

## Report of the Head of Planning, Sport and Green Spaces

**Address** FORMER ANGLERS RETREAT PH CRICKETFIELD ROAD WEST  
DRAYTON

**Development:** Demolition of existing single and two storey extensions and outbuildings associated with the public house. Retention and conversion of the original public house building to form 2 no. residential units plus the erection of an additional 14 no. residential units on the site, provision of a wild flower meadow, car parking, landscaping, amenity space and other associated works.

**LBH Ref Nos:** 11981/APP/2013/3307

**Drawing Nos:** Figure 1.2 Rev. C Tracking Diagram  
213113\_150  
213113\_133  
213113\_132 rev.A  
213113\_131 rev.A  
213113\_130 rev.A  
213113\_121 rev.A  
213113\_120 rev.A  
213113\_110 rev.A  
Revised Transport Statement  
ENERGY STATEMENT  
Overheating Mitigation Appendix C-  
FHA-603-L-001\_rev.A  
FHA-603-L-003\_rev.A  
Energy Strategy  
213113\_001  
213113\_030  
FHA-603-L-002 Tree Implications plan  
FHA-603 Landscape Statement  
Flood risk assessment  
Flats\_CSH\_PreAssessment  
Geotech Ground Investigation Report  
Houses\_CSH\_PreAssessment  
Biodiversity survey and report  
Transport Statement  
Tree Report  
Water Efficiency Calculator  
Ecology Survey Phase 1  
Design and Access Statement Part 1.  
Design and Access Statement Part 2.  
Contamination Desktop Study  
Bat Survey  
BREEAM\_Dom\_Refurb\_2012\_Pre-Assessment\_V0\_7  
BREEAM\_Dom\_Refurb\_2012\_Pre-Assessment\_Results  
Anglers Retreat Model 01  
Air Quality and Noise Assessment  
8622.Planning Statement FINAL

**Date Plans Received:** 07/11/2013      **Date(s) of Amendment(s):** 21/01/2014

Date Application Valid: 08/11/2013

26/01/2014

07/11/2013

### **DEFERRED ON 11th February 2014 FOR SITE VISIT .**

The application was originally heard by the Major Applications Planning Committee on the 11th February 2014 where the application was deferred for a Members site visit. Alongside the deferral members also asked officers to seek further clarification in relation to

- (i) Ensure adequate provision was made such that landscaping was implemented prior to occupation of any units.
- (ii) Provide further clarification on flooding issues.
- (iii) Ensure that appropriate and robust mechanisms are in place to prevent further built form being created by way of permitted development.

A Member site visit has been scheduled for the 5th March 2014 and will have occurred prior to the Committee Meeting.

In relation to the other issues:

- (i) The relevant Heads of terms and conditions have been updated to ensure landscaping is implemented prior to occupation.
- (ii) In relation to flood risk, the site is located within Flood Zone 1, ie. an area which is not considered to be at risk of flooding. While parts of neighbouring sites, such as the disused cricketfield lie partially within Flood Zones 2 and 3 this does not mean that the application site is at risk. Further discussions have taken place with the Council's Flood and Drainage Officer which have confirmed this is the case.

Notwithstanding that the site is not at risk of flooding the flood and drainage officer has advised that the area of land to the rear of the site is intended to be set aside for a wildflower meadow, to be retained as open land in perpetuity and is intended for irregular access rather than formal recreational use by residents of the development. Given the intended use of this land and its proximity to other and which currently does flood there is actually an opportunity through proper consideration of the landscaping and levels of this land to manage it in such a way that it holds additional water during a flood event thereby serving to slightly reduce the risk of flooding elsewhere without increasing risk to any existing or proposed residential properties.

The ability of the development to assist with wider flood mitigating, even if to a limited extent, is a further benefit which weighs in its favour. The Head of Terms and conditions have been updated to ensure that this benefit is properly considered and delivered through the provision

of the wildflower meadow.

(iii) The report includes condition 21 which removes permitted development rights for garages, sheds, outbuildings, extension and roof alterations which would prevent the creation, without proper permission and consideration, of additional built form which might reduce the openness of the green belt. A further condition (no.23) has also been added to prevent the erection of fences, which could potentially reduce the openness if erected insensitively within the site. Permitted development has therefore been removed for all types of development at the site which might reduce the openness of the green belt and the reasons for the conditions have been reviewed to ensure they are robust and encompass green belt considerations.

Both the Council's Planning and Legal Officers consider that the use of conditions to remove permitted development rights is a robust and standard approach to controlling this matter which is appropriate in this case.

## 1. SUMMARY

Planning permission is sought for residential development involving the demolition of existing single and two storey extensions and outbuildings associated with the public house, retention and conversion of the original public house building to form 2 residential units plus the erection of an additional 14 no. residential units in two linked 2 storey blocks the site and the provision of a wild flower meadow, car parking, landscaping, amenity space and other associated works.

Given the state of disrepair, dereliction and poor design quality, the existing development is detrimental to the character and visual appearance of the Green Belt and Conservation Area. In addition, a balance needs to be met between the quantum of any existing development on the site, the quantum of development proposed, the impact on openness of the Green Belt, and the impact on the character of the area. It is considered that when taken as a whole, the proposed development would have a positive effect on the character and appearance of the Green Belt and would not harm its openness. It is considered that the benefits, when weighed against the drawbacks of the proposed development, are significant and therefore very special circumstances weighing in favour of the proposal exist to override normal Green Belt policy.

There would be no loss of residential amenity to surrounding occupiers and highway and pedestrian impacts are considered to be acceptable. The application is therefore recommended for approval, subject to conditions and a S106 Agreement.

## 2. RECOMMENDATION

**1. That the application be referred to the Secretary of State as a departure from the provisions of the Development Plan and be referred back to the Greater London Authority.**

**2. That should the Secretary of State not call in the application and that should the Mayor not direct the Council under Article 6 to refuse the application, or issue a direction under Article 7 that he is to act as the Local Planning Authority for the purposes of determining the application, the Council enter into an agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) or Section 278 Highways Act 1980 (as amended) and all appropriate legislation to secure:**

**(i) Transport: All on site and off site highways works as a result of this proposal, including improvements to the site access and footway reinstatement along the**

site frontage to connect the site with Thorney Mill Road

(ii) Health: The applicant provides a financial contribution of £8,038.46 towards health care in the area

(iii) Libraries: The applicant provides a financial contribution of £853.30 towards library provision in the area

(iv) Construction Training: Either a construction training scheme delivered during the construction phase of the development or a financial contribution of £5,375

(v) Affordable Housing: All Units to be affordable housing

(vi) Education: The applicant provides a financial contribution towards school places in the area commensurate with the estimated child yield of the development amounting to £52,409 (subject to full nominations rights)

(vii) A wild flower meadow to be established and retained, involving the removal of existing earth bunds, as well as management and access details. The S106 shall secure details of the wildflower meadow which shall be designed to benefit ecology and minimise flood risk and shall secure implementation of the works prior to occupation of any residential units.

(viii) Air Quality Monitoring: in line with the SPD a contribution towards Air Quality Monitoring is sought in the sum of £12,500

(ix) Project Management and Monitoring Fee: a contribution equal to 5% of the total cash

contribution, to enable the management and monitoring of the resulting agreement.

3. That Officers be authorised to negotiate and agree detailed terms of the proposed agreement.

4. If a Section 106 agreement has not been signed by the 3rd March 2014, or any other period deemed appropriate by the Head of Planning, Green Spaces and Culture, that delegated authority be given to Head of Planning, Green Spaces and Culture to refuse the application for the following reason:

- The applicant has failed to provide contributions towards the improvements of services and facilities as a consequence of demands created by the proposed development (in respect of highway improvements, education, health, libraries, construction training, affordable housing, ecological enhancements, project management and monitoring fee). Given that a legal agreement to address this issue has not at this stage been offered or secured, the proposal is considered to be contrary to Policy R17 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

5. 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 Agreement under Section 106 and other appropriate powers with the applicant.

6. That if the application is approved, the following conditions be attached:-

1 T8 Time Limit - full planning application 3 years

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 RES7 Materials (Submission)**

No development shall take place until details of all materials and external surfaces, have been submitted to and approved in writing by the Local Planning Authority. Such details shall include:

- (i) fenestration and doors
- (ii) balconies including obscure screening
- (iii) boundary walls and railings
- (v) external lighting
- (vi) comprehensive colour scheme for all built details

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

Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

### **REASON**

To ensure that the development presents a satisfactory appearance and to safeguard the privacy of residents in accordance with Policies BE13 and BE24 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

## **3 RES6 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 know 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 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

## **4 RES4 Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers:

Figure 1.2 Rev. C Tracking Diagram

213113\_150

213113\_133

213113\_132 rev.A

213113\_131 rev.A

213113\_130 rev.A

213113\_121 rev.A

213113\_120 rev.A

213113\_110 rev.A

FHA-603-L-001\_rev.A

FHA-603-L-003\_rev.A

and shall thereafter be retained/maintained for as long as the development remains in existence.

### **REASON**

To ensure the development complies with the provisions of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012). and the London Plan (July 2011).

**5 DIS5 Design to Lifetime Homes Standards & Wheelchair Standards**

All residential units within the development hereby approved shall be built in accordance with 'Lifetime Homes' Standards. Further, one of the units hereby approved shall be designed 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 Policies 3.1, 3.8 and 7.2.

**6 H1 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, pedestrian crossing point (tactile paving), 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 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

**7 NONSC Visibility Splays**

The access for the proposed development shall be provided with 2.4m x 2.4m pedestrian visibility splays in both directions and the visibility splays shall be maintained free of all obstacles to the visibility between heights of 0.6m and 2.0m above the level of the adjoining highway.

**REASON**

In the interest of highway safety in accordance with Policy AM7 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

**8 N1 Noise-sensitive Buildings - use of specified measures**

Development shall not begin until a sound insulation and ventilation scheme for protecting the proposed development from road noise has been submitted to and approved in writing by the Local Planning Authority. The scheme shall meet acceptable internal noise design criteria. All works which form part of the scheme shall be fully implemented before the development is occupied and thereafter shall be retained and maintained in good working order for so long as the building remains in use.

**REASON**

To ensure that the amenity of the occupiers of the proposed development is not adversely affected by road traffic, air traffic and other noise, in accordance with Policy OE5 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) and Policy 7.15 of the London Plan.

**9 RES24 Secured by Design**

The scheme 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 dwelling 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.

#### **10 RES25 No floodlighting**

No floodlighting or other form of external lighting shall be installed unless it is in accordance with details which have previously been submitted to and approved in writing by the Local Planning Authority. Such details shall include location, height, type and direction of light sources and intensity of illumination. Any lighting that is so installed shall not thereafter be altered.

#### REASON

To safeguard the amenity of surrounding properties in accordance with policies BE13 and OE1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and to protect the ecological value of the area in accordance with Policy EC3 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### **11 RES15 Sustainable Water Management (changed from SUDS)**

No development approved by this permission shall be commenced 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 provides a reduction in surface water run off in accordance with the NPPF and Policies 5.13 of the London Plan and EM6 of the Local Plan Part 1.

## **12 RES8 Tree Protection**

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

1. A method statement outlining the sequence of development on the site including demolition, building works and tree protection measures.
2. Detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority such fencing should be a minimum height of 1.5 metres.

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

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

- 2.a There shall be no changes in ground levels;
- 2.b No materials or plant shall be stored;
- 2.c No buildings or temporary buildings shall be erected or stationed.
- 2.d No materials or waste shall be burnt; and.
- 2.e No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

### **REASON**

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

## **13 RES9 Landscaping (car parking & 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
  - 1.d Full details of the proposed hard and soft landscaping scheme for the waterside area
2. Details of Hard Landscaping
  - 2.a Refuse Storage (covered and secure)
  - 2.b Secure, covered cycle Storage for 19 bicycles
  - 2.c Means of enclosure/boundary treatments
  - 2.d Car Parking Layouts (including the provision 19 car parking spaces, including at least 2 disabled parking spaces, and demonstration that at least 4 parking spaces are served by active 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 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.

5. Schedule for Implementation - The submitted schedule for implementation shall demonstrate the completion of landscaping works prior to the occupation of any of the residential units.

### 6. Other

#### 6.a Existing and proposed functional services above and below ground

#### 6.b Proposed finishing levels or contours

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

#### REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 5.11 (living walls and roofs) and 5.17 (refuse storage), 5.3 (sustainable travel) of the London Plan (July 2011).

### **14 NONSC Imported Soils**

All soils used for gardens and/or landscaping purposes shall be clean and free of contamination. Site derived soils and imported soils shall be tested for chemical contamination, and the results of this testing shall be submitted for approval to the Local Planning Authority.

#### 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 off site receptors, in accordance with Policy OE11 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

### **15 NONSC Parking Allocation**

No part of the development shall be occupied until details of the method of control for the designation and allocation of parking spaces has been submitted to and approved in writing by the Local Planning Authority. Thereafter, the parking spaces shall be retained for the sole use of the individual flats in accordance with the approved details.

#### REASON

In order to ensure that sufficient parking is provided, in accordance with Policies AM14 and AM15 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

### **16 NONSC Ecological Enhancement**

Prior to commencement of development an ecological enhancement scheme shall be

submitted to and approved in writing by the Local Planning Authority. The scheme shall clearly detail measures to promote and enhance roosting and foraging opportunities for bats including the incorporation of new roosting facilities within the fabric of the buildings. The scheme shall also demonstrate how the development will contribute to wider wildlife benefits through the use of nectar rich green roofs and walls, habitat walls and wildlife specific landscaping. The development must proceed in accordance with the approved scheme. The scheme shall allocated 1 space to 1-bed and 2-bed flats and 2 spaces to 3-bed flats.

#### REASON

To ensure the development contributes to ecological enhancement in accordance with Policy EM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012). and Policy 7.28 of the London Plan (2011).

#### **17 RES16 Code for Sustainable Homes**

The dwellings shall achieve Level 4 of the Code for Sustainable Homes. No development shall commence until a signed design stage certificate confirming this level has been received. The design stage certificate shall be retained and made available for inspection by the Local Planning Authority on request.

The development must be completed in accordance with the principles of the design stage certificate and the applicant shall ensure that completion stage certificate has been attained prior to occupancy of each dwelling.

#### REASON

To ensure that the objectives of sustainable development identified in London Plan (July 2011) Policies 5.1 and 5.3.

#### **18 NONSC Air Quality and Energy Provision**

Before the energy provision is installed, details of any plant, machinery or fuel burnt, as part of the energy provision for the development shall be submitted to the LPA for approval. This shall include suitable pollutant emission rates with and without mitigation technologies, which needs to be considered as part of a wider air quality assessment if necessary, as set out in the EPUK CHP Guidance 2012 (September 2007). Details to limit and/or control air pollution for any CHP shall be submitted to and approved in writing by the Local Planning Authority. The measures shall be provided prior to the occupation and thereafter implemented and maintained for the lifetime of the development unless otherwise agreed in writing by the Local Planning Authority.

#### REASON

To safeguard the amenity of the site and neighbouring properties in accordance with policy OE1 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### **19 NONSC Contamination**

(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 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 the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### **20 NONSC Non Standard Condition**

The development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of any flat or shallow pitched green roofs which may be attractive to nesting, breeding or loafing birds. The measures as approved shall be provided on site, prior to the occupation of the proposed development and thereafter retained on site for the life of the building.

#### REASON

To avoid endangering the safe operation of aircraft through the attraction of birds in compliance with Policy A6 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### **21 RES14 Outbuildings, extensions and roof alterations**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification); no garage(s), shed(s) or other outbuilding(s), nor extension or roof alteration to any dwellinghouse(s) shall be erected without the grant of further specific permission from the Local Planning Authority.

#### REASON

To protect the character and appearance of the area and amenity of residential occupiers and to prevent further development which would be harmful to the openness of the Green

Belt in accordance with policies OL1, OL4, BE13, BE21, BE23 and BE24 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), Policy 7.19 of the London Plan and the National Planning Policy Framework.

**22 RES16 Energy Efficiency**

Prior to the commencement of development a detailed energy assessment shall be submitted showing how the development will reduce carbon emissions by 40% from a 2010 Building Regulations compliant development. The assessment shall clearly show:

- i) the baseline energy demand (kwhr and kgCO<sub>2</sub>) for each element of the regulated energy use (e.g. space heating, hot water and electricity) for all the relevant uses (e.g. residential, commercial etc).
- ii) the methods to improve the energy efficiency of the development and how this impacts on the baseline emissions and where they will be included within the development.
- iii) roof plans and elevations showing the inclusion of the PVs.
- iv) how the technology will be maintained and managed throughout the lifetime of the development.

The development must proceed in accordance with the approved details.

**REASON**

To ensure that the objectives of sustainable development identified in London Plan (July 2011) Policies 5.1 and 5.3.

**23 RPD6 Fences, Gates, Walls**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no fences, gates or walls shall be erected other than those expressly authorised by this permission.

**REASON**

To protect the character and appearance of the area and amenity of residential occupiers and to prevent further development which would be harmful to the openness of the Green Belt in accordance with policies OL1, OL4, BE13, BE21, BE23 and BE24 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), Policy 7.19 of the London Plan and the National Planning Policy Framework.

**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 (February 2008) and national guidance.

AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
BE1	Development within archaeological priority areas
BE15	Alterations and extensions to existing buildings
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.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE3	Investigation of sites of archaeological interest and protection of archaeological remains
BE34	Proposals for development adjacent to or having a visual effect on rivers
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
BE4	New development within or on the fringes of conservation areas
EC1	Protection of sites of special scientific interest, nature conservation importance and nature reserves Replaced by PT1.EM7 (2012)
EC5	Retention of ecological features and creation of new habitats
H4	Mix of housing units
H5	Dwellings suitable for large families
H8	Change of use from non-residential to residential
OE1	Protection of the character and amenities of surrounding properties and the local area
OE5	Siting of noise-sensitive developments
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
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL14	Change of use or conversion of redundant agricultural buildings
OL4	Green Belt - replacement or extension of buildings
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
LPP 3.11	(2011) Affordable housing targets
LPP 3.12	(2011) Negotiating affordable housing (in) on individual private residential and mixed-use schemes (2011) Affordable housing thresholds

LPP 3.13	
LPP 3.3	(2011) Increasing housing supply
LPP 3.4	(2011) Optimising housing potential
LPP 3.5	(2011) Quality and design of housing developments
LPP 3.8	(2011) Housing Choice
LPP 5.1	(2011) Climate Change Mitigation
LPP 5.11	(2011) Green roofs and development site environs
LPP 5.12	(2011) Flood risk management
LPP 5.13	(2011) Sustainable drainage
LPP 5.14	(2011) Water quality and wastewater infrastructure
LPP 5.7	(2011) Renewable energy
LPP 6.13	(2011) Parking
LPP 7.14	(2011) Improving air quality
LPP 7.16	(2011) Green Belt
LPP 7.19	(2011) Biodiversity and access to nature
LPP 7.2	(2011) An inclusive environment
LPP 7.8	(2011) Heritage assets and archaeology
LPP 8.2	(2011) Planning obligations
LPP 8.3	(2011) Community infrastructure levy

### **3            16                    Property Rights/Rights of Light**

Your attention is drawn to the fact that the planning permission does not override property rights and any ancient rights of light that may exist. This permission does not empower you to enter onto land not in your ownership without the specific consent of the owner. If you require further information or advice, you should consult a solicitor.

### **4            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.

### **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            111                    The Construction (Design and Management) Regulations 1994**

The development hereby approved may be subject to the Construction (Design and Management) Regulations 1994, which govern health and safety through all stages of a construction project. The regulations require clients (ie. those, including developers, who commission construction projects) to appoint a planning supervisor and principal contractor who are competent and adequately resourced to carry out their health and safety responsibilities. Further information is available from the Health and Safety Executive, Rose Court, 2 Southwark Bridge Road, London, SE1 9HS (telephone 020 7556 2100).

### **7            112                    Notification to Building Contractors**

The applicant/developer should ensure that the site constructor receives copies of all

drawings approved and conditions/informatives attached to this planning permission. During building construction the name, address and telephone number of the contractor (including an emergency telephone number) should be clearly displayed on a hoarding visible from outside the site.

## **8            I14C            Compliance with Building Regulations Access to and use of**

You are advised that the scheme is required to comply with either:-

- The Building Regulations 2000 Approved Document Part M 'Access to and use of buildings', or with
- BS 8300:2001 Design of buildings and their approaches to meet the needs of disabled people - Code of practice. AMD 15617 2005, AMD 15982 2005.

These documents (which are for guidance) set minimum standards to allow residents, workers and visitors, regardless of disability, age or gender, to gain access to and within buildings, and to use their facilities and sanitary conveniences.

You may also be required make provisions to comply with the Disability Discrimination Act 1995. The Act gives disabled people various rights. Under the Act it is unlawful for employers and persons who provide services to members of the public to discriminate against disabled people by treating them less favourably for any reason related to their disability, or by failing to comply with a duty to provide reasonable adjustments. This duty can require the removal or modification of physical features of buildings provided it is reasonable.

The duty to make reasonable adjustments can be effected by the Building Regulation compliance. For compliance with the DDA please refer to the following guidance: -

- The Disability Discrimination Act 1995. Available to download from [www.opsi.gov.uk](http://www.opsi.gov.uk)
- Disability Rights Commission (DRC) Access statements. Achieving an inclusive environment by ensuring continuity throughout the planning, design and management of building and spaces, 2004. Available to download from [www.drc-gb.org](http://www.drc-gb.org).
- Code of practice. Rights of access. Goods, facilities, services and premises. Disability discrimination act 1995, 2002. ISBN 0 11702 860 6. Available to download from [www.drc-gb.org](http://www.drc-gb.org).
- Creating an inclusive environment, 2003 & 2004 - What it means to you. A guide for service providers, 2003. Available to download from [www.drc-gb.org](http://www.drc-gb.org).

This is not a comprehensive list of Building Regulations legislation. For further information you should contact Building Control on 01895 250804/5/6 and 8.

## **9            I15            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 should only be carried out between the hours of 08.00 hours 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 and

Public Holidays.

B) All noise generated during such works should be controlled in compliance with British Standard Code of Practice BS 5228: 1984.

C) The elimination of the release of dust or odours that could create a public health nuisance.

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

You are advised to consult the Council's Environmental Protection Unit, 3S/02, Civic Centre, High Street, Uxbridge, UB8 1UW (Tel.01895 277401) 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.

#### **10            I16            Directional Signage**

You are advised that any directional signage on the highway is unlawful. Prior consent from the Council's Street Management Section is required if the developer wishes to erect directional signage on any highway under the control of the Council.

#### **11            I19            Sewerage Connections, Water Pollution etc.**

You should contact Thames Water Utilities and the Council's Building Control Service regarding any proposed connection to a public sewer or any other possible impact that the development could have on local foul or surface water sewers, including building over a public sewer. Contact: - The Waste Water Business Manager, Thames Water Utilities plc, Kew Business Centre, Kew Bridge Road, Brentford, Middlesex, TW8 0EE.  
Building Control Service - 3N/01, Civic Centre, High Street, Uxbridge, UB8 1UW (tel. 01895 250804 / 805 / 808).

#### **12            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).

#### **13            I25A            The Party Wall etc. Act 1996**

On 1 July 1997, a new act, The Party Wall etc. Act 1996, came into force.

This Act requires a building owner to notify, and obtain formal agreement from, any adjoining owner, where the building owner proposes to:-

- 1) carry out work to an existing party wall;
- 2) build on the boundary with a neighbouring property;
- 3) in some circumstances, carry out groundworks within 6 metres of an adjoining building.

Notification and agreements under this Act are the responsibility of the building owner and are quite separate from Building Regulations or planning controls. Building Control will assume that an applicant has obtained any necessary agreements with the adjoining owner, and nothing said or implied by Building Control should be taken as removing the



necessity for the building owner to comply fully with the Act.

**14**        **13**                    **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).

**15**        **19**                    **Community Safety - Designing Out Crime**

Before the submission of reserved matters/details required by condition x you are advised to consult the Metropolitan Police's Crime Prevention Design Advisor, Planning & Community Services, Civic Centre, Uxbridge, UB8 1UW (Tel. 01895 250538).

**16**

It is contrary to section 163 of the Highways Act 1980 for surface water from private land to drain onto the highway or discharge into the highway drainage system. The hard standing shall therefore be so designed and constructed that surface water from the private land shall not be permitted to drain onto the highway or into the highway drainage system.

**17**

In seeking to discharge condition xx (car parking), the applicant is advised that the preferred solution is to allocate 2 parking spaces each for the 3 bedroom flats and 1 space each for the smaller units.

**18**

With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0845 850 2777. With regard to water supply, this comes within the area covered by the Three Valleys Water Company.

**19**

Specific security needs identified for the application site include CCTV coverage of certain key areas within the development, namely the main vehicular entrance to the development. This could be a simple fixed camera system for deterrence and retrospective investigation only and not monitored system. You are advised to submit details to expedite the specified security needs. In addition to the above, for this site to achieve 'Secured by Design' accreditation, you are advised to consult with the local Police Crime Prevention Design Adviser (CPDA). The CPDA's contact number is 0208 246 1769.

**20**

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.

## **21**

You are advised that care should be taken during the building works hereby approved to avoid spillage of mud, soil or related building materials onto the pavement or public highway. You are further advised that failure to take appropriate steps to avoid spillage or adequately clear it away could result in action being taken under the Highways Acts.

## **22**

The applicant is encouraged to discuss with Council officers in conjunction with the Metropolitan Police Crime Prevention Officer whether on site CCTV cameras can be linked to the Council's central CCTV system.

## **23**

You are advised that the development hereby approved represents chargeable development under the Mayor's Community Infrastructure Levy. At this time the Community Infrastructure Levy is estimated to be £44,100.00 which is due on commencement of this development. The actual Community Infrastructure Levy will be calculated at the time your development is first permitted and a separate liability notice will be issued by the Local Planning Authority. Should you require further information please refer to the Council's Website [www.hillingdon.gov.uk/index.jsp?articleid=24738](http://www.hillingdon.gov.uk/index.jsp?articleid=24738)"

## **24**

The Council will recover from the applicant the cost of highway and footway repairs, including damage to grass verges.

Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense.

For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).

### **3. CONSIDERATIONS**

#### **3.1 Site and Locality**

The site is approximately 1.06ha in area and currently comprises a vacant public house and associated out buildings, other structures and vehicle hardstanding. The existing buildings provide a total built footprint of approximately 738 m<sup>2</sup>, whilst existing floorspace comprises approximately 830 m<sup>2</sup>. The site is broadly rectangular in shape and is abutted by Cricketfield Road to the north west, The Burroughs Care Home to the north east and a former cricket field to the south west. To the south east is an existing open area of land separating the site with the rear of existing residential properties on Tulip Way.

The application site is located within the Metropolitan Green Belt. The opposite side of Cricketfield Road forms the eastern boundary of Colne Valley Park, and lies within a Nature Site of Metropolitan or Borough Grade I Importance, and is also located within the

designated Green Belt.

The main public house building is not identified as a locally listed building of historic or architectural merit nor is the building statutorily listed. However, the site lies within the West Drayton Green Conservation Area.

The rear 100m of the site is open grassed land. This part of the site has been previously subject to planning enforcement action in respect to car sales and the creation of large bunds. The bunds are still in situ.

The site has a Public Transport Accessibility Level (PTAL) of 1b, representing poor access to public transport.

### **3.2 Proposed Scheme**

Planning permission is sought for the demolition of existing single and two storey extensions and outbuildings associated with the public house, retention and conversion of the original public house building to form 2 residential units plus the erection of an additional 14 residential units on the site. In addition, the proposal involves the provision of a wild flower meadow, car parking, landscaping, amenity space and other associated works. The new-built units will be located within 2 storey linked blocks running down the northeast boundary of the site and looping around to the southwest, creating a large enclosed central courtyard.

All of the units will be for affordable rent, with the proposed unit mix is as follows:

- 2 no. 1B2P flats
- 1 no. 1B2P flat with full disabled access
- 9 no. 2B3P flats
- 1 no. 2B4P flat
- 1 no. 3B5P flat
- 2 no. 3B5P houses

A total of 51 habitable rooms are proposed.

The majority of existing structures on the site are to be demolished as part of the proposal. This includes the extensions to the side and rear of the original public house building. The original public house building is to be retained, with the removal of the low quality extensions and renovation to include a small rear extension. The building is to be converted into residential accommodation comprising 2 flats).

A significant amount of private and communal amenity space is provided as part of the proposed development. Details of the proposed landscaping scheme are provided in the accompanying Landscape Strategy and Design and Access Statement. The scheme includes private gardens, a communal courtyard, dedicated children's playspace, and provision of a large wild flower meadow.

A wild flower meadow is proposed in an area of land to the south of the site. It is proposed that there will be limited public access in this area.

All units and rooms meet the minimum standards set out in the Mayor's Housing Supplementary Planning Guidance (2012).

The use of materials has been carefully considered to reflect the sensitive location of the site and the sustainable nature of the design. The scheme uses a mixture of yellow stock

brick, wooden cladding at first floor level and sedum roofs.

Refuse and recycling storage is located towards the west of the site, within easy access of all properties.

### **3.3 Relevant Planning History**

#### **Comment on Relevant Planning History**

There is no relevant planning history.

## **4. Planning Policies and Standards**

### **UDP / LDF Designation and London Plan**

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

Part 1 Policies:

PT1.BE1	(2012) Built Environment
PT1.CI1	(2012) Community Infrastructure Provision
PT1.EM1	(2012) Climate Change Adaptation and Mitigation
PT1.EM2	(2012) Green Belt, Metropolitan Open Land and Green Chains
PT1.EM4	(2012) Open Space and Informal Recreation
PT1.EM6	(2012) Flood Risk Management
PT1.EM7	(2012) Biodiversity and Geological Conservation
PT1.EM8	(2012) Land, Water, Air and Noise
PT1.H1	(2012) Housing Growth
PT1.H2	(2012) Affordable Housing
PT1.HE1	(2012) Heritage

Part 2 Policies:

AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
BE1	Development within archaeological priority areas
BE15	Alterations and extensions to existing buildings
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.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE3	Investigation of sites of archaeological interest and protection of archaeological remains
BE34	Proposals for development adjacent to or having a visual effect on rivers
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
BE4	New development within or on the fringes of conservation areas
EC1	Protection of sites of special scientific interest, nature conservation importance and nature reserves Replaced by PT1.EM7 (2012)
EC5	Retention of ecological features and creation of new habitats
H4	Mix of housing units
H5	Dwellings suitable for large families
H8	Change of use from non-residential to residential
OE1	Protection of the character and amenities of surrounding properties and the local area
OE5	Siting of noise-sensitive developments
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
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL14	Change of use or conversion of redundant agricultural buildings
OL4	Green Belt - replacement or extension of buildings
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
LPP 3.11	(2011) Affordable housing targets
LPP 3.12	(2011) Negotiating affordable housing (in) on individual private residential and mixed-use schemes
LPP 3.13	(2011) Affordable housing thresholds
LPP 3.3	(2011) Increasing housing supply
LPP 3.4	(2011) Optimising housing potential
LPP 3.5	(2011) Quality and design of housing developments
LPP 3.8	(2011) Housing Choice
LPP 5.1	(2011) Climate Change Mitigation
LPP 5.11	(2011) Green roofs and development site environs
LPP 5.12	(2011) Flood risk management

- LPP 5.13 (2011) Sustainable drainage
- LPP 5.14 (2011) Water quality and wastewater infrastructure
- LPP 5.7 (2011) Renewable energy
- LPP 6.13 (2011) Parking
- LPP 7.14 (2011) Improving air quality
- LPP 7.16 (2011) Green Belt
- LPP 7.19 (2011) Biodiversity and access to nature
- LPP 7.2 (2011) An inclusive environment
- LPP 7.8 (2011) Heritage assets and archaeology
- LPP 8.2 (2011) Planning obligations
- LPP 8.3 (2011) Community infrastructure levy

## **5. Advertisement and Site Notice**

- 5.1** Advertisement Expiry Date:- **12th December 2013**
- 5.2** Site Notice Expiry Date:- Not applicable

**18th December 2013**

21st January 2014

## 6. Consultations

### External Consultees

45 adjoining owner/occupiers have been consulted. The application has been advertised as a development that affects the character and appearance of the West Drayton Green Conservation Area and as a departure from the development plan. 4 letters of objection from individual neighbours have been received. The contents are summarised below:

1. Parking provision appears under-estimated and will lead to overflow parking at the junction of Mill Road and Cricketfield Road. This area is already prone to tailbacks and congestion due to the width restriction and traffic lights on the bridge at the river. I am concerned that, without adequate parking being part of this development this will severely hinder safety and resident access to off-road parking on Mill Road.

2. Whilst it is acknowledged and appreciated that the Anglers Retreat in its current state is an eyesore and the subject of much vandalism, we are concerned at the number of units proposed for the plot - but more importantly the number of allocated parking spaces. The allocation of 19 spaces is clearly not sufficient. Residents will likely seek parking on Mill Road, which would result in dangerous conditions and impede emergency services.

3. It is an intensification of an existing development within Green Belt. Therefore I object against this application being passed. (x 2)

4. In principle I am very pleased this site is being developed for residential use but concerned that the development should provide all residents with parking, sufficient that all will be able to park all their cars on the development,

5. An already difficult and congested traffic situation at the bottom of Mill Road, adjacent to the development site and approaching the traffic-lights over the single-lane bridge would be made substantially worse if cars from the development park on the adjacent roads.

One letter of support has also been received making the following observations:

The retention of the former public house is welcomed. Some concern over the proposed contemporary style building to be situated alongside the existing building. Some reference should be included as to the historical aspect of the Angler's Retreat and the former cricket ground next door.

### GREATER LONDON AUTHORITY

The Mayor considered a report on this proposal. A copy of the report is attached. This letter comprises the statement that the Mayor is required to provide under Article 4(2) of the Order.

The Mayor considers that the application does not comply with the London Plan, for the reasons set out in paragraph 55 of the above mentioned report; but that the possible remedies set out in paragraph of this report could address these deficiencies.

If your Council subsequently resolves to grant permission on the application, it must consult the Mayor again under Article 5 of the Order and allow him fourteen days to decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 to refuse the



application. You should therefore send me a copy of any representations made in respect of the application, and a copy of any officer's report, together with a statement of the decision your authority proposes to make, a statement of any conditions the authority proposes to impose and (if applicable) a draft of any planning obligation it proposes to enter into and details of any proposed planning contribution. '

If your Council resolves to refuse permission it need not consult the Mayor again (pursuant to V Article 5(2) of the Order), and your Council may therefore proceed to determine the application without further reference to the GLA.

#### GLA Stage 1 Report (Summary)

The application is referable under Category 3D of the Schedule to the Order 2008:

"Development on land allocated as Green Belt or Metropolitan Open Land in the development page 1 plan, in proposals for such a plan, or in proposals for the alteration or replacement of such a plan; and (b) which would involve the construction of a building with a floor space of more than 1,000 square metres or a material change in the use of such building."

Once Hillingdon Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision, as to whether to direct refusal or allow the Council to determine it itself, unless otherwise advised. In this instance if the Council resolves to refuse permission it need not refer the application back to the Mayor.

London Plan policies on principle of land use Green Belt, housing/affordable housing, children's play space, design, inclusive access, sustainable development/energy, noise and air quality, flood risk management and transport are relevant to this application. The proposed development does not comply with the London Plan. The reasons for this are set out below:

- Principle of land use - Green Belt: The change of use and development of the public house to residential units is acceptable. Whilst there are some concerns about the increase in footprint, overall, very special circumstances exist to justify the development.
- Housing choice/unit mix: Additional information is required in regard to the provision of larger family units.
- Affordable housing: Clarification of the affordable tenure mix should be provided.
- Urban design: There are no design concerns.
- Inclusive access: Wheelchair accessible units and blue badge parking should be increased. '
- Sustainable development/energy: further clarification is required as detailed in the energy section of the report.
- Noise and air quality: Further information is required in regard to noise and air quality.
- Flood risk management: The surface water management measures should be secured.
- Transport: A reduction of parking spaces and provision of electric vehicle charging points should be considered. A construction logistics plan and delivery and servicing plan should be submitted and secured.

#### ENVIRONMENT AGENCY

Although the Strategic Flood Risk Assessment (SFRA) shows that parts of the site lie within Flood Zone 3b, our more recent modelling shows that this site lies within Flood Zone 1 and entirely outside the 100 year flood extent plus allowance for climate change. Additionally the only part of the site which falls within Flood Zone 3b, as shown within the SFRA, is the wildflower meadow.

We therefore have no objections or conditions to apply and include our standard comments in relation to surface water drainage below, following the recent implementation of the Memorandum of Understanding between us and Hillingdon.

The site is located in Flood Zone 1, defined by the National Planning Policy Framework (NPPF) as

having a low probability of flooding. In this instance, we have taken a risk based approach and will not be providing bespoke comments or reviewing the technical documents in relation to this proposal. Instead the Local Planning Authority, who have the role of Lead Local Flood Authority will be responsible for reviewing the technical documents for this proposal and providing a response. Below are our standard comments which are applicable to applications of this nature.

It is a requirement of the NPPF that any planning application submitted for development that is over 1 hectare in size in Flood Zone 1 is accompanied by a Flood Risk Assessment (FRA). This requirement must be met.

Although development within Flood Zone 1 is not considered to be at a high risk of fluvial or coastal flooding, there may be a risk of flooding from other sources, e.g. groundwater, surface water, etc. The FRA should meet the requirements of London Plan (2011) Policy 5.13 in addition to the requirements of Hillingdon's local planning policies.

Hillingdon has a Flood Risk Management Portfolio, where you can find more information on local sources of flood risk. These are available on the London Borough of Hillingdon website. This includes a Strategic Flood Risk Assessment (SFRA) or Surface Water Management Plan (SWMP). If they show this development site to be at risk of flooding from other sources, a sequential approach may still be required to ensure that there are no suitable alternative sites in lower-risk areas. Alternatively the sequential approach should be applied on site to ensure that vulnerable developments are located in areas within the site at the least risk of flooding.

We recommend that the FRA demonstrates the following as a minimum:

1. Peak discharge rates from site will not increase as a result of the proposed development, up to a 1 in 100 chance in any year including an allowance for climate change storm event. Policy 5.13 states that: "developers should aim to achieve greenfield runoff from their site through incorporating rainwater harvesting and sustainable drainage", We would encourage all developers to strive to achieve Greenfield runoff rates to reduce the impact of the development on the surface water drainage infrastructure in line with the requirements of Policy 5.13 of the London Plan (2011).
2. Storage volumes required on site to control surface water for all events up to a 1 in 100 chance in any year including an allowance for climate change storm event can be provided.
3. The site will not flood from surface water up to a 1 in 100 chance in any year including an allowance for climate change storm event, or that any surface water flooding can be safely contained on site up to this event, ensuring that surface water runoff will not increase flood risk to the development or third parties.
4. How the Sustainable Drainage Hierarchy has been followed and SuDS techniques will be used with any obstacles to their use clearly justified. Justification should include, where appropriate, provision for the adoption of drainage infrastructure and maintenance contribution to that party. Wherever possible, preference is given to SuDS techniques that benefit water quality, water efficiency, landscape and wildlife.
5. The residual risk of flooding can be managed safely should any drainage features fail including pumps or if they are subjected to an extreme flood event. Surface water may be managed above ground in designated open areas and at shallow depths for events with a return period in excess of 30 years, but this should not put people and property at unacceptable risk. Raising of ground or flood levels could be proposed to manage risk, where appropriate.
6. An assessment of flood risk associated with 'ordinary watercourses' may also be necessary as our Flood Zone maps primarily show flooding from main rivers, not ordinary watercourses with a catchment of less than 3km<sup>2</sup>.
7. Full calculations, topographic surveys, ground investigation, management plans and maintenance schedule including standards and the detail of any legal bodies responsible for maintenance.

Further guidance on site specific FRAs can be found in the Planning Policy Statement 25 Practice

Guide, which has been retained despite the cancellation of Planning Policy Statement 25. Please note that this will be superseded by the launch of the new Planning Practice Guidance in Autumn 2013 and additional flood risk advice hosted on the Environment Agency's website. This will be followed by the updated National Standards for Sustainable Drainage.

For further information on SuDS, 'dry islands' and situations where disposal to a public sewer is proposed, please refer to the Environment Agency Flood Risk Standing Advice page at <http://www.environment-agency.gov.uk/research/planning/82584.aspx>. Further information on SuDS can be also found in:

- Sewers for adoption (5th edition) and CIRIA C609 - guidance for drainage calculations and criteria
- HR Wallingford Joint EA/DEFRA R&D Technical Report W5-074/A/TR/1 Revision E - guidance for management of rainfall runoff
- CIRIA C522 document Sustainable Drainage Systems - design manual for England and Wales
- CIRIA C697 document SuDS manual
- CIRIA C635 Designing for exceedance in urban drainage - good practice
- HR Wallingford SR 666 use of SuDS in high density developments
- The Interim Code of Practice for Sustainable Drainage Systems. The Interim Code of Practice provides advice on design, adoption and maintenance issues and a full overview of other technical guidance on SuDS.

#### NATIONAL AIR TRAFFIC SERVICES(N A T S) (En Route)

The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS (En Route) Public Limited Company ("NERL") has no safeguarding objection to the proposal. However, please be aware that this response applies specifically to the above consultation and only reflects the position of NERL (that is responsible for the management of en route air traffic) based on the information supplied at the time of this application. This letter does not provide any indication of the position of any other party, whether they be an airport, airspace user or otherwise. It remains your responsibility to ensure that all the appropriate consultees are properly consulted. If any changes are proposed to the information supplied to NERL in regard to this application which become the basis of a revised, amended or further application for approval, then as a statutory consultee NERL requires that it be further consulted on any such changes prior to any planning permission or any consent being granted.

#### HEATHROW AIRPORT LTD.

The proposed development has been examined from an aerodrome safeguarding perspective and could conflict with safeguarding criteria unless any planning permission granted is subject to a condition requiring a bird hazard management plan.

#### ENGLISH HERITAGE ARCHAEOLOGY

The Greater London Archaeological Advisory Service (GLAAS) provides archaeological advice to boroughs in accordance with the National Planning Policy Framework and GLAAS Charter. Having considered the proposals with reference to information held in the Greater London Historic Environment Record and/or made available in connection with this application, I conclude that the proposal is unlikely to have a significant effect on heritage assets of archaeological interest. Although this application lies within a proposed archaeological priority zone it involves relatively small-scale development on a previously developed site with limited recorded archaeological interest in the immediate vicinity.

No further assessment or conditions are therefore necessary.

This response relates solely to archaeological considerations. If necessary, English Heritage's Development Management or Historic Places teams should be consulted separately regarding statutory matters. Please note that this response relates solely to archaeological considerations. If necessary my Inspector of Historic Buildings and Areas colleagues should be consulted separately regarding statutory matters or Borough Conservation Officer as appropriate.

## NATURAL ENGLAND

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

The Wildlife and Countryside Act 1981 (as amended)

The Conservation of Habitats and Species Regulations 2010 (as amended)

Natural England's comments in relation to this application are provided in the following sections.

### Statutory nature conservation sites - no objection

Based upon the information provided, Natural England advises the Council that the proposal is unlikely to affect any statutorily protected sites or landscapes.

### Protected species

We have not assessed this application and associated documents for impacts on protected species.

Natural England has published Standing Advice on protected species. The Standing Advice includes a habitat decision tree which provides advice to planners on deciding if there is a 'reasonable likelihood' of protected species being present. It also provides detailed advice on the protected species most often affected by development, including flow charts for individual species to enable an assessment to be made of a protected species survey and mitigation strategy.

You should apply our Standing Advice to this application as it is a material consideration in the determination of applications in the same way as any individual response received from Natural England following consultation.

The Standing Advice should not be treated as giving any indication or providing any assurance in respect of European Protected Species (EPS) that the proposed development is unlikely to affect the EPS present on the site; nor should it be interpreted as meaning that Natural England has reached any views as to whether a licence may be granted.

If you have any specific questions on aspects that are not covered by our Standing Advice for European Protected Species or have difficulty in applying it to this application please contact us at with details at [consultations@naturalengland.org.uk](mailto:consultations@naturalengland.org.uk).

### Local sites

If the proposal site is on or adjacent to a local site, e.g. Local Wildlife Site, Regionally Important Geological/Geomorphological Site (RIGS) or Local Nature Reserve (LNR) the authority should ensure it has sufficient information to fully understand the impact of the proposal on the local site before it determines the application.

### Biodiversity enhancements

This application may provide opportunities to incorporate features into the design which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nest boxes. The authority should consider securing measures to enhance the biodiversity of the site from the applicant, if it is minded to grant permission for this application. This is in accordance with Paragraph 118 of the National Planning Policy Framework. Additionally, we would draw your attention to Section 40 of the Natural Environment and Rural Communities Act (2006)

which states that 'Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity'. Section 40(3) of the same Act also states that 'conserving biodiversity includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat'.

#### Landscape enhancements

This application may provide opportunities to enhance the character and local distinctiveness of the surrounding natural and built environment; use natural resources more sustainably; and bring benefits for the local community, for example through green space provision and access to and contact with nature. Landscape characterisation and townscape assessments, and associated sensitivity and capacity assessments provide tools for planners and developers to consider new development and ensure that it makes a positive contribution in terms of design, form and location, to the character and functions of the landscape and avoids any unacceptable impacts.

#### WEST DRAYTON CONSERVATION ADVISORY PANEL

I am writing on behalf of West Drayton Conservation Area Advisory Panel. We welcome the plans to remedy the poor state of the dilapidated former public house which is a building of some presence that could be an active contributor to the street scene. The site has become a real eyesore in what could be an idyllic gateway to the West Drayton Green Conservation Area. We are aware of the site's Green Belt status, but note that the housing in Tulip Way and Lily Drive, to its SE (aerial photo on p.9 of the Design and Access statement) was inserted into the Green Belt in the relatively-recent past. While accepting that the purpose of a Green Belt is to prevent urban sprawl and preserve open views from and into urban areas, we consider the proposed development remediates the current poor state of the site while preserving and enhancing its open outlook and so merits approval.

We are content with the principle of a small housing development, similar to that proposed, but have a number of issues with some of the details that we would like to see given further consideration.

1 - We are pleased to see that a significant proportion of the site is to be retained as meadow land but suggest that a legal agreement is negotiated to ensure it will permanently remain as such. 2 - It is not clear whether access to the meadow will be only for residents of the development, or whether pedestrian access will be possible for residents in the surrounding area. We hope the latter, as large parts of the Green Belt land in the southwest of the Conservation Area has no public access.

3 - We would like to see the design of the main car parking area amended to mitigate its single angular mass which with time may look little different from the current 'car park' on the site. Perhaps the line of cars could be staggered or broken up with trees or bushes between groups of parking bays?

4 - The main accommodation blocks are smaller in scale than The Burroughs Home next door so fit better with the retained public house building. However, the small block fronting onto Cricketfield Road does not look comfortable immediately adjacent to the old pub. When viewed from Cricketfield Road the form of the roof, the treatment of the wall surfaces and the fenestration all jar and fail to complement the buildings to either side. We realize that the intention has been to copy the look of the rest of the new build to this element but we feel that as it is an almost separate unit it could be more sympathetic to its placing and should be used to form a visual bridge between the old and the new by altering elements of its detailing.

#### **Internal Consultees**

ENVIRONMENTAL PROTECTION UNIT

Air quality and land contamination

The following information was submitted with regard to air quality issues: · Air Quality (and Noise)

Assessment for the former Anglers' Retreat Public House Development Proposal (Project No.: 441563-01(02)) by RSK for Shepherd's Bush Housing Association dated October 2013 The following information was submitted with regard to land contamination issues: · Geo-Environmental and Geotechnical Desk Anglers Retreat PH, Cricketfield Road by Campbell Reith for Shepherd's Bush Housing Association dated August 2013 · Ground Investigation at Anglers Retreat PH, Cricketfield Road by KF geotechnical for Shepherd's Bush Housing Association dated 30 October 2013 Air Quality T#

The proposed development is within the declared AQMA and in an area that is likely to be a little below the European Union limit value for annual mean nitrogen dioxide (40.0 mg/m<sup>3</sup>). The assessment undertaken is qualitative in nature and is based on the DEFRA NO<sub>2</sub> background mapping for the area. It is indicated the 1 km<sup>2</sup> grid square which is influenced by the presence of the M4 motorway was used and the background value was below the EU limit value, therefore no further assessment was considered necessary with regard to future receptors. The proposed development will have 19 car parking spaces and it was indicated in the transport statement that significantly fewer than the current 435 vehicular movements would occur through out the day, although there will be more vehicles movements during the morning and evening peak times.

The transport statement also states there was no requirement for a travel plan. The air quality assessment indicates the proposed use with 16 residential dwellings is not likely to adversely impact air quality in comparison to the current use. It also indicates there will be no CHP on site. It was indicated the new build will be a Passivhaus development, with mechanical ventilation and heat recovery. Air inlets should be located away from the main road and away from any flues or air outlets.

As an exceedance on the air quality limit value is not anticipated, the ingress of polluted air condition is not considered necessary, however air inlets should be located where air quality is likely to be at its best. The use of PV and high efficiency gas boilers are also indicated, although no details have been provided in the Energy Strategy. In the Code for Sustainable Homes Pre-assessment it has been assumed that individual boilers with a maximum dry NO<sub>x</sub> of equal to or less than 40 mg/kWh will be specified and installed in all units. The following condition is advised in relation to providing details of the final energy provision at the site.

Air Quality Condition 1 - Details of Energy Provision Before the development is commenced.

Details of any plant, machinery or fuel burnt, as part of the energy provision for the development shall be submitted for each unit to the LPA for approval. This shall include pollutant emission rates with or without mitigation technologies. The use of ultra low NO<sub>x</sub> emission gas CHPs and boilers is recommended.

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

Notes: This condition relates to the operational phase of residential or commercial development and is intended for the protection of future residents in a designated AQMA and Smoke Control Area. Advice on the types of authorised fuels and appliances can be found at [www.defra.gov.uk](http://www.defra.gov.uk).

#### Land Contamination

A brief desk study and ground investigation report has been submitted for the site. The assessment identified some elevated benzo(a)pyrene and PAHs in one location near the existing pub building. Fly tipping at the site to the rear was also indicated. Although the possible storage of fuel oil was suggested for the site, no further information with regard to this was provided. The ground investigation also referred to alluvium, and the report did recommend ground gas assessment and asbestos survey (for the building) although none appears to have been carried out. There is a one

page method statement for contamination remediation dated October 2013. It indicates removing near surface materials in garden and landscaped areas to a depth of 600 mm for off site disposal and replacing it with clean imported subsoil and topsoil. It is recommended that a watching brief be maintained during groundworks in case undiscovered areas of contamination are found.

The standard contaminated land condition is recommended for any permission that may be given. Parts (i)(a)(b)(c) have been partly fulfilled. However the standard condition is still recommended and further clarification is required with regard to additional investigation and confirmation of a watching brief, prior to works commencing on site. The site will require imported top soil for landscaping purposes and separate condition to ensure the imported soils are independently tested to ensure they are suitable for use is also recommended. Clarification of the contamination criteria for the clean soils, and sampling frequency are required with regard to the clean imported soils.

The validation report should include depth of soils in the garden and landscaped areas as well. Details of how the works will be validated have to be agreed prior to implementation.

#### 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 area 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). Useful References: Hillingdon's Land Contamination Supplementary Planning Guidance (SPG)

Comments below with regard to air quality and land contamination. Further ground investigation information may be required, especially with regard to the bund material, if it is to be spread or reused on site. Clarification is also sought with regard to gas monitoring. I have no objections to the proposed development, provided the pre-commencement queries are clarified and addressed.

#### Noise

With reference to the below planning application, I have reviewed the noise report by RSK and can advise the noise survey has found the facades of the north of the development site would be exposed to noise level of 65dB LAeq,T daytime and 55dB LAeq,T night time. This can be attenuated by suitable glazing and ventilation, however, no specific measures have been recommended as such I recommend the following condition and informative respectively:

##### 1) Sound Insulation

Development shall not begin until a scheme for protecting the proposed development from road traffic noise has been submitted to and approved in writing by the Local Planning Authority. All works which form part of the scheme shall be fully implemented before the development is occupied and thereafter shall be retained and maintained in good working order for so long as the building remains in use.

#### REASON

To ensure that the amenity of the occupiers of the proposed development is not adversely affected by road traffic noise in accordance with policy OE5 of the Hillingdon Unitary Development Plan Saved Policies (September 2007) and London Plan (July 2011) Policy 7.15.

##### 2) Control of environmental nuisance from construction work

Nuisance from demolition and construction work is subject to control under the Control of Pollution Act 1974, the Clean Air Act 1993 and the Environmental Protection Act 1990. You should ensure that the following are complied with:

- (i) Demolition and construction works should only be carried out between the hours of 0800 and 1800 on Monday to Friday and between the hours of 0800 and 1300 on Saturday. No works should be carried out on Sundays, Public or Bank Holidays;
- (ii) All noise generated during such works should be controlled in compliance with British Standard 5228, and use "best practicable means" as defined in section 72 of the Control of Pollution Act 1974;
- (iii) Measures should be taken to eliminate the release of dust, odours and other emissions caused by the works that may create a public health nuisance. Guidance on control measures is given in "The control of dust and emissions from construction and demolition: best practice guidelines", Greater London Authority, November 2006; and
- (iv) No bonfires that create dark smoke or cause nuisance to local residents should be allowed at any time.

#### ACCESS OFFICER

The site is currently occupied by a disused Public House. The proposal seeks to redevelop the site to provide 16 residential units, which would incorporate the existing public house building. 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 May 2013. Compliance with all 16 Lifetime Home standards (as relevant) should be shown on plan.

The plans include one accessible parking space located close to the proposed wheelchair user accommodation. A total of 19 car parking spaces would be achieved, providing a ratio of 1:1 for the one and two-bedroom flats, and 2:1 for the three-bedroom apartments. It is stated that the entrance cores would be Part M compliant, with a shallow ramp leading from the car park to the entrance door and level access threshold. All other details pertaining to the approach to the proposed development appear satisfactory.

There is no intention to provide lift access to the first floor. However, as no more than seven flats would be provided on the first floors of Block A and within the existing public house building, and as no Wheelchair Home Standard units are planned above ground floor, it would be acceptable for the development not to feature a passenger lift.

Whilst the proposed development is fundamentally acceptable from an accessibility perspective, the following specifications should be incorporated on plan:

1. Details of level access to and into the proposed dwelling should be submitted. A fall of 1:60 in the areas local to the principal entrance should be shown to ensure that appropriate access would be achieved whilst preventing rain and surface water ingress. In addition to a levels plan showing internal and external levels, a section drawing of the level access threshold substructure, and water bar to be installed, including any necessary drainage, should be submitted.
2. To allow a minimum of one bathroom in every apartment to be used as a wet room in future, plans should indicate floor gulley drainage.
3. Plans for the duplex units proposed within Block B should incorporate an opening of 1000 mm x 1500 mm for a future through floor platform lift: this may be achieved by forming a 'soft pocket' within the concrete slab.

Conclusion: revised plans should be requested as a prerequisite to any planning approval.

(Officer Comment: Revised plans have been received which address the concerns of the access officer with the original proposals.)

#### URBAN DESIGN AND CONSERVATION OFFICER

**BACKGROUND:** This proposal has been subject to extensive pre-application discussion with officers. The site is located in the West Drayton Green CA, adjacent to a sports field and within the Green Belt. It contains an early to mid Victorian two storey former public house with modern additions and there are also secondary structures within the site and a number of caravans.

**COMMENTS:** There are no objections to the proposal in principle; however, there are a number of minor design elements that still need to be addressed:

- Frontage to block A, if this is to remain at the proposed height, this structure needs to be set back slightly more to make it appear less visually dominant against the original building. An alternative might be to include a mono-pitch roof (front to back) with the lower part to the front
- In order to create a green frontage to the site, and in particular in front of the retained building; the parking in front of the former public house should be relocated to the side of the building. In this location, the pergolas over the parking areas would also have less visual impact on the street scene.
- The detailing of the linking element between the frontage structures is unclear; this needs to be stepped behind the elevation of the existing building at both front and back. Ideally, this structure should include more glazing so that it forms a light weight link creating a clear divide between old and new. A more detailed drawing of this element would be helpful.

- The existing building should have traditional casements to the front and sash windows to the back- double glazed but ideally in timber.
- PV panels should be relocated elsewhere, possibly as freestanding elements, rather than on the roof of the original building.
- The wheelie bin enclosures should be more discretely located, away from the frontage areas
- Ideally, the front railings and boundary enclosures should incorporate planting to soften their appearance, as they are quite height for a residential frontage
- Given the sensitive site location, the cladding to the new building should be timber
- Larger scale part elevations should be provided to show how the porches, pergolas and projecting windows/window boxes work, plus eaves and gutter details.

CONCLUSION: No objection in principle, but some minor revisions and further information re detailing should be submitted.

#### Additional Comments:

The revised drawings address the matters covered in my detailed comments and there are no outstanding conservation or design objections to the proposals as they now stand. This is subject to conditions requiring samples of the materials for the external elevations, window and door design and construction details; details of the materials for the hardstandings and details of all boundary treatments to be submitted for approval;

#### SUSTAINABILITY OFFICER

#### Proposal

Demolition of existing single and two storey extensions and outbuildings associated with the public house. Retention and conversion of the original public house building to form 2 no. residential units plus the erection of an additional 14 no. residential units on the site, provision of a wild flower meadow, car parking, landscaping, amenity space and other associated works.

I have no objections to the proposed development subject to the following:

#### Energy Comments

The energy assessment submitted with the application demonstrates the development can meet the necessary 40% reduction in CO<sub>2</sub>.

The approach is focussed around the use of Passivhaus to ensure the development is highly energy efficient. The Council fully supports this approach. However, there are a couple of outstanding issues with the energy assessment. 1) it is not clear why the emissions rise when the 'Be Clean' stage is factored in and 2) the PV layout on the roof is unclear and is not reflected in other plans submitted with the application.

Finally, the use of Passivhaus is supported, but there needs to be a mechanism for ensuring that the development is constructed to the standards set out in the energy assessment. The following energy condition is therefore necessary:

#### CONDITION

Prior to the commencement of development a detailed energy assessment shall be submitted to and approved in writing by the Local Planning Authority.

The assessment shall clearly set out the baseline energy performance of the development, and the detailed measures to reduce CO<sub>2</sub> emissions by 40%. The assessment shall provide detailed specifications of the measures and technology set out in outline energy assessment (ref G6/K130545). The assessment shall also include full details of the photovoltaics including type,

specification, and a detailed roof layout which must be reflected in other plans.

Finally, the assessment must include a method for confirming that the development has been built to Passivhaus standards and that a quarterly report will be submitted to the local authority to demonstrate CO2 reductions are being met. The development must proceed in accordance with the approved scheme.

#### REASON

To ensure appropriate carbon savings are delivered in accordance with London Plan Policy 5.2.

#### Ecology Comments

The southern area of the site is proposed to be an area for wildlife enhancement. This is broadly supported but needs to be fully detailed prior to the start of the development. The landscaping plans do not include specific habitat enhancement measures such as log piles, bat and bird boxes, and habitat walls.

The following condition is therefore necessary to provide final details of the proposed enhancement measures:

#### CONDITION

Prior to the commencement of development an ecological enhancement scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall clearly detail measures to promote and enhance wildlife opportunities within the landscaping and the fabric of the buildings including measures such as habitat walls, bird and bat boxes and nectar rich planting. The scheme shall aim to include an area of land dedicated to wildlife habitat. The development must proceed in accordance with the approved scheme.

#### REASON

To ensure the development contributes to ecological enhancement in accordance with Policy EM7 (Local Plan) and Policy 7.28 of the London Plan.

#### FLOOD AND DRAINAGE OFFICER

The applicant has submitted a flood risk assessment which shows the development to be at a low probability of fluvial flooding. The Council has no complaint with this conclusion.

However, with regards to surface water drainage, the flood risk assessment is contradictory and fails to provide an adequate conclusion. In addition there is no clear evidence that sustainable drainage systems (SuDS) will be used.

Table 12 of the FRA shows there will be a 30% reduction in impermeable surfaces with the proposed development. This is largely due to the increase in garden space. The reduction in impermeable surfaces is relied upon to demonstrate the post development run off will be an improvement over the existing situation.

The report then contradicts in order to present a reason for not proposing sustainable drainage within the development:

On the basis that the underlying ground is largely impermeable, discharge to soakaways or other infiltration system is not considered feasible.

The Council does not accept there are no forms of sustainable drainage that could be used. It is entirely feasible to have non infiltration methods to reduce run-off from the site. It is also entirely

inappropriate for the applicant to rely on a reduction in impermeable areas to suggest betterment, whilst stating that SuDS cannot be used because of impermeable surfaces across the site.

Notwithstanding the problems revealed in the FRA, the Council accepts that there is no reason to believe a design solution will not be available. The failings of the FRA do not go to the principle of the development but do require more consideration of the details. The following condition is therefore required:

#### Condition

Prior to the commencement of development a detailed surface water scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme must show the inclusion of sustainable drainage systems (such as holding ponds, or storage crates) to reduce surface water run off to a greenfield run-off rate. The development must proceed in accordance with the approved plans unless otherwise agreed in writing with the Local Planning Authority.

#### Reason

To ensure the development provides a reduction in surface water run off in accordance with the NPPF and Policies 5.13 of the London Plan and EM6 of the Local Plan Part 1.

### TREES AND LANDSCAPE OFFICER

**LANDSCAPE CHARACTER / CONTEXT:** The site is occupied by a vacant pub with a number of extensions and outbuildings, and is situated to the south of Cricketfield Road and the River Colne. There is a car park to the front of the pub (north-west boundary) which extends around the side (south-west) and an area of scrubland to the rear of the pub extending towards the south-east. The overall plot occupies approximately one hectare.

The land lies at the western end of a residential street, and on the edge of the West Drayton Green Conservation Area. It is also within designated Green Belt land, with open space extending from the south and west boundaries - and the River Colne corridor immediately across the road to the north. There are a number of trees on the site which are protected by virtue of the Conservation Area designation. However, they are not protected by a Tree Preservation Order. A tree survey has been submitted. Due to the security on site at the time of the site inspection, access was limited and no access was gained to the land to the rear of the main complex of buildings.

**PROPOSAL:** The proposal is to demolish the existing single and two-storey extensions and outbuildings associated with the public house. Retention and conversion of the original public house building to form 2 No. residential units plus the erection of an additional 14 No. residential units on the site, provision of a wild flower meadow, car parking, landscaping, amenity space and other associated works.

**LANDSCAPE CONSIDERATIONS:** 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.

- The Design & Access Statement explains that the objective is to deliver the new residential accommodation to Passivhaus standards and the refurbished / converted public house to BREEAM Domestic Refurbishment rating ' Very Good'.
- Sections 8.0 and 9.0 of the D&AS explain the design rationale for the external amenity space, with a view to satisfying Secure by Design and Lifetime Homes principles.
- More comprehensive landscape objectives are set out in a separate document, Landscape Statement for Planning, prepared by Farrer Huxley. The key zones of the housing scheme include a Community Green, Parking and Access Layout, and Wildflower Meadows, with private amenity

space / gardens provided for householders. The proposal also features the creation of the (larger) southern part of the site as a Native Wildflower Meadow with Wildlife Trail.

- The document provides keyed layout plans detailing the various facilities and indicative hard and soft landscape materials to be incorporated into the scheme. The new houses are to have green roofs, with the associated benefits to the environment and biodiversity. The document provides sufficient information to condition the final details.
- KKM's drawing No. 213113/110, Proposed Site Plan, indicates a comprehensive layout which expresses the potential for a high quality landscape scheme.
- Farrer Huxley's drawing No. L-001, General Arrangement Plan, clearly indicates the hard and soft landscape typologies to be specified for the residential area.
- A schedule of boundary treatments is included in the above plan. The retention of 2.5 metre high palisade fencing along the south-west boundary and 1.8 metre high Heras fencing along the south-east boundary is noted. These products are rather crude in appearance and provide the sort of security usually associated with industrial sites. If they are to be retained as part of this scheme, they will need to be screened (by hedging?), or otherwise 'lost' in the landscape.
- An Initial Bat Survey, by Middlemarch Environmental, concludes that no bat roosts were identified within the building. It recommends that while no (bat) constraints have been identified, if bats are found, or works are not started by April 2015, further specialist advice should be sought.
- An Ecological Assessment, by Middlemarch Environmental, sets out Key recommendations (section 5.0) for the scheme to incorporate in order to achieve ecological credits. The recommendations include the planting of at least 20No. new trees, 150m<sup>2</sup> shrubs, 100m<sup>2</sup> bulbs, 300m<sup>2</sup> wildflower meadow and the provision of bat boxes, bird boxes and log piles. Selected species are recommended in the appendix.
- An Arboricultural Impact Assessment, by Landmark Trees, has surveyed 18No. trees or groups on, or close to, the site. Of these, there are no 'A' class (good condition / value) trees which would normally warrant retention. 6No. trees are assessed to be 'B' grade trees (moderate) which should be considered a constraint on development and retained if possible.
- The remaining 'C' and 'U' grade trees are not normally considered a constraint on development although they may be worthy of retention collectively. If these trees are to be removed, provision should be made for suitable replacements in appropriate locations.
- If the application is recommended for approval, landscape conditions should be imposed to ensure that the proposals preserve and enhance the character and appearance of the area.

#### RECOMMENDATIONS:

- The landscape descriptions emphasise the use of wildflower meadows and tree planting, with no mention of native shrub / hedgerow planting. The latter could usefully be included to provide visual / seasonal interest, screening and security (along site boundaries) and to enhance local habitat creation.
- Several of the tree species listed are non-native (contrary to the stated Tree Strategy). To support the stated design objectives, the plant schedules should specify whether the plants specified are native / non-native and note their reason for inclusion / wildlife benefits.
- Details of the security and access arrangements (and any restrictions?) to the wildflower meadow need to be clarified, together with the management, maintenance and monitoring of this area.

No objection subject to the above observations and conditions RES6, RES8, RES9 (parts 1,2,3,4,5 and 6) and RES10.

S106 OFFICER

I have taken a look at the following proposal and would like to advise of the likely planning obligations should the application be recommended for approval.

Proposal:

alterations and conversion to create 14 residential flats and 2 houses:

3 x 1 bed flats with 2 habitable rooms in each.

10 x 2 bed flats with 3 habitable rooms in each.

1 x 3 bed flats with 4 habitable rooms in each.

2 x 3 bed houses with 5 habitable

total population: 37.1

Proposed Heads of Terms:

1. Transport: in line with the SPD a s278 and/or s38 agreement may be required to address highways works arising from the proposal.

2. Affordable Housing: The applicant has indicated that all 16 units will be delivered as affordable housing.

3. Education: in line with the SPD a contribution towards education in the sum of £52,409 (subject to full nominations rights) is sought.

4. Health: in line with the SPD a contribution towards health in the sum of £8,038.46 is likely to be sought if a bid is received from the NHS. This is equal to £216.67 per person.

5. Air Quality Monitoring: in line with the SPD a contribution towards Air Quality Monitoring is sought in the sum of £12,500.

5. Libraries: in line with the SPD a contribution towards libraries is sought in the sum of £853.30 equal to £23 per person.

6. Construction Training: in line with the SPD a contribution equal to £2,500 for every £1 million build cost +  $(16/160 \times £71,675 = £7,165.50)$  = total contribution or an in-kind training scheme delivered during the construction phase of the development.

7. Project Management and Monitoring Fee: in line with the SPD if a s106 agreement is to be entered into then a contribution equal to 5% of the total cash contributions is sought to enable the management and monitoring of the resulting agreement.

## HIGHWAY ENGINEER

The development proposals are for the part demolition and refurbishment of an existing Public House to provide 3 x 1 bedroom, 10 x 2 bedroom and 3 x 3 bedroom residential apartments within the site. As part of the proposals, the existing vehicle access will be reconfigured and the existing footway along Cricketfield Road will be extended towards Mill Road. 19 car and cycle parking spaces will be provided within the site for the use of residents.

When assessing the proposals, it is noted that a Transport Statement (TS) has been submitted, which has, in part, undertaken a comparison assessment of the existing and proposed traffic generation at the site. The comparative assessment of the existing and proposed uses has been undertaken using the TRAVL Database, by comparing selected sample sites that are considered similar. However, it is noted that the number of sample sites are limited and the location of some sites are not considered representative. Furthermore, the details of individual sites have not been provided. Nevertheless, it is considered that the proposed residential use would not materially increase the traffic generation above that of the existing use, during the peak periods along the adjacent highway network.

When considering the proposed car parking provision within the site, the Council's parking standard

requires a maximum of 1.5 car parking spaces per dwelling to be provided. Based on the number of bedrooms within each apartment, it is considered that the proposed car parking provision is acceptable. Therefore, provided that the details below are made conditional to the planning consent, it is considered that the development would not be contrary to the Policies of the adopted Hillingdon Local Plan, 2012, Part 2, and an objection is not raised in relation to the highway and transportation aspect of the proposals.

## **7. MAIN PLANNING ISSUES**

### **7.01 The principle of the development**

- Change of Use of existing buildings

There are no Hillingdon UDP Saved policies that prevent the loss of a public house. However, the whole site is designated as Metropolitan Green Belt. It is proposed that the existing Public House is renovated with the removal of the low quality extensions and reinstating it to its original form. This is to be split into 2 flats, with a small extension to the rear. The NPPF states that that re-use of buildings in the Green Belt, provided that the buildings are of permanent and substantial construction, is not inappropriate development within the Green Belt. Therefore in terms of national Green Belt policy, the conversion of this element of the scheme to residential development in the form of two residential units is acceptable in principle.

In addition to this, Local Plan part 2 Policy OL14 is relevant, as it states that the appropriateness of a scheme of conversion and/or alternative use of redundant rural buildings will be judged having regard to:

1. The effect of the building conversion and other development needed upon the character, appearance or setting of the building or area in which it is located is considered appropriate;
2. Whether the proposed activity would disturb the amenities of the area; and
3. Accordance with policy OL1.

Comparing the impact on the Green Belt of the previous use with the proposed conversion of the main public house for residential, the impact in terms of activity is considered to be comparable. Therefore, as the proposed use does not have a materially greater impact in terms of its use than the former use on the openness of the Green Belt, the proposed conversion is considered to be in accordance with Saved Local Plan Part 2 Policy OL14.

Part 2 Policy H8 of the Local Plan is also considered relevant to this application. It states that the change of use from non-residential to residential will be permitted if:

- (i) a satisfactory residential environment can be achieved;
- (ii) the existing use is unlikely to meet a demand for such; and
- (iii) the proposal is inconsistent with other objectives of the Plan, having regard to the contribution of the existing use to those objectives.

The applicant has advised that the existing public house has been vacant for a number of years and is no longer viable for its former use. In view of this there is considered to be no objection in principle to their conversion to residential use, in terms of Policy H8(ii). It is also considered that a satisfactory residential environment could be created for all of the future occupiers. Whilst the proposed scheme is considered to be contrary to Green Belt policy as a result of the new buildings proposed, the applicant has demonstrated very special circumstances to set aside the presumption against the development. The scheme is therefore considered to accord with criteria (i) and (iii) of this policy.

- Extensions to existing building

Whilst alterations and extensions to existing buildings are not necessary inappropriate development in the Green Belt, paragraph 89 of the NPPF makes it clear that this is on the proviso that such extensions or alteration are not disproportionate in relation to the size of the original building. Local Plan Part 2 Policy OL4 establishes criteria where replacement or extension of buildings within the Green Belt would be considered appropriate. It would need to be demonstrated that the proposed extensions would not have a detrimental effect on the visual amenity of the Green Belt.

In terms of bulk, case law indicates that any increase in size over 50% in floor area would be considered disproportionate. Normally the threshold used is the size of the building in 1948 or as first constructed if after 1948. The floor area of the replacement extension would therefore need to be considered in relation to that of the original building. In this case it is considered that the massing and dispersal of the extended public House is not disproportionate in these terms and would not result in an increase in the built up appearance of the site. This aspect of the proposed development is therefore not considered unacceptable in Green Belt policy terms.

#### · New Buildings

The site is located within the Green Belt. The site is not identified in the Local Plan as suitable for deletion from the Green Belt and despite the poor state of repair of the existing buildings, it is not considered to be damaged, derelict or degraded land. Whilst the change of use and redevelopment and extension of the existing building for residential purposes can be supported, new buildings are proposed on land that has never been developed by permanent buildings, namely Blocks A and B. These blocks form a courtyard to the rear of the existing public house. The construction of the new residential floorspace constitutes inappropriate development in the Green Belt, contrary to the advice contained in the NPPF and Part 2 Policy OL1 of the Local Plan. Such development is unacceptable in a Green Belt location unless very special circumstances are advanced to set aside the harm to the Green belt caused by such development.

The National Planning Policy Framework makes it clear that new buildings are inappropriate development and are, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Specifically, Paragraph 87 of the NPPF confirms that: "As with previous Green Belt policy, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances."

Paragraph 88 states: "When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations."

Paragraph 89 of the NPPF goes on to state that exceptions to this include "the extension or alteration of a building, provided that it does not result in disproportionate additions over and above the size of the original building" and "limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development."



The London Plan strongly supports the protection, promotion and enhancement of London's open spaces and natural environments. Policy 7.16: Green Belt states that in terms of planning decisions:

'The strongest protection should be given to London's Green Belt, in accordance with national guidance. Inappropriate development should be refused, except in very special circumstances. Development will be supported if it is appropriate and helps secure the objectives of improving the Green Belt as set out in national guidance'.

Policies in the Hillingdon Local Plan endorse national and London Plan guidance. Part 2 Policy OL1 states that within the Green Belt, as defined on the Proposals Map, the following predominantly open land uses will be acceptable:

- Agriculture, horticulture, forestry and nature conservation;
- Open air recreational facilities;
- Cemeteries

The Local Planning Authority will not grant planning permission for new buildings or for changes of use of existing land and buildings, other than for purposes essential for and associated with the uses specified at (i), (ii) and (iii) above. The number and scale of buildings permitted will be kept to a minimum in order to protect the visual amenity of the Green Belt. The proposal does not conform to the types of development allowed by Policy OL1.

The applicant would have to demonstrate very special circumstances to set aside the presumption against the development. Such very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. The applicant has put forward the following very special circumstances:

- The need for affordable housing

The application proposes 100% affordable housing. There is an established need for new good quality affordable housing and the proposal would help meet this need. However, the Mayor considers and officers agree that the provision of affordable housing in itself cannot be accepted as a very special circumstance.

- The existing base line scenario

The existing structures on the site are vacant and considered detrimental to the character of the area due to their poor design and delapidated condition. All structures are immune from enforcement action and thus will continue to deteriorate visually. Furthermore, the existing site, being unoccupied and vacant, has the potential to attract crime and anti social behaviour. In addition, the site is unlikely to come back into use as a public house due to a lack of viability. The buildings on the site therefore detract from the appearance of the Green Belt and the Conservation Area in their current state and are likely to deteriorate further over time.

Although it is acknowledged that the existing structures are in a poor state of repair, the Mayor notes that this scenario exists in other parts of the Green Belt and the poor state of the site does not in itself justify the change of use and development on Green Belt land for housing. However, it is accepted that there would be a considerable improvement to the appearance of the site and setting of the Conservation Area and appearance of the Green Belt, should the proposed development go ahead.

- The proposed scenario

- The total footprint of the proposed development is a reduction in comparison to the footprint of the existing structures on site.

- A large area of previously unused land to the south of the public house will be restored and brought back into beneficial use in the form of a wild flower meadow, which would protect and enhance biodiversity. The wild flower meadow would be fully integrated with the proposed development and will be maintained in perpetuity;
- The quantum of development affords the opportunity for the removal of existing mounds and potential contamination towards the south of the site;
- The proposed new buildings are designed to a high standard of sustainability to meet Passivhaus standards;
- The original public house building, considered by the Council's Design and Conservation Officer to make a positive contribution to the area, is retained, improved visually and incorporated into the overall design;
- The proposed development will enhance the character and appearance of the Conservation Area;
- Whilst there is an increase in floorspace proposed, there is a reduction in built footprint proposed; and
- Views toward the open Green Belt from the majority of public viewpoints will remain largely unaffected in terms of outlook, whilst the overall character of the site and its interaction with the wider Green Belt will improve significantly.

The Mayor considers that whilst there remain some concerns about the increase in floorspace, overall there are very special circumstances that exist to justify the development proposed.

In conclusion, given the state of disrepair, dereliction and poor design quality, the existing development is clearly damaging to the character and visual appearance of the Green Belt and Conservation Area. In addition, a balance needs to be met between the quantum of any existing development on the site, the quantum of development proposed, the impact on openness of the Green Belt, and the impact on the character of the area. It is considered that when taken as a whole, the proposed development would have a positive effect on the character and appearance of the Green Belt and would not harm its openness. On balance, it is considered that the benefits, when weighed against the drawbacks of the proposed development, are significant and therefore very special circumstances weighing in favour of the proposal exist in the case of the proposed development.

## **7.02 Density of the proposed development**

Density guidelines are provided by the London Plan. These guidelines take into account public transport accessibility, the character of the area and type of housing proposed. The site has a suburban character with a PTAL rating of 1b. The London Plan therefore provides for a density range between 50-75u/ha or 50-200hr/ha for sites with a PTAL of 1 in a suburban location and with an indicative average unit size of 2.7hr - 3.0hr/unit.

When calculating the residential density of the site, it is considered appropriate to do so on the basis of the northern part of the site only, rather than including the wildflower meadow. The northern 'built up' part of the site is approximately 0.43ha in area. On this basis, the housing density is 37 units per hectare and 118 habitable rooms per hectare. Whilst the proposed density in terms of units per hectare is slightly below that set out in the London Plan, the location of the scheme in the Green Belt would result in higher density development being inappropriate. No objections are therefore raised to the density of the proposed development in this case.

Nevertheless, it will be important to demonstrate that the units will have good internal and

external living space, and that the scale and layout of the proposed development is compatible with sustainable residential quality, having regard to the specific constraints of this site. As set out elsewhere in this report, it is considered that this residential scheme has been designed to meet the relevant policy standards and targets.

#### UNIT MIX

In ensuring a range of housing choice is provided to residents, Policy 3.8 states that new developments should offer a range of choices, in terms of the mix of housing sizes and types, and ensuring that all units are built to Lifetime Homes Standards. The proposed scheme provides 3 x 1 bed units, 10 x 2 bed units and 3 x 3 bed units and is therefore compliant with London Plan Policy 3.8. Saved Policies H4 and H5 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) which seek to ensure a practicable mix of housing units are provided within residential schemes.

In conclusion, the proposed development accords with the requirements of national policy and the Development Plan by making effective and efficient use of previously developed land whilst respecting the surrounding context.

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

The site falls within the West Drayton Green Conservation Area. Saved Part 2 Policy BE4 states that new development within or on the fringes of conservation areas will be expected to preserve or enhance the features, which contribute to the Conservation Area's special architectural or visual qualities.

Part 1 policy BE1 requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods. Saved Part 2 Policies BE13 and BE19 seek to ensure that new development complements or improves the character and amenity of the area, whilst Policy BE38 seeks the retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

London Plan Policy 7.1 sets out a series of overarching design principles for living conditions for future occupiers. 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 original building has been much altered both internally and externally and its setting suffers badly from the series of 20th century extensions that greatly enlarge the footprint of the public house, including a 2 storey extension that reads architecturally as a stand alone built element. There are a series of detached outbuildings to the rear of the main building. Clustered around the back of the site buildings site are 3 abandoned 'caravan' like buildings, that may have previously been used as independent residential units. Many of the buildings and extensions on the site do not appear to benefit from express planning permission, but are exempt from enforcement action in respect to their physical structure.

#### Layout

The proposal can be split into two main elements. The first is the original Public House and the second comprises the 2 new linked blocks, located in the same approximate footprint as the original structures on site. The proposed footprint is a reduction compared to the footprint of existing structures most of which are to be demolished, although the

actual floor area would be slightly increased. The courtyard nature of the proposal forms a very low density proposal, limiting its impact on the wider Green Belt and Conservation Area. The centre of the courtyard provides a large communal amenity space.

To maintain a connection with Cricketfield Road a new element has been proposed adjacent to the public house building. This element is the narrowest part of the proposal maintaining a subservience to the existing PH structure to maintain the prominence of the original PH however better integrate the proposal within the street.

Block B extends beyond the line of the public house. To improve the thermal efficiency all blocks have been connected. This is to aid in achieving Passivhaus standard to the new units. The blocks are however, visually divided by a change in material at the junction between the 3 separate blocks. This further reinforces the courtyard nature of the site forming a considered and coherent built form appropriate to its setting within the Green Belt and Conservation area.

In order to create a green frontage to the site, and in particular in front of the retained building, the parking in front of the former public house has been relocated to the side of the building. In this location, the pergolas over the parking areas would also have less visual impact on the street scene.

#### Height

The proposed new build element has a lower ridge line than that of the existing public house or the care home adjacent. This forms a defined hierarchy in relation to the public house, which is considered a heritage asset. A consistent roof line is maintained throughout all the new elements proposed. In response to concerns raised by the Council's Urban design and Conservation Officer, the height of the proposed building, where this faces onto Cricketfield Road has been reduced, in order to limit any impact that it will have on the Anglers Retreat and emphasize that this structure is subservient to the existing building. Primarily the pitch of the roof on this part of the building has been realigned so that this now slopes downwards towards Cricketfield Road.

#### Scale and Massing

The scale of the proposed development aims to form a coherent link between the existing public house and adjacent care home. The adjacent care home forms a large and sprawling development with limited breaks in the building line. The proposal aims to maximise views through the site to the Green Belt. These views are currently limited or diminished by the poor state of the existing site.

It is considered that the mass of the new element at 2 storey, compliments the mass of the existing public house building. It is noted that the proposal has maintained a smaller mass than the adjacent care home. With regards to footprint the proposal forms a reduction in footprint in comparison to the existing structures on site.

#### Appearance

The mono pitched roofs all pitch down toward the communal courtyard. To further integrate the proposed structure into the local context an extensive green roof has been utilised. This will be visible as you enter the site further diminishing the scale of the proposal and improving the nature of the communal courtyard for all residents.

It is proposed that the existing PH is refurbished. This will extend the longevity of the existing structure and help reinstate the PH into the local context.

The detailing of the linking element between the frontage structures been reduced to a single storey lightweight link, emphasising the break between the existing and the new buildings, providing a separation rather than an extension or combination.

The existing windows on the front elevation of the Anglers Retreat will be retained and made good, or replaced with windows, like-for-like in appearance. New timber-finish sliding-sash windows are to be utilized for the side and rear elevations.

The use of materials has been carefully considered to reflect the sensitive location of the site and the sustainable nature of the design. The scheme uses a mixture of yellow stock brick, wooden cladding at first floor level and sedum roofs. It is considered that the approach to materials is appropriate and succeeds in softening the built form on the Site.

Overall, it is considered that the scheme will introduce a built form that is appropriate to its Conservation Area context and will improve the character of the area, with a high quality built form. The scheme is therefore considered to comply with the aims of Saved Part 2 Policies BE4, BE13, BE19 of the Local Plan, the NPPF, London Plan and relevant Hillingdon Local Plan Part 1 Policies.

#### **7.04 Airport safeguarding**

In terms of height, there are no airport safeguarding issues related to this development. However, should planning permission be granted it is recommended that a condition requiring a bird hazard management plan be imposed.

#### **7.05 Impact on the green belt**

The most important attribute of Green Belts is their openness and the aim of preserving the openness of Green Belt land is reiterated in the NPPF, Local Plan Part 2 Policy OL1. A key consideration is whether any additional new development would have a significantly greater impact on the Green Belt than that provided under the current situation. Policy OL2 states that, where development proposals are acceptable in principle in accordance with Policy OL1, the Council will where appropriate seek comprehensive landscaping improvements to achieve enhanced visual amenity and other open land objectives.

The potential impact of the proposed development has been assessed from a number of viewpoints.

View 1 (Junction of Cricketfield Road and Thorney Mill Road, looking south west): The outlook from this location towards the open Green Belt would remain largely unaffected from this location. Although there will be a greater two-storey element to the elevation, this will, in reality, have limited or no real impact on views toward the open Green Belt from this viewpoint. The two storey elements of the existing public house are prominent from this viewpoint and only very limited views are possible given the existing buildings, boundary treatment and street furniture.

View 2 (View looking south from Cricketfield Road to the east of the pub): The proposed building would be located closer to the boundary with The Burroughs Care Home. Whilst the view of the open Green Belt to the rear would be narrowed by the introduction of the new building, a vista would remain, whilst improving the overall character of existing built form when viewed from this location. It is considered appropriate to move the proposed built form closer to existing built form to provide an overall benefit to the openness of the Green Belt.

View 3 (View looking south from Cricketfield Road with pub in centre): Views of the Green Belt from this location are minimal and prevented by the main elevation of the two storey public house. This elevation would be retained and improved, whilst the existing ground floor extension to the west would be removed. New development is proposed to the immediate east of the public house; however this would only impact views towards The Burroughs Care Home, which are not considered to be of any significance.

View 4 (View looking south from Cricketfield Road to the west of the pub): Views toward the Green Belt to the south and south west from this location will be retained and improved. The proposed building line will not extend further west than that which exists. The existing two storey extension to the public house is prominent from this viewpoint to the south east and the proposed development, whilst taller in parts, with its courtyard layout it would on balance provide a more open character, with the removal of the existing hardstanding and the replacement with a green buffer to the south west, parking spaces interspersed with trees, and the introduction of the courtyard providing additional amenity space for residents. The incorporation of the open space to the far south of the site would also visually open up the Green Belt to the south, whereby significant and unattractive boundary treatment currently exists, blocking the site off both visually and physically.

View 5 (View looking south east towards site from Cricketfield Road outside of the cricket field):

It should be noted that this view predominantly looks away from the defined Green Belt boundary towards The Burroughs Care Home and existing built up area. The existing two storey elements of the public house as well as the other associated development at ground floor are visible and prevalent from this location. In addition, the courtyard layout of the Proposed Development would mean that the majority of two storey structures would be set further away from this view, towards The Burroughs Care Home. Whilst the proposal would, from this view, appear to increase the built form on the site due to increased height, it is considered that this view is of lesser importance than others due to it primarily being toward the built up/developed area outside of the Green Belt. The introduction of a green buffer, the use of green roofs and the general improvements in design would lead to a significant improvement to the character of the Green Belt when viewed from this location, whilst having some marginal impact on its openness.

It is considered that the proposal improves the nature of the Green Belt in comparison to the existing condition, as the site, in its current state, is detrimental to its context. Should the proposed development be implemented, this part of this Green Belt land would better fulfil its function of checking unrestricted urban sprawl and assist in safeguarding the countryside from encroachment, in compliance with Policy OL1 and OL2 of Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), London Plan Policy 7.16 and the provisions of the NPPF.

#### **7.07 Impact on the character & appearance of the area**

The impact of the proposal on the character and appearance of the area has been addressed in section 7.03 of this report.

#### **7.08 Impact on neighbours**

Policies BE20 and BE21 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seek to prevent developments which would be detrimental to the amenity of nearby occupiers by way of their siting, bulk, proximity or loss of light.

The nearest residential premises is the Burroughs Care Home to the north east of the site. The extended public House element of the proposal would maintain a distance of 24 metres between buildings, Block A between 21-23 metres and the flank wall of block B

would be 15 metres away from the care home. This separation is adequate to ensure the development does not have adverse impacts on the amenity of residential occupiers in respect of overdominance or loss of outlook and light.

Policy BE24 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to ensure that new developments do not have adverse impacts on the amenity of existing residential properties due to loss of privacy.

The north east facing windows in Block A would be over 21 metres from the Boroughs Care Home, whilst there are no windows in the flank elevation of block B facing the home. This is sufficient to ensure no harm to the residential occupiers by loss of privacy.

Accordingly, the proposal would comply with the NPPF, relevant London Plan and Hillingdon Local Plan Part 1 policies and Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

Issues relating to air quality and noise are dealt with elsewhere in this report.

#### **7.09 Living conditions for future occupiers**

Saved Policy H8 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states amongst other things, that the conversion or change of use of premises to residential use will only be acceptable if a satisfactory residential environment can be achieved.

##### External Amenity Areas

Policy BE23 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) 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, provides minimum external amenity space standards for residential development. Based on the current accommodation schedule, this would equate to a total minimum requirement of 500 m<sup>2</sup> of shared and private amenity space for 16 dwellings. The current development proposal provides for an area considerably in excess of the recommended standards.

In light of these considerations, it is considered that the communal amenity space provided is acceptable, in compliance with the Hillingdon Design and Accessibility Statement (HDAS) Residential Layouts and Saved Policy BE23 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

##### Unit size

Planning policy requires that all new housing should be built to Lifetime Homes standards, with 10% of new housing designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. Policy 3.5 of the London Plan endorses a range of minimum unit sizes for new residential development in London. All the individual flats meet London Plan minimum floorspace standards set out at Table 3.3 and those set out within the London Housing Design Guide, providing a good standard of accommodation to future residents. In addition, the submitted plans and documentation, including the planning statement and Design and Access Statement illustrate that lifetime homes standards could be achieved, in accordance with London Plan Policy 3.8 and the Council's Supplementary Planning Document "Accessible Hillingdon" adopted January 2010.

Outlook and light

Each of the units benefit from a reasonable level of privacy, outlook and light.

Overall, it is considered that good environmental conditions can be provided for future occupiers in compliance with relevant Local Plan and London Plan policies and supplementary design guidance.

#### **7.10 Traffic impact, Car/cycle parking, pedestrian safety**

The National Planning Policy Framework (NPPF) at Paragraph 32 states that plans and decisions should take account of whether safe and suitable access to the site can be achieved for all people; and development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. Paragraph 35 of NPPF also refers to developments and states that developments should be located and designed where practical to give priority to pedestrian and cycle movements; create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians.

Local requirements in relation to impacts on traffic demand, safety and congestion are set out in Local Plan Part 2 policy AM7 which states:

The LPA will not grant permission for developments whose traffic generation is likely to:

- (i) unacceptably increase demand along roads or through junctions which are already used to capacity, especially where such roads or junctions form part of the strategic London road network, or
- (ii) prejudice the free flow of traffic or conditions of general highway or pedestrian safety

#### Traffic Generation

The Transport Statement identified that the site was previously used by at least 50 cars and service vehicles. This use was largely unrestricted due to the lack of any controls over the site. The Transport Statement provides an assessment of estimated 'existing' trip rates (on the basis of the public house being in use as such) against trip rates associated with the proposed development. Impacts arising as a result of construction are also assessed. Subject to some basic mitigation measures, including production of a Construction Logistics Plan, the Transport Statement concludes that there would be a small increase in traffic movements of 7 in the morning peak hour and 5 during the evening peak hour and thus impacts should be considered negligible.

The Highway Engineer considers that the proposed residential use would not materially increase the traffic generation above that of the existing use, during the peak periods along the adjacent highway network. As such, it is considered that the development would not give rise to conditions prejudicial to free flow of traffic and highway and pedestrian safety. The development therefore accords with Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

#### Access

Access to the site for pedestrians and vehicles are both located to the north west of the site. This vehicle access is consistent with the current situation. However the crossover will be rationalised in line with the scale of the proposed development. The car parking has been located adjacent to the access road and is screened from the wider Green Belt by way of a dense green buffer. The bike and bin stores have been located adjacent to the access road for ease of use by residents as well as the refuse collectors.



In addition it is proposed to reinstatement the footway along the site frontage to connect the site with Thorney Mill Road, in order to provide safe walking route to allow access to public transport.

This can be secured by way of a Legal Agreement, in the event of an approval.

#### Parking

19 car parking spaces are provided on site, on the basis of 1 for 1 for all one and two bed units with the three bed family units provided with 2 spaces each. This equates to 1.19 spaces per unit. 4 of the parking spaces (over 20%) will have electric charging points and 2 of these spaces (10%) will be for people with a disability.

The Council's standards allow for a maximum provision of 1.5 spaces per residential unit, a total of 24 spaces in this case. The proposed level of parking meets the Council's as well as London Plan standards and it is considered that the proposals strike the requisite balance between parking restraint, to promote alternative travel modes and the provision of adequate parking. As such, the Council's Highways Engineer has raised no objection to the level of car parking and has confirmed that all the parking spaces would be of sufficient dimensions and usable. the proposal is therefore considered to comply with Policies AM14 and AM15 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) and London Plan Policy 6.1.

15 secure cycle spaces are provided in a dedicated structure to the west of the courtyard to serve the proposed flats, whilst each of the two houses will have an additional 2 spaces. This gives a total provision of 19 cycle spaces for the proposed development. The proposal is therefore considered to comply with Policy AM9 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

In conclusion, the Highway Engineer raises no objection to the proposed development in relation to the highway and transportation aspect of the proposals, subject to conditions.

#### **7.11 Urban design, access and security**

Details of security arrangements, including CCTV can be secured by condition, in the event of an approval.

#### **7.12 Disabled access**

The Equality Act 2010 seeks to protect people accessing goods, facilities and services from direct discrimination on the basis of a protected characteristic, which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers likely have a defined model that meets best practice design guidance. The submitted documentation has explained how the principles of access and inclusion have been applied to this scheme.

Subject to conditions, it is considered that lifetime Homes and Wheel Chair standards can be achieved, in accordance with the London Plan Policies 3.8, 7.1 and 7.2 and in general compliance with the Council's Supplementary Planning Document "Accessible Hillingdon".

#### **7.13 Provision of affordable & special needs housing**

The development would introduce a total of 16 dwellings, therefore triggering the affordable housing requirement threshold of 10 units as set out in London Plan policy 3.13.

Policy H2 of the Hillingdon Local Plan: Part 1- Strategic Policies relates to Affordable

Housing with the Council seeking 35% of all new units in the borough delivered as affordable housing. The Council note however, that subject to the provision of robust evidence, it will adopt a degree of flexibility in its application of Policy H2, to take account, of tenure needs in different parts of the borough as well as the viability of schemes.

The scheme proposes 100% affordable housing which would make a valuable contribution towards the Borough's affordable housing stock, in compliance with relevant Local Plan and London Plan policies.

#### **7.14 Trees, landscaping and Ecology**

##### Trees and Landscaping

Saved Policies OL1 and OL2 address Green Belt issues and the need to retain and enhance the existing landscape to achieve enhanced visual amenity and open land objectives. Policy OL15 seeks to protect the landscape of countryside conservation areas from development and or activities which would detract from the special character of these landscapes. Saved Policy BE38 stresses the need to retain and enhance landscape features and provide for appropriate (hard and soft) landscaping in new developments.

The Arboricultural Impact Assessment Report identifies 18 trees/tree groups on the Site, of which 6 are 'B' (moderate) quality, 11 are 'C' (low) quality and 1 is 'U' (unsuitable for retention). The Report confirms that the principle primary impacts of the Proposed Development are the removal of two category 'C' trees. Additional impacts are identified as removal of existing landscaping and new fencing. The Report concludes that the works will have a low impact.

A wild flower meadow will be proposed in an inaccessible area of land to the south of the site and which is the subject of a detailed Landscaping Strategy, which outlines in detail the proposed use of plants, shrubs and trees in order to best utilise and improve the existing site. It is proposed that there will be limited public access in this area.

The Tree and Landscape Officer raises no objections subject to conditions to ensure that the detailed landscape proposals preserve and enhance the character and appearance of the area. It is considered that the scheme is on the whole acceptable and in compliance with Saved Policy BE38 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

##### Ecology

Saved Policy EC1 states that the local planning authority will not permit development which would be unacceptably detrimental to designated local nature reserves and other nature reserves. If development is proposed on or in the near vicinity of such sites, applicants must submit an ecological assessment where considered appropriate by the local planning authority to demonstrate that the proposed development will not have unacceptable ecological effects.

Saved Policy EC3 requires proposals for development in the vicinity of sites of nature conservation importance to have regard to the potential effects on such sites on changes in the water table and of air, water, soil and other effects, which may arise from the development. Regarding the creation of new habitats. Saved Policy EC5 of the plan seeks the retention of certain on-site ecological features and enhancement of the nature conservation.

A Phase I Habitat Survey, Code for Sustainable Homes Ecological Assessment, Initial Bat Survey and Reptile Survey have been undertaken. The Habitat Survey makes a number of recommendations pertaining to the protection of habitats, including protection of trees, reptiles, bats, terrestrial mammals and nesting birds. These recommendations have and will be taken into account during the formulation, construction and occupation of the Proposed Development.

The Code for Sustainable Homes Ecological Assessment makes a number of recommendations relating to good horticultural practice, tree, shrub and bulb planting, introduction of log piles, bird and bat boxes and a wildflower meadow. A number of these recommendations are incorporated into the overall landscaping proposals for the Proposed Development.

The Bat Survey found no evidence of bat activity at the site and concluded that works can progress on this basis. The Reptile Survey included a total of eight site visits, during which no reptiles were found and thus no further surveys or works are required prior to construction (assuming this commences prior to April 2015).

The southern area of the site is proposed to be an area for wildlife enhancement. This is broadly supported but needs to be fully detailed prior to the start of the development. The landscaping plans do not include specific habitat enhancement measures such as log piles, bat and bird boxes, and habitat walls.

A condition is recommended to provide final details of the proposed ecological enhancement measures. Subject to this condition, it is considered that the proposed development accords with the ecology and biodiversity policies set out in the NPPF, London Plan and the Hillingdon Local Plan.

In light of the above mentioned factors, it is considered that the application has demonstrated that the proposed development could be completed without detriment to the recognised ecological value of this area. The proposal is therefore in accord with Policy EC1 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), the Hillingdon Local Plan Part 1, the the London Plan and the NPPF.

#### **7.15 Sustainable waste management**

With respect to the flats, the plans indicate bin provision on the required ratio of 1100 litre refuse and recycling bins of 1:10 + 1 per waste stream as a minimum. The details of these facilities can be secured by a condition, in the event of an approval. With regard to collections, the Highway Engineer originally advised that it has not been demonstrated that the proposed access and road layout is suitable for the Council's refuse vehicles to enter the site in a forward gear, manoeuvre within the site and exit in a forward gear. However, amended plans have been provided which demonstrate appropriate arrangements. Refuse collection points are provided for the flats, the refuse collection vehicle can manoeuvre up to/close to the various collection points.

Overall, the refuse and recycle storage/collection areas are located within acceptable trundle distance for collection. The development is therefore considered to be acceptable from the refuse collection point of view.

#### **7.16 Renewable energy / Sustainability**

Sustainability policy is now set out in the London Plan (2011), at Policy 5.2. Part A of the policy requires development proposals to make the fullest contribution to minimising carbon dioxide emissions by employing the hierarchy of: using less energy; supplying energy efficiently; and using renewable technologies. Part B of the policy currently requires

non domestic buildings to achieve a 25% improvement on building regulations. Parts C & D of the policy require proposals to include a detailed energy assessment.

As outlined in the accompanying Energy Strategy and associated sustainability documentation, the application demonstrates, through a range of sustainability measures (including an aspiration to meet Passivhaus standards), that a 41% improvement against 2010 Building Regulations standards will be achieved for the new build element of the Proposed Development.

The new build elements of the development will seek to achieve Passivhaus standards, which represent a significant level of sustainability particularly in respect of air tightness and insulation.

Photovoltaic panels are proposed on the south-facing roof of the retained public house building. As this element of the scheme is for conversion and refurbishment, the applicant submits that it is not possible to meet Passivhaus standards and therefore the provision of renewable technology is proposed to ensure a high level of sustainability is achieved for this element of the scheme. Code for Sustainable Homes Level 3 will be achieved for the public house conversion.

The submitted BREEAM pre-assessment concludes that the conversion and refurbishment of the original public house will achieve a BREEAM rating of 'Very Good'.

The Sustainability Officer notes that the energy assessment demonstrates the development can meet the necessary 40% reduction in CO<sub>2</sub>. The Council fully supports the use of Passivhaus to ensure the development is highly energy efficient. However, it is not clear why the emissions rise when the 'Be Clean' stage is factored in the PV layout on the roof is unclear and is not reflected in other plans submitted with the application. In addition, there needs to be a mechanism for ensuring that the development is constructed to the standards set out in the energy assessment. A condition is therefore recommended requiring a detailed energy assessment that clearly sets out the baseline energy performance of the development, and the detailed measures to reduce CO<sub>2</sub> emissions by 40%. and provides detailed specifications of the measures and technology set out in the outline energy assessment. The assessment should also include full details of the photovoltaics including type, specification, and a detailed roof layout which must be reflected in other plans. Finally, the assessment must include a method for confirming that the development has been built to Passivhaus standards and that a quarterly report will be submitted to the local authority to demonstrate CO<sub>2</sub> reductions are being met.

Subject to compliance with this condition, it is considered that the scheme will have satisfactorily addressed the issues relating to the mitigation and adaptation to climate change and to minimising carbon dioxide emissions, in compliance with Policies 5.2, 5.13 and 5.15 of the London Plan, Policy PT1.EM1 of Hillingdon Local Plan Part 1 and the NPPF.

#### **7.17 Flooding or Drainage Issues**

Policies OE7 and OE8 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seek to ensure that new development incorporates appropriate measures to mitigate against any potential risk of flooding. The site falls outside any flood zones as defined in the Council's own Strategic Flood Risk Assessment (SFRA) and is within flood zone 1 on the Environment Agency maps. However, a flood risk assessment is required as the site is over 1 hectare in extent.

The Flood Risk Assessment (FRA) confirms that the Site is considered to lie within Flood Zone 1 on the basis of detailed figures obtained from the Environment Agency.

The FRA confirms that peak discharge rates will be reduced by 30% as a result of the proposed development, against the existing scenario. This is largely due to the large area of impermeable surfaces on the existing site and the lack of adequate drainage.

The FRA confirms that subject to appropriate design standards being adopted, the risk of flooding as a result of surcharged flows emanating from the proposed drainage systems on the site is considered to be 'low' and the proposed development will result in betterment in terms of reducing the peak surface water discharge rates from the site. The report goes on to conclude that the development will not therefore be affected by fluvial flooding during the 1 in 100 year storm event including allowances for climate change.

Given that a final drainage strategy has not been agreed, a condition is recommended requiring the submission and implementation of a detailed surface water drainage scheme, which would need to demonstrate the surface water run-off generated to and including the 1 in 100 year critical storm will not exceed the run-off from the undeveloped site following the corresponding rainfall event. The scheme would also need to include provision of on-site surface water storage to accommodate the critical duration 1 in 100 year storm event, with an allowance for climate change. Subject to compliance with this condition, it is considered that the scheme will have satisfactorily addressed drainage and flood related issues, in compliance with the Hillingdon Local Plan: Part 2 Policies OE7 and OE8, Policies 5.13 and 5.15 of the London Plan and the aspirations of the NPPF.

## **7.18 Noise or Air Quality Issues**

### **AIR QUALITY**

An Air Quality Assessment (AQA) has been submitted in support of the application. The assessment confirms that, on the basis of the unrestricted public house use and the number of car parking spaces available, air quality is unlikely to be adversely affected as a result of the Proposed Development. The assessment concludes that whilst the site is within an Air Quality Management Area (AQMA), it will experience air quality meeting the necessary standards assuming appropriate mitigation methods are employed during construction and occupation of the proposed development.

The Council's Environmental Protection Unit considers that an exceedance on the air quality limit value is not anticipated, the ingress of polluted air condition is therefore not considered necessary. However, a condition is recommended in relation to providing details of the final energy provision at the site.

Subject to this condition, it is considered that the proposed development accords with the air quality policies set out in the NPPF, London Plan, Hillingdon Local Plan Part 1 and the Hillingdon Local plan Part 2 Saved Policies.

### **NOISE**

The Government's National Planning Policy Framework (NPPF) which replaces PPG24 (Planning and Noise) gives the Government's guidance on noise issues. Policy 7.15 of the London Plan seeks to reduce noise and minimise the existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals.

A noise assessment has been carried out in support of the application. The Assessment concludes that the proposed development will primarily be affected by noise from the nearby road network. It adds that noise from air traffic is considered insignificant. The

Assessment also concludes that there is potential for other existing noise sources to disturb future residents, but confirms that appropriate mitigation measures can be incorporated into the design to minimise such impacts. 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'.

The Council's Environmental Protection Unit has reviewed the submitted Noise Report and concludes that noise exposure can be attenuated by suitable glazing and ventilation. However, since no specific measures have been put forward, it recommends a condition requiring a scheme for protecting the proposed development from road traffic noise should be imposed. It is considered that subject to this condition, the scheme would be in compliance with Policy OE5 of the Hillingdon Local Plan part 2.

#### **7.19 Comments on Public Consultations**

The issues raised in connection with parking, traffic and Green Belt development have been dealt with in the main body of the report.

#### **7.20 Planning obligations**

Policy R17 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) is concerned with securing planning obligations to supplement the provision recreation open space, facilities to support arts, cultural and entertainment activities, and other community, social and education facilities through planning obligations in conjunction with other development proposals. These saved UDP policies are supported by more specific supplementary planning guidance.

The Council's Section 106 Officer has reviewed the proposal. The comments received indicate the need for the following contributions or planning obligations to mitigate the impacts of the development.

i) Transport: All on site and off site highways works as a result of this proposal, including improvements to the site access and footway reinstatement along the site frontage to connect the site with Thorney Mill Road to provide safe walking route to allow access to public transport.

(ii) Health: The applicant provides a financial contribution of £8,038.46 towards health care in the area

(iii) Libraries: The applicant provides a financial contribution of £853.30 towards library provision in the area

(iv) Construction Training: Either a construction training scheme delivered during the construction phase of the development or a financial contribution of £5,375

(v) 100% Affordable Housing

(vi) Education: The applicant provides a financial contribution towards school places in the area commensurate with the estimated child yield of the development amounting to £52,409

(vii) A wild flower meadow to be established and retained, involving the removal of existing earth bunds

(viii) Air Quality Monitoring: in line with the SPD a contribution towards Air Quality Monitoring is sought in the sum of £12,500

(ix) Project Management and Monitoring Fee: a contribution equal to 5% of the total cash contribution to enable the management and monitoring of the resulting agreement.

The applicant has agreed to these proposed Heads of Terms, which are to be secured by way of the S106 Agreement. Overall, it is considered that the level of planning benefits sought is adequate and commensurate with the scale and nature of the proposed development, in compliance with Policy R17 of the Hillingdon Local Plan: Part 2 - Saved

UDP Policies (November 2012).

#### **7.21 Expediency of enforcement action**

There have been a number of enforcement complaints associated with this site over the years, relating to use of the site for car boot sales, caravans in garden being let for up to 6 persons and fly tipping operations. All the caravans and out buildings are to be removed as part of the proposals, and the bund on the southern portion of the site will also be removed. There are no other outstanding enforcement issues associated with the site.

#### **7.22 Other Issues**

Contamination

A Geoenvironmental and Geotechnical Desktop Study has been prepared in support of the application. The Study confirms that the site has a high hydrogeological sensitivity, with the presence of primary and secondary aquifers, and contamination issues at the site currently present a low-medium risk. In addition to the desktop study, a Ground Investigation has been prepared, which concludes that some limited contamination is present on site, although this is relatively low-level and is related to excessive benzo[a]pyrene. Benzo[a]pyrene is usually present in the ground as ash or pieces of tarmac and will almost certainly be confined to the fill material.

The report sets out a number of recommendations to minimise the impacts of contamination and recommends remediation for proposed garden areas. The ground investigation also referred to alluvium, and the report did recommend ground gas assessment and asbestos survey (for the building) although none appears to have been carried out.

It is noted that the southern part of the site has been subject to fly tipping and is delineated by an earth bund, the source of which is unknown. It is proposed to remove this earth bund as part of the proposed Wildlife Meadow works, and this can be secured by a S106 Agreement, in the event of an approval.

The Council's Environmental Protection Unit has reviewed the submitted documentation and has recommended a contaminated land condition be imposed, as further clarification is required with regard to additional investigation and confirmation of a watching brief. In addition, the site will require imported top soil for landscaping purposes and a condition is recommended to ensure the imported soils are independently tested, to ensure they are suitable for use.

On the basis of the above, it is considered that the proposed development accords with the ground condition and contamination policies set out in the NPPF, London Plan and the Hillingdon Local Plan Parts 1 and 2.

### **8. Observations of the Borough Solicitor**

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation. Material considerations are those which are relevant to regulating the development and use of land in the public

interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in "Probity in Planning, 2009".

#### Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

#### Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

### **9. Observations of the Director of Finance**

Not Applicable.

### **10. CONCLUSION**

Due to its state of disrepair, dereliction and poor design quality, the existing development is damaging to the character and visual appearance of the Green Belt and West Drayton Green Conservation Area. It is considered that when taken as a whole, the proposed development would have a positive effect on the character and appearance of the Conservation Area and Green Belt and would not harm its openness. It is considered that on balance, very special circumstances weighing in favour of the proposal exist to override normal Green Belt policy.

The additional traffic generated on the adjoining Highway network during both the construction and operational phases would be minimal and subject to highway improvements at the new site access, and a new footway leading to Torneey Mill Road, no adverse traffic impacts are likely to result.

It is also considered that the scheme will safeguard and enhance the existing nature conservation interests on the site. Subject to compliance with relevant conditions, it is considered that the proposed development would not have an adverse effect on the amenity of surrounding residents. It is also considered that subject to conditions, air quality, noise, flood, drainage and energy conservation issues have been satisfactorily addressed.

The application is considered to be consistent with the relevant policies of the NPPF, London Plan and Hillingdon Local Plan and is therefore recommended for approval, subject to referral to the Secretary of State, the Mayor (stage 2), conditions and S106/Highways agreements.

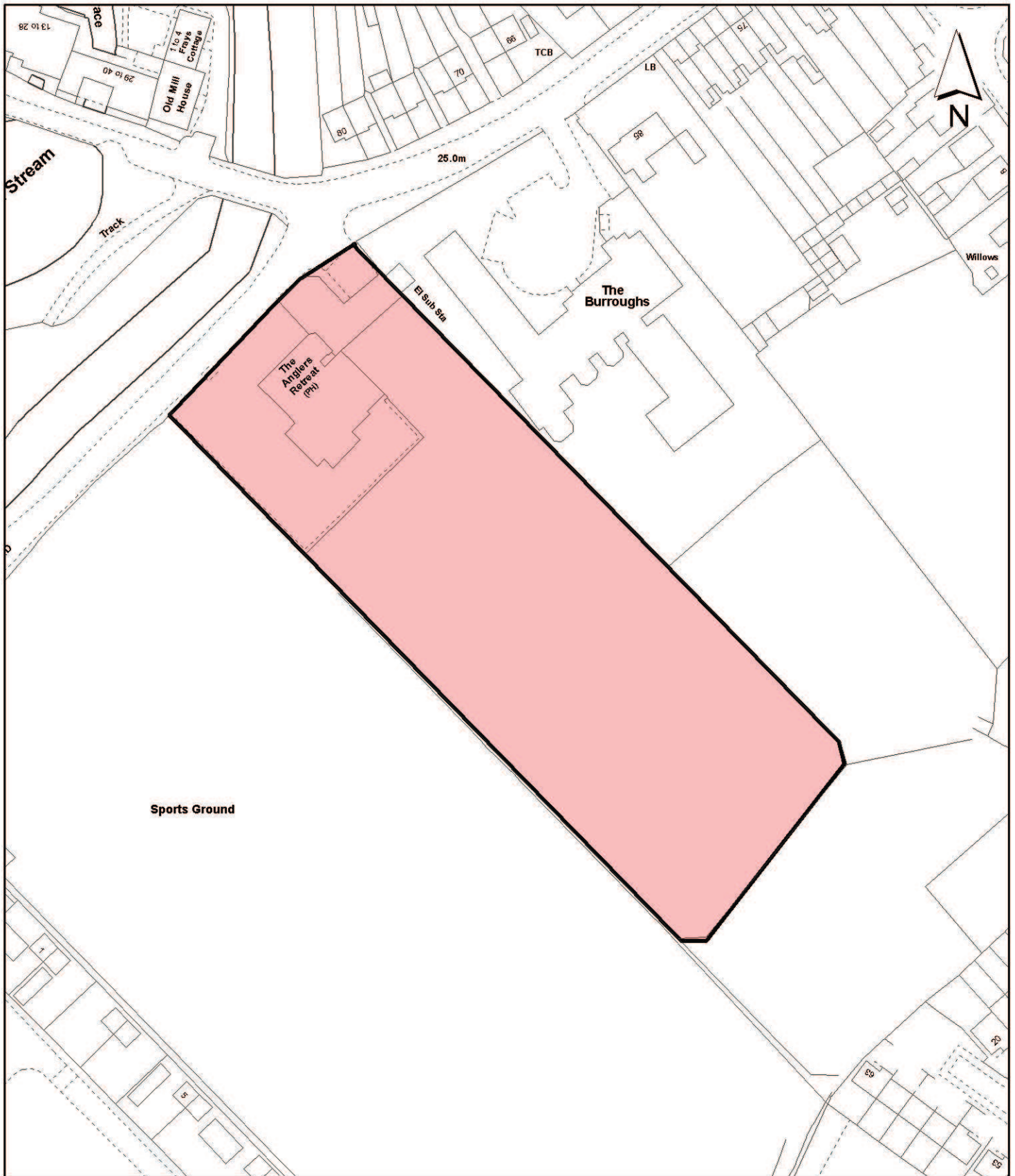


## **11. Reference Documents**


The Hillingdon Local Plan: Part 1- Strategic Policies (8th November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan 2011  
National Planning Policy Framework (NPPF)  
The Greater London Authority Sustainable Design and Construction (2006)  
Council's Supplementary Planning Guidance - Community Safety by Design  
Council's Supplementary Planning Document - Air Quality  
Hillingdon Supplementary Planning Document: Accessible Hillingdon (January 2010)

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**Notes**

 Site boundary

For identification purposes only.

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Planning Application Ref:

**11981/APP/2013/3307**

Scale

**1:1,250**

Planning Committee

**Major Application**

Date

**March 2014**



**HILLINGDON**  
LONDON