

Report of the Head of Planning, Sport and Green Spaces

Address	PADCROFT WORKS TAVISTOCK ROAD YIEWSLEY		
Development:	Comprehensive redevelopment of site to provide three buildings of part 7 storeys and part 5 storeys comprising 208 residential units, 190 sq.m (approx) of Use Class B1 floorspace with associated public and private amenity space, hard and soft landscaping, lower ground floor parking for vehicles and bicycles, and alterations to 9 High Street to form new pedestrian route (involving demolition of all existing buildings other than no.9 High Street)		
LBH Ref Nos:	45200/APP/2012/3082		
Drawing Nos:	T(20)E01 Revision A T(20)E02 Revision A T(20)E03 Revision A T(20)E04 Revision B T(20)P00 Revision C T(20)P01 Revision A T(20)P02 Revision A T(20)P03 Revision A T(20)P04 Revision A T(20)P05 Revision A T(20)P06 Revision A T(20)P07 Revision A T(20)P-1 Revision D T(20)S01 Revision A T(20)S02 Revision A T(20)S03 Revision A T(20)S04 Revision A Design & Access Statement Planning Addendum Summary Air Quality Assessment Energy Statement Site Investigation Report CHP Addendum to Air Quality Report Final Draft Travel Plan Statement of Community Involvement Transport Assessment Update Operational Waste Management Strategy Rev C Flood Risk Assessment Daylight & Sunlight Report Marketing Report Noise Assessment Verified Views Document Pedestrian Level Wind Microclimate Assessment		
Date Plans Received:	11/12/2012	Date(s) of Amendment(s):	12/12/2012
Date Application Valid:	10/01/2013		12/07/2013
			30/05/2013

09/01/2013
14/12/2012
13/02/2013
12/01/2013

Reason for Urgency

Given the size and complexity of the proposal, as well as the regenerative benefits of redeveloping this site, coupled with the size and mix of dwelling units (for which there is a demonstrable need), a decision is urgently required.

1. SUMMARY

Planning permission is sought for the comprehensive redevelopment of the site to provide three buildings of part 7 storeys and part 5 storeys comprising 208 residential units, 190 sqm (approx) of Use Class B1 floorspace with associated public & private amenity space, hard & soft landscaping, lower ground floor parking for vehicles and bicycles, and alterations to 9 High Street to form a new pedestrian route.

On balance, the proposed scheme is considered to be of an acceptable design which would be compatible within the local context and result in an adequate standard of amenity for future occupiers.

The proposal would not detrimentally impact on the residential amenity of neighbouring occupiers and would on balance provide acceptable residential amenity for the benefit of future occupiers.

Accordingly, the application is recommended for approval, subject to conditions and planning obligations.

The development is therefore considered to be in compliance with policies BE13, BE18, BE21, BE23, BE24, AM7, AM8, AM9 and R17 of the Local Plan Part 2.

2. RECOMMENDATION

1. That subject to no objections being received from the Environment Agency, delegated powers be given to the Head of Planning, Green Spaces and Culture to grant planning permission subject to the following conditions, and any additional conditions and/or informatives which may be required by the Environment Agency:

2. That subject to the Mayor not directing the Council under Article 6 of the Town and Country Planning (Mayor of London) Order 2008 to refuse the application, or under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application, delegated powers be given to the Head of Planning, Green Spaces and Culture to grant planning permission, subject to any

relevant amendments agreed by the Head of Planning Green Spaces and Culture and also those requested by the Greater London Authority and the following:

a) That the Council enters into an agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) and/or Section 278 of the Highways Act 1980 (as amended) and/ or other appropriate legislation to secure:

- i. Affordable Housing: 13% by habitable room, plus a review mechanism.
- ii. Education: a financial contribution in the sum of £770,426,
- iii. Health: a financial contribution in the sum of £87,777.35
- iv. Libraries: a financial contribution in the sum of £9,317.76
- v. Air Quality: A contribution in the sum of £12,500
- vi. Construction Training: deliver an in-kind scheme to the value of the financial contribution.
- vii. Project Management and Monitoring: 5% of total cash contributions (£44,001.10) - can be phased.
- viii. Highways Works: as required by the highways engineer and to be completed prior to occupation

B) That in respect of the application for planning permission, the applicant meets the Council's reasonable costs in preparation of the Section 106 and 278 Agreements and any abortive work as a result of the agreement not being completed.

C) That officers be authorised to negotiate and agree the detailed terms of the proposed agreement and conditions of approval.

D) If the Legal Agreement/s have not been finalised within 3 months, delegated authority be given to the Head of Planning, Green Spaces and Culture to refuse planning permission for the following reason:

'The applicant has failed to deliver necessary offsite highway works and to provide contributions towards the improvement of services and facilities as a consequence of demands created by the proposed development (in respect of education, affordable housing, health facilities, public realm, open space improvement, library improvements, construction and employment training and delivery of necessary offsite highway works. The proposal therefore conflicts with Policy AM2, AM7 and R17 of the adopted Local Plan and the Council's Planning Obligations SPG.'

E) That subject to the above, the application be deferred for determination by the Head of Planning, Green Spaces and Culture 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.

F) That if the application is approved, the following conditions be imposed subject to any changes negotiated by the Head of Planning, Green Spaces and Culture prior to issuing the decision:

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 referenced below and shall thereafter be retained/maintained for as long as the development remains in existence:

T(20)E01 Revision A	Proposed Elevations 1 and 2
T(20)E02 Revision A	Proposed Elevations 3 and 4
T(20)E03 Revision A	Proposed Elevations 5 and 6
T(20)E04 Revision B	Proposed Elevation 7, 8 and 9
T(20)P00 Revision C	Proposed Ground Floor
T(20)P01 Revision A	Proposed First Floor
T(20)P02 Revision A	Proposed Second Floor
T(20)P03 Revision A	Proposed Third Floor
T(20)P04 Revision A	Proposed Fourth Floor
T(20)P05 Revision A	Proposed Fifth Floor
T(20)P06 Revision A	Proposed Sixth Floor
T(20)P07 Revision A	Proposed Seventh Floor
T(20)P-1 Revision D	Proposed Lower Ground
T(20)S01 Revision A	Proposed Sections 1 and 2
T(20)S02 Revision A	Proposed Sections 3 and 4
T(20)S03 Revision A	Proposed Sections 5 and 6
T(20)S04 Revision A	Proposed Sections 7, 8 and 9

REASON

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

3 COM5 General compliance with supporting documentation

The development hereby permitted shall not be occupied until the following has been completed in accordance with the specified supporting plans and/or documents:

Thereafter the development shall be retained/maintained in accordance with these details for as long as the development remains in existence

REASON

To ensure that the development complies with the objectives of Policies AM9, AM14, BE13 & BE24 of the Hillingdon Local Plan (November 2012) and Policies 3.8, 5.2 & 5.7 of the London Plan (July 2011).

4 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 (November 2012).

5 COM7 Materials (Submission)

No development shall take place until details of all materials and external surfaces, including details of balconies, winter gardens and the privacy fence 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 and sample materials shall be available to view on site at the Local Planning Authorities request.

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 of the Hillingdon Local Plan (November 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 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. Living Walls and Roofs
 - 3.a Details of the inclusion of living walls and roofs
 - 3.b Justification as to why no part of the development can include living walls and roofs
4. Details of Landscape Maintenance
 - 4.a Landscape Maintenance Schedule for a minimum period of 5 years.
 - 4.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.c Details of the provision, allocation and management responsibility of the allotments proposed.
5. Schedule for Implementation
6. Other

- 6.a Existing and proposed functional services above and below ground
- 6.b Proposed finishing levels or contours

7. The provision and management of a buffer zone alongside the Grand Union Canal as detailed in drawing number SBH911/SK_48, Revision D. The buffer zone scheme shall be free from built development including lighting, domestic gardens and formal landscaping. The scheme shall include the following elements:

- detail extent and type of new planting
- details of any proposed lighting and fencing.
- details of maintenance regimes and management responsibilities demonstrating how the buffer zone will be protected during development and managed/maintained over the longer term including adequate financial provision and named body responsible for management plus production of detailed management plan

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 and BE38 of the Hillingdon Local Plan (November 2012) and Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (July 2011).

7 RES11 Play Area provision of details

No development shall take place until details of play areas for children and rooftop amenity space, including maintenance responsibilities, have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the play areas and rooftop amenity space shall be provided prior to the occupation of any unit within the development and maintained in accordance with the approved details for the life of the development.

REASON

To ensure that the development makes adequate provision of children's play space in accordance with Policy R1 of the Hillingdon Local Plan (November 2012) and London Plan (July 2011) Policy 3.16.

8 RES16 Code for Sustainable Homes

No development shall take place until an updated Code of Sustainable Homes and Sustainable Energy Assessment Report has been submitted to and approved in writing by the Local Planning Authority. The report shall demonstrate how the each dwelling hereby approved shall achieve Level 4 of the Code for Sustainable Homes (including design stage certificates) and how the development will reduce regulated CO2 emissions by 25% (on 2010 building regulations).

Thereafter, the scheme shall be completed in strict accordance with the approved details and no dwelling shall be occupied until a Code for Sustainable Homes Level 4 completion stage certificate for the relevant dwelling has been submitted to and approved in writing by the Local Planning Authority.

REASON

To ensure that the objectives of sustainable development are met in accordance with Policies 5.1, 5.2 and 5.3 of the London Plan (July 2011).

9 RES18 Lifetime Homes/Wheelchair Units

All residential units within the development hereby approved shall be built in accordance with 'Lifetime Homes' Standards. Further 10% of the units hereby approved shall be designed and constructed to be fully wheelchair accessible or easily adaptable for residents who are wheelchair users, as set out in the Council's Supplementary Planning Document 'Accessible Hillingdon'.

REASON

To ensure that sufficient housing stock is provided to meet the needs of disabled and elderly people in accordance with London Plan (July 2011) Policies 3.1, 3.8 and 7.2.

10 NONSC Protection from Ingress of Polluted Air

No development shall take place until details of a mechanical ventilation system, designed in accordance with section 8 of the approved Air Quality Assessment submitted as part of this application, have been submitted to and approved in writing by the Local Planning Authority.

Thereafter the ventilation system shall be fully implemented and maintained in strict accordance with the approved details for as long as the building remains in use.

REASON

To safeguard residential amenity in accordance with Policy OE1 of the Hillingdon Local Plan (November 2012).

11 NONSC Air pollution

Before the development is commenced, details of emissions and details to limit and/or control air pollution for any CHP/boilers shall be submitted to and approved in writing by the Local Planning Authority. The agreed measures shall be implemented prior to the occupation of the development and thereafter maintained for the lifetime of the development unless otherwise agreed in writing by the Local Planning Authority.

REASON

In order to safeguard the amenities of the area, in accordance with Policy OE1 Hillingdon Local Plan (November 2012).

12 NONSC Soil Testing

No dwelling hereby approved shall be occupied until site derived soils and imported soils have been independently tested for chemical contamination, and the results of this testing submitted to and approved in writing by the Local Planning Authority. All soils used for gardens and/or landscaping purposes shall be clean and free of contamination.

REASON

To ensure that the occupants of the development are not subject to any risks from soil contamination in accordance with policy OE11 of the Hillingdon Local Plan (November 2012).

13 COM15 Sustainable Water Management

No development shall take place until a scheme for the provision of sustainable water management has been submitted to and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate that sustainable drainage systems (SUDS) have been incorporated into the designs of the development in accordance with the hierarchy set out in accordance with Policy 5.15 of the London Plan and will:

i. provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken

to prevent pollution of the receiving groundwater and/or surface waters;
ii. include a timetable for its implementation; and
iii. provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

The scheme shall also demonstrate the use of methods to minimise the use of potable water through water collection, reuse and recycling and will:

iv. provide details of water collection facilities to capture excess rainwater;
v. provide details of how rain and grey water will be recycled and reused in the development.

Thereafter the development shall proceed in accordance with the approved scheme.

REASON

To ensure the development does not increase the risk of flooding in accordance with Policy OE8 of the Hillingdon Local Plan (November 2012) and London Plan (July 2011) Policy 5.12.

14 COM31 Secured by Design

The buildings shall achieve 'Secured by Design' accreditation awarded by the Hillingdon Metropolitan Police Crime Prevention Design Adviser (CPDA) on behalf of the Association of Chief Police Officers (ACPO). No building shall be occupied until accreditation has been achieved.

REASON

In pursuance of the Council's duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in excising its planning functions; to promote the well being of the area in pursuance of the Council's powers under section 2 of the Local Government Act 2000, to reflect the guidance contained in the Council's SPG on Community Safety By Design and to ensure the development provides a safe and secure environment in accordance with London Plan (July 2011) Policies 7.1 and 7.3.

15 NONSC Car Parking Allocation Plan

No dwelling hereby approved shall be occupied until a car parking allocation scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall allocate each space to an individual unit within the development, for the sole use by its occupiers or their visitors. Thereafter the car parking spaces shall be allocated in accordance with the approved scheme and the parking areas shall be permanently retained and used for no purpose other than the parking of motor vehicles.

REASON

To ensure that the vehicular access, servicing and parking areas are satisfactorily laid out on site in accordance with Policy AM14 of the adopted Hillingdon Local Plan (November 2012) and Chapter 6 of the London Plan (July 2011).

16 NONSC Car Parking Stackers

No development shall take place until plans, manufactures details and a scheme for the maintenance of the 49 car parking stackers has been submitted to and approved in writing by the Local Planning Authority. Thereafter the 49 car parking stackers shall be installed and maintained in accordance with the approved details in the locations shown on plan T(20)P-1 Rev A for as long as the building remains in use.

REASON

To ensure that the vehicular access, servicing and parking areas are satisfactorily laid out on site in accordance with Policy AM14 of the adopted Hillingdon Local Plan (November 2012) and Chapter 6 of the London Plan (July 2011).

17 NONSC Gate Details

Prior to the commencement of the development hereby approved, details of the pedestrian/vehicular gates/barriers into the site, incorporating facilities for the operation of gates/barriers by disabled persons, and manual operation of any gates/barriers in the event of power failure shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the gates/barriers shall be installed in accordance with the approved details and maintained so long as the development remains on site.

REASON

In order to ensure the development achieves an appropriate level of accessibility in accordance with Policy 3.8 of the London Plan (July 2011) and the HDAS -Accessible Hillingdon.

18 COM27 Traffic Arrangements - submission of details

Development shall not begin until details of all traffic arrangements (including where appropriate carriageways, footways, turning space, safety strips, sight lines at road junctions, kerb radii, car parking areas and marking out of spaces, loading facilities, closure of existing access and means of surfacing) have been submitted to and approved in writing by the Local Planning Authority. The approved development shall not be occupied until all such works have been constructed in accordance with the approved details. Thereafter, the parking areas, sight lines and loading areas must be permanently retained and used for no other purpose at any time. Disabled parking bays shall be a minimum of 4.8m long by 3.6m wide, or at least 3.0m wide where two adjacent bays may share an unloading area.

REASON

To ensure pedestrian and vehicular safety and convenience and to ensure adequate off-street parking, and loading facilities in compliance with Policy AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (July 2011).

19 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 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

20 NONSC Bird Hazard Management Plan

Prior to commencement of each phase of the outline element of the development, or any of the elements of development for which full planning permission is hereby approved, detailed drawings and supporting documentation in relation to the relevant phase or component of the full planning element shall be submitted to and approved in writing by the Local Planning Authority, in respect of the following:

i) A Bird Hazard Management Plan which shall include the following details:

- Details of any water features,
- Monitoring of any standing water within the site,
- Drainage details including Sustainable Urban Drainage Schemes (SUDS). Such schemes must also comply with Advice Note 6 Potential Bird Hazards from SUDS which is available at www.aoa.org.uk/publications/safeguarding.asp
- Management of any flat roofs within the site which may be attractive to nesting, roosting or 'loafing' birds. The management plan shall comply with Advice Note 8 - Potential Bird Hazards from Building Design (www.aoa.org.uk/publications/safeguarding.asp),
- Any earthworks,
- The species, number and spacing of trees and shrubs,
- reinstatement of grass areas,
- maintenance of planted and landscaped areas, particularly in terms of the height and species of plants that are allowed to grow,
- which waste materials can be brought on to the site,
- monitoring of waste imports,
- physical arrangement for collection and storage of putrescible waste,
- signs deterring people from feeding birds.

Thereafter and prior to occupation of each relevant phase/relevant component of the full planning element, the scheme shall be completed in strict accordance with the approved details and thereafter maintained for the life of the development.

REASON

To protect Aircraft safety in accordance with Policy A6 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

21 NONSC No External Storage

No placing or storage of goods, materials, plant or equipment shall take place other than within the buildings and the service yard. The height of any goods, material, equipment

etc. shall not be stacked higher than the retaining wall to the boundary of the school or 4m (which ever is the lower).

REASON

In the interests of amenity and to ensure that external areas are retained for the purposes indicated on the approved plans in accordance with Policy OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012). and London Plan (July 2011) Policy 7.1.

22 NONSC Servicing & Delivery Management Plan

Prior to commencement of development, details of a Delivery and Servicing Plan for the residential units and B1 Office shall be submitted to and approved in writing by the Local Planning Authority. This shall incorporate measures to minimise vehicle deliveries during am and pm peak hours. The approved strategy shall be implemented as soon as development is brought into use and the strategy shall remain in place thereafter. Any changes to the strategy shall be agreed in writing by the Local Planning Authority.

REASON

To encourage out of hours/off peak servicing to help mitigate the site's contribution to local congestion levels in compliance with Policy AM2 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

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.

LPP 1.1	2011)Delivering the strategic vision and objectives for London
LPP 2.1	(2011) London in its global, European and UK context
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.
BE25	Modernisation and improvement of industrial and business areas Town centres - design, layout and landscaping of new buildings

BE26	
BE31	Facilities for the recreational use of the canal
BE32	Development proposals adjacent to or affecting the Grand Union Canal
BE36	Proposals for high buildings/structures in identified sensitive areas
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
OE11	Development involving hazardous substances and contaminated land - requirement for ameliorative measures
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE7	Development in areas likely to flooding - requirement for flood protection measures
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
H4	Mix of housing units
H5	Dwellings suitable for large families
S12	Service uses in Secondary Shopping Areas
R1	Development proposals in or near areas deficient in recreational open space
R10	Proposals for new meeting halls and buildings for education, social, community and health services
R16	Accessibility for elderly people, people with disabilities, women and children
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
LE4	Loss of existing industrial floorspace or land outside designated Industrial and Business Areas
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM18	Developments adjoining the Grand Union Canal - securing facilities for canal borne freight
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM8	Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities

3 I59 **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 Council's 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.

4 158 Opportunities for Work Experience

The developer is requested to maximise the opportunities to provide high quality work experience for young people (particularly the 14 - 19 age group) from the London Borough of Hillingdon, in such areas as bricklaying, plastering, painting and decorating, electrical installation, carpentry and landscaping in conjunction with the Hillingdon Education and Business Partnership.

Please contact: Mr Peter Sale, Chief Executive Officer, Hillingdon Training Ltd: contact details - c/o Hillingdon Training Ltd, Unit A, Eagle Office Centre, The Runway, South Ruislip, HA4 6SE Tel: 01895 671 976 email: petersale@hillingdontraining.co.uk

5 11 Building to Approved Drawing

You are advised this permission is based on the dimensions provided on the approved drawings as numbered above. The development hereby approved must be constructed precisely in accordance with the approved drawings. Any deviation from these drawings requires the written consent of the Local Planning Authority.

6 115 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.

7 12 Encroachment

You are advised that if any part of the development hereby permitted encroaches by either its roof, walls, eaves, gutters, or foundations, then a new planning application will

have to be submitted. This planning permission is not valid for a development that results in any form of encroachment.

8 I21 **Street Naming and Numbering**

All proposed new street names must be notified to and approved by the Council. Building names and numbers, and proposed changes of street names must also be notified to the Council. For further information and advice, contact - The Street Naming and Numbering Officer, Planning & Community Services, 3 North Civic Centre, High Street, Uxbridge, UB8 1UW (Tel. 01895 250557).

9 I3 **Building Regulations - Demolition and Building Works**

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).

10 I45 **Discharge of Conditions**

Your attention is drawn to the pre-commencement conditions which must be discharged prior to the commencement of works. You will be in breach of planning control should you commence these works prior to the discharge of this/these condition(s). The Council may consider taking enforcement action to rectify the breach of this condition(s). For further information and advice contact - Planning & Community Services, Civic Centre, Uxbridge, UB8 1UW (Tel: 01895 250230).

11 I48 **Refuse/Storage Areas**

The proposed refuse and recycling storage areas meet the requirements of the Council's amenity and accessibility standards only. The proposed storage area must also comply with Part H of the Building Regulations. Should design amendments be required to comply with Building Regulations, these should be submitted to the Local Planning Authority for approval. For further information and advice contact - Planning & Community Services, Civic Centre, Uxbridge, UB8 1UW (Tel: 01895 250400).

12 I49 **Secured by Design**

The Council has identified the specific security needs of the application site to be protection and security of bicycles within the parking area of the site.

You are advised to submit details to overcome the specified security needs in order to comply with condition 17 this planning permission.

13

The applicant/developer should contact the Canal & River Trust's Third Party Works Engineer with reference to the current Canal & River Trust Code of Practice for Works affecting the Canal & River Trust to ensure that any necessary consents are obtained (<http://canalrivertrust.org.uk/about-us/for-businesses/undertaking-works-on-our-property>)

14

The applicant/developer is advised that any encroachment or access onto the canal towpath requires written consent from the Canal & River Trust, and they should contact the Canal & River Trust's Estates Surveyor, Jonathan Young (jonathan.young@canalrivertrust.org.uk) regarding the required access agreement

15 I60 Cranes

Given the nature of the proposed development it is possible that a crane may be required during its construction. The applicant's attention is drawn to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, 'Cranes and Other Construction Issues' (available at www.aoa.org.uk/publications/safeguarding.asp)

16

Wind Turbines can impact on the safe operation of aircraft through interference with aviation radar and/or due to their height. Any proposal that incorporates wind turbines must be assessed in more detail to determine the potential impacts on aviation interests. This is explained further in Advice Note 7, Wind Turbines and Aviation (available at <http://www.aoa.org.uk/policy-safeguarding.htm>).

17

You are encouraged to ensure that facilities are provided to enable the easy watering of the roof garden, including any allotment facilities which might feature in the final landscaping details, and to ensure such facilities maximise opportunities for the re-use of rainwater.

18

You are advised that no doors or gates should be installed which open out of the public highways as these may contravene The Highways Act 1980 (as amended).

3. CONSIDERATIONS

3.1 Site and Locality

The site is situated on the south side of Yiewsley in Hillingdon, West London. It is located on the north side of High Street Yiewsley. It occupies a number of derelict and under used plots behind the retail properties at the junction of Yiewsley and West Drayton High Streets.

The site of approximately 8992sq metres in area is comprised of a number of previously unrelated plots of land. The main body of the site occupies land behind the retail properties that front the High Street. Largely surrounded by existing buildings, the site is separated from the residential buildings of Winnock Road by an expansive but low rise warehouse building. There is currently no through route from one side of the site to the other.

The current site contains a mixture of building types and scales. The Dairy Crest Depot is largely of brick construction and mostly single storey wrapped around the open yards. The other commercial buildings around the edges of the site range from one to four storeys and are in a range of materials and styles.

The site sits immediately behind the High Street, which is a mixture of three and four

storey traditional buildings with dormers and pitched roofs. These are retail and small scale commercial at ground floor with residential and further commercial units above.

There are a number of buildings opposite, on the high street, that appear to date from 1980's and 90's and these too are of three and four storeys. Bentinck Road is a mix of styles and heights along both its sides. A recent planning permission has been granted on the Harrier House site for an apart hotel with up to 6 storeys along the canal frontage before stepping down to three storeys on the pavement with Bentinck Road.

The terraces on Winnock Road form a consistent and intact residential edge a short distance north of the site. These are generally of traditional form with pitched roofs, rear extensions and long narrow private gardens. At the west end of the street is a commercial property of three storeys that is higher than the terraces.

3.2 Proposed Scheme

The proposal is for the comprehensive redevelopment of site to provide three buildings of part 7 storeys and part 5 storeys comprising 208 residential units, 190 sqm (approx) of Use Class B1 floorspace, and 64 sqm of Use Class A1 floorspace with associated public & private amenity space, hard & soft landscaping, lower ground floor parking for vehicles and bicycles, and alterations to 9 High Street to form a new pedestrian route.

It should be noted that the scheme has been revised since the initial submission, which was for a part 9, part 7 and part 5 story development.

The residential units would be provided by way of a flatted development. The flats would comprise a total of 44 one-bedroom units, 123 two-bedroom units and 41 three-bedroom units. The commercial floorspace would be provided on the ground floor of a block facing Bentinck Road.

The development would consist of 3 blocks ranging in height from four to 5-storeys (including basement parking) across the site, with the taller units located to the rear of the site close to the boundary with the industrial units to the north west. A pedestrian access is proposed to be created through part of the ground floor retail unit at no. 9 High Street, whilst retaining this retail unit.

The main vehicular access for cars to the site is from Tavistock Road. There is a secondary access for refuse, servicing and delivery vehicles from Bentinck Road.

The current proposals indicate basement parking would be provided for the various uses, throughout the site.

Areas of communal amenity space would be provided at ground level and at roof level. Private amenity space would be provided by way of private courtyards at ground level together with balconies.

3.3 Relevant Planning History

Comment on Relevant Planning History

Planning permission was refused for planning application ref: 45200/APP/2005/929 for the redevelopment of part of the current site to provide 62 residential units. It was later allowed at appeal.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

Part 2 Policies:

- LPP 1.1 2011)Delivering the strategic vision and objectives for London
- LPP 2.1 (2011) London in its global, European and UK context
- 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.
- BE25 Modernisation and improvement of industrial and business areas
- BE26 Town centres - design, layout and landscaping of new buildings
- BE31 Facilities for the recreational use of the canal
- BE32 Development proposals adjacent to or affecting the Grand Union Canal
- BE36 Proposals for high buildings/structures in identified sensitive areas
- 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
- OE11 Development involving hazardous substances and contaminated land - requirement for ameliorative measures
- OE3 Buildings or uses likely to cause noise annoyance - mitigation measures
- OE7 Development in areas likely to flooding - requirement for flood protection measures
- OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures

- H4 Mix of housing units
- H5 Dwellings suitable for large families
- S12 Service uses in Secondary Shopping Areas
- R1 Development proposals in or near areas deficient in recreational open space
- R10 Proposals for new meeting halls and buildings for education, social, community and health services
- R16 Accessibility for elderly people, people with disabilities, women and children
- R17 Use of planning obligations to supplement the provision of recreation, leisure and community facilities

LE4	Loss of existing industrial floorspace or land outside designated Industrial and Business Areas
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM18	Developments adjoining the Grand Union Canal - securing facilities for canal borne freight
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM8	Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **5th February 2013**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

A total of 354 neighbouring properties were consulted. 24 letters of objection were received. Objections were raised on the following grounds:

- i) Out of keeping with the area.
- ii) Impact on highway network/Traffic.
- iii) Additional pressure on local services.
- iv) No need for such a development in this area.
- v) Traffic congestion resulting from the development.
- vi) The 9 storey proposals were too high.
- vii) Demolition of no.9 high street is unacceptable.
- viii) Loss of privacy and daylight to existing properties.
- ix) Unacceptable loss of office space.
- x) Overdevelopment.
- xi) Insufficient car parking.
- xii) Impact on already heavily parked and Tavistock Road.

YIEWSLEY & WEST DRAYTON TOWN CENTRE ACTION GROUP

We have had a presentation of this project by Kitewood and have been waiting for further details. Having seen the submitted plans we have to conclude that, as ingenious as they may be, a development of this order is totally unsuitable for this location. The site bounded by Tavistock and Bentick Roads probably two of the worst roads for traffic congestion, almost to the point of being gridlocked, makes this development totally unsuitable for this location. In the longer term this area is overdeveloped until a new Canal Bridge is built in Trout Road to allow traffic flow into & through Yiewsley High Street.

BAA

No objections raised subject to Bird Hazard Management Plan condition together with a Cranes and landscaping informative.

NATURAL ENGLAND

No objection.

DEFENCE ESTATES

No Objection.

GLA

London Plan policies on the loss of industrial land, land use and the principle of a residential-led scheme, details of the density, quality, unit size and mix of residential accommodation; the proportion of affordable housing, the design and impact on the townscape, transport issues; and the energy provisions of the scheme are relevant to this application.

The application complies with some of these policies but not with others, for the following reasons:

i) Loss of employment land: No specific land use designation in the London Plan or Hillingdon Local Plan, but proposal complies with the town centre and regeneration objectives of the London Plan and is therefore acceptable from a strategic planning perspective. Hillingdon Council should, nonetheless, ensure that the potential loss of employment premises is acceptable in terms of the borough's supply of industrial land.

ii) Affordable housing: In light of the low proportion of affordable housing (14% by unit), the Council is urged to commission an independent and robust review of the applicant's financial viability appraisal, in order to ascertain that the contribution proposed is indeed the maximum reasonable amount that can be provided without compromising the delivery of this scheme.

iii) Housing mix: Notwithstanding the town centre location of the site, the GLA encourages the Council to negotiate an uplift in the proportion of three bedroom apartments, relative to one and two-bedroom units, unless the current mix of dwellings has previously been agreed with the applicant to reflect a specific local need.

iv) Design: To enhance the levels of legibility, activity, sun/eillance, security and a sense of ownership for the central space, whilst fulfilling the strategic objectives set out in the London Housing Design Guide, the applicant is requested to reconfigure the design of the ground floor units looking out onto the central amenity space to ensure that each has its own individual entrance directly from the public realm.

v) Transport: For the purpose of assessing the net impact of the development, TfL requests the applicant to confirm if the existing buildings have been vacant for over a year and do not therefore generate any trips; and to clarify the methodology used in the calculating trip generation. The Council should secure implementation of the submitted travel plan by legal agreement, section 106 funding to implement works arising from the pedestrian audit and impose planning conditions to secure submission of a construction logistics plan and a delivery and senxing plan, as set out in the TfL section of this report.

vi) Energy: Whilst the energy provisions are broadly compliant with the London Plan, the following additional details are required to ensure that submitted strategy is sufficiently robust: a written commitment to ensure that the development would be designed to allow future connection to a district heating network whenever one becomes available; a drawing showing the route of the heat network linking all buildings on the site; written confirmation that the site heat network will be supplied from a single energy centre, together with the floor area and location of the energy centre; and a drawing showing the location, layout and area of the proposed photovoltaic panels.

On balance, whilst the application is broadly acceptable in strategic planning terms, it does

not comply fully with the London Plan.

OFFICER COMMENT: The scheme has been ammended and further details submitted to address GLA concerns.

Internal Consultees

EPU
Air Quality

The proposed development is within the declared AQMA and in an area which currently appears to be slightly under the European Union limit value (40 mg/m³) for annual mean nitrogen dioxide (NO₂), and may be exceeding the EU limit value based on CERC modelling for 2011. The nearby NO_x tubes to date are below the EU limit value, and there does not appear to have been much change in the levels over the last four to five years.

The air quality assessment, based on the transport assessment (JMP, November 2012), has indicated the impact from the redevelopment of Rainbow industrial estate, Station House and the Bentley Disco site (but not Harrier or Versatile House on Bentinck Road) were considered alongside the development which includes approximately 185 parking spaces (given the location and possible issues at junctions, clarification is required on if the transport assessment appropriately reflects the impact from the development(s)). It does not consider the impact from the CHP (the addendum document indicates up to a 100 kWe natural gas engine would be in use with (unspecified) boilers), car park emissions and railway emissions (it is possible the line electrification works may be completed by 2022) within the air quality assessment. The impacts of air quality on onsite residential receptors were considered, although it does not appear to include the likely worst impacted facades and does not appear to indicate NO₂ levels at the fascade of the building above the ground floor level. It is anticipated NO₂ limits will be met above floor three, possibly except where there is a local source such as the stack for the CHP.

The baseline assessment was carried for 2012 and 2022 with and without the development. NO₂ levels have largely dropped off in 2022, and it is assumed this is primarily due to the emission factors used in the modelling, which generally still indicates likely exceedances in the high street location(s) only. It seems unlikely the lowering of NO₂ levels are due to the development, but rather are a result of assumptions made on 'engine efficiency and tighter emission control'.

The transport assessment indicates trip generation will go up by 7 for the new use, but the air quality assessment indicates that there will to be less pollution than with the existing use. HDV movements are the same for both 2022 scenarios, therefore the reason for the lower NO₂ levels associated with the new development are unclear. At the six receptor locations considered (assumed to be at ground floor level), no NO₂ exceedances were indicated in the modelling for 2012 or 2022.

As the development is in and will cause increases in an area already suffering poor air quality the following is requested:

Section 106

Section 106 obligation of £12,500 should be sought for contribution to the air quality monitoring network in the area.

The following condition is recommended as a precaution as mechanical ventilation with heat recovery is indicated for the site, alongside natural ventilation. They need to ensure any air is drawn in from a clean location. It should also be noted a stack height of 24 metres is indicated for the CHP (and presumably for the boilers - this information has not been provided) and the stack

appears to be located on a shorter building (near core B) than the adjacent building, where the height is unknown. There is no indication of the distance of the nearest openable windows (and doors/balconies) to the stack.

Air Quality Condition 1: Ingress of Polluted Air

Before the development is commenced a scheme for protecting the proposed accommodation from external air pollution shall be submitted and approved by the LPA. Verification information shall be submitted for any works which form part of such a scheme, which shall be completed before any part of the development is first occupied or used and measures put in place to ensure it is maintained for the life of the development.

REASON: To safeguard residential amenity in accordance with policy OE1 of the Hillingdon Unitary Development Plan.

Notes: In areas where there the air pollution levels are above, or close to, the national and European limits, this is designed to safeguard the future residents/users of the site from the ingress of the poor outdoor air quality. The design must take into account climate change pollutants and ensure there are no trade-offs between local and global pollutant emissions. Suitable ventilation systems will need to: take air from a clean location or treat the air and remove pollutants; designed to minimise energy usage; be sufficient to prevent summer overheating; have robust arrangements for maintenance.

The following condition is advised in order to ensure relevant information with regard to pollution emissions from the final energy provision at the site is provided, so that mitigation measures can be agreed and implemented if necessary, as part of the development. Of particular concern would be the units that may be impacted by CHP stack emissions.

Air Quality Condition 2 - Control of Air Pollution

Before the development is commenced, details of emissions and details to limit and/or control air pollution for any CHP/boilers shall be submitted to and approved in writing by the Local Planning Authority. The agreed measures shall be implemented prior to the occupation of the development and thereafter maintained for the lifetime of the development unless otherwise agreed in writing by the Local Planning Authority.

REASON: In order to safeguard the amenities of the area, in accordance with Policy OE1 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

Please consider the following comments with regard to land contamination.

Land Contamination

The Site Investigation is limited and identifies a number of potentially contaminating former uses on site including a milk depot, joinery works and light industrial uses (kitchen workshop fabricators, a sheet metal fabricators and a car body workshop), and potentially contaminating uses adjacent to the site such as a former printing works. The main areas of contamination identified in the report are associated with two areas fuel storage and slightly elevated PAHs (polycyclic aromatic hydrocarbons particularly in the vicinity of WS5, WS6 and WS7) in made ground around the site associated with ashy soils.

Part of the site was fire damaged. It is unclear if any materials used to put out the fire may have caused contamination. There are also references to cement asbestos sheeting and suspected cement asbestos roof, refrigeration units/areas, an old electrical plant room, and rubble, soil and

general waste being dumped on part of the site. The report notes they could not investigate the area of the former joinery works due to access issues.

Of the areas investigated, contamination risks to the proposed use was identified in the vicinity of the diesel tank only. The report recommends the consultants be present when tank removal works are undertaken, and further investigation be undertaken once the floor slab has been removed. It also indicates groundwater monitoring wells should be retained so monitoring can be undertaken prior to the construction phase (during the one round of groundwater monitoring undertaken, hydrocarbon contamination of groundwater was noted in WS6, with slightly elevated PID (photo-ionisation detector) readings associated with VOCs (volatile organic compounds)). It is advisable to have a discovery strategy/watching brief in place before any hard standing or floor slabs are removed to ensure any suspected contamination is reported and investigated. The report also indicates the need for protective pipe work due to areas impacted by PAHs, and the provision of a verification report for the remedial works to be provided to the local authority.

Three rounds of gas monitoring work has been undertaken using the nine combined gas and groundwater monitoring wells. No methane was reported as detected in the wells, and the highest recorded carbon dioxide (CO₂) level was 3.8 %. Depleted oxygen was also indicated in the monitoring wells with slightly elevated CO₂. Although all monitoring visits were undertaken at high atmospheric pressure, barometric pressure was indicated as falling in all instances. This appears to be the case in at least one instance. The report indicates ground conditions are such that gas risk is probably low. There is insufficient information with regard to risks associated with VOCs.

The application appears to include a basement area (car parking, storage, energy centre) at the above site, with the exception of the 'south western' corner. The extent of the basement area is unclear, but it is likely some made ground including some of the contaminated ground will have to be removed from the site as part of the development works. It is anticipated all basement areas will require adequate ventilation, including the storage areas and energy centre, therefore gas and vapour protection measures may not be necessary. Clarification is required with regard to areas of the building without a basement, and the extent of any gas or vapour risks in these areas, if any.

Based on the report, the only remedial works identified are associated with tank removal and the use of protective pipes. There is a possibility there may be more than two tanks at the site. Further clarification is required with regard to remedial works at the site, including the areas that are required to be investigated, the provision of a discovery strategy/watching brief to be maintained during works, the extent of the proposed remedial verification works and soil testing to be implemented for garden and landscaped areas, including the contamination criteria to be used.

Please ensure the Environment Agency is consulted with regard to possible pile foundations, SUDs and potential groundwater contamination issues. There is a lack of monitoring for VOCs, particularly chlorinated solvents in the groundwater at the site.

The standard contaminated land condition is advised for any permission that may be given alongside a separate soil contamination condition for landscaped areas including the roof gardens (for any reused and imported soils). (i) (a) has been met, and (i) (b) has been partly met.

Contaminated Land Condition

(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 Document 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; and

(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, along with details of a watching brief to address undiscovered contamination.

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

(iii) All works which form part of the remediation scheme shall be completed and a comprehensive verification report shall be 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).

Condition to minimise risk of contamination from garden and landscaped areas

Before any part of the development is occupied, site derived soils and imported soils shall be independently tested for chemical contamination, and the results of this testing shall be submitted and approved in writing by the Local Planning Authority. All soils used for gardens and/or landscaping purposes shall be clean and free of contamination.

Note: The Environmental Protection Unit (EPU) must be consulted for their advice when using this condition.

REASON

To ensure that the occupants of the development are not subject to any risks from soil contamination in accordance with policy OE11 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).

HIGHWAYS

Site and Transport Network

The quantum of the development as provided in the Transport Assessment is to redevelop the site into 208 flats, 64 sq.m cafe/retail, and 190 sq.m office.

The site is located in the ward of Yiewsley to the west of a parade of shops between Tavistock Road and Bentinck Road fronting High Street. The area surrounding the site has a mixture of commercial and residential properties.

West Drayton rail station is located to the east of the site and the location is served by 5 bus services. The station forms part of London's Crossrail route, which is planned to be operational in 2018. The station will therefore in future benefit from improved public transport, reducing travel

times and improved rail connections with access to central and east London. The site has a PTAL rating of 3 (moderate), which is estimated to increase to 4 (moderate) in future once the Crossrail route is in operation.

In terms of the road network in proximity to the site, to the east is High Street, which is a Classified Road and is also designated as a Local Distributor Road within the Hillingdon Local Plan part-2. High Street provides access to the A408 and in turn the M4 and M25. To the north, the site is bounded by Bentinck Road, which is one-way from its junction with High Street towards Tavistock Road. To the south the site is bounded by Tavistock Road, and Winnock Road lies to the west. Bentinck Road, Tavistock Road, and Winnock Road are local access roads.

The site has two existing vehicular accesses, one onto Tavistock Road and the other onto Bentinck Road.

Traffic Impact

The permitted use of the site falls within B2 and B8 use classes, any offices are therefore considered ancillary to the permitted use classes on site. There is no record of offices (B1) being separately approved on the application site. The TA estimates the existing trip generation of warehouse, workshop, and separate offices on the basis of existing employee numbers provided by the applicant together with estimated employee numbers for a number of occupiers. It is submitted that there are a total of 37 employees, which based on 2001 census data of 73% car drivers are estimated to generate 27 car journeys during each morning and evening traffic peak periods. No allowance is made for delivery/visitor trips during peak periods, which itself is not a correct method, but when considering the difference between estimated existing and development car journeys, would indicate a greater than likely journeys for the development.

A sensitivity assessment is undertaken based on mode split from two sample sites in Enfield and Birmingham including 56% of trips made by car or LGV and 43% by HGV. After applying the conversion factor of 2 passenger car unit (PCU) for HGV trips, the existing warehousing use is estimated to have 13 and 17 trips (PCUs) between 8am-9am and 7pm-6pm respectively. It is noted the site is partly occupied, but surveys have not been undertaken to capture the actually current trip generation. Surveys would have been the most reliable to use when considering existing trips and also for estimating trips should the entire site comes into use.

The 2011 census data for travel to work for the residential population in Yiewsley shows 53.12% are car drivers, whereas the proportion of car drivers for the Hillingdon Borough is 52.90%. This represents the largest proportion of vehicular journeys in the travel to work category.

When estimating trip generation for the proposed residential element of the development, two sample sites have been selected in the TA, located in Barnet and Northolt, surveyed in 2004 and 2005. The surveys are more than the normally accepted 5 years period.

In estimating trips, modal split from the selected sample sites is used; however no adjustment has been made to reflect the modal split in the local ward. In that when estimating the car drivers mode, a lower proportion of 41% is used instead of 53.12% from the 2011 census data. Notwithstanding the census data is for journeys to employment, it is the most relevant when considering journeys during traffic peak periods. On the basis of a lower proportion of car drivers, the residential element is estimated to generate 52 and 50 car trips during 8am-9am and 5pm-6pm respectively.

A sensitivity analysis is submitted, which considers an even lower proportion of car trips of 26% during peak traffic periods. This is an average proportion based on four sample sites located in Kingston, Richmond, and two in Tower Hamlets, which were surveys in 2010, 2007, and 2008 respectively. The group of chosen sample sites is not considered to be representative of Yiewsley

in Hillingdon Borough. It should be noted that unlike the sensitivity assessment submitted in this case, such assessments are normally undertaken to assess the worst case scenario and/or to assess a different set of data such as changes in traffic distribution to provide a robust assessment.

The proposed floor space is submitted to be suitable for approximately 16 staff. Based on 2001 census data, if 73% staff members are considered to be car drivers, this would require circa. 12 car parking spaces and generate the corresponding car trips during morning and evening traffic periods. Whereas the TA estimates 2 car trips in each of the peak periods, by assuming 13% as car drivers on the basis that only 2 staff will drive to work.

Overall the estimated trip generation figures are considered inaccurate and unreliable. Automatic traffic counts were undertaken in March 2012 to measure the volume of traffic in the surrounding roads. Manual classified counts were undertaken in July 2012 mainly to derive turning movements. Early March and July both are not neutral months for traffic surveys.

Accident Analysis

An Analysis has been undertaken of the recorded road accidents over a period of 3 years to 31st May 2012 in the local area. During this period, there were a total of 47 collisions in the study area resulting in 52 casualties. The collisions included 1 fatal, 6 serious, and 45 slight injury accidents.

The fatal accident as reported occurred in October 2011 and involved an elderly pedestrian crossing the road at a crossing without and without looking and not using the crossing properly. Overall the pattern of collisions is not found to have any common issues in connection with road layout and/or vehicle speeds.

Access and Layout

Sightlines to the west of the access on Tavistock Road are restricted mainly due to parked cars. It is suggested that in order to improve sightlines, the Council has an option to remove one car parking space in this location where on-street parking demand is high.

The proposed gates on Tavistock Road do not meet the Council's requirement of being set back by 10m from the back of the footway. Furthermore the delivery bay proposed adjacent to the basement ramp is too close to the access point and would require service vehicles to perform reversing movements on/close to the ramp, which is not unacceptable. Notwithstanding the above, when reviewing another set of drawings, gates to the basement are located approximately 11m within the site, which would avoid vehicles waiting on the highway in the path of pedestrians and/or other vehicles. Refuse and other servicing vehicles will be required to travel through the pedestrianised area of the development, which is not desirable. Such vehicles will enter the site from Tavistock Road, travel through the pedestrianised section of the development before finally exiting onto Bentinck Road and then following the one way system to leave via High Street/Tavistock Road junction.

The car parking area at the site will be located within the basement and accessed via a two way ramp. The car parking layout is considered largely suitable to allow vehicles to perform the required manoeuvres to enter and egress the parking bays. Where parking bays are provided with one side of the bay length being adjacent to a wall, they generally require additional space to perform the required manoeuvre. Vehicle tracking should be undertaken to demonstrate that the layout of such spaces is suitable to avoid the overall useable car parking spaces being reduced. There are no columns shown on the submitted basement plan to review how they may affect the car parking layout.

1100 litres refuse and recycle bins are proposed within the basement area. It is suggested that building management will tow the bins from the basement car park to the ground floor for collection by using a small electric vehicle and after collection return them to the basement. The bins will be considerably heavy when full, considering the gravity and slope factors when being towed up the ramp; the towing vehicle will require additional power and stability. Confirmation should be sought from the manufacturer that the type of electric vehicle shown is suitable in the situations discussed above. Upon satisfactory confirmation the refuse management strategy should be conditioned or included in the legal agreement as appropriate.

The development is proposed to be built on land partly relied upon for manoeuvring of servicing vehicles for the adjoining warehouse to the west. There are also marked and unmarked parking spaces within this land, which appear to have been partly used by the adjoining warehouse. No satisfactory information is submitted to address this issue. The TA refers to Appendix F for a plan showing manoeuvring of servicing vehicles, but the plan is missing. Upon reviewing another set of drawings, it is noted that the manoeuvre relies upon the adjoining car park to the west, fronting Bentinck Road being vacant, and shows a servicing vehicle performing lengthy reversing movements. The swept paths therefore cannot be relied upon.

The area to the rear of the shops with predominantly residential premises above is used for access, servicing, and parking, which are understood to be outside the applicant's control. Several large servicing vehicles have been observed to unload at the rear of the shops. It is also observed that different vehicles rely on the area marked as 'works' to the rear of no. 9 High Street for manoeuvring.

The area at the rear of the shops is heavily parked including double parking due to unavailability of suitable alternative car parking in the surrounding area. Also, there is existing allocated parking in this area including spaces allocated to the shops fronting High Street, which will be displaced on the highway, in an area where on-street parking stress is high.

The road in front of the shops is physically restricted due to the roundabout and the signalled controlled pedestrian crossing. The rear servicing and parking is crucial to be maintained for the operational needs of the commercial units fronting High Street as well as for parking of the flats above. The proposed gates on the access road to control third party movements are therefore impractical and the proposed pedestrian link is considered unsuitable. Servicing vehicles will perform a 2 point manoeuvre to turn around on Tavistock Road, then travel in a reverse gear for a considerable distance on the service road including reversing over the proposed pedestrian link and adjacent to the cafe seating area outside. A swept path analysis is submitted on the assumption that little or no car parking occurs at the rear of the shops, which is flawed.

Parking

Hillingdon's Local Plan parking standards are not considered in the TA, instead only London Plan standard are referred to. As mentioned earlier there are discrepancies between the drawings appended to the TA and those submitted separately. As per the TA, a total of 208 flats are proposed including 42x3 bed and 166x1-2 bed flats, whereas the quantum of development provided in the 'Planning Addendum-Summary of Changes' is 41x3 bed and 167x1-2 bed flats. No proper consideration is given to the size of flats in the car parking provision, which is an important factor together with moderate PTAL rating and on-street parking levels. No provision is made to cater for the car parking needs of visitors in an area where on-street parking stress is high. The TA applies a car parking ration of 0.89 for the residential element, which can be considered acceptable for the 1-2 bed flats on the basis that these are smaller units and the site has a moderate PTAL rating. However for the 41x3 bed flats, it would be appropriate to apply a higher ratio at a desirable rate of 1.5 space per flat (or close to) to ensure that adequate car parking provision is provided for the larger flats. No proposals are submitted to address the shortfall in car parking.

The proposals include 22 (10%) disabled, 37 (20%) active electric, and 37 (20%) passive electric car parking spaces of the total 185 residential spaces, which is acceptable. 98 of the spaces in the basement are proposed in the form of car stackers with floor pit.

2 staff car parking spaces are proposed for the office element. Whilst no objection is raised on the absence of any visitor parking, however considering the office space is submitted to be suitable for approximately 16 staff, which on the basis of 2001 census data for Yiewsley, identifying 73% of car drivers, would generate a demand for circa. 12 car parking spaces. Even if a generous dispensation of 50% is applied, it would stipulate circa. 6 spaces, in that there would still be a shortfall of 4 spaces. Notwithstanding the above, when considering Hillingdon's office car parking standards of 1 space 100 sq.m (max.) the proposed provision would be just over the maximum allowable parking, which does not merit objection.

No car parking is proposed for the cafe/retail element, which is considered acceptable. However as discussed above there will be no satisfactory space for servicing vehicles. The TA refers to Appendix D to show relocation of 4 on-street car parking bays on Bentinck Road, but the referenced drawings have not been provided.

When considering cycle parking, again the TA ignores the Hillingdon cycle parking standards. However the provision of 282 cycle parking spaces including 256 spaces in the basement for residential, 16 spaces for visitors at ground level, and 10 spaces for office are considered inline with the London Plan cycle parking standards and are acceptable. No information is submitted on the layout of the cycle storage to provide 266 spaces in the basement. 14 cycle spaces are shown on the ground floor including 2 spaces adjacent to the vehicular access on Bentinck Road. It is not clear where the remaining 2 spaces for visitors are proposed. The location of spaces adjacent to the vehicular access in Bentinck Road is not desirable as it is not considered safe and secure especially when visitors will leave cycles out of sight for long periods of time and/or during the hours of darkness.

There is no motorcycle parking proposed. In line with Hillingdon's Local Plan part 2 motorcycle parking should be provided at the rate of 1 space per 20 car parking spaces.

Pedestrian Audit

A pedestrian audit of the local network has been undertaken, which identifies a number of improvements including public realm, installing step-free access to the canal and markings and access at some local bus stops. It is not clear if the applicant is proposing to undertake the improvements identified. In case of any approval, works identified in the pedestrian audit should be covered within a s106 agreement as off-street highway works including carriageway and footway resurfacing on Tavistock Road between the Tavistock Road access and High Street/Tavistock Road junction except the section of any recently surfaced footway.

It is proposed to provide raised tables at Tavistock Road and Bentinck Road access to improve pedestrian crossing by way of providing level crossing point. The proposed raised tables are not shown on the submitted drawings. It is noted that the footway at the above access points is relatively low and not wide enough for speed tables, particularly in Tavistock Road. Details are needed to show the design of the speed tables.

Construction Traffic

In case of any permission, a Construction Logistics Plan can be secured by way of a planning condition or s106 agreement. This should include (but not limited to):

- i) Construction traffic generation by development;
- ii) Access routes;
- iii) Contractor parking;
- iv) Deliveries to avoid highway network peak hours and traffic sensitive hours;
- v) Construction staff travel plan
- vi) Measures to manage localised priorities

Travel Plan

The Council's travel plan officer should be consulted to comment on the travel plan. A full travel plan to take account of any necessary adjustments can be secured and maintained through a planning condition and/or s106 agreement as appropriate.

OFFICER COMMENT:

Following dialogue between Officers and the developer all of these highways issues have either been resolved or it has been agreed that matters can be addressed via conditions.

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. Compliance with all 16 Lifetime Home standards (as relevant) should be shown on plan.

The development would include 25 car parking spaces undercover at lower ground level. Each building will be accessible via a lift core, except for Building A which would be accessed via a pedestrian ramp from an open area in front of the building that provides natural surveillance. All footpaths would provide a gradient shallower than 1:20 to avoid the need for ramps.

The wheelchair flats have been designed by reference to the requirements of Habinteg - Wheelchair housing design guide, second edition. All units have a fully accessible bathroom and in each case the main bedroom is set out with the relevant clear zones. The larger wheelchair apartments, 4 persons and above, have a second accessible toilet. The majority of wheelchair flats are at ground level with the remainder at first, second, third and fourth floors of building C. All buildings would have level access to lifts and generous lobbies that provide access to all floors. Private balconies and terraces would have no-step thresholds to facilitate easy access to external spaces. All shared amenity spaces are accessed by lifts to roof levels. Access to refuse stores would be gained by the accessible lifts with refuse storage areas at either ground level or lower ground level. The refuse stores are sized to enable a wheelchair turning circle.

Notwithstanding the above observations, the following comments are provided:

1. Every core in each block containing 15 flats or more should provide 2 passenger lifts to ensure reliability of access for wheelchair users to their accommodation above ground floor. It is considered to be unacceptable to provide wheelchair accessible accommodation above ground floor in situations where only one lift would be provided.
2. All Lifetime Home Standard bathrooms (the remaining 216 flats) should ensure a layout which complies with the specifications detailed in the above Supplementary Planning Document (adopted January 2010).
3. A minimum of one bathroom per flat should include and specify floor gulley drainage to allow for future installation of a level access shower facility.

Currently unacceptable. Provided that revised plans are received to address the above accessibility

issues, no objection would be raised.

OFFICER COMMENT: The scheme has been amended, with the number of units reduced by 33. A condition is recommended requiring that all flats meet lifetime homes standards.

TREES & LANDSCAPING

The site is occupied by a disparate collection of industrial buildings (some of which are vacant or in poor condition) and service yards situated at the southern end, and to the west the retail units edging Yiewsley High Street. Occupying an area of 0.8685 hectares, it is bounded to the north-east by Bentinck Road beyond which lies the Grand Union Canal and to the south by Tavistock Road, beyond which is the railway line and West Drayton Station. The terraced houses along Winnock Road, to the north-west of the site, currently form the interface between the industrial area and the neighbouring residential area.

There are no trees or other landscape features of merit on the site. The only tree which is close to the site boundary is an off-site highway tree (ref: 01197, a Norway Maple) situated within the Tavistock Road footway close to the south-east boundary of the site.

There are no trees on, or close to, the site which are afforded special protection by Tree Preservation Order or Conservation Area designation.

PROPOSAL:

The proposal is to demolish all of the existing buildings on the site enclosed by Bentinck Road and Tavistock Road prior to implementing a comprehensive redevelopment of the site. The proposal is to provide three buildings of part 9 storeys, part 7 storeys and part 5 storeys comprising 241 residential units, 190 sq.m (approx) of Use Class D1 floor-space, and 64 sq.m (approx) of Use Class A1 floor-space with associated public and private amenity space, hard and soft landscaping, lower ground floor parking for vehicles and bicycles, and alterations to 9 High Street to form new pedestrian route (involving demolition of all existing buildings).

Saved policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

- i) No trees or other significant landscape features will be affected by the proposal.
- ii) The Design & Access Statement (D&AS) describes the development proposal in terms of CABE's guidance on tall buildings in section 4.0. The development will be bisected by a pedestrian route with the potential to link through to the High Street via the ground-floor of 9 High Street (currently a retail unit). Behind the High Street and between the two buildings a curvilinear landscaped amenity space will be created providing public / communal open space at a raised / podium level.
- iii) The D&AS explains the layout and scale in section 6.2 with the building behind the High Street at 5 storeys. The rear building has a range of heights from 5 and 6 storeys in the wings up to 9 storeys in the centre.
- iv) The impact of the development is assessed in section 7.0 of the D&AS, based on the 11No. Verified View Images, by Harris Kalinka Ltd. To summarise, the proposed development will be most visible from viewpoints 06 - Station Road, West Drayton (looking north), 07 - Horton Road, Yiewsley (looking west), 08 - St Stephens Road (looking south) and 09 - Trout Road (looking south), as illustrated in the 'rendered photorealistic images'.
- v) The amenity space provision is expressed in plan view in section 9.0 Access: Amenity which indicates the provision of three smaller ground level shared amenity spaces in addition to the larger central space and the intensive green roofs on the taller block at varying levels.
- vi) Section 8 of the D&AS illustrates the proposed appearance of the development with selected computer generated graphic images of the central amenity (landscaped space) and a number of roof garden / terraces at high level.
- vii) Section 10 Key Strategies describes the Landscape Strategy for the site. This includes the

crescent-shaped park at the centre of the site, which will include lawns, planting and 'natural' play / activity areas. The shared courtyards are to include play space for toddlers (0-4 yrs), lawns, decked areas, seating and 'abundant planting'. Private terraces will be sheltered with evergreen hedge planting to define boundaries and separation between the public amenity spaces and the private space. Green roofs are to include extensive roofs (for biodiversity) and intensive roofs (roof gardens for the use and enjoyment of residents).

Churchman Landscape Architects have illustrated the design concepts for the shared courtyards, play strategy, and the roof strategy.

viii) Finally, maps are used to demonstrate the provision and proximity of public open space, biodiversity, play provision and routes within an 800 metre radius of the site.

ix) A 'Pedestrian Level Wind Microclimate Assessment' (Desk Study) by RWDI, using the 'Lawson Comfort Criteria' considers the effect of the prevailing winds - south-westerly throughout the year and the secondary, colder, wind from the north-east which is most prevalent in the spring. In Appendix B the report acknowledges the value, and recommends the use, of soft landscaping which can be used effectively to create naturalised shelter within and around the site. This will be essential to mitigate the microclimate created by tall buildings.

x) Amongst the conclusions (section 8, items 3-5) the microclimate assessment recommends that: Entrances located in zones suitable for leisure walking would benefit from localized, detailed design to mitigate the leisure walking conditions that are expected during the windiest season. This mitigation could take the form of simple localized screening of the entrances or the relocation of entrances to more sheltered parts of the elevation. In ground level amenity areas, the wind microclimate is expected to be suitable for a mix of sitting and standing during the summer months. This mixed wind environment may be acceptable to the design team but, if not, planting and soft landscaping could be implemented to create shelter from prevailing winds. At terrace level, mitigation measures have been recommended in the form of perimeter screening to a height of 1.5m (maximum) with additional screening or planting in central parts of the larger terraces to prevent the wind from blowing back down onto the terrace. The intention would be to create sitting conditions during the summer season on the terraces.

xi) An ecological assessment by Applied Ecology Ltd concludes (section 4) that no evidence of roosting bats was seen in association with any of the buildings and that no further survey work for bats or other ecological receptors is considered necessary.

xii) Landscape conditions are necessary to preserve and enhance the visual amenities of the locality and to ensure that adequate facilities are provided in accordance with the proposed layout.

No objection, subject to the above considerations and conditions COM6, COM7, COM9 (parts 1, 2, 3, 4, 5 and 6).

DESIGN & CONSERVATION

The site currently comprises a mix of industrial and commercial buildings of a variety of ages, styles and heights, although the maximum height at present is 4 storeys along the Bentinck Road frontage. Much of the surrounding area comprises two and three storey buildings, with the taller buildings, some up to 5 storeys in part, located towards the town centre and along the canal. The building on the High Street frontage proposed for partial demolition to accommodate the new access, is also particularly attractive and one of the few buildings of any architectural/townscape merit remaining on this part of the High Street.

Whilst there is no objection in principle to the redevelopment of the site, the proposals are considered to be seriously flawed on a number of matters, these are:

i) The large footprint of the new buildings, the limited areas of open space and the close proximity of the structures to the site boundaries, would create a dense form of development, uncharacteristic of the established suburban townscape of the wider area, which comprises a mix of mainly smaller buildings of individual design, with spaces and gap views between them.

ii) The height of new structures does not reflect the scale of the surrounding buildings, and would

make them overly dominant in both local and longer views.

iii) The size and form of the core open space; this would be relatively small given the overall scale of the proposed buildings, creating a tightly enclosed space of very urban character. An additional concern re this form of layout relates to the possible creation of a wind tunnel effect within the space.

iv) It appears that some flats at ground level would have a poor outlook with windows facing onto the back of the High Street properties within what appears to be shared service area. The pedestrian path through from the High Street also appears to cross this shared space.

v) Potentially damaging alterations to the existing High Street frontage by cutting an access through the existing building, thus affecting its overall appearance architectural integrity.

vi) No objection in principle to the overall architectural approach adopted, however, the tall and continuous elevations of the larger building would form a major architectural statement in what should be a secondary location. Buildings to the rear of principal frontages are traditionally of a smaller scale to those on the main frontage. In this case, the taller and larger buildings would be located within the centre of the block, which would be at odds with the established form of the townscape of the area.

In conclusion, objections are raised in terms of over dominant scale and massing, and poor layout.

OFFICER COMMENT: The scheme has been amended in accordance with the Design Officers comments. The revised scheme is considered acceptable subject to a condition requiring details of all external materials to be submitted.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

PARTIAL DEMOLITION

The site is located in a secondary shopping frontage within a Town centre. The Unit at 9 High Street is currently in A1 use.

Policy S6 of the Local Plan Part 2 states that to safeguard the amenities of shopping areas, the Local Planning Authority will grant permission for changes of use of Class A1 shops if:

a) The proposal will not be detrimental to visual amenity where the premises form part of a statutory or locally Listed Building or are located within a Conservation Area.

Comment: The application building is not listed and does not lie within a Conservation Area.

b) A frontage of a design appropriate to the surrounding area is maintained or provided:

Comment: The proposal is to create a 'cut through' by removing the shopping unit. It is considered that, on balance, the cut through will be in keeping with the facade of the the terrace of shops.

c) The proposed use is compatible with neighbouring uses and will not cause unacceptable loss of amenity to nearby residential properties by reason of disturbance, noise, smell, fumes, parking or traffic related problems:

Comment: No such issues are considered to arise.

d) Has no harmful effect on road safety and does not worsen traffic congestion or disrupt bus operations.

Comment: No such issues are considered to arise.

The application site is located within the Secondary Shopping Area of West Drayton Centre. Therefore Policy S11 of the Local Plan Part 2 would require the change of use of the premises to ensure the remaining retail facilities in the Secondary Shopping Area would be adequate for the need of the retail area. In addition the development should not lead to a concentration of non-retail uses which might harm the viability of the retail centre.

The proposed scheme would not result in the loss of any A1 shopping units. Whilst a cut through is proposed through one of the shopping units, the A1 unit will remain, albeit with a marginally smaller footprint than that which currently exists.

No objection is raised to the loss of B1 Office space. There would be no objection to the proposed commercial space.

LOSS OF EXISTING BUILDING

Policy LE4 states that proposals which involve the loss of existing industrial floorspace or land outside designated industrial and business areas will normally only be permitted if:-

- (i) The existing use seriously affects amenity, through disturbance to neighbours, visual intrusion or an adverse impact in the character of an area; or
- (ii) The site is unsuitable for industrial redevelopment because of the size, shape, location or lack of vehicular access; or
- (iii) There is no realistic prospect of the land being used for industrial and warehousing purposes in the future; or
- (iv) They are in accordance with the council's regeneration policies for an area.

The applicant has submitted a Commercial Viability Report, which establishes the general level of demand for B1, B2 and B8 uses in the area, assessing the likelihood of the site being let in the long term on rents at (or close to) market rental levels, and alternative commercial uses of the application site. The evidence is considered robust.

It must be noted that use of the word 'or' at the end of each of these four criteria implies that they are mutually exclusive, meaning Policy LE4 will have been satisfied even if only one of the four criteria has been met. In the case of this application, it is considered that all four criteria have been met.

In visual terms, the collection of existing buildings detracts from the character and appearance of the area and the redevelopment proposal provides a timely opportunity to provide an innovative architectural response.

The marketing report sets out that there is no realistic prospect of the current buildings being re-let at anything approaching market rental rates or even at rents that would support the costs necessary to keep the properties in a decent state of repair. The result is the site will likely continue to spiral into decline.

With negligible prospect of a future landowner being likely to make a significant investment in redeveloping the site for commercial use, the marketing report concludes that the site has come to the end of its economic life. Further, continuation of the current temporary uses, the partial vacancy and appearance of dereliction is harmful to the economic well-being and vitality of the town centre as well as its appearance.

The site is considered, by virtue of its town centre location and designation within the Heathrow Opportunity Area, as being suitable in principle for a residential-led regeneration of the site.

In order to specifically address Policy LE4, Houston Lawrence's report is considered to sufficiently demonstrate that the site is no longer suitable for commercial use, and therefore suitable for release to another use. The report analyses the industrial property market within the Yiewsley and West Drayton area in order to determine the current levels of market activity in terms of supply and demand for industrial/warehouse premises, by examining the amount and nature of vacant industrial and warehousing floorspace in the area.

Taking into consideration the size of the buildings on site, their condition, locational constraints such as site accessibility and the proximity of other more attractive commercial locations in the area, the Houston Lawrence report notes a number of key issues:

- i) Globe House, due to its stark appearance, unusual narrowness, inadequate floor-to-ceiling heights and dilapidated condition, no longer represents an attractive proposition for a potential occupier. The building has come to the end of its economic life. The cost of refurbishing the building to an acceptable standard would be unlikely to be recouped over the lifetime of a letting contract.
- ii) The buildings to the rear of the site, including the industrial buildings on the former Dairy Crest site, are single storey industrial/warehouse premises that have also come to the end of their economic life. The buildings are only occupied by virtue of their extremely low rental levels and tenant-friendly leases which include no obligations to repair or maintain the buildings, and have generous break clauses. To achieve anything like the full market rental level, these buildings would need a substantial financial investment, possibly involving demolition and redevelopment. As with Globe House, it is highly unlikely that such an investment would be commercially viable.
- iii) The site suffers from severe locational constraints. In particular, the narrow one-way access from Bentinck Road and the presence of parked cars on Tavistock Road make access to the site for industrial purposes extremely challenging.
- iv) There is currently more than 600,000 sq ft of B1 accommodation in Hillingdon, ranging from modern offices to basic small units. The average time on the market is 1,000 days (i.e. approximately three years). There is also currently in excess of 270,000 sq ft of B2 and B8 accommodation in the borough, again in a range of unit sizes. The average time that these premises are on the market is approximately 394 days. Hence, there is a sufficient supply of existing B1, B2 and B8 premises to meet market demand.
- v) The application site is not identified by the Council as one of its Preferred Industrial Locations (PILs), thereby adding weight to the report's conclusion that growth is likely to centre on the former MoD site at Uxbridge and at Stockley Park both of which are PILs.

The report demonstrates that all four of the LE4 policy requirements are broadly met: there is little demand for industrial and warehousing units; the units are only occupied because of their heavily-discounted rents; there is significant capacity for businesses to occupy more accessible and prestige premises at Stockley Park and the MoD site at Uxbridge; the size and layout of the existing premises are unsuitable in terms of modern office and industrial requirements including ease of access to the site; and the redevelopment for residential use would, in principle, be acceptable in land use terms.

7.02 Density of the proposed development

The site currently has a Public Transport Accessibility Level of 3. The proposal is for 208 units with a total of 621 habitable rooms, which equates to 2.99 habitable rooms per unit.

The proposed scheme would have a density of 239.1 units/hectare or 713.8 habitable rooms per hectare.

This is in excess of the London Plan guidelines (70-170 units per hectare or 200-450 habitable rooms per hectare) having regard to the sites Public Transport Accessibility Level (PTAL) score of 3. While excessive, density in itself is not a reason for refusal in itself, it is often indicative of over development. In this instance the proposals provide an adequate level of residential amenity for existing neighbouring properties and future residents.

Furthermore it should be noted that the Public Transport Accessibility Level would rise to at least a PTAL 4 when Crossrail opens in around 2018. This is relevant in that the proposed density would be within the London Plan Density guidance of a PTAL of 4 is assumed. The London Plan guidelines for PTAL 4 allows 70-260 units per hectare or 200-700 habitable rooms per hectare. The proposal will comply with the London Plan density guidance when the PTAL increases.

Whilst the PTAL at present is 3 (which would indicate that the proposed development exceeds density guidance), it is very simplistic to ignore the fact that PTAL will change in the near future.

It is therefore considered that the density is not detrimentally excessive and as such the scheme is acceptable in this regard.

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

The proposal site does not lie in an archaeological priority area, Conservation Area, does not contain any listed buildings and is not in an area of special local character.

7.04 Airport safeguarding

No airport safeguarding issues arise from the proposed development.

7.05 Impact on the green belt

The site does not lie in the Green Belt.

7.07 Impact on the character & appearance of the area

Policy BE13 states that new development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the local planning authority considers it desirable to retain or enhance.

Policy BE26 states that within town centres the design, layout and landscaping of new buildings will be expected to reflect the role, overall scale and character of the town centres as a focus of shopping and employment activity.

London Plan Policy 7.1 sets out a series of overarching design principles for development in London and policy 7.6 seeks to promote world-class, high quality design and design-led change in key locations. In addition to Chapter 7, London Plan policies relating to density (3.4) and sustainable design and construction (5.3) are also relevant.

The surrounding area is characterised by a mix of development ranging from more traditional rows of terraced properties with retail at ground floor level and residential or office use above, to more modern and larger scale commercial and residential buildings.

The site currently comprises a mix of industrial and commercial buildings of a variety of ages, styles and heights, although the maximum height at present is 4 storeys along the Bentinck Road frontage. Much of the surrounding area comprises two and three storey

buildings, with the taller buildings, some up to 5 storeys in part, located toward the town centre and along the canal. The building on the High Street frontage proposed for partial demolition to accommodate the new access, is also particularly attractive and one of the few buildings of any architectural/townscape merit remaining on this part of the High Street.

The Urban Design Officer raises no objections to the scale, height and massing of the amended proposal. It is considered that, given the positioning of the building within the site and the increase in height and massing towards the centre of the site, the proposed buildings would not appear unduly prominent within the street scene and would be compatible with the scale of surrounding conseneted residential development. No objections are raised to the siting of the play area.

The external design of the buildings and proposed building materials maintain a balanced and appropriate design response with regard to the scale and context of the site. It is considered that a condition should be imposed on any permission requiring the submission of external materials details prior to the commencement of works.

Subject to compliance with this condition, it is considered that the scheme is compliant with Policies BE13, BE19 and BE21 of the Local Plan, relevant London Plan policies and design guidance.

7.08 Impact on neighbours

In relation to outlook, Saved Policy BE21 requires new residential developments to be designed to protect the outlook of adjoining residents. The design guide 'Residential Layouts' advises that for two or more storey buildings, adequate distance should be maintained to avoid over dominance. A minimum distance of 15m is required, although this distance will be dependent on the extent and bulk of the buildings.

Policies BE20 and BE24 seek to ensure that new development does not generate adverse impacts in respect to sunlight and privacy. Because of the orientation of the site, and the size and siting of the proposed building, no significant loss of daylight and sunlight to adjoining properties would result from this development. The proposed development is considered to be consistent with Policies BE20 and BE24 of the Local Plan.

7.09 Living conditions for future occupiers

Policy BE23 of the UDP requires the provision of external amenity space, sufficient to protect the amenity of the occupants of the proposed and surrounding buildings and which is usable in terms of its shape and siting. The Council's SPD Residential Layouts specifies amenity space standards for flats.

Hillingdon Design and Accessibility Statement (HDAS) Supplementary Planning Document - Residential layouts, suggests that the following shared amenity space for flats and maisonettes is provided:

- 1 bedroom flat - 20m² per flat
- 2 bedroom flat - 25m² per flat
- 3+ bedroom flat - 30m² per flat

Based on the current accommodation schedule the required amenity space provision for 208 dwellings would be as follows:

- 44 x 20 = 880sq m
- 123 x 25 = 3075sq m

41 x 30 = 1230sq m
total = 5185sq m

The current development proposal provides 5,085m² of amenity space in the form of shared amenity space at ground and roof level together with private balconies. Childrens play space is also provided.

The proposal falls short of the minimum space provision as set out in HAS by 100sq metres. An analysis of the proposed amenity space provision against HDAS Residential Layouts shows that the level of departure is minimal, represents a shortfall in amenity space of just 1.9%.

It is worth noting at this point that the level of compliance with the guidance set out in the HDAS Residential Layouts (in terms of proposed provision of private and communal amenity) compares favourably with the level of amenity space achieved in similar schemes approved by the Council (e.g. the redevelopment of the Former National Air Traffic Service site, the RAF West Ruislip site as well as the Hayes Football Club site).

Overall, it is considered that the scheme would provide for sufficient amenity space of a satisfactory quality. As such the provision of amenity space is considered to accord with Policy BE23 (which requires sufficient provision of amenity space for future occupiers in the interest of residential amenity).

UNIT SIZE

The London Plan (July 2011) sets out minimum rooms sizes for various sized residential units. The proposal is for 44 x 1 bedroom flats, 123 x 2 bedroom and 41 x 3 bedroom flats. The applicant submitted amended plans with all unit sizes meeting the minimum floor space standards as set out above. The scheme now accords with the London Plan (July 2011) minimum standard and is as such considered acceptable.

SUNLIGHT/DAYLIGHT

Policies BE20, BE23 and BE24 seek to protect the amenity of new residents by requiring adequate daylight, access, external amenity space and the protection of resident's privacy.

The applicant has submitted a daylight/sunlight assessment which indicates that the proposed residential units will all receive an adequate level of daylight and sunlight.

PRIVACY/OVERLOOKING

The Council's HDAS provides further guidance in respect of privacy, in particular, that the distance between habitable room windows should not be less than 21m. In this regard, the proposed unit windows are separated from other dwelling windows by more than 21 metres, which is consistent with the Council's Supplementary Planning Guidance. The placement of balconies on the northern elevation with a depth of 1m would not compromise compliance in this regard.

Whilst the scheme has been designed to ensure separation distances of at least 21m to existing neighbouring properties, there are concerns about separation distances between units within the proposed scheme.

Separation distances between habitable room windows of units within the scheme are 17.7m between Core B and Core C; 18m between Core A and Core B and 20.6m between Core E and Core G. There are also instances where the distance between a balcony and

habitable room of a neighbouring flat is 12m, at the northern end of the site close to the Bentinck Road exit. However each unit has been designed in such a way, using measures such as fins and screens, to prevent interlooking between and overlooking of the affected units. In this regard, Officers are satisfied that there would be no detrimental overlooking as to justify a refusal within the proposal.

As such the development is considered to provide an acceptable level of accommodation in accordance with Policies BE20, BE23 and BE24 of The Local Plan Part 2.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

CAR PARKING

Policy AM14 states that new development will only be permitted where it is in accordance with the Council's adopted car parking standards. The proposal would provide 187 parking spaces for the 208 residential units, which equates to a ratio of 0.89 spaces per dwelling. The Highways Officer reviewed this proposal and considered that as the site is predominantly for 1 and 2 bedroom flats within a town centre location and has a PTAL score of 3, no objection was raised to the parking provision provided at the site subject to a condition. Therefore, the development is considered to comply with Policy AM14 of the Hillingdon Local Plan: Part 2 Policies.

CYCLE PARKING

Policy AM9 of the UDP requires cyclist facilities to be provided for development proposals. The Council's current cycle standards are 1 space per unit. The development would provide 256 cycle spaces for the 208 residential units together with 16 visitor cycle spaces and 10 cycle spaces for the commercial unit. This is in excess of the minimum parking standards. Therefore, the proposed development is in accordance with the adopted Parking Standards, Policy AM9 of the Hillingdon Local Plan: Part 2 Policies and Policy 6.9 of the London Plan (July 2011).

TRAFFIC IMPACT

The highways officer has reviewed the proposal and considered that the proposal would have an acceptable impact to traffic in the surrounding streets. They have also reviewed the location of the refuse and recycling storage and considers this to be acceptable, in terms of their collection and the impact of this to highway safety. Therefore, the development is considered to comply with Policy AM2 of the Hillingdon Local Plan: Part 2 Policies.

7.11 Urban design, access and security

Urban Design matters are discussed in detail under paragraph 7.07 of this report.

Security Issues have been incorporated into the design of the development and will be secured by a recommended condition.

The proposed layout and access are, on balance, considered acceptable.

7.12 Disabled access

Accessible Hillingdon requires all new residential units to be built to lifetime home standards and 10% of units designed to wheelchair accessible standards. Further guidance is also provided on floor space standards for new residential development to ensure sound environmental conditions are provided on site.

Policy 3.8 of the London Plan and guidance within the HDAS - Accessible Hillingdon requires new residential developments to achieve Lifetime Homes Standards and for 10% of the units to be easily adaptable for wheelchair users. The scheme provides 25 wheelchair units, which equates to 10% of all units proposed. This is considered

acceptable.

The Access Officer is satisfied with the level of facilities provided subject to minor revisions to the internal layout of the units to ensure full compliance with all 16 Lifetime Home standards (as relevant) and Wheelchair Home Standards for 21 of the units. Subject to a condition to ensure compliance, it is considered that the scheme accords with the aims of Policies 3.4 and 7.2 of the London Plan July 2011, the Hillingdon Design and Access Statement (HDAS) Accessible Hillingdon and Policy AM15 of the UDP.

7.13 Provision of affordable & special needs housing

The London Plan sets the policy framework for affordable housing delivery in London. Policy 3.12 and 3.13 requires that boroughs should seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mix-use schemes, having regard to their affordable housing targets.

The Planning Obligations Supplementary Planning Document (supplementary planning guidance) adopted in July 2008 replaces the previous Supplementary Planning Guidance and updates the information and requirements of the Affordable Housing supplementary planning guidance adopted in May 2006. Chapter 5 on Affordable Housing from the Planning Obligations supplementary planning guidance paragraph 5.14 states, the council will always seek the provision of affordable housing on-site except in exceptional circumstances. The council will consider affordable housing tenure mix on a site by site basis with reference to housing needs, financial viability and/or the London Plan as appropriate.

Paragraph 5.22 states that the Council will seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed use schemes. The policy acknowledges a balance between the need for affordable housing that the economic viability of private housing developments. Where less than 35% affordable housing is proposed, a justification for the departure from the London Plan will be required, together with a financial viability appraisal to demonstrate that the maximum affordable housing provision is being delivered on site.

The application exceeds the threshold of 10 units and above, therefore affordable housing provision by way of a S106 Legal Agreement is required. A Financial Viability Assessment (FVA) has been provided. This has confirmed that the scheme is not capable of providing more than 14% of on site affordable housing. This level of contribution has been verified by a third party assessor and is therefore considered acceptable.

7.14 Trees, landscaping and Ecology

Policy BE38 of the Unitary Development Plan Saved Policies states, amongst other things that development proposals will be expected to retain and utilise topographical and landscape features of merit.

The Council's Trees and Landscape Officer has raised no concerns regarding the landscape layout within the development site itself, which would provide for an appropriate mix of hard and soft landscaping supplemented by new tree planting throughout the development.

7.15 Sustainable waste management

The residential element of the scheme would result in 37,050 litres of refuse per week. This would require at least 34 x 1100 litre euro bins to be provided for refuse storage within the site. The proposal makes provision for 35 x 1100 litre bins, which is considered adequate in terms of the quantum of refuse storage provided.

Refuse is provided in 7 refuse stores at basement ground floor level in each of the cores of the proposed buildings. A bin store is also provided for the B1 office unit. The level of waste and recycling provision is acceptable and vehicle tracking diagrams have been submitted demonstrating that the development can be adequately service by refuse vehicles.

7.16 Renewable energy / Sustainability

Policies within Chapter 5 of the London Plan require developments to provide for reductions in carbon emissions, including a reduction of 25% in carbon emissions, in line with Code for Sustainable Homes Level 4.

The application is supported by an assessment which indicates that the development has been designed to achieve Level 4 of the Code for Sustainable Homes. No objections are raised to the details submitted.

Subject to an appropriate condition to secure this implementation within the final design the scheme will comply with adopted policy.

7.17 Flooding or Drainage Issues

There are no specific flooding or drainage issues associated with this application. However, in the event that this application is approved, it is recommended that a sustainable urban drainage condition be imposed.

7.18 Noise or Air Quality Issues

The application site is on a busy industrial estate. It is therefore reasonable to expect that traffic noise is likely to be high enough to affect the residential amenities of future occupiers. It is considered that flatted development is acceptable in principle, subject to adequate sound insulation.

The acoustic assessment contains recommendations which, if implemented, would reduce noise to levels that comply with reasonable standards of comfort, as defined in British Standard BS 8233:1999 'Sound insulation and noise reduction for buildings - Code of Practice'. It is considered that the issue of sound insulation can be addressed by the imposition of suitable conditions, as suggested by the Council's Environmental Protection Unit. Subject to compliance with these conditions, it is considered that the scheme would be in compliance with Saved Policy OE5 of the UDP.

7.19 Comments on Public Consultations

Comments have either been dealt with in the body of the report or by way of recommended condition.

7.20 Planning obligations

Policy R17 of the Unitary Development Plan Saved Policies September 2007 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 educational facilities through planning obligations in conjunction with other development proposals.

The following Heads of Terms are sought:

1. Affordable Housing: 13% by habitable room, plus a review mechanism.

2. Education: a financial contribution in the sum of £770,426, please note that I have used the discounted sum here which we use when the council gets full nomination rights for affordable housing delivery

3. Health: a financial contribution in the sum of £87,777.35
4. Libraries: a financial contribution in the sum of £9,317.76
5. Air Quality: A contribution in the sum of £12,500
6. Construction Training: deliver an in-kind scheme to the value of the financial contribution.
7. Project Management and Monitoring: 5% of total cash contributions (£44,001.10)
8. Highways Works: as required by the highways engineer and to be completed prior to occupation as per normal.

The scheme is also liable for the Mayors Community Infrastructure Levy (£684874.98).

7.21 Expediency of enforcement action

None.

7.22 Other Issues

None.

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

10. CONCLUSION

The application does sit comfortably alongside the thrust of the Planning for Growth Ministerial Statement which states, amongst other things, that there is a pressing need to ensure that the planning system does everything it can to help secure a swift return to economic growth. It goes on to say that the Government's top priority is to promote sustainable economic growth and jobs, and that in determining planning applications appropriate weight should be given to the need to support economic recovery.

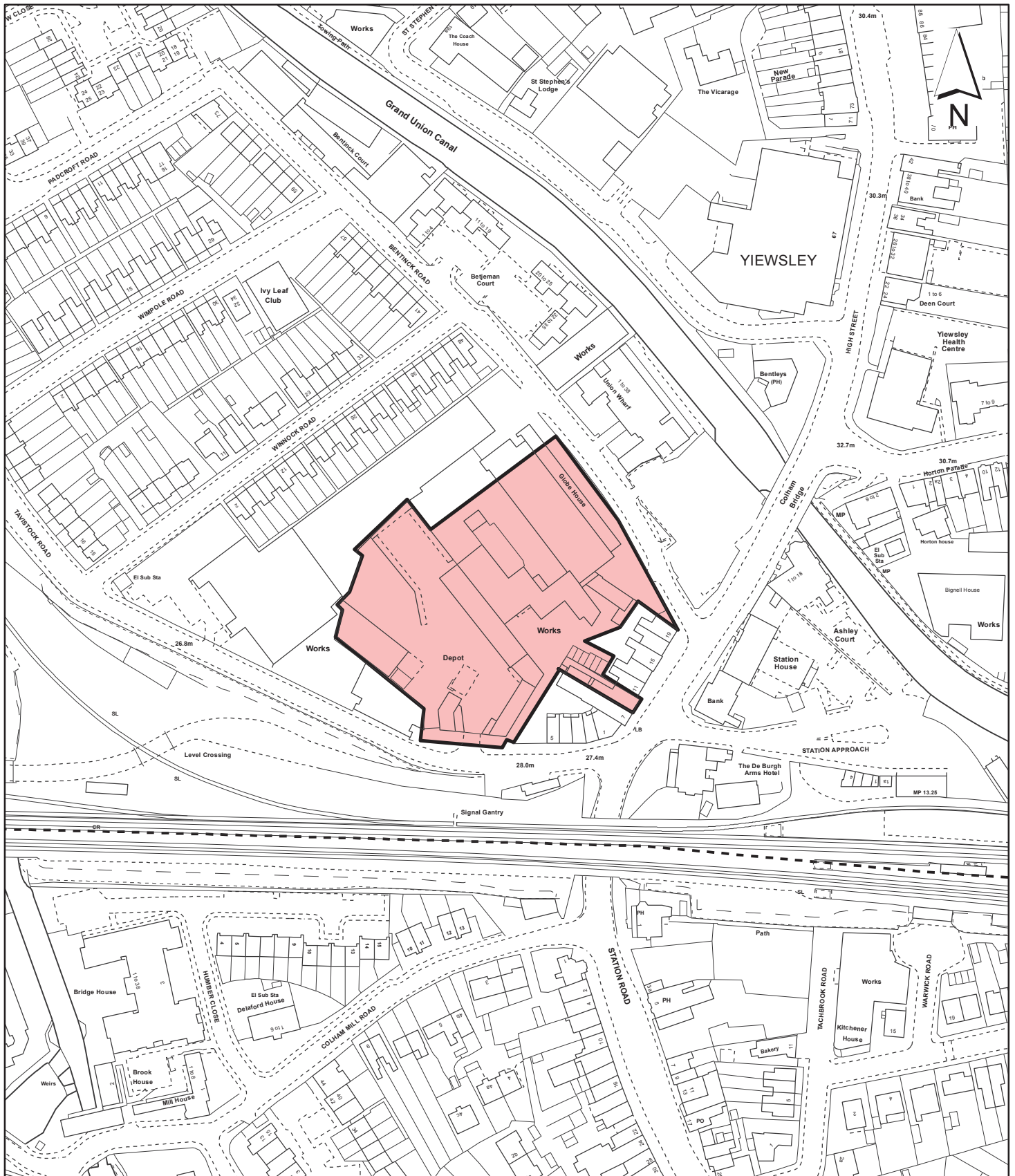
The scheme is considered acceptable in principle. It would provide adequately for future occupiers and not cause harm to the amenity of neighbours. Subject to conditions and planning obligations set out in the report, approval is recommended.



11. Reference Documents

Hillingdon Local Plan Part 1 and Part 2.
Hillingdon Design and Access Statement 'Residential Layouts'.
The London Plan 2011.
Supplementary Planning Document 'Accessible Hillingdon'.
National Planning Policy Framework.

Contact Officer: Matt Kolaszewski

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 2013 Ordnance Survey 100019283</p>	<p>Site Address</p> <p align="center">Former Padcroft Works Tavistock Road Yiewsley</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">45200/APP/2012/3082</p>	<p>Scale</p> <p align="center">1:2,000</p>	 <p align="center">HILLINGDON LONDON</p>
	<p>Planning Committee</p> <p align="center">Major Applications</p>	<p>Date</p> <p align="center">July 2013</p>	