within the building at the vehicular entrance into the site.

7.16 Renewable energy / Sustainability

The Council's Sustainability Officer advises that the submitted Energy Statement is inadequate, but there is no reason why this scheme could not make a suitable contribution towards carbon reduction in line with the Mayor's guidance, and advises that this could be achieved through condition.

7.17 Flooding or Drainage Issues

The application site is not within an area prone to flooding and a sustainable drainage condition has been added.

7.18 Noise or Air Quality Issues

The Council's Environmental Health Officer has assessed the submitted noise report and concludes that the scheme would provide adequate safeguards against noise and provide a suitable environment, subject to conditions.

7.19 Comments on Public Consultations

The comments received from the public consultation undertaken on the application are dealt with in the main report.

7.20 Planning Obligations

Policy R17 of the Council's Unitary Development Plan states that: 'The Local Planning Authority will, where appropriate, seek to supplement the provision of recreation open

space, facilities to support arts, cultural and entertainment activities, and other community, social and education facilities through planning obligations in conjunction with other development proposals'.

Should the application be approved, a number of planning obligations would be sought to mitigate the impact of the development. Given the findings of the Financial Viability Assessment, these should include a health contribution of £6,103 and construction training in line with SPD or an in-kind scheme delivered during the construction phase of the development.

The applicant has not yet agreed to these proposed Heads of Terms, which are to be secured by way of a S106 Agreement/Unilateral Undertaking. Overall, it is considered that the level of planning benefits sought is adequate and commensurate with the scale and nature of the proposed development, in compliance with Policy R17 of the UDP and relevant supplementary planning guidance.

7.21 Expediency of enforcement action

No enforcement issues are raised by this application.

7.22 Other Issues

There are no other planning issues raised by this application.

8. Observations of the Borough Solicitor

When making their decision, Members must have regard to all relevant planning legislation, regulations, guidance, circulars and Council policies. This will enable them to make an informed decision in respect of an application.

In addition Members should note that the Human Rights Act 1998 (HRA 1998) makes it unlawful for the Council to act incompatibly with Convention rights. Decisions by the Committee must take account of the HRA 1998. Therefore, Members need to be aware of the fact that the HRA 1998 makes the European Convention on Human Rights (the Convention) directly applicable to the actions of public bodies in England and Wales. The specific parts of the Convention relevant to planning matters are Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

Article 6 deals with procedural fairness. If normal committee procedures are followed, it is unlikely that this article will be breached.

Article 1 of the First Protocol and Article 8 are not absolute rights and infringements of these rights protected under these are allowed in certain defined circumstances, for example where required by law. However any infringement must be proportionate, which means it must achieve a fair balance between the public interest and the private interest infringed and must not go beyond what is needed to achieve its objective.

Article 14 states that the rights under the Convention shall be secured without discrimination on grounds of 'sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status'.

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

This proposal would be for a very similar building in terms of its siting, scale and massing. The internal layout of the building and external layout of the site has altered to accommodate the new mix of uses. The other main change has been to the elevations of the building.

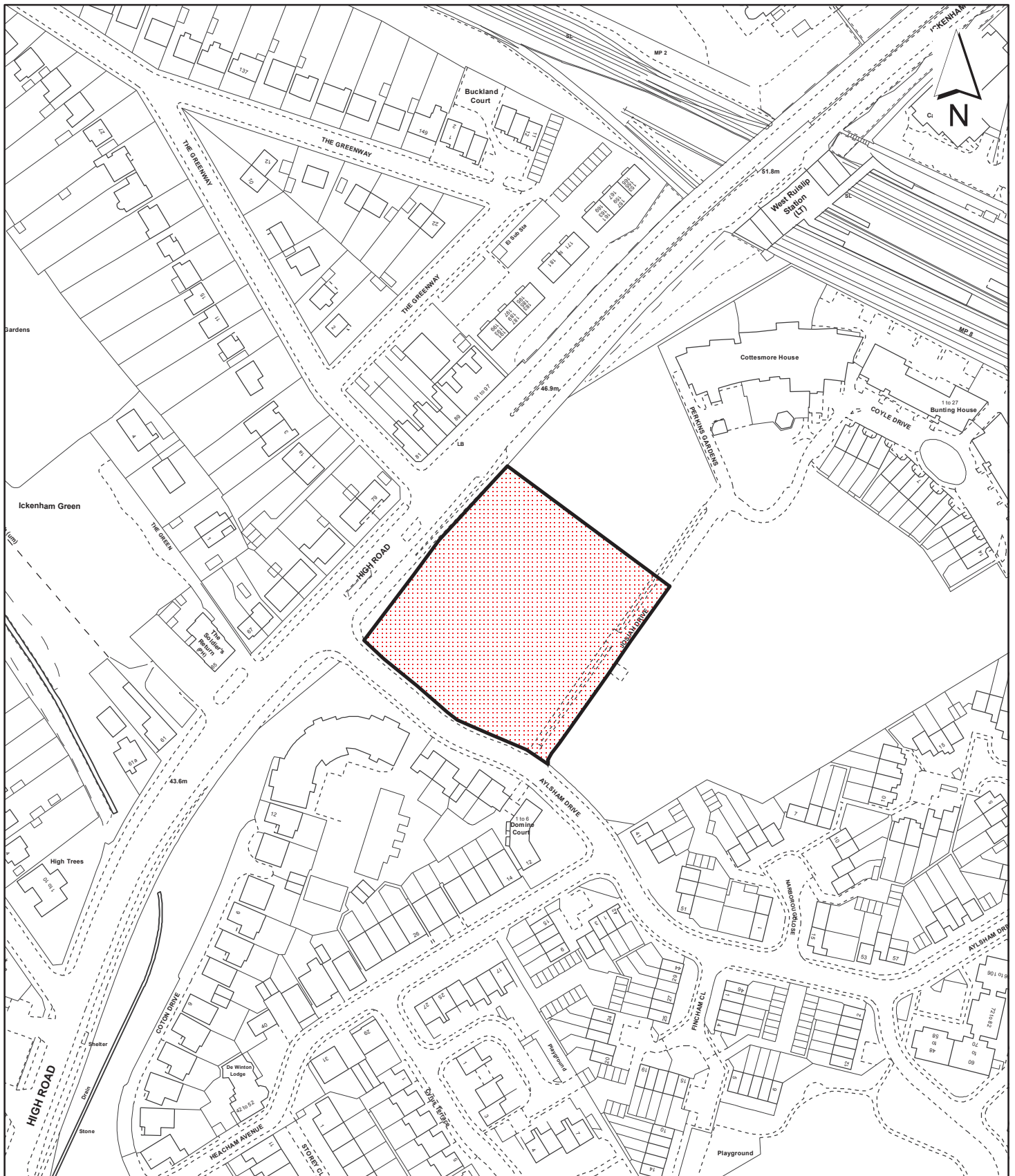
The proposed building would present an acceptable appearance within the street scene. The proposed mix of units is acceptable and the proposal would provide an acceptable standard of accommodation. Amenity space is considered to be adequate given the mix of uses proposed and the off-street car parking provision is also considered to be acceptable. The S106 Officer also advises that there is no requirement to provide a proportion of the retirement flats as affordable housing and the overall package of benefits sought is considered appropriate, given the findings of the Financial Viability Appraisal.

11. Reference Documents

National Planning Policy Framework (March 2012)
London Plan (July 2011)
Hillingdon Local Plan (November 2012)
HDAS: Residential Layouts' and 'Accessible Hillingdon'
Consultation responses

Contact Officer: Richard Phillips

Telephone No: 01895 250230



<p>Notes</p> <p> Site boundary</p> <p>For identification purposes only.</p> <p>This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act). Unless the Act provides a relevant exception to copyright.</p> <p>© Crown copyright and database rights 2012 Ordnance Survey 100019283</p>	<p>Site Address</p> <p align="center">Former RAF West Ruislip High Road Ickenham</p>		<p align="center">LONDON BOROUGH OF HILLINGDON</p> <p align="center">Residents Services</p> <p align="center">Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</p>
	<p>Planning Application Ref:</p> <p align="center">38402/APP/2012/1033</p>	<p>Scale</p> <p align="center">1:2,000</p>	
	<p>Planning Committee</p> <p align="center">North</p>	<p>Date</p> <p align="center">December 2012</p>	



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