

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

**Address** THE GRAND UNION OFFICE PARK PACKET BOAT LANE COWLEY

**Development:** Demolition of Block C and end of Block B and erection of four replacement buildings of five-storeys in height. Extensions to Blocks A and B to five-storeys. Excavation of basement for car parking; provision of landscaping and amenity space; enhancement of site boundaries including improved access to Grand Union Canal. Total provision of 144 residential units (32 replacing those already approved under permitted development rights in existing loft space of Blocks A and B), comprising 12 x studio, 51 x 1-bed, 53 x 2-bed, 28 x 3-bed; car parking provision of 251 spaces and cycle parking provision of 273 spaces.

**LBH Ref Nos:** 1197/APP/2015/4164

**Drawing Nos:** PBL-05-RevA  
PBL-04-RevA  
PBL-03-RevB  
PBL-02-RevA  
PBL-01-RevB  
PBL-DE1  
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 PBL-PA1-RevA  
 PBL-PA2-RevA  
 PBL-PA3-RevA

<b>Date Plans Received:</b>	12/11/2015	<b>Date(s) of Amendment(s):</b>	12/01/2016
<b>Date Application Valid:</b>	12/11/2015		11/11/2015
			15/01/2016
			12/11/2015
			21/01/2016
			19/11/2015

## 1. SUMMARY

Planning permission is sought for the demolition of Block C and end of Block B to facilitate the erection of four replacement five storey buildings with basement level in association with extensions to Blocks A and B to enlarge them to five storeys which would accommodate a total of 144 residential flats comprising 12 x studio, 51 x 1-bed, 53 x 2-bed, and 28 x 3-bed units. The basement and ground floor level would provide 251 car parking spaces, 16 motorcycle spaces, 273 cycle parking spaces, plant service rooms, new landscaped areas to provide appropriate vehicular and pedestrian access for between and around the proposed buildings, as well as improved pedestrian access to the Grand Union Canal, and the provision of outdoor amenity space.

Until early 2015, the site was in use as an office (Use Class B1(a)) which is an employment use. However a number of prior approval applications have been granted or allowed at appeal for the change of use of buildings within the site from office to residential. There is currently consent for the provision of up to 190 residential units within the envelope of the existing buildings and work to convert buildings A and B has begun which will deliver 107 of these units. As such, the principle of a residential use on this former office site has been established and the loss of employment floorspace accepted. This full planning application will seek consent for 144 units through new build development which will provide a total of 251 units within the site, an increase of 61 units from which has been consented, under the prior approvals.

The development makes better and more efficient use of this previously developed site in comparison with the consented scheme as it would provide better quality internal and external living space (All dwellings hereby approved would comply with the unit size standards as prescribed by the London Plan (FALP 2015) and National Technical Housing Standards); incorporates enhancements of the canal environment and setting of the site; provides a range of affordable units; provides ecological and sustainability improvements; and redesigns and improves on the parking arrangements.

The proposed extensions and new buildings are well designed and will make a positive contribution to the location and surrounding area, particularly as the proposal includes significant improvements to the canal side environment. Its height and bulk can be satisfactorily accommodated in this location without appearing overbearing on the surrounding area and will not unacceptably detract from the amenities of adjoining occupiers by reason of loss of light, privacy or outlook.

The site is located adjacent to Cowley Lock Conservation Area, the Green Belt and the Grand Union Canal (part of the Blue Ribbon Network) with its towpath flanking the site. The Council's Conservation and Urban Design Officer has reviewed the proposal and considers that it would be acceptable in design terms and that its impact on the conservation area and Green Belt would be limited.

The scheme includes a range of energy efficient measures and the proposed sustainability measures will enable a reduction in CO2 emissions together with the production of onsite renewable energy.

The development would reduce the level of car parking from 318 workplace car parking spaces to 251 car parking spaces and provide two car club parking bays. The parking provision would comply with parking standards at local and regional levels. It would retain the existing vehicular access and manoeuvrability within the site is considered to be acceptable.

It is recommended that the application be approved subject to conditions and the satisfactory completion of a S106 Legal Agreement securing Affordable Housing, Highway Works, Off-site Landscaping Works, a Travel Plan, Car Club provision, Car Park Management Scheme, and contributions towards Construction Training and a Project Management & Monitoring Fee.

## **2. RECOMMENDATION**

**1. That delegated powers be given to the Head of Planning and Enforcement to grant planning permission subject to:**

**A) Entering into an agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) and/or S278 of the Highways Act 1980**

**(as amended) and/or other appropriate legislation to secure:**

**Non-monetary contributions:**

**i) Affordable Housing: To be confirmed (please see section 7.13 for further details).**

**ii) Affordable Housing Review Mechanism: The legal agreement shall provide for the Council to review the finances of the scheme at set times, in order to ensure that the maximum amount of affordable housing is being sought (seeking an uplift if viable).**

**iii) Traffic performance modelling of the Packet Boat Lane / High Road junction to demonstrate that it would continue to operate to an acceptable standard following completion of the development or mitigation measures (S178/S38 highway improvement works) with modelling to ensure that the junction continues to operate to an acceptable standard to the Local Planning Authority's satisfaction.**

**iv) Car Club provision in the form of two parking spaces within the site.**

**v) S278/S38 agreement to secure entry treatment at the vehicular access onto Packet Boat Lane.**

**vi) A full and formal Travel Plan with associated bond is required to be submitted and agreed in writing by the LPA before occupation of the development. Thereafter, the Travel Plan is required to be reviewed annually to monitor and if required, update and/or amend the document to the satisfaction of the LPA, in order that its aims and objectives are achieved.**

**vii) Enhancement/improvement works to the canal towpath along the western boundary (to include provision of new access points) and to the public open space owned by the London Borough of Hillingdon, to the north of the site. These 'off-site' enhancements will be subject to agreement with the relevant landowners (LBH and the Canal and River Trust). A survey of condition and schedule of repairs identified for the water wall shall also be incorporated within these works to the satisfaction of the LPA, in consultation with the Canals and Rivers Trust.**

**Monetary contributions:**

**viii) Construction Training: either a contribution equal to the formula (£2,500 for every £1m build cost + £9,600 coordinator costs per phase) or an in-kind training scheme equal to the financial contribution delivered during the construction period of the development with the preference being for an in-kind scheme to be delivered.**

**ix) Project Management & Monitoring Fee: a contribution equal to 5% of the total cash contributions secured from the scheme to enable the management and monitoring of the resulting agreement, is sought.**

**B) That in respect of the application for planning permission, the applicant meets the Council's reasonable costs in preparation of the Section 106 and/or 278**

Agreements and any abortive work as a result of the agreement not being completed.

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

D) If the Legal Agreements have not been finalised by 9th August 2016 (or such other timeframe as may be agreed by the Head of Planning and Enforcement), delegated authority be given to the Head of Planning and Enforcement to refuse planning permission for the following reason:

'The applicant has failed to provide measures to mitigate the impacts of the development through enhancements to services and the environment necessary as a consequence of demands created by the proposed development (in respect of public realm, highways (including servicing and travel planning), affordable housing, and construction training). The proposal therefore conflicts with 'saved' policies AM7 and R17 of the Unitary Development Plan (2012) and the Council's Planning Obligations SPD and Air Quality SPG, and the London Plan (FALP 2015).'

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

F) That if the application is approved, the following conditions be imposed subject to changes negotiated by the Head of Planning and Enforcement prior to issuing the decision.

**1 COM3 Time Limit**

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

**REASON**

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

**2 COM4 Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans referenced below and shall thereafter be retained/maintained for as long as the development remains in existence:

PBL-EX0, PBL-DE1, PBL-EX1, PBL-00, PBL-02-RevA, PBL-04-RevA, PBL-05-RevA, PBL-PC3-RevA, PBL-PA2-RevA, PBL-PA1-RevA, PBL-PA0-RevA, PBL-E04-RevA, PBL-PB0-RevA, PBL-PB1-RevA, PBL-PB2-RevA, PBL-PA4-RevA, PBL-PB3-RevA, PBL-PB4-RevA, PBL-PC0-RevA, PBL-PC2-RevA, PBL-PA3-RevA, PBL-PC4-RevA, PBL-E01-RevA, PBL-E02-RevA, PBL-E03-RevA, PBL-E04-RevA, PBL-E05-RevA, PBL-E08, PBL-E10-RevA, PBL-E11-RevA, PBL-E12-RevA, PBL-E13-RevA, PBL-06-RevA, PBL-07-RevA, PBL-E01-RevA, PBL-E02-RevA, PBL-E03-RevA, PBL-01-RevB, PBL-03-RevB, PBL-E06-RevB, PBL-PC1-RevB, and PBL-E07-RevB.

**REASON**

To ensure the development complies with the provisions of the Hillingdon Local Plan

(November 2012) and the London Plan (FALP 2015).

### **3 COM5 General compliance with supporting documentation**

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

- Air Quality Assessment (November 2015)
- Arboricultural Survey and Impact Assessment (June 2015)
- Archaeological DBA (November 2015); Archaeology Collective's response to GLAAS on Coring, Geoarchaeology and Paleo-environmental Assessment; and Geo-archaeological site works rapid resume by Allen Environmental Archaeology.
- CIL Form
- Design and Access Statement
- Ecological Assessment (November 2015)
- Sustainability Statement (10th November 2015)
- Energy Strategy (12th November 2015)
- Financial Viability Assessment
- Flood Risk Assessment
- Geo Environmental Report (August 2015)
- Geo-Environmental and Geotechnical Ground Investigation Report (June 2014)
- Landscape Strategy Parts 1-2
- Canal Section SK-01
- Landscape Lighting Strategy 206SKD01
- Landscape Boundary Strategy 206SKD02
- Landscape Masterplan 206L01 A
- Noise Impact Assessment (June 2015)
- Planning Statement
- Services Strategy (6th November 2015)
- Pumping Station Distance Plan
- Surface Water Management Plan Rev B (November 2015)
- Transport Assessment Rev 01 (November 2015)

- Ground Floor and Basement Layouts (13th January 2016)
- Transport Response Note (16th January 2016)
- Waste Management Strategy (1st December 2015)

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

#### REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan (November 2012) and the London Plan (FALP 2015).

#### **4 OM19 Construction Management Plan**

Prior to commencement of development, a Construction Management Plan (to include a Construction Logistics Plan (CLP)) shall be submitted to and approved in writing by the Local Planning Authority. The plan shall detail:

- (i) The phasing of development works
- (ii) The hours during which development works will occur (please refer to informative I15 for maximum permitted working hours).
- (iii) A programme to demonstrate that the most valuable or potentially contaminating materials and fittings can be removed safely and intact for later re-use or processing.
- (iv) Measures to prevent mud and dirt tracking onto footways and adjoining roads (including wheel washing facilities).
- (v) Traffic management and access arrangements (vehicular and pedestrian) and parking provisions for contractors during the development process (including measures to reduce the numbers of construction vehicles accessing the site during peak hours).
- (vi) Measures to reduce the impact of the development on local air quality and dust through minimising emissions throughout the demolition and construction process.
- (vii) The storage of demolition/construction materials on site.

The approved details shall be implemented and maintained throughout the duration of the construction process.

#### REASON

To safeguard the amenity of surrounding areas in accordance with 'saved' policy OE1 of the Unitary Development Plan (2012).

#### **5 COM6 Risk assessment to users of the canal**

Prior to the commencement of development hereby approved, a Risk Assessment and Method Statement outlining all works to be carried out adjacent to the waterway must be submitted to and approved in writing by the local planning authority in consultation with the Canal & River Trust. Thereafter, the works shall be carried out in accordance with the approved Method Statement.

#### Reason

To ensure the proposed works do not have any adverse impact on the safety of waterway users and the integrity of the waterway, in accordance with policy 7.24 of the London Plan (FALP 2015).

#### **6 RES10 Tree to be retained**

Trees, hedges and shrubs shown to be retained on the approved plan(s) shall not be

damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority. If any retained tree, hedge or shrub is removed or severely damaged during (or after) construction, or is found to be seriously diseased or dying, another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs'. Remedial work should be carried out to BS BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

#### REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with 'saved' policy BE38 of the Unitary Development Plan (2012) and to comply with Section 197 of the Town and Country Planning Act 1990.

#### **7 RES9 Landscaping (including for the refuse storage areas)**

A landscape scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

##### 1. Details of Soft Landscaping

- 1.a All ornamental and ecological planting (at not less than a scale of 1:100),
- 1.b Written specification of planting and cultivation works to be undertaken,
- 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

##### 2. Details of Hard Landscaping

- 2.a Refuse Storage area
- 2.b Means of enclosure/boundary treatments, including details of the screening required for the defensive space at the front and rear of flats as to ensure the privacy of these residents.
- 2.c Hard Surfacing Materials
- 2.d Other structures (such as the access ramp from Packet Boat Lane)

##### 3. Details of Landscape Maintenance

- 3.a Landscape Maintenance Schedule for a minimum period of 5 years.
- 3.b Proposals for the replacement of any tree, shrub, or area of surfacing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.

##### 4. Schedule for Implementation

##### 5. Other

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



All hard and soft landscaping shall be carried out in accordance with the approved landscaping scheme and shall be completed within the first planting and seeding seasons following the completion of the development or the occupation of the buildings, whichever is the earlier period. Thereafter, the areas of hard and soft landscaping shall be permanently retained.

Any tree, shrub or area of turfing or seeding shown on the approved landscaping scheme which within a period of 5 years from the completion of development dies, is removed or in the opinion of the Local Planning Authority becomes seriously damaged or diseased shall be replaced in the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority in the next planting season with another such tree, shrub or area of turfing or seeding of similar size and species unless the Local Planning Authority first gives written consent to any variation.

#### REASON

To ensure that the proposed development will preserve and enhance the visual amenity of the locality and contributes to a number of objectives in compliance with 'saved' policies BE13 and BE38 of the Unitary Development Plan (2012), and policy 5.17 (refuse storage) of the London Plan (FALP 2015).

### **8 NONSC Bird Hazard Management Plan**

Prior to occupation of the development, details of a Bird Hazard Management Plan shall have been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of:

-Management of any flat/shallow pitched/ green roofs on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design'. The Bird Hazard Management Plan shall be implemented as approved and shall remain in force to the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Local Planning Authority.

#### REASON

In the interest of Aircraft safety. It is necessary to manage the flat/ green roof in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Heathrow Airport.

### **9 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 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.

(iv) 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.

#### 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 'saved' policy OE11 of the Unitary Development Plan (2012).

#### **10 NONSC Scheme for Ecological Enhancement**

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 in the Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012); policy 7.19 of the London Plan (FALP 2015); and National Planning Policy Framework (2012).

#### **11 NONSC Energy Strategy Implementation**

Prior to commencement of development, the measures sets out the submitted Energy Strategy shall be implemented and completed. Details of the proposed heat network and CHP unit as well as the roof plans showing the inclusion of PV panels shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the development. The plans shall be accompanied by a statement of how the CHP and PVs will be maintained and the mechanisms for reporting the energy and CO2 output of the development to the Local Planning Authority on annual basis. The development must be completed in accordance with the approved plans and operated in accordance with the approved statement.

#### REASON

To ensure the development is sustainable and meets its carbon reduction targets in

accordance with policy 5.2 of the London Plan (FALP 2015)

## **12 NONSC External Lighting and CCTV schemes**

Before any part of the development is occupied, details of proposed lighting and CCTV schemes shall be submitted to and approved in writing by the Local Planning Authority. Such lighting and CCTV details as agreed shall be provided prior to first occupation of the development and shall remain in perpetuity.

### **REASON**

In the interest of crime prevention, ecology and visual amenity of the waterway setting, in accordance with policies 7.3, 7.4, and 7.19, of the London Plan (FALP 2015); and National Planning Policy Framework (2012).

## **13 COM15 Sustainable Water Management**

Prior to commencement of the development hereby approved, a scheme for the provision of sustainable water management shall be submitted to, and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate how it:

### **a) Manages Water:**

The scheme shall follow the strategy set out in the 'Flood Risk Assessment' and 'Surface Water Drainage Strategy', produced by Nimbus Engineering dated November 2015, and demonstrate ways of controlling the surface water on site by providing information on:

### **b) Suds features:**

- i. incorporating sustainable urban drainage in accordance with the hierarchy set out in Policy 5.13 of the London Plan. Where the proposal does not utilise the most sustainable solution, justification must be provided,
- ii. calculations showing storm period and intensity and volume of storage required to control surface water and size of features to control that volume to Greenfield run off rates at a variety of return periods including 1 in 1 year, 1 in 30, 1 in 100, and 1 in 100 plus Climate change,
- iii. overland flooding should be mapped, both designed and exceedance routes above the 100, plus climate change, including flow paths depths and velocities identified as well as any hazards, ( safe access and egress must be demonstrated).

### **c) Receptors:**

i. Capacity demonstrated for Thames Water foul and surface water network, and provide confirmation of any upgrade work required having been implemented and receiving watercourse as appropriate (if initial investigations conclude that existing sewer network is unlikely to be able to support the demand anticipated from the development, it is necessary for the developer to fund an Impact Study).

ii. Where infiltration techniques (soakway) or a basement are proposed a site investigation must be provided to establish the level of groundwater on the site, and to demonstrate the suitability of infiltration techniques proposed on the site. (This should be undertaken at the appropriate time of year as groundwater levels fluctuate). You are required to demonstrate what measures would be undertaken to minimise ground water discharges into the public sewer.

iii. Where groundwater is found within the site and a basement is proposed suitable mitigation methods must be provided to ensure the risk to others is not increased.

iv. Identify vulnerable receptors, ie WFD status and prevent pollution of the receiving groundwater and/or surface waters through appropriate methods;

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

- i. incorporate water saving measures and equipment.
- ii. provide details of water collection facilities to capture excess rainwater;

- iii. provide details of how rain and grey water will be recycled and reused in the development.
- e) Long Term Management and Maintenance of the drainage system:
  - i. Provide a management and maintenance plan for the lifetime of the development of arrangements to secure the operation of the scheme throughout its lifetime. Including appropriate details of Inspection regimes, appropriate performance specification, remediation and timescales for the resolving of issues. Where there is overland flooding proposed, the plan should include the appropriate actions to ensure the safety of the users of the site should that be required.
  - ii. Where the maintenance will not be the responsibility of an individual householder, the details of the body legally responsible for the implementation of the management and maintenance plan must be provided.
- f) Volume of water and potential pollution of the Grand Union Canal.
  - i. If surface water run-off and ground water is proposed to drain into the Grand Union Canal, details shall be submitted to and agreed in writing by the Local Planning Authority in consultation with the Canal and River Trust. Potential contamination of the waterway and ground water from wind blow, seepage or spillage at the site, and high volumes of water should be avoided to safeguard the waterway environment and integrity of the waterway infrastructure.
- g) During Construction:
  - i. How temporary measures will be implemented to ensure no increase in flood risk from commencement of construction.

Thereafter the development shall be implemented and retained/maintained in accordance with these details for the lifetime of the development.

#### REASON

To determine the potential for pollution of the Grand Union Canal and likely volume of water and to ensure that surface water run off is controlled to ensure the development does not increase the risk of flooding, conserves water supplies, and suitable infrastructure is in place to support and improve water quality in accordance with policy EM6 Flood Risk Management in the Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012); policies 5.12, 5.13, 5.14, and 5.15 of the London Plan (FALP 2015); and National Planning Policy Framework (2012).

#### **14 COM30 Noise insulation from road traffic**

Prior to commencement of development, details of a sound insulation and ventilation scheme for protecting the proposed development from road traffic noise shall have been submitted to and approved in writing by the Local Planning Authority. The scheme shall meet an acceptable internal noise design criteria. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

#### REASON

To ensure that the amenity of the occupiers of the proposed development is not adversely affected by road traffic noise in accordance with 'saved' policy OE5 of the Unitary Development Plan (2012) and policy 7.15 of the London Plan (FALP 2015).

#### **15 NONSC Archaeological Stage 1 & 2**

Prior to commencement of the development hereby approved, a stage 1 written scheme of investigation (WSI) shall have been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no excavation works/development hereby approved shall take place other than in accordance with the agreed WSI, and the programme and methodology of site evaluation and the nomination

of a competent person(s) or organisation to undertake the agreed works. If heritage assets of archaeological interest are identified by stage 1 then for those parts of the site which have archaeological interest a stage 2 WSI shall be submitted to and approved by the local planning authority in writing. For land that is included within the stage 2 WSI, no excavation works/development hereby approved shall take place other than in accordance with the agreed stage 2 WSI which shall include:

A. The statement of significance and research objectives, the programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works.

B. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the stage 2 WSI.

#### REASON

To safeguard the potential archaeological interest of the site in accordance with 'saved' policies BE1 and BE3 of the Unitary Development Plan (2012); policy 7.8 of the London Plan (FALP 2015); and National Planning Policy Framework (2012).

#### **16 NONSC Archaeology Foundation Design**

Following the review of the results of the Stage 1 evaluation required under Condition 15, if heritage assets worthy of preservation in situ are identified then no development shall take place until details of the foundation design or altered basement design and construction method to protect archaeological remains have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

#### REASON

To safeguard the potential archaeological interest of the site in accordance with 'saved' policies BE1 and BE3 of the Unitary Development Plan (2012); policy 7.8 of the London Plan (FALP 2015); and National Planning Policy Framework (2012).

#### **17 NONSC Cycle Parking**

The development shall not be occupied until 271 cycle parking spaces with 5% for adapted cycles have been provided. Thereafter the cycle parking spaces shall be permanently retained and used for no other purpose than the parking of bicycles.

#### REASON

To ensure that the development provides a quantum of cycle parking in accordance with Policy 6.9 of the London Plan (FALP 2015).

#### **18 RES16 Car Parking**

The development shall not be occupied until 251 car parking spaces (as shown on drawing No. PBL-00) inclusive of 10% disabled bays, 20% electric charging bays with a further 20% bays with passive provision have been provided. Thereafter the parking bays/areas shall be permanently retained and used for no other purpose than the parking of motor vehicles.

#### REASON

To ensure that the vehicular access, servicing and parking areas are satisfactorily laid out on site and meet the objectives of 'saved' policy AM14 of the Unitary Development Plan (2012) and Chapter 6 of the London Plan (FALP 2015).

**19 NONSC Ramp Signal**

Prior to occupation of the development, details of a ramp control signal shall be submitted to and agreed in writing with the Local Planning Authority. The signal shall only permit segregated vehicle entry and exit movements into the basement and shall be installed and is operational prior to first occupation in accordance with the approved details. Thereafter the ramp control signal shall be permanently retained and kept operational.

**REASON**

To ensure appropriate vehicular access to the basement and to ensure the safety of users, in accordance with 6.3 of the London Plan (FALP 2015)

**20 RES18 Accessible Homes/Wheelchair Units**

10% of the dwellings hereby approved shall be constructed to meet Category 3 M4(3) 'wheelchair user dwellings', with all remaining units designed to the standards for Category 2 M4(2) 'accessible and adaptable' as set out in Building Regulations (ADM 2015). All such provisions shall remain in place in perpetuity.

**REASON**

To ensure an appropriate standard of housing stock is achieved and maintained which meet the needs of disabled and elderly people in accordance with policies 3.1, 3.8, and 7.2 of the London Plan (FALP 2015) and the National Planning Policy Framework (2012).

**21 NONSC Minimising Water Usage**

No part of the residential development hereby approved shall be occupied until evidence has been submitted to the council confirming that the development has achieved not less than the internal water usage (WAT1) standards equivalent to Code for Sustainable Homes level 4 targets. Evidence requirements are detailed in the "Schedule of evidence required for Post Construction Stage from WAT1 of the Code for Sustainable Homes Technical Guide. Evidence must demonstrate an internal water usage rates of 105l/p/day which must be submitted to and approved by the Local Planning Authority, unless otherwise agreed in writing.

**REASON**

In the interests of sustainability in accordance with policy 5.3 (Sustainable Design & Construction) of the London Plan (FALP 2015).

**22 NONSC Overlooking**

Notwithstanding the details submitted, full details of the physical measures to prevent overlooking between flats, including the height, colour and material of balcony privacy screens and fins for the development shall be submitted to and approved in writing by the Local Planning Authority by the stage whereby construction works are at damp proof course level. The approved details shall be implemented prior to first occupation of the flats hereby approved and shall be retained thereafter in perpetuity.

**REASON**

To safeguard the amenity of future occupiers in accordance with 'saved' policy BE24 of the Unitary Development Plan (2012).

**23 NONSC Outdoor Amenity Areas**

Prior to occupation of the relevant dwelling, each dwelling shall be provided with outdoor amenity areas for future use of their residents as hereby approved. Thereafter, the amenity areas shall so be retained in perpetuity.

**REASON:**

To ensure the continued availability of external amenity space for residents of the development, in the interests of their amenity and the character of the area in accordance with 'saved' policy BE23 of the Unitary Development Plan (2012) and policy 7.1 of the London Plan (FALP 2015).

**24 NONSC Samples of Materials**

Prior to where construction works are at damp proof course level, details of all materials and external surfaces, including details of balconies shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

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

**REASON**

To ensure that the development presents a satisfactory appearance in accordance with 'saved' policy BE13 of the Unitary Development Plan (2012).

**25 NONSC Piling Method Statement**

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

**Reason**

The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to impact on local underground sewerage utility infrastructure and mitigation may be required to ensure that there is no detrimental impact on water supply or quality in accordance with the 'Water supply, Waste water, and Water quality' section of the National Planning Policy Guidance.

**26 RES22 Parking Allocation**

No unit hereby approved shall be occupied until a parking allocation scheme has been submitted to, and approved in writing by, the Local Planning Authority. Thereafter the parking shall remain allocated for the use of the units in accordance with the approved scheme and remain under this allocation for the life of the development.

**REASON**

To ensure that an appropriate level of car parking provision is provided on site in accordance with Policy AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (2015).

**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 Unitary Development Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (FALP 2015) and national guidance.

AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
AM18	Developments adjoining the Grand Union Canal - securing facilities for canal borne freight
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM8	Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
BE13	New development must harmonise with the existing street scene.
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.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE3	Investigation of sites of archaeological interest and protection of archaeological remains
BE31	Facilities for the recreational use of the canal
BE32	Development proposals adjacent to or affecting the Grand Union Canal
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
BE39	Protection of trees and woodland - tree preservation orders
BE4	New development within or on the fringes of conservation areas
EM2	(2012) Green Belt, Metropolitan Open Land and Green Chains



EM6	(2012) Flood Risk Management
H1	Sites safeguarded for residential development
H4	Mix of housing units
H5	Dwellings suitable for large families
H6	Considerations influencing appropriate density in residential development.
H8	Change of use from non-residential to residential
H9	Provision for people with disabilities in new residential developments
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
LE4	Loss of existing industrial floorspace or land outside designated Industrial and Business Areas
LPP 2.18	(2011) Green Infrastructure: the multi functional network of open and green spaces
LPP 3.1	(2015) Ensuring equal life chances for all
LPP 3.10	(2015) Definition of affordable housing
LPP 3.11	(2015) Affordable housing targets
LPP 3.12	(2015) Negotiating affordable housing (in) on individual private residential and mixed-use schemes
LPP 3.13	(2015) Affordable housing thresholds
LPP 3.3	(2015) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2015) Quality and design of housing developments
LPP 3.6	(2015) Children and young people's play and informal recreation (strategies) facilities
LPP 3.7	(2015) Large residential developments
LPP 3.8	(2015) Housing Choice
LPP 3.9	(2015) Mixed and Balanced Communities
LPP 5.1	(2015) Climate Change Mitigation
LPP 5.10	(2015) Urban Greening
LPP 5.11	(2015) Green roofs and development site environs
LPP 5.12	(2015) Flood risk management
LPP 5.13	(2015) Sustainable drainage
LPP 5.14	(2015) Water quality and wastewater infrastructure
LPP 5.15	(2015) Water use and supplies
LPP 5.17	(2015) Waste capacity
LPP 5.18	(2015) Construction, excavation and demolition waste
LPP 5.2	(2015) Minimising Carbon Dioxide Emissions
LPP 5.21	(2015) Contaminated land
LPP 5.3	(2015) Sustainable design and construction
LPP 5.5	(2015) Decentralised energy networks
LPP 5.6	(2015) Decentralised Energy in Development Proposals
LPP 5.7	(2015) Renewable energy
LPP 5.8	(2015) Innovative energy technologies
LPP 5.9	(2015) Overheating and cooling
LPP 6.10	(2015) Walking
LPP 6.11	(2015) Smoothing Traffic Flow and Tackling Congestion and reducing traffic

LPP 6.12	(2015) Road Network Capacity
LPP 6.13	(2015) Parking
LPP 6.14	(2015) Freight
LPP 6.3	(2015) Assessing effects of development on transport capacity
LPP 6.5	(2015) Funding Crossrail and other strategically important transport infrastructure
LPP 6.9	(2015) Cycling
LPP 7.1	(2015) Lifetime Neighbourhoods
LPP 7.13	(2015) Safety, security and resilience to emergency
LPP 7.14	(2015) Improving air quality
LPP 7.15	(2015) Reducing noise and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
LPP 7.16	(2015) Green Belt
LPP 7.19	(2015) Biodiversity and access to nature
LPP 7.2	(2015) An inclusive environment
LPP 7.21	(2015) Trees and woodland
LPP 7.24	(2015) Blue Ribbon Network
LPP 7.25	(2015) Increasing the use of the Blue Ribbon Network for passengers and tourism
LPP 7.26	(2015) Increasing the use of the Blue Ribbon Network for freight transport
LPP 7.27	(2015) Blue Ribbon Network: supporting infrastructure and recreational use
LPP 7.28	(2015) Restoration of the Blue Ribbon Network
LPP 7.3	(2015) Designing out crime
LPP 7.30	(2015) London's canals and other rivers and waterspaces
LPP 7.4	(2015) Local character
LPP 7.5	(2015) Public realm
LPP 7.6	(2015) Architecture
LPP 7.8	(2015) Heritage assets and archaeology
LPP 7.9	(2015) Heritage-led regeneration
LPP 8.1	(2015) Implementation
LPP 8.2	(2015) Planning obligations
LPP 8.3	(2015) Community infrastructure levy
LPP 8.4	(2015) Monitoring and review for London
NPPF1	NPPF - Delivering sustainable development
NPPF11	NPPF - Conserving & enhancing the natural environment
NPPF12	NPPF - Conserving & enhancing the historic environment
NPPF4	NPPF - Promoting sustainable transport
NPPF6	NPPF - Delivering a wide choice of high quality homes
NPPF7	NPPF - Requiring good design
NPPF9	NPPF - Protecting Green Belt land
OE1	Protection of the character and amenities of surrounding properties and the local area
OE2	Assessment of environmental impact of proposed development
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

OE9 surface water run-off - requirement for attenuation measures  
Limitation of development in areas with a potential for sewerage  
flooding

**3 159 Councils Local Plan : Part 1 - Strategic Policies**

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as the Unitary Development Plan (2012)), then London Plan Policies. On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies.

**4 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.

**5 115 Control of Environmental Nuisance from Construction Work**

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

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

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

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

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

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

**6**

The developer is requested to maximise the opportunities to provide high quality work experience for young people (particularly the 14 - 19 age group) from the London Borough of Hillingdon, in such areas as bricklaying, plastering, painting and decorating, electrical installation, carpentry and landscaping in conjunction with the Hillingdon Education and Business Partnership. Please contact: Mr Peter Sale, Chief Executive Officer, Hillingdon Training Ltd: contact details - c/o Hillingdon Training Ltd, Unit A, Eagle Office Centre, The Runway, South Ruislip, HA4 6SE Tel: 01895 671 976 email: [petersale@hillingdontraining.co.uk](mailto:petersale@hillingdontraining.co.uk).

**7 12 Encroachment**

You are advised that if any part of the development hereby permitted encroaches by either

its roof, walls, eaves, gutters, or foundations, then a new planning application will have to be submitted. This planning permission is not valid for a development that results in any form of encroachment.

**8**            I21                    **Street Naming and Numbering**

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

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

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

**10**          I45                    **Discharge of Conditions**

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

**11**          I48                    **Refuse/Storage Areas**

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

**12**

The Council's Waste Service should be consulted about refuse storage and collection arrangements. For further information and advice, contact - the Waste Service Manager, Central Depot - Block A, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB8 3EU (Tel. 01895 277505 / 506).

**13**

The applicant is advised that the detailed design of the underground car park must be undertaken with the input of fully qualified Structural and Highways Engineers.

**14**

Thames Water requests that the Applicant should incorporate within their proposal, protection to the property by installing for example, a non-return valve or other suitable

device to avoid the risk of backflow at a later date, on the assumption that the sewerage network may surcharge to ground level during storm conditions.

Regarding the Piling Method Statement, it is recommended that the developer contact 'Developer Services' on 0800 009 3921 to discuss its details.

We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Groundwater discharges typically result from construction site dewatering, deep excavations, basement infiltration, borehole installation, testing and site remediation. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. Should the Local Planning Authority be minded to approve the planning application, Thames Water would like the following informative attached to the planning permission: "A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing [wwriskmanagement@thameswater.co.uk](mailto:wwriskmanagement@thameswater.co.uk). Application forms should be completed on line via [www.thameswater.co.uk/wastewaterquality](http://www.thameswater.co.uk/wastewaterquality)."

#### Water Comments

With regard to water supply, this comes within the area covered by the Affinity Water Company. For your information the address to write to is - Affinity Water Company The Hub, Tamblin Way, Hatfield, Herts, AL10 9EZ - Tel - 0845 782 3333.

#### 15

This permission is liable for a contribution under the Community Infrastructure Levy (CIL) and a separate CIL liability notice will be provided for your consideration.

#### 16

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).

#### 17

You are advised to consult the Council's Environmental Protection Unit to seek prior approval under Section 61 of the Control of Pollution Act 1974 if you anticipate any difficulty in carrying out the works other than within the normal working hours set out in the conditions, and by means that would minimise disturbance to adjoining premises. For further information and advice, contact the Environmental Protection Unit, 3S/02 Civic Centre, High Street, Uxbridge, Middlesex UB8 1UW (tel. 01895 250155).

#### 18 IT05 **Wildlife and Countryside Act 1981**

Wildlife and Countryside Act 1981: Note that it is an offence under this act to disturb roosting bats, nesting birds or any other protected species. Therefore, it is advisable to

consult your tree surgeon / consultant to agree an acceptable time for carrying out the approved works.

The owner/occupier must obtain the appropriate licences where applicable from Natural England before the removal of nests and eggs.

## **19            I60            Cranes**

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

### **3.            CONSIDERATIONS**

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

The application site measures approximately 1.45 hectares and is located on the northern side of Packet Boat Lane, off West Drayton High Road. The site currently comprises three good quality office buildings built in the 1980s which are two and three storeys in height with pitched roofs.

It is understood that the office use ceased over a period covering the first half of 2015 with tenancies ending and businesses leaving the site. Since that time, work has commenced on two of the three buildings to have them converted to residential use.

The site is bound to the north and east by mainly two storey residential properties. To the south across Packet Boat Lane lies Tomo Industrial Estate which accommodates a range of commercial/light industrial type uses, with residential further east along Packet Boat Lane in the form of the recently converted and extended Packet Boat House. To the west, the Grand Union Canal (part of the Blue Ribbon Network) and its tow path flanks the site, and beyond that there are a number of small lakes and the River Colne. This area to the west is designated Green Belt and within the Cowley Conservation Area.

The application site is located within an Air Quality Management Area, Flood Zone 1, and has a PTAL rating of 1b, which is very poor. The site is also located within proposed Site Allocation 30 (SA 30) and Colne Valley Archaeological Priority Zone as set out within the Council's emerging Local Plan: Part 2.

In reference to SA 30, the the Council's emerging Local Plan: Part 2 'Site allocations and designations' document has proposed to allocate this site for housing in view of the approved change of use from office to residential through the Prior Approval process.

#### **3.2           Proposed Scheme**

The proposed development is for the demolition of Block C and end of Block B and involves excavation works to facilitate the erection of four replacement five storey buildings with basement level in association with extensions to Blocks A and B to enlarge them to five storeys which would accommodate a total of 144 residential flats comprising 12 x studio, 51 x 1-bed, 53 x 2-bed, and 28 x 3-bed units. The basement and ground floor levels would provide 251 car parking spaces, 16 motorcycle spaces, 273 cycle parking spaces, plant

service rooms, new landscaped areas to provide appropriate vehicular and pedestrian access for between and around the proposed buildings, as well as improved pedestrian access to the Grand Union Canal, and the provision of outdoor amenity space.

The site would deliver 251 residential units. 107 units are already being created under prior approval ref. 1197/APP/2014/3122 which allows up to 190 units. This full application seeks planning permission for 144 units, through new build development. In total, there would be an increase of 61 units from what has been consented for the site. Four new residential blocks are sought referred to as blocks C, D, E, and F, which would contain 47, 13, 13, and 18 units, respectively. Blocks A and B relate to the existing office buildings which are being retained, converted (under prior approval), and hereby extended to five storeys. The extensions to these buildings would provide an additional 4 units within block B and 17 within block A.

Significant external changes are sought to existing blocks A and B which include two additional storeys; provision of a copper roof; changes to fenestration; change to the external materials; and the provision of balconies. These works would help to blend the existing parts of the development site with the new.

The proposal includes extensive landscaping works to form amenity and play space for use by residents. The majority of the units would have integral private balconies and a large area of well-designed communal play space is to be provided towards the northern end of the site, along with significant new planting and landscaping along the tow-path's edge.

Car and cycle parking spaces would be provided at ground and basement levels. A total of 251 car parking spaces are proposed, including two car club spaces for members use; 10% accessible spaces for disabled users; 20% active electric spaces; and a further 20% passive electric spaces. The proposal would also provide 16 motorcycle spaces within the basement. There would be 273 cycle spaces with 179 of these within the basement and a further 94 at various locations within the buildings envelopes at ground floor level. The basement would be secure and accessible only to future residents. Refuse and recycling storage provision would be provided at ground floor level within the new buildings. The access to the site would remain as existing.

### 3.3 Relevant Planning History

1197/APP/2014/3725      Union Park Packet Boat Lane Cowley

Prior approval application for change of use from B1(a) to C3 use

**Decision:** 11-12-2014      Refused

1197/APP/2014/3988      Unit 6 Union Park Packet Boat Lane Cowley

Prior approval for change of use from B1(a) to C3 use (to create 27 self contained flats with a mix of 4x studios, 7x 1 bed and 16 x 2 bed)

**Decision:** 31-12-2014      Approved

1197/APP/2014/3989      Units 7-8 Union Park Packet Boat Lane Cowley

Prior Approval for change of use from B1(a) to C3 (to create 18 self contained flats with a mix of 1 x 1 bed and 10 x 2 bed)

**Decision:** 31-12-2014 Approved

1197/APP/2014/3990 Units 1-5 Union Park Packet Boat Lane Cowley

Prior approval for change of use from B1(a) to C3 use (to create 65 self contained flats with a mix of 34 x 1 bed and 31 x 2 bed)

**Decision:** 31-12-2014 Approved

1197/APP/2015/1874 Grand Union Office Park Packet Boat Lane Cowley

Non-material amendment to planning permission ref. 1197/APP/2015/386, dated 16/4/15 (External alterations to units 1-8 including amendments to external materials, amendments to fenestration insertion of rooflights/windows and addition of balconies and porticos) to allow external alteration to units 1-6, including changes to window siting, removal of render and insertion of doors (S96A Application).

**Decision:** 18-06-2015 Approved

1197/APP/2015/386 Grand Union Office Park Packet Boat Lane Cowley

External alterations to units 1-8 including amendments to external materials, amendments to fenestration, insertion of rooflights/windows and addition of balconies and porticos.

**Decision:** 16-04-2015 Approved

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

The existing office blocks on the site were constructed in the 1980s and were in use until early 2015. In terms of relevant planning history to the current application, it follows the approval of application ref: 1197/APP/2014/3990 for change of use for up to 190 residential (C3) units from office (B1(a)) under The Town and Country Planning (General Permitted Development)(Amendment)(England) Order 2013, allowed at appeal on 18th February 2015. This prior approval application relates to all buildings on the site and is the consent by which Blocks A and B are currently being converted.

Three further prior approval applications (references: 1197/APP/2014/3990, 1197/APP/2014/3989 and 1197/APP/2014/3988) for change of use from B1(a) office to C3 residential have been approved by the Council for the three separate buildings, totalling 110 units.

Regarding the prior approval application that was allowed at appeal, the Inspector imposed two conditions to this site-wide consent. The first of these conditions was to be discharged prior to commencement of the development and related to the presence of ground gas on the site. Further testing was carried out and a ventilated membrane designed which enabled the condition (reference: 1197/APP/2015/1744) to be discharged on 7th July 2015. The second condition relating to soils testing must be approved prior to occupation and is currently awaiting discharge by the Council with a target decision date of 7th December 2015.

To practically deliver the site-wide prior approval application mentioned above, further



associated development has been sought. The first of these (reference: 1197/APP/2015/386) sought full planning permission for external alterations to units 1-8 including amendments to external materials, amendments to fenestration, insertion of roof lights and windows and addition of balconies and porticos. This application was approved by the Council on 16th April 2015.

That planning permission was subsequently altered through a Non-Material Amendment application (reference: 1197/APP/2015/1874) approved on 18th June 2015 which changed a number of very minor details relating to altering window and balcony designs, removing the use of render, and changing door locations. A further Non-Material Amendment application (reference: 1197/APP/2015/3490) is currently awaiting determination by the Council, having expired on 15th October 2015. The primary change sought relates to enlarging window openings for the apartments currently being converted in Blocks A and B.

The original planning permission for the external alterations was also subject to a condition that sought further details of materials, external surfaces, and balconies. An Approval of Details application (reference: 1197/APP/2015/3489) to discharge those details was approved on 13th November 2015.

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

Please see list below.

##### **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.EM1 (2012) Climate Change Adaptation and Mitigation
- PT1.EM11 (2012) Sustainable Waste Management
- PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
- PT1.EM3 (2012) Blue Ribbon Network
- 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:

- AM13 AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): -
  - (i) Dial-a-ride and mobility bus services
  - (ii) Shopmobility schemes

	(iii) Convenient parking spaces
	(iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
AM18	Developments adjoining the Grand Union Canal - securing facilities for canal borne freight
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM8	Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
BE13	New development must harmonise with the existing street scene.
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.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE3	Investigation of sites of archaeological interest and protection of archaeological remains
BE31	Facilities for the recreational use of the canal
BE32	Development proposals adjacent to or affecting the Grand Union Canal
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
BE39	Protection of trees and woodland - tree preservation orders
BE4	New development within or on the fringes of conservation areas
EM2	(2012) Green Belt, Metropolitan Open Land and Green Chains
EM6	(2012) Flood Risk Management
H1	Sites safeguarded for residential development
H4	Mix of housing units
H5	Dwellings suitable for large families
H6	Considerations influencing appropriate density in residential development.
H8	Change of use from non-residential to residential
H9	Provision for people with disabilities in new residential developments
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
LE4	Loss of existing industrial floorspace or land outside designated Industrial and Business Areas
LPP 2.18	(2011) Green Infrastructure: the multi functional network of open and green spaces
LPP 3.1	(2015) Ensuring equal life chances for all
LPP 3.10	(2015) Definition of affordable housing
LPP 3.11	(2015) Affordable housing targets
LPP 3.12	(2015) Negotiating affordable housing (in) on individual private residential and mixed-use schemes
LPP 3.13	(2015) Affordable housing thresholds
LPP 3.3	(2015) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2015) Quality and design of housing developments
LPP 3.6	(2015) Children and young people's play and informal recreation (strategies) facilities
LPP 3.7	(2015) Large residential developments
LPP 3.8	(2015) Housing Choice
LPP 3.9	(2015) Mixed and Balanced Communities
LPP 5.1	(2015) Climate Change Mitigation
LPP 5.10	(2015) Urban Greening
LPP 5.11	(2015) Green roofs and development site environs
LPP 5.12	(2015) Flood risk management
LPP 5.13	(2015) Sustainable drainage
LPP 5.14	(2015) Water quality and wastewater infrastructure
LPP 5.15	(2015) Water use and supplies
LPP 5.17	(2015) Waste capacity
LPP 5.18	(2015) Construction, excavation and demolition waste
LPP 5.2	(2015) Minimising Carbon Dioxide Emissions
LPP 5.21	(2015) Contaminated land
LPP 5.3	(2015) Sustainable design and construction
LPP 5.5	(2015) Decentralised energy networks
LPP 5.6	(2015) Decentralised Energy in Development Proposals
LPP 5.7	(2015) Renewable energy
LPP 5.8	(2015) Innovative energy technologies
LPP 5.9	(2015) Overheating and cooling
LPP 6.10	(2015) Walking
LPP 6.11	(2015) Smoothing Traffic Flow and Tackling Congestion and reducing traffic
LPP 6.12	(2015) Road Network Capacity

LPP 6.13	(2015) Parking
LPP 6.14	(2015) Freight
LPP 6.3	(2015) Assessing effects of development on transport capacity
LPP 6.5	(2015) Funding Crossrail and other strategically important transport infrastructure
LPP 6.9	(2015) Cycling
LPP 7.1	(2015) Lifetime Neighbourhoods
LPP 7.13	(2015) Safety, security and resilience to emergency
LPP 7.14	(2015) Improving air quality
LPP 7.15	(2015) Reducing noise and and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
LPP 7.16	(2015) Green Belt
LPP 7.19	(2015) Biodiversity and access to nature
LPP 7.2	(2015) An inclusive environment
LPP 7.21	(2015) Trees and woodland
LPP 7.24	(2015) Blue Ribbon Network
LPP 7.25	(2015) Increasing the use of the Blue Ribbon Network for passengers and tourism
LPP 7.26	(2015) Increasing the use of the Blue Ribbon Network for freight transport
LPP 7.27	(2015) Blue Ribbon Network: supporting infrastructure and recreational use
LPP 7.28	(2015) Restoration of the Blue Ribbon Network
LPP 7.3	(2015) Designing out crime
LPP 7.30	(2015) London's canals and other rivers and waterspaces
LPP 7.4	(2015) Local character
LPP 7.5	(2015) Public realm
LPP 7.6	(2015) Architecture
LPP 7.8	(2015) Heritage assets and archaeology
LPP 7.9	(2015) Heritage-led regeneration
LPP 8.1	(2015) Implementation
LPP 8.2	(2015) Planning obligations
LPP 8.3	(2015) Community infrastructure levy
LPP 8.4	(2015) Monitoring and review for London
NPPF1	NPPF - Delivering sustainable development
NPPF11	NPPF - Conserving & enhancing the natural environment
NPPF12	NPPF - Conserving & enhancing the historic environment
NPPF4	NPPF - Promoting sustainable transport
NPPF6	NPPF - Delivering a wide choice of high quality homes
NPPF7	NPPF - Requiring good design
NPPF9	NPPF - Protecting Green Belt land
OE1	Protection of the character and amenities of surrounding properties and the local area

- OE2 Assessment of environmental impact of proposed development
- 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
- OE9 Limitation of development in areas with a potential for sewerage flooding

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

**5.1 Advertisement Expiry Date:- 16th December 2015**

**5.2 Site Notice Expiry Date:- 11th December 2015**

## **6. Consultations**

### **External Consultees**

Site Notice: Erected 20th November 2015

Press Advertisement: 25th November 2015

Neighbouring households, amenity groups, and local businesses were notified of the proposal on 23rd November 2015. The consultation period expired on 16th December 2015.

So far nine letters have been received objecting to the proposal. The objection responses raise the following concerns:

- (i) The scale of the development including its height is out of keeping with the character of the area.
- (ii) The proposal would result in light pollution.
- (iii) Loss of daylight/sunlight to neighbouring properties.
- (iv) Loss of privacy to neighbouring properties.
- (v) Excessive levels of parking which would cause traffic and increased air pollution.
- (vi) The proposal would impact detrimentally on existing public transport.
- (vii) Disruption during construction from noise and pollution.
- (viii) Impact on the flood risk of the area.
- (ix) Impact the value of neighbouring properties along Sefton Way.
- (x) Mains water and sewerage capacity.
- (xi) Access from Sefton Way to the towpath.
- (xii) Maintenance of the towpath.

Officer's response: Firstly, responsibility for maintenance of the towpath will remain with the Canal and River Trust. The development would secure significant improvements to it in terms of accessibility and usability, therefore the proposal is considered acceptable in this regard. Secondly, the impact of development on property values in the surrounding area is not a material planning consideration. All other issues raised have been considered in the main body of the report.

In addition, a number of responses mentioned that they welcomed the proposed improvements to the canal towpath.

CANALS AND RIVERS TRUST

Comments (summary):

Principle of development

We have no objection to the principle of development of this site, and hope that a residential scheme will bring more passive surveillance and activity to the towpath. The site has a towpath frontage of 167m.

#### Access and towpath works

We support the inclusion of the towpath within the redline boundary of the application site, although note that this does not incorporate the whole towpath, to the waterway wall. This may need to be amended in order to incorporate the towpath works within the application.

It is not clear what works will be undertaken to the existing pedestrian access from Packet Boat Lane to the towpath. We would like to see this widened and fully ramped rather than the existing shallow steps. Consideration should be given for cyclists joining the towpath to ensure there is no potential for collision with pedestrians.

We seek resurfacing works to the towpath as part of the development, to ensure that it is suitable for use by additional residents and visitors to the site. There is limited detail for this in the application, so we would request more information by condition or legal agreement. We would require a surfaced path up to 2m wide, plus retaining a grass margin on the water's edge, and a hedge to the rear of the towpath.

#### Landscaping

As part of the canalside landscaping works, we would also request that the applicant improve the width of the towpath by replanting the hedge or tree line further inland. The towpath feels confined and isolated by the existing trees and undergrowth, so opening up the towpath would be a great improvement. A reduction in the hedge height would also help improve this.

Any trees/shrubs that are proposed to be planted or retained near the canal wall should not negatively impact on the structural integrity of the canal wall. Any negative impact on the structural integrity of the canal wall caused by the developments trees will need to be rectified by the development. We note that trees numbered 29 and 30 are Alder, which can damage waterway walls as their roots grow towards the water.

We have no objection to the proposed widening of the towpath in two places, as sitting areas with benches, but we would like to ensure that this area be carefully managed as part of the wider site management, so that it does not become misused for anti-social behaviour and littering. In some areas the Trust has been asked by local residents to remove benches to try and address anti-social behaviour.

#### Lighting

Minimal lighting should be installed near the canal, and any lighting near the canal should be bat friendly, avoiding spillage onto the canal waterway. It is recommended that bat friendly lighting is used throughout the development to encourage local bat populations.

#### Ecology

The Ecological Report Recommendations/Environmental Enhancements includes the provision of bat boxes, and the Trust would be interested in any data that is collected as part of the monitoring of these.

#### Offsite works

A legal agreement should be secured to carry out improvement works to the towpath.

If the Council is minded to grant planning permission, it is requested that informatives and the following conditions be attached to the decision notice:

Conditions:

1. Risk assessment and Method Statement outlining all works to be carried out adjacent to the water
2. Landscaping scheme
3. Lighting and CCTV schemes
4. Survey of condition and schedule of the repairs identified for the waterway wall
5. Feasibility study to assess the potential for moving freight by water during the construction cycle

Officer's response: A substantial level of the works in reference to the consented prior approval scheme have been carried out whereby arrangements for moving freight have already been settled. It would not be reasonable to require a feasibility study to assess the potential for moving freight by water given the stage the works are at on site.

Improvement works to the canal towpath are to be agreed by legal agreement and this would include making good any damage caused to the waterway wall. Therefore a condition in relation to the waterway wall would be unnecessary. However, it is considered reasonable to impose a condition to require the submission of a risk assessment and method statement to ensure the safety of towpath users.

The Council's Tree and landscaping Officer has also requested a landscaping scheme and the Sustainability Officer has requested a lighting scheme. Should the application be approved, conditions requiring the submission of landscaping, lighting, and CCTV schemes to ensure the proposal has appropriate landscaping to meet the needs of future occupiers and to address ecology and security concerns would be imposed.

#### DESIGNING OUT CRIME OFFICER (DOCO)

Comments (summary): No objection.

Officer's response: The scheme has been reviewed by the Metropolitan Police's Designing Out Crime Officer (DOCO), who raises no objection, however has raised concern regarding security to flats that face directly onto the canal towpath. A condition would secure a CCTV scheme to improve security and Building Regulations: Approved Document Q ensures reasonable provision is made to resist unauthorised access to dwellings which would address the concerns raised regarding the units that face the canal. As the latter is mandatory, the development would have to meet an acceptable standard of security and as such, it is not considered necessary to add any further conditions.

#### ENVIRONMENT AGENCY

Comments (summary): No objection, there are no constraints which fall within our remit for this application.

Officer's response: Noted.

#### GREATER LONDON ARCHAEOLOGICAL ADVISORY SERVICE (GLAAS)

Comments (summary):

Appraisal of this planning application using the Greater London Historic Environment Record and

information submitted with the application indicates a need for further information to reach an informed judgement of its impact on heritage assets of archaeological interest.

The planning application lies in an area of archaeological interest.

The proposed development site lies within the Colne Valley Archaeological Priority Zone defined for the Hillingdon Local Plan and reflecting the archaeological potential of the river valley. Principally this archaeological interest relates to the discovery of well preserved late Upper Palaeolithic and Mesolithic sites and associated palaeo-environmental remains at numerous locations along the Lower Colne in Hillingdon, Buckinghamshire and Surrey. Such remains can be of national importance.

Later prehistoric occupation may also be present whilst the river was managed and used for mills from the medieval period on.

I therefore recommend that the following further studies should be undertaken to inform the preparation of proposals and accompany a planning application:

- Geoarchaeology Coring
- Archaeological Field Evaluation

Ultimately if you are going to issue a favourable decision notice then a two-stage condition would be the most appropriate safeguard since there is clear archaeological potential for the site.

Officer's response: Please see section 7.03 of this report for full consideration of the issues raised. Should the application be approved, conditions as suggested would be imposed to safeguard any potential heritage assets.

#### HEATHROW SAFEGUARDING

Comments (summary): No objection.

Subject to condition to require the submission of a Bird Hazard Management Plan and the following informatives:

1. The owner/occupier must obtain the appropriate licences where applicable from Natural England before the removal of nests and eggs.
2. Cranes: Given the nature of the proposed development it is possible that a crane may be required during its construction. We would, therefore, draw the applicant's attention to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, 'Cranes and Other Construction Issues' (available at <http://www.aoa.org.uk/policy-safeguarding.htm>)

Officer's response: Noted. Should the application be approved, a condition to require the submission of a Bird Management Plan for airport safeguarding would be imposed.

#### TRANSPORT FOR LONDON (TFL)

Comments (summary): No objection, subject to the following comments:

1. TfL request that the applicant complies with the latest London Plan cycle parking standards (Policy 6.9). TfL expects that 5% of cycle parking spaces will be modified for adapted cycles.
2. TfL expects a residential Travel Plan statement to be submitted in support of the application. The



Travel Plan should be secured through the section 106 agreement or by planning condition. The travel plan should be prepared in accordance with TfL guidance and updated on a regular basis.

3. To minimise the impact of this development on the highway network during the construction and operational phase TfL requests that a Delivery and Servicing Plan (DSP) and Construction Logistics Plan (CLP) are submitted to the council for approval.

Officer's response: The development would provide 273 cycle spaces (inclusive of 5% adapted cycle spaces) with 179 of these within the basement and a further 94 at various locations within the building's envelopes at ground floor level, which is compliant with policy 6.9 of the London Plan (FALP 2015). A Construction Management Plan which would include a logistics plan would be secured by condition. Given the nature and scale of the development, a Delivery and Service Plan would be considered unnecessary. Particularly as refuse servicing details have been provided which are acceptable. A Travel Plan would be secured by legal agreement which would have a Modal Shift Target to seek a 8% reduction in single occupancy car trips over a 5 year period which is considered reasonable given that the site would benefit from being relatively close to a Crossrail station which will be operational from 2019 and as such would significantly improve the PTAL for the site.

## THAMES WATER

Comments (summary):

### Waste Comments

With the information provided Thames Water, has been unable to determine the waste water infrastructure needs of this application. Should the Local Planning Authority look to approve the application ahead of further information being provided, we request that the following conditions and informatives:

1. Condition to be applied to ascertain a drainage strategy detailing any on and/or off site drainage works.
2. Condition for Piling Method Statement.
3. Informative re: Groundwater Risk Management Permit.

### Water Comments

You are advised that regarding water supply, this area is covered by the Affinity Water Company.

### Supplementary Comments

In order for Thames Water to determine whether the existing sewer network has sufficient spare capacity to receive the increased flows from the proposed development, a drainage strategy must be submitted detailing the foul and surface water strategies. Details of any proposed connection points or alterations to the public system, including calculated discharge rates (pre and post development) must be included in the drainage strategy, along with details of the overall reduction in surface water flows. i.e. existing surface water discharges (pre-development) in to the public sewers for storm periods 1 in 10, 30, 100 etc... versus the new proposed volumes to be discharged for the whole development. If initial investigations conclude that the existing sewer network is unlikely to be able to support the demand anticipated from this development, it will be necessary for the developer to fund an Impact Study.

Officer's response: The agent has clarified that the nearest residential unit to the pumping station would be in excess of 20m away. Therefore, the proximity of the pumping station is not considered to be an issue and would be compliant with best practice in Sewers for Adoption (6th edition).

Should the application be approved, conditions to implement the submitted drainage strategy and ascertain associated water management details and a Piling Method Statement would be imposed to reduce the risk of flooding and to minimise the potential for damage to subsurface sewerage infrastructure.

### **Internal Consultees**

#### **ACCESSIBILITY OFFICER**

Comments (summary): No objection.

10% of the proposed residential units should meet the standards for M4(3) Category 3 - wheelchair user dwellings, with all remaining units designed to the standards for Category 2 M4(2) - accessible and adaptable, as set out in ADM 2015. To this end, of the 144 units designated as new development, 15 should be designed and constructed to meet the standards prescribed in ADM 2015 M4(3), with the remaining 130 units designed to comply with M4(2).

The height difference between the proposal site and the adjacent canal towpath is understood to range from 1.3m to 1.5m. A ramped path connection is proposed at the northern end to provide accessibility to and from the residential area.

Drawing no: PBL-P01-Rev A indicates that lift access would be achieved within the new blocks to provide wheelchair access to the floors above and from the basement car parking.

Subject to condition to ascertain an accessible scheme and an appropriate level of wheelchair adaptable units, no objection is raised.

Officer's response: Noted. Should the application be approved, a condition to ensure the delivery of 10% wheelchair accessible units and all units to be accessible, in compliance with Part M, Categories 2 and 3 of the Building Regulations would be imposed to ensure the development proposal provides for the needs of a diverse and ageing population in London, in accordance with policy 3.8 'Housing Choice' of the London Plan (FALP 2015).

#### **CONSERVATION AND URBAN DESIGN**

Comments (summary): No objection

The site lies within the proposed Colne Valley APZ and adjacent to the Cowley Lock Conservation Area. At present it contains a number of 2-3 storey, fairly plain modern office blocks. Those along the canal frontage are to be retained and extended to the north, with the addition of two extra floors. The current scheme has been subject to extensive pre application discussions.

Whilst the buildings will be taller than those existing, it is considered that their impact on the character and appearance of the adjacent conservation area will be limited; as the canal side views from the tow path will be partially screened by trees and longer distance views will be screened by the existing areas of woodland planting. The development will also be set against a general town scape of varied building types, many of which are industrial in appearance. The architecture and proposed materials of the altered buildings take their cue from these buildings, with an interesting and well detailed roof line.

The scheme also includes proposed improvements to the canal side environment.

No in principle objections are raised to this development in conservation and design terms, however, it will be necessary to condition samples of the materials to be used for all of the elevations as their quality will be crucial in the success of this scheme.

Officer's response: Noted. Should the application be approved, a condition to obtain samples of external materials for the buildings would be imposed to ensure that the development is of an acceptable appearance.

## EPU

### Contaminated Land

Comments (summary): No objection.

Subject to condition to ascertain a scheme to deal with contamination.

Officer's response: Noted. The suggested condition will be imposed if planning permission is granted.

### Noise

Comments (summary): No objection.

If planning permission is to be given, I would recommend an informative to provide information about who to contact regarding noise issues and a condition to secure a sound insulation and ventilation scheme for protecting the proposed development from road traffic noise.

Officer's response: This condition will be imposed if planning permission is granted to ensure future occupiers have an acceptable level of accommodation.

### Air Quality

Comments (summary): No objection.

Subject to securing a Travel Plan and Construction Management Plan.

Officer's response: Noted. These conditions will be imposed if planning permission is granted to ensure air quality is not adversely impacted by the development.

## HIGHWAYS

Comments (summary): No objection.

Highway comments following receipt of Transport Assessment Report:

a. Car park provision for disabled used should include 10% of all parking bays. Provision for Electric Vehicles should include 20% active and 20% passive.

b. The vehicular swept paths should include 300mm margins for error. The access ramp to the underground car parking would not allow safe two way traffic movements. This ramp should be widened particularly around the bend and have a central separation margin or alternatively incorporate signal controls to segregate entry and exit traffic movements.

c. The assessment of traffic performance of junction at Packet Boat Lane / High Road is required for the morning and evening peak periods. This is required because the pattern of traffic movement are significantly different between residential and office uses and changes the turning movements at the junction. The development scenarios required to be assessed should include existing, committed / consented and proposed. Should any mitigation be required, appropriate proposals should be

assessed to demonstrate satisfactory performance. Traffic Modelling for the existing junctions must demonstrate acceptable calibration and validation.

d A s106/s278 agreement will be required for the traffic performance modelling and if necessary, mitigation measures (which could include highway improvements) to ensure that the Packet Boat Lane / High Road junction would continue to operate to an acceptable standard. A legal agreement should also secure a Travel Plan, Car Club provision, and entry treatment at the vehicular access onto Packet Boat Lane.

Officer's response: The development would comply with parking standards at local and regional levels. The layout and approach to the basement ramp has been altered to improve access to that level. A condition would be imposed to secure the ramp signal and to prevent two way traffic movements at any one time. The traffic modelling/mitigation, Travel Plan, Car Club provision, and entry treatment at the vehicular access onto Packet Boat Lane would be secured by legal agreement as suggested.

#### SUSTAINABILITY OFFICER

Comments (summary): No objection.

Subject to the following:

##### Ecology

A condition is required to obtain an ecological enhancement scheme.

##### Energy

The development must proceed in accordance with the energy strategy and a condition detailing the proposed heat network and CHP unit as well as the roof plans showing the inclusion of PV panels. The condition should also ascertain a statement of how the equipment would be maintained and the mechanisms for reporting the energy and CO2 output of the development on an annual basis.

Officer's response: These conditions will be imposed if planning permission is granted to ensure that the development proposal enhances the ecology of the site and delivers a reduction in CO2 emissions.

#### TREE AND LANDSCAPING OFFICER

Comments (summary): No objection.

Subject to condition for a landscaping scheme.

A S.106 agreement will be required to formalise the off-site enhancements proposed for the canal towpath on the west boundary and the public open space / LBH housing land, to the north of the site. Any proposals for these 'off-site' enhancements will be subject to the agreement of the relevant landowners. Financial, or practical provision for their future security, management and maintenance will also be essential.

Officer's response: Noted. Should the application be approved, a condition to ascertain an appropriate landscaping scheme for the site and legal agreement to formalise the off-site enhancements proposed for the canal towpath on the west boundary and the public open space / LBH housing land to the north of the site would be imposed.

## WATER MANAGEMENT OFFICER

Comments (summary): No objection.

The site is in Flood zone 1 however the site is over 1 hectare and therefore a Flood Risk Assessment is required.

A FRA has been submitted that was undertaken by Nimbus Engineering and a separate Surface Water Management Plan by Nimbus Engineering.

There are no objections to the proposal, however the following conditions are requested to ensure detailed design complies with these outline requirements.

1. Compliance with the Flood Risk Assessment.
2. Provision of a scheme for the provision of sustainable water management.

Officer's response: These conditions will be imposed if planning permission is granted to safeguard against flooding.

## WASTE MANAGEMENT OFFICER

Comments (summary): No objection.

Officer's response: The Waste Management Strategy shows where refuse collection vehicles can park to collect waste from each of the storage areas and vehicular swept path diagrams have been provided that demonstrate that the refuse vehicles can manoeuvre within the site. A condition to secure these waste management arrangements will be imposed if planning permission is granted.

## **7. MAIN PLANNING ISSUES**

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

The Local Plan proposals map does not allocate the site for any specific land use, however a number of environmental designations surround the site, including Cowley Lock Conservation Area and Green Belt to the west, as well as a blanket Tree Preservation Order to the north of the site.

Until early 2015, the site was in use as an office (Use Class B1(a)) which is an employment use. However a number of prior approval applications have been granted or allowed at appeal for the change of use of buildings within the site from office to residential. There is currently consent for the provision of up to 190 residential units within the envelope of the existing buildings and work to convert buildings A and B have begun which will deliver 107 of these units. As such, the principle of a residential use on this former office site has been established and the loss of employment floorspace accepted.

In addition, the development site is designated for residential use within the Council's emerging Local Plan: Part 2 'Site allocations and designations'(Proposed Submission Version 2015)

Policy H1 'Housing Growth' of the Hillingdon Local Plan: Part 1 - Strategic Policies (Adopted November 2012) requires that the borough meets and exceed its minimum strategic dwelling requirement in accordance with other Local Plan policies. The borough's target was increased as part of the London Plan (FALP 2015) and is now to provide an additional 5,593 dwellings, annualised as 559 dwellings per year, for the ten year period between 2015 and 2025. It is recognised that this site has the capacity to contribute significantly to

the Council meeting its housing targets in accordance with Local Plan Part 1 Policy H1, therefore optimising the residential use of the site would be supported provided there were no other material adverse impact from the proposal.

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

### DENSITY

Policy 3.4 of the London Plan (FALP 2015) seeks for new developments to achieve the maximum possible density which is compatible with the local context. Table 3.2 establishes a density matrix to establish a strategic framework for appropriate densities at different locations.

The application site has an area of 1.45 hectares and the proposal seeks to provide an additional 144 residential units, delivering a total for the site of 251 residential units. The local area is considered to represent an suburban context and has a Public Transport Accessibility Level (PTAL) of 1b (Very Poor). Table 3.2 of the London Plan (FALP 2015) advises that an appropriate residential density for the site would range from 150-200 habitable rooms per hectare (hr/ha) and 50-75 units per hectare (u/ha) for units with a typical size of 2.7 - 3.0 habitable rooms per unit (hr/u).

The development would have a density of 173 units per hectare and 453 habitable rooms per hectare. Whilst these both exceed the guidance in the density matrix, the scheme, on balance, is considered to accord with all other council policies and as such is considered acceptable in this instance.

### MIX OF UNITS

Policy 3.8 'Housing Choice' of the London Plan (FALP 2015) encourages a full range of housing choice and 'saved' policies H4 and H5 of the Unitary Development Plan (2012) seek to ensure a practicable mix of housing units are provided within residential schemes. These policies are supported by the London Plan Housing SPG, which seeks to secure family accommodation within the residential schemes, particularly within the social rented sector, and sets strategic guidance for Councils in assessing their local needs. Policy 3.11 of the London Plan states that within affordable housing provision, priority should be accorded to family housing.

The development would provide 144 units with a housing mix of 12 x studio, 51 x 1-bed, 53 x 2-bed, and 28 x 3-bed units. The housing mix proposed at this location is considered acceptable and meets a local housing need for the delivery of family sized (3 bedroom plus) homes.

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

### ARCHAEOLOGY

Policy 7.8 'Heritage Assets' of the London Plan (FALP 2015) stipulates that development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate. It also states that development affecting heritage assets and their settings should conserve their significance and new development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset.

The Local Plan Part 1 identifies nine 'Archaeological Priority Areas' in the Borough, which are known to have, or have the potential for, deposits of Prehistoric or Saxon/Medieval date. An Archaeological Priority Area (APA) is an area, designated by the Council to protect buried archaeological remains from the adverse affects of development.

The Council is also planning on designating a number of Archaeological Priority Zones (APZs) through its emerging Local Plan. APZs are used as a tool for identifying the potential need for archaeological assessment and consultation with GLAAS at the pre-application stage rather than necessarily asserting that archaeology will take priority. This means that larger sites such as those APZs at Heathrow are highlighted so that archaeology can be considered in advance of an application.

The site is not located within a designated Archaeological Priority Area however it would be located within the emerging Colne Valley Archaeological Priory Zone.

Policy DMHB 7 of the emerging Local Plan Part 2: Development Management Policies (published 2015) recommends that satisfactory measures must be taken to mitigate the impacts of the proposals through archaeological fieldwork to investigate and record remains in advance of development works. This should include proposals for the recording, archiving and reporting of any archaeological finds.

An Archaeological Desk Based Assessment has been undertaken to identify the archaeological potential of the application site and assess the level of impact the development would have on any archaeology present.

The assessment recognises that the application site has been shown to have moderate potential for early prehistoric remains in the form of unstratified artefacts and a low to moderate potential for in-situ features dating to the later prehistoric periods. In addition there is a moderate potential for medieval roadside remains and a high potential for post-medieval/ modern remains relating to the allotment garden and subsequent sawmill use of the application site.

Existing impacts on any surviving archaeological deposits and features will derive largely from the construction of the sawmill buildings and subsequent redevelopment to create Union Park. Associated hard-standing, services and other below ground structures (including possible saw-pits) will have locally removed or disturbed the underlying strata. In addition, the construction of the Grand Junction Canal is likely to have removed or disturbed any pre-19th century remains along the western edge of the application site. Perhaps less severe but more widespread will be the disturbance caused by the use of the land as allotment gardens which will have horizontally truncated below ground strata across much of the application site.

The assessment concludes that further archaeological investigation is required to better understand the survival of any archaeological remains and conversely, the extent of disturbance caused by events detailed above.

Following advice from GLAAS, a subsequent archaeological evaluation report has been submitted.

Having considered the submitted reports, it is clear that the applicant has made conscientious efforts to determine the value and significance of the potential buried

archaeology of this site in advance of the determination of the planning application. The reports accord with relevant standards and guidance and are in compliance with the advice from the Local Planning Authority. However, the reports do not decisively confirm whether archaeology of significant value is or is not present on this site. The preliminary findings from the works undertaken do not indicate any evidence of there being archaeology of significant value. However, over much of the site, the geological conditions appear conducive to the survival of such remains. The samples taken would need to be analysed and the report submitted makes a number of recommendations for the completion of the Stratigraphic Record. On this basis, it is considered reasonable to impose a compliance condition to ensure these measures are undertaken.

To conclude, the development would not cause sufficient harm to justify refusal of planning permission provided that robust arrangements are made to safeguard the archaeological interest and/or require an investigation to be undertaken to advance understanding.

If the Borough is minded to grant consent, two further planning conditions should be imposed as suggested by the Greater London Archaeological Advisory Service (GLAAS). The first Condition is for archaeological investigation and then - dependent upon a review of the results of the investigations - the Borough could recommend either full excavation of any discovered archaeological remains or preservation in situ (or a combination of the two). The preservation in situ requirement could be achieved via the second condition, which is for flexibility in the foundation/basement design to safeguard buried archaeological deposits. Subject to these conditions, the development would be considered to safeguard any potential heritage assets, in accordance with local, regional, and national policy.

#### CONSERVATION AREA

The site is located adjacent to Cowley Lock Conservation Area. The Council's Conservation and Urban Design Officer has reviewed the proposal and considers that it would be acceptable in terms of its impact on the setting of this Conservation Area. Please see 'Impact on the character & appearance of the area' for further details.

#### BLUE RIBBON NETWORK

Policies 7.24 'Blue Ribbon Network', 7.25 'Increasing the use of the Blue Ribbon Network for passengers and tourism', 7.26 'Increasing the use of the Blue Ribbon Network for freight transport', 7.27 'Blue Ribbon Network: Supporting infrastructure and recreational use', and 7.28 'Restoration of the Blue Ribbon Network' of the London Plan (FALP 2015) are concerned with improving and making better use of the Blue Ribbon Network.

The Grand Union Canal runs along the western side of the site and is part of the Blue Ribbon Network. The canal itself appears to be in reasonable condition however the towpath between the canal and development site is relatively narrow with encroaching overgrown vegetation along the length of the site which does not lend itself to giving users any sense of security.

The Design and Access Statement submitted recognises that the Grand Union Canal and towpath are tremendous assets. The proposal includes plans to open up some of the dense vegetation that currently exists along the boundary to benefit residents and increase natural surveillance of the towpath. This would be achieved by selectively thinning the shrub layer and raising the canopy in places. The development would open out onto the canal with appropriately positioned boundary treatment to prevent non residents of the site



from cutting through the heart of the development. Access to the canal from Packet Boat Lane is to be enhanced with the addition of a new ramped slipway, providing wheeled access for buggies, wheelchairs and cycles. There is also scope for a new access point from Sefton Way which would give its residents easier access to the towpath. Further details of these landscaping and access arrangements would be secured by condition/legal agreement whereas external lighting and CCTV schemes secured by condition would improve security of the canal towpath and development, as well as ensuring there is no adverse impact on the ecological value of the area.

On this basis, the proposal would be considered to bring significant benefits in relation to the Blue Ribbon Network by enhancing its setting and improving its usability thereby increasing its likely use for recreation and tourism purposes, in accordance with policies 7.24, 5.25, 7.27, and 7.28 of the London Plan (FALP 2015).

#### **7.04 Airport safeguarding**

The proposed development has been examined from an aerodrome safeguarding perspective and Heathrow Safeguarding has recommended a condition requiring the submission of a Bird Hazard Management Plan. Subject to this condition, the development would not raise any airport safeguarding issues.

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

The site is located adjacent to the Green Belt to the west. The Council's Conservation and Urban Design Officer has reviewed the proposal and considers that it would be acceptable in terms of its impact on the setting and openness of the Green Belt. Please see 'Impact on the character & appearance of the area' for further details.

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

Adopted policy BE1 of the Local Plan Part 1 (2012) requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods.

'Saved' policies BE13 and BE19 of the Unitary Development Plan (2012) seek to ensure that the new development complements or improves the character and amenity of the area, whilst 'saved' policy BE38 seeks the retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

Chapter 7 of the London Plan (FALP 2015) sets out a series of overarching design principles for development in London and policy 7.6 seeks to promote world class, high quality design and design led change in key locations.

Policy 7.8 'Heritage Assets and archaeology' of the London Plan (FALP 2015) recommends that development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate and development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Policy 7.9 'Heritage Led Regeneration' of the London Plan (FALP 2015) explains that the significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.

Policy EM2 'Green Belt, Metropolitan Open Land and Green Chains' of Hillingdon's Local Plan: Part 1 - Strategic Policies (Adopted November 2012) and 'saved' policies OL1, OL2, and OL4 of the Unitary Development Plan (2012) explains that the Council will seek to safeguard the setting of the Green Belt.

Policy 7.16 'Green Belt' of the London Plan (FALP 2015) gives the strongest protection to the Green Belt, in accordance with national guidance. That guidance is contained in chapter 9 of the National Planning Policy Framework (NPPF) which notes that the essential characteristics of Green Belts are their openness and permanence.

It is considered that the redevelopment of this site offers a positive opportunity to achieve a high quality scheme which would enhance the appearance of this site which currently comprises a number of 2-3 storey, fairly plain modern office blocks. It is important to bear in mind that the consented prior approval scheme does not incorporate any improvements to the canal; it has poorer quality internal and external amenity areas; and overall compares less favourably with the current scheme in terms of design and appearance.

This scheme retains the buildings along the canal frontage, however, they would be extended to the north, have two extra floors added, and their facades improved. A new five storey block of four buildings would be erected east of centre of the site which would be staggered backwards when viewed from the northern elevation, ensuring sufficient separation distances are provided between the proposal and Sefton Way. The new buildings would be blended in with the renovated, converted, and extended block by having similar fenestration and the use of a selected palette of materials that would run throughout the development in its entirety. Nevertheless, it is considered reasonable to impose a condition to ascertain samples and the exact details of the materials to be used for all of the elevations which would ensure that the proposal is finished to a high standard.

Whilst the buildings would be higher than those existing, it is considered that their impact on the character and appearance of the streetscene and setting of the Grand Union Canal, Cowley Park Conservation Area and Green Belt would be limited. Particularly from the towpath along the canal side of the development which would be partially screened by trees and longer distance views would be screened by the existing areas of woodland planting.

The development would also be set against a general town scape of varied building types, many of which are industrial in appearance. The architecture and proposed materials of the altered buildings take their cue from these buildings, with a well detailed roof line. South east of the site, on the opposite side of Packet Boat Lane there is a recently completed five storey building known as Packet Boat House. This building is in a more prominent position being located much closer to Packet Boat Lane and the High Road than the subject development which as mentioned benefits from a greater level of screening from trees. In addition, when viewed from the High Road, the development sought would also be screened by existing residential buildings. The development would be more visible from Sefton Way as part of it extends to the north however it would be set back significantly from the nearest neighbouring properties and it would not appear excessive in scale or out of character for this location.

Furthermore, the scheme includes proposed improvements to the canal side environment and to the setting of the existing housing development to the north. The towpath would be widened, seating would be provided for the public and it would benefit from a greater level of natural surveillance from the development itself. The proposed landscaping works

(details to be secured by condition and legal agreement) would potentially open up the canal towpath with Sefton Way and would replace the existing stepped access from Packet Boat Lane with an accessible ramp, allowing potentially greater use of the blue ribbon network.

The Council's Conservation and Urban Design Officer has reviewed the proposal and considers that it would be acceptable in conservation and design terms. The proposed extensions and new buildings are well designed and will make a positive contribution to the location and surrounding area and would not affect views from the adjoining Conservation Area and Green Belt, in accordance with local, regional, and national policy.

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

The Hillingdon Local Plan: Part Two - Saved UDP Policies (2012) seeks to safeguard the amenities of neighbouring residents in a number of ways. The effect of the siting, bulk and proximity of a new building on the outlook and residential amenity of these adjoining occupiers are considered under Policy BE20, whilst potential impacts on daylight/sunlight (Policy BE21) and privacy (Policy BE24) are also assessed.

'Saved' policy OE1 of the Unitary Development Plan (2012) states that permission will not normally be granted for uses and associated structures which are, or are likely to become, detrimental to the character or amenities of surrounding properties or the area generally.

The nearest properties would be to the east on Fernes Close. There is a terrace of five dwellings which back onto the site. The nearest building within the development to these neighbours would be block C which would be located approximately 32m from the main rear wall of these properties.

The daylight and sunlight tests normally used by local authorities when considering planning applications are set out in the Building Research Establishment (BRE) document 'Site Layout Planning for Daylight and Sunlight: A guide to good practice (2011)'. The BRE guide gives two helpful rule of thumb tests which determine whether or not further detailed daylight and sunlight tests are required.

The 25° test is used where the development is opposite the window, such as the case in relation to the neighbouring residential properties on Fernes Close. The development would measure 15.7m high at its nearest point and would comply with the 25° test, therefore the proposal would not be considered to have an adverse impact on the rear openings of these neighbours in terms of daylighting/sunlight. In addition, given the separation distance between buildings, the proposal is not considered to harm the outlook or privacy of these neighbours.

To the north of the site, there are also residential properties located within Sefton Way which are located approximately 26m at their nearest point. These neighbours are however positioned with their flank walls facing the development, which have no openings. As such, the proposal would not harm the amenity of occupiers therein. Nos. 11 and 12 Packet Boat Lane, which are located near to the access to the site would not be impacted due their flank wall also facing towards the development site.

Overall, given the nature, scale, and proximity of these works/buildings to neighbours, it is not considered that the proposal would adversely impact the residential amenity of occupiers within neighbouring properties in terms of outlook, daylight/sunlight, and privacy. The proposal therefore complies with adopted local and regional planning policies.

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

## INTERNAL LIVING SPACE

The Government's national space standards contained in the Technical Housing Standards and policy 3.5 of the London Plan (FALP 2015) set out the minimum floor areas required for proposed residential units in order to ensure that they provide an adequate standard of living for future occupants.

Generous and spacious residential floor space provision would be provided which exceed the minimum standards of policy 3.5 of the London Plan (FALP 2015) and Technical Housing Standards. The majority of the residential units are not dual aspect, however all are considered to benefit from adequate outlook and natural daylight.

There would be a good ratio of units served from each core and external corridors are appropriately positioned and accessible.

## EXTERNAL AMENITY SPACE

'Saved' policy BE23 of the Unitary Development Plan (2012) states that new residential buildings should provide or maintain external amenity space which is sufficient to protect the amenity of existing and future occupants which is useable in terms of its shape and siting. Developments should incorporate usable, attractively laid out and conveniently located garden space in relation to the flats they serve. It should be of an appropriate size, having regard to the size of the flats and character of the area.

The scheme provides 3,800sqm of amenity space across the scheme against a policy requirement of 3,425sqm, which is in excess of the planning requirement. The communal areas would be shared with the units under the consented prior approval and therefore does not form part of the private amenity space calculations mentioned earlier. Nevertheless, all of the units hereby proposed would have their own private external amenity areas in the form of balconies/terraces. The balconies/terraces are of an appropriate size and would provide an attractive usable space for the occupants of each flat. In addition, the site is set along the Grand Union Canal and within close proximity of Colne River Park. Both would provide future occupiers with significant open space for recreational use and combined with the private balconies/terraces and communal spaces, the development would be considered to offer residents reasonable external amenity provision.

Should the scheme be found acceptable in all other regards, a condition would be imposed requiring details of the treatment proposed around the balconies and terrace areas to ensure there is adequate screening to prevent overlooking into flats. In addition, the condition would ensure that the terrace/balconies would be acceptable in visual terms.

## CHILDREN'S PLAY SPACE

Policy 3.6 'Children and young people's play and informal recreation facilities' of the London Plan (FALP 2015) recommends that development that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs.

The Mayor's Supplementary Planning Guidance Providing for Children and Young People's Play and Informal Recreation sets out guidance to assist in this process.

It is anticipated that there would be approximately nine children (between 0-4 years old) within the development (based on the housing mix). The GLA benchmark for development with nine children is 90sqm. A large area of well-designed play space measuring in excess of 100sqm would be provided towards the northern end of the site. Therefore, the proposal would be considered to provide sufficient play space for 0-4 years old, in accordance with policy 3.6 of the London Plan (FALP 2015).

As mentioned above, there would be extensive areas of landscaping forming amenity and play space for use by residents. In addition, the site is set along the Grand Union Canal and within close proximity of Colne River Park which offers opportunity for play for older children of the development.

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

### **PARKING**

'Saved' policy AM14 of the Unitary Development Plan (2012) seeks to ensure that all development is in accordance with the Council's adopted Car Parking Standards.

London Plan (FALP 2015) policy 6.1 seeks to ensure that the need for car use is reduced and Table 6.2 sets out the maximum standards for car parking provision in relation to development.

Table 6.2 of the London Plan states that for residential development with 2.7 - 3.0 habitable rooms per unit within Suburban settings with a PTAL rating of between 0-1 that up to 2 spaces per unit would be the maximum standard.

The development would reduce the level of car parking from 321 spaces to 251 which would be provided at basement and ground level. This provision would be to serve the entire site which would contain 251 residential units. The 144 residential units under consideration in this application would share these spaces with the consented units. The level of parking provision would equate to 1 space per unit within the site, in accordance with policy 6.1 of the London Plan (FALP 2015).

Of the spaces allocated to the development hereby sought, 10% would be disabled bays, 20% fitted with charging points and an additional 20% passive provision for future, which is compliant with policy and acceptable. The development would also provide 16 motorcycle spaces.

The development would provide 273 cycle spaces (inclusive of 5% adapted cycle spaces) with 179 of these within the basement and a further 94 at various locations within the building's envelopes at ground floor level, which is compliant with policy 6.9 of the London Plan (FALP 2015).

### **ACCESS AND SERVICING**

The proposed vehicle access utilises the existing point off Packet Boat Lane retaining existing gates but with the introduction of a raised table to demarcate the site. As the access is existing and of an appropriate standard, it is not considered to raise any highway safety concerns. Nevertheless, a S106/S278 agreement will be required to deliver the raised table and associated highway works.

Pedestrians would be able to enter the site using the main access point. Two additional pedestrian access points would be provided to enhance connectivity; one from the north

connecting with other residential areas and providing a connection with the canal towpath. The other access point would be from the south/west linking with the public realm and the canal. Pedestrian access to the site is not considered to raise any highway safety concerns.

Within the development there would be a shared road surface with pedestrian routes delineated by a different coloured surface material which is considered to be acceptable to safeguard pedestrians.

The layout at ground and basement levels is considered acceptable for ease of use by both vehicles and pedestrians. The ramp would be signal controlled allowing segregated entry and exit movements.

Servicing including refuse collection would take place from within the development at ground level. Swept path diagrams have been provided which demonstrate that there is sufficient manoeuvrability space for refuse vehicles to collect refuse safely and enter/exit the site in forward gear.

The scheme has been reviewed by the Council's Waste Officer who raises no objection to the location of the refuse stores, their size and the arrangements for collection.

#### IMPACT ON EXISTING TRANSPORT INFRASTRUCTURE

'Saved' policies AM2 and AM7 of the Unitary Development Plan (2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

The development was previously in use as an office (B1 use class) providing approximately 6,320sqm of floorspace with 318 workplace car parking spaces which had the potential to generate very large volumes of employment car traffic.

Subsequently, prior approval has been consented on the site for 190 residential units with access to the existing 318 car parking spaces.

The proposed scheme would reduce the level of parking to 251 car parking spaces and provide two car club parking bays, however the pattern of traffic movement is significantly different between residential and office uses and it also changes the turning movements at the junction. On this basis, the Council's Transport Officer has recommended that an assessment be undertaken of traffic performance of the junction at Packet Boat Lane / High Road for the morning and evening peak periods. The modelling would be secured by legal agreement and it should demonstrate that the junction would continue to operate to an acceptable standard or alternatively secure improvements to ensure that it continues to operate at that standard.

Subject to this legal agreement and conditions to secure the parking and ramp control signal, the development is not considered to give rise to any highway safety concerns or adversely impact the existing transport infrastructure, in accordance with local, regional, and national policy.

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

##### SECURITY

Policy 7.3 'Designing Out Crime' of the London Plan (FALP 2015) states development

should reduce the opportunities for criminal behaviour and contribute to a sense of security without being overbearing or intimidating. In addition, Building Regulations: Approved Document Q deals with security and requires that a reasonable provision must be made to resist unauthorised access to any dwelling: and any part of a building from which access can be gained to a flat within the building.

The scheme has been reviewed by the Metropolitan Police's Designing Out Crime Officer (DOCO), who raises no objection, however has raised concern regarding security to flats that face directly onto the canal towpath. A condition will be imposed to secure a CCTV scheme and Building Regulations: Approved Document Q ensures reasonable provision is made to resist unauthorised access to dwellings which would address the concerns raised regarding the units that face the canal. As the latter is mandatory, the development would have to meet an acceptable standard of security and as such, it is not considered necessary to add any further conditions.

For details of urban design please see section 7.07 and for details of access please see sections 7.10 and 7.12 of this report.

### **7.12 Disabled access**

In assessing this application, reference has been made to policy 3.8 'Housing Choice' of the London Plan (FALP 2015); Approved Document M to the Building Regulations 2010(2015 edition); and Accessible Hillingdon SPD adopted 2013.

The property is accessed off Packet Boat Lane. The scheme incorporates a clear network of routes that are easily understandable, inclusive, safe and secure that connect to the main front doors of each of the blocks. The five new blocks and extension to block B would benefit from front and rear entrances and have their own individual cores. The plans indicate that the development would provide step free access to and from the proposed buildings and that all of the units would comply with the Technical Housing Standards for internal floor space and category 2 'Accessible and adaptable dwellings' of Approved Document M to the Building Regulations 2010 (2015 edition). The proposal would also provide 10% category 3 'wheelchair user dwellings' as outlined in Approved Document M to the Building Regulations 2010 (2015 edition). Compliance with these standards will be secured by condition.

The proposal includes a new step free access route from Packet Boat Lane to the canal towpath and surface improvements to the towpath which would be widened.

The site would contain 251 car parking spaces which would serve the newly proposed flats and the consented flats. The ratio of car parking to flats is approximately 1:1 and as this application relates to the provision of 144 residential units it would be reasonable that 10% of these were accessible spaces. The accessible spaces are spread across the site and would have fully accessible routes to the main cores of each building.

Overall, the layout of the development is inclusive and will function well, creating a safe and accessible environment, in accordance with regional and local planning requirements.

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

With regards to special needs housing please see above.

#### **AFFORDABLE HOUSING**

Policy 3.3 of the London Plan (FALP 2015) states that subject to viability, a minimum of 35% of all new homes on sites of 10 or more units should be delivered as affordable

housing, with the tenure split (70% Social/Affordable Rent and 30% Intermediate) as set out in Policy H2: Affordable Housing of the Local Plan Part 1. Due to the implementation of the applicants prior approval permission, affordable housing provision can only be sought on the 144 units hereby sought.

A Financial Viability Assessment has been received from the applicants which concludes that on the basis of the costings for the project, were the Union Park new build scheme to include a policy compliant level of affordable housing contribution, the proposed scheme would not be viable for the developer and it could not be expected to progress on that basis.

The National Planning Policy Framework makes clear that viability can be important where planning obligations or other costs are being introduced. In these cases, decisions must be underpinned by an understanding of viability, ensuring realistic decisions are made to support development and promote economic growth. Where the viability of a development is in question, local planning authorities should look to be flexible in applying policy requirements wherever possible.

The Financial Viability Assessment submitted concludes that thirteen 'Affordable Rent' homes would provide the maximum reasonable affordable housing contribution that the Union Park scheme could support. On this basis, the applicant has offered thirteen 'Affordable Rent' homes (comprising three, one-bedroom; eight, two-bedroom; and two, three-bedroom flats) which represents 9% of the proposed 144 units hereby sought or 21% of the uplift in units above what has been consented for the entire site.

At the time of writing this report, the Council has requested a third party to independently review the Financial Viability Assessment. We are awaiting the outcome of this review which will be reported to members within the Committee Addendum Sheet, including if applicable, any change in the affordable housing offer to ensure the maximum affordable housing contribution is secured.

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

##### **TREE AND LANDSCAPING**

'Saved' policy BE38 of the Unitary Development Plan (2012) states that development proposals will be expected to retain and utilise topographical and landscape features of merit and provide new planting and landscaping wherever it is appropriate. Planning applicants for planning consent will be required to provide an accurate tree survey showing the location, height, spread and species of all trees where their proposals would affect any existing trees.

'Saved' policy BE39 of the Unitary Development Plan (2012) states that the Local Planning Authority recognises the importance of Tree Preservation Orders in protecting trees and woodlands in the landscape and will make orders where the possible loss of trees or woodlands would have a significant impact on their surroundings.

'Saved' policy OL26 of the Unitary Development Plan (2012) recommends that the Local Planning Authority will protect trees and woodlands and encourage the preservation, proper management and in appropriate locations the extension of woodlands. Proposals for development in the more rural areas of the borough should be accompanied by proposals for landscaping and tree planting wherever practicable, and the retention of existing landscaping features where appropriate.



Policy 7.21 'Tree and Woodlands' of the London Plan (FALP 2015) stipulates that existing trees of value should be retained and any loss as the result of development should be replaced.

The site is occupied by an office development with surface level parking. There are no Tree Preservation Orders or conservation area designations directly affecting the site. The site is square shaped and is well screened by the tree-lined landscape buffers around the site boundaries. The proposal would include the retention of these existing trees and hedgerows, supplemented by new planting. The Arboricultural Survey and Impact Assessment concludes that there are no 'A' grade trees, but 17 'B' grade trees with the remainder being 'C' grade trees. The proposal would seek the removal of 11 'C' grade trees which the Council's Tree and Landscaping Officer finds acceptable as they are of lesser quality. As construction work in relation to the conversion has already commenced, it was noted that tree protection measures are already in place so a condition for tree protection measures would be unnecessary.

The Design & Access Statement submitted contains a thorough landscape analysis of the site and sets out clearly illustrated landscape design concepts for the site. Objectives for fourteen key features of the site, including the desire to improve the access along, and to, the towpath, and the retention and enhancement of all boundaries.

The roofs of the new blocks would contain extensive green roofs which will further support the landscape and ecological diversity of the site.

A S.106 agreement will be required to formalise the off-site enhancements proposed for the canal towpath on the west boundary and the public open space / LBH housing land to the north of the site.

Subject to this legal agreement and conditions to ensure the delivery of appropriate boundary treatment and landscaping, the proposal is considered to preserve and enhance the character and local distinctiveness of the surrounding natural and built environment including the setting of the canal, in accordance with local, regional and national planning policy.

## ECOLOGY

Policy EM7 of the Hillingdon Local Plan: Part 1 - Strategic Policies (Adopted November 2012) and policy 7.19 of the London Plan states that development proposals should wherever possible, make a positive contribution to the protection, enhancement, creation and management of biodiversity.

The Council's Ecology Officer has reviewed the information submitted and has commented that the proposal adequately considers the presence and impacts to protected species and the wider ecological value of the site. The report submitted concludes that enhancement opportunities will be included within the final development but there are no firm commitments to the specific details. Therefore a condition will be required should the application be granted to obtain an ecological enhancement scheme. Subject to this condition, the development is considered to be acceptable with regards to ecology, in accordance with policy EM7 of the Hillingdon Local Plan: Part 1 - Strategic Policies (Adopted November 2012) and policy 7.19 of the London Plan (FALP 2015).

### **7.15 Sustainable waste management**

Policy 5.17 'Waste Capacity' of the London Plan (FALP 2015) sets out the Mayor's spatial

policy for waste management, including the requirements for new developments to provide appropriate facilities for the storage of refuse and recycling.

The refuse management for the site works by providing refuse/recycling storage areas in a range of locations for each block positioned conveniently for future residents and of a sufficient size and capacity for a development of this scale. The Waste Management Strategy shows where refuse collection vehicles can park to collect waste from each of these storage locations and vehicular swept path diagrams have been provided that demonstrate that the refuse vehicles can manoeuvre within the site.

Subject to condition to secure these waste management arrangements, the proposal would be considered to be acceptable and compliant with policy 5.17 of the London Plan (FALP 2015).

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

Policy 5.2 'Minimising Carbon Dioxide Emissions' of the London Plan (FALP 2015) states that development proposals should make the fullest contribution to minimising carbon dioxide emissions.

The Energy Strategy submitted shows that the development will comply with the London Plan by reducing emissions by at least 35% from a building regulations 2013 baseline. In fact, the development would exceed a 50% reduction and therefore surpasses the London Plan target. Subject to conditions to ensure compliance with the Energy Strategy; to require the submission of further details of the proposed heat network and CHP unit as well as the roof plans showing the inclusion of PV panels; and a statement to manage maintenance and report on the energy and CO2 output of the development on an annual basis; the development would be compliant with regards to minimising carbon dioxide emissions.

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

The site is in Flood Zone 1. The key flood risk to the site is from the Canal which is elevated in relation to the buildings. The Flood Risk Assessment submitted with the application includes plans to manage this risk and warn future residents of the unlikely event of water spilling over the top or a breach occurring.

The Surface Water Management Plan sets out an outline vision for the management of surface water on the site, which is informed by site investigations and a suitable sustainable drainage plan including green roof, rain gardens, and permeable paving.

Subject to conditions to ensure compliance with the measures outlined in the Flood Risk Assessment and provision of further details of sustainable water management measures explained in the Surface Water Management Plan, the proposed development would not be considered to raise any adverse flooding or drainage issues, in accordance with policy EM6 Flood Risk Management in the Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012); policies 5.12, 5.13, 5.14, and 5.15 of the London Plan (FALP 2015); and National Planning Policy Framework (2012).

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

NOISE

'Saved' policy OE5 of the Unitary Development Plan (2012) states that proposals for the siting of noise sensitive development such as family housing, schools or certain forms of commercial activity where the occupiers may suffer from noise or vibration will not be permitted in areas which are, or are expected to become, subject to unacceptable levels of noise or vibration. Where development is acceptable in principle, it will still be necessary to

establish that the proposed building or use can be sited, designed, insulated or otherwise protected from external noise or vibration sources to appropriate national and local standards.

Policy 7.15 'Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes' of the London Plan (FALP 2015) recommends that development proposals should seek to manage noise by (a) avoiding significant adverse noise impacts on health and quality of life as a result of new development; (b) mitigating and minimising the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development without placing unreasonable restrictions on development or adding unduly to the costs and administrative burdens on existing businesses; (c) improving and enhancing the acoustic environment and promoting appropriate soundscapes (including Quiet Areas and spaces of relative tranquillity); (d) separating new noise sensitive development from major noise sources (such as road, rail, air transport and some types of industrial development) through the use of distance, screening or internal layout - in preference to sole reliance on sound insulation; (e) where it is not possible to achieve separation of noise sensitive development and noise sources, without undue impact on other sustainable development objectives, then any potential adverse effects should be controlled and mitigated through the application of good acoustic design principles; (f) having particular regard to the impact of aviation noise on noise sensitive development; and (g) promoting new technologies and improved practices to reduce noise at source, and on the transmission path from source to receiver.

The proposed use would be a more noise sensitive development than the previous office use, however besides road traffic noise, the site is not located near to any existing or potential excessive or major noise sources. In addition, the development would need to achieve compliance with Part E (Approved Document E) of schedule 1 of the Building Regulations which covers the requirement with respect to resistance to sound. Nevertheless, the Council's Environmental Health Officer has raised concern regarding potential noise from road traffic on Packet Boat Lane on the nearest residential units. A condition has been recommended to safeguard the amenity of future occupiers with regards to noise.

With regards to the impact on neighbouring properties, the proposal has the potential to cause less noise disturbance to neighbouring properties in comparison with the existing commercial use.

Overall, the development would be considered to comply with 'saved' policy OE5 of the Unitary Development Plan (2012) and policy 7.15 of the London Plan (FALP 2015).

## AIR QUALITY

Policy 7.14 'Improving air quality' of the London Plan (FALP 2015) states that development proposals should minimise increased exposure to existing poor air quality and make provision to address local problems of air quality (particularly within Air Quality Management Areas (AQMAs) and where development is likely to be used by large numbers of those particularly vulnerable to poor air quality, such as children or older people) such as by design solutions, buffer zones or steps to promote greater use of sustainable transport modes through travel plans. It also recommends that development proposals should promote sustainable design and construction to reduce emissions from the demolition and construction of buildings.

The site has been assessed in terms of the suitability of introducing residential accommodation and the conclusion is that the area has an acceptable level of air quality to do so.

The CHP complies with the GLA Emission Standards and together with the boilers has been assessed as below the benchmarked building emissions. Therefore it is considered to be air quality neutral in terms of building emissions.

In terms of road traffic, the development with the predicted trip generation, based upon one space per residential unit, is not air quality neutral as defined in the GLA guidelines. This is based on an assumption of 598 car trips per day from the total 251 dwellings within the site. If actual trip generation is lower than this then there is the potential for the transport emissions benchmark to be achieved.

It is considered that reductions in emissions could be secured through the adoption and implementation of a Green Travel plan that requires the development to implement measures to reduce private vehicular movements and increase sustainable forms of transportation. Subject to this Green Travel Plan obtained by legal agreement, the development would be considered acceptable with regards to air quality, in compliance with policy 7.14 of the London Plan (FALP 2015).

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

Please see the beginning of the 'External Consultees' section of this report for details regarding public consultation.

#### **7.20 Planning obligations**

The Community Infrastructure Levy Regulation 2010 (Regulations issued Pursuant to the 2008 Act) and the NPPF have put three tests on the use of planning obligations into law. It is unlawful (since 6th April 2010) to request planning obligations that do not meet the following tests:

- i. necessary to make the development acceptable in planning terms
- ii. directly related to the development, and
- iii. fairly and reasonable related in scale and kind to the development

The effect of the Regulations is that the Council must apply the tests much more strictly and is only to ask for planning obligations that are genuinely necessary and directly related to a development. Should planning obligations be requested that do not meet the policy tests the Council would have acted unlawfully and could be subject to a High Court challenge.

'Saved' policy R17 of the Unitary Development Plan (2012) is concerned with securing planning obligations to supplement the provision of recreational 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.

At a regional level, policy 8.2 'Planning Obligations' of the London Plan (FALP 2015) stipulates that when considering planning applications of strategic importance, the Mayor will take into account, among other issues including economic viability of each development concerned, the existence and content of planning obligations. It also states that development proposals should address strategic as well as local priorities in planning obligations.

The Council's Section 106 Officer has reviewed the proposal, as have other statutory consultees. The comments received indicate the need for the following contributions or

planning obligations to mitigate the impact of the development.

Non-monetary contributions:

- Affordable Housing: To be confirmed.
- Affordable Housing Review Mechanism: The legal agreement shall provide for the Council to review the finances of the scheme at set times, in order to ensure that the maximum amount of affordable housing is being sought (seeking an uplift if viable).
- A full and formal Travel Plan with associated bond is required to be submitted and agreed in writing by the LPA before occupation of the development. Thereafter, the Travel Plan is required to be reviewed annually to monitor and if required, update and/or amend the document to the satisfaction of the LPA, in order that its aims and objectives are achieved.
- Traffic performance modelling of the Packet Boat Lane / High Road junction to demonstrate that it would continue to operate to an acceptable standard following completion of the development or mitigation measures (highway improvements) with modelling to ensure that the junction continues to operate to an acceptable standard to the Local Planning Authority's satisfaction.
- Car Club provision in the form of two parking spaces within the site.
- Car Parking Allocation & Management Scheme.
- S278/S38 highway works to secure entry treatment at the vehicular access onto Packet Boat Lane.
- Accessibility/Landscaping Improvement Scheme for works to the canal towpath along the western boundary (to include provision of new access points) and to the public open space owned by the London Borough of Hillingdon, to the north of the site. These 'off-site' enhancements will be subject to agreement with the relevant landowners (LBH and the Canal and River Trust). A survey of condition and schedule of repairs identified for the water wall shall also be incorporated within these works.

Monetary contributions:

- Construction Training: either a contribution equal to the formula (£2,500 for every £1m build cost plus Coordinator Costs - £9,600 per phase or an in kind scheme to be provided) or an in-kind training scheme equal to the financial contribution delivered during the construction period of the development with the preference being for an in-kind scheme to be delivered.
- Project Management & Monitoring Fee: a contribution equal to 5% of the total cash contributions secured from the scheme to enable the management and monitoring of the resulting agreement, is sought.

The proposal would also be liable for the London Borough of Hillingdon CIL and the Mayor of London's CIL, as the scheme provides 144 new residential units. This would be collected by the Council after implementation (if permission were to be granted) and could be subject to surcharges for failure to assume liability, submit a commencement notice and late payment, or and indexation in line with the construction costs index.

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

There are no enforcement issues related to this site.

#### **7.22 Other Issues**

There are no other issues related to this site.

### **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).

#### Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

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

Not applicable.

## **10. CONCLUSION**

The principle of using the site for residential use has been established by prior approval consents and its development allocation within the emerging Local Plan: Part 2 'Site allocations and designations' document. The site already has consent for up to 190 residential units. This scheme would redesign a proportion of these and increase the total for the site to 251 units, an increase of 61 flats. The development makes better and more efficient use of this previously developed site in comparison with the consented scheme as it would provide better quality internal and external living space (All dwellings hereby approved would comply with the unit size standards as prescribed by the London Plan (FALP 2015) and National Technical Housing Standards); incorporates enhancements of the canal environment and setting of the site; would provide a range of affordable housing; provides ecological and sustainability improvements; and redesigns and improves on the parking arrangements.

The proposed extensions and new buildings are well designed and will make a positive contribution to the location and surrounding area, particularly as the proposal includes significant improvements to the canal side environment. Its height and bulk can be satisfactorily accommodated in this location without appearing overbearing on the surrounding area and will not unacceptably detract from the amenities of adjoining occupiers by reason of loss of light, privacy or outlook.

The site is located adjacent to Cowley Lock Conservation Area, the Green Belt and the Grand Union Canal (part of the Blue Ribbon Network) with its towpath flanking the site. The Council's Conservation and Urban Design Officer has reviewed the proposal and considers that it would be acceptable in design terms and that its impact on the conservation area and Green Belt would be limited.

The scheme includes a range of energy efficient measures and the proposed sustainability measures will enable a reduction in CO2 emissions together with the production of onsite renewable energy.

The development would reduce the level of car parking from 318 workplace car parking spaces to 251 car parking spaces and provide two car club parking bays. The parking provision would comply with parking standards at local and regional levels. It would retain the existing vehicular access and manoeuvrability within the site is considered to be acceptable.

Overall, the development would reflect the 12 core principles of sustainable development as set out in the NPPF. The application scheme meets the strategic policy objectives of the London Plan as well as the aims and objectives of local Council policy.

It is therefore recommended that planning permission be granted subject to conditions and the completion of a legal agreement under Section 106 of the Town and Country Planning Act 1990 to secure the items referred to in section 7.20 of this report.

## **11. Reference Documents**

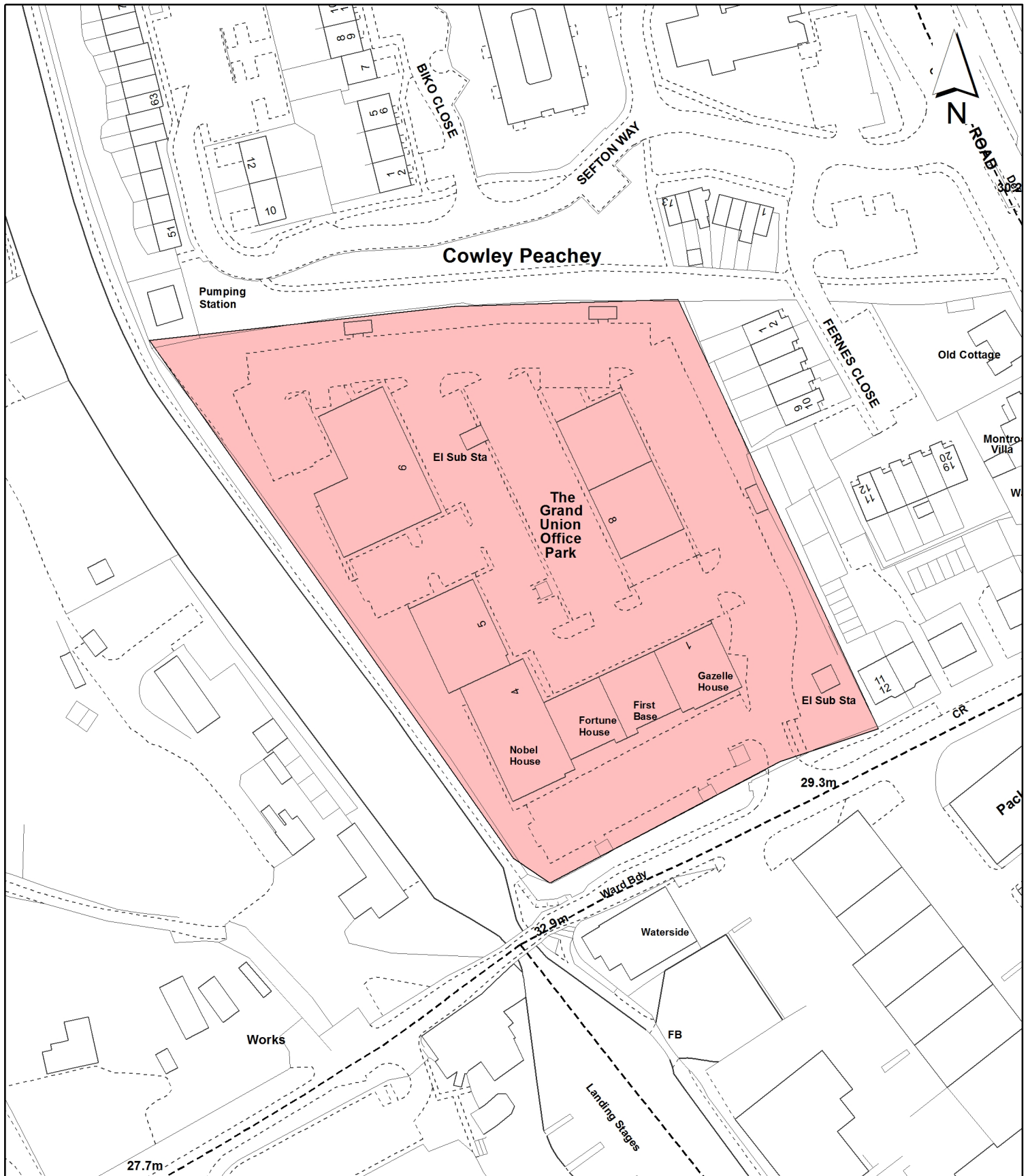
The Hillingdon Local Plan: Part 1 - Strategic Policies (8th November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan (FALP 2015)  
National Planning Policy Framework (2012)  
Technical Housing Standards - Nationally described space standards (2015)  
Council's Supplementary Planning Guidance - Air Quality

Council's Supplementary Planning Guidance - Community Safety  
Council's Supplementary Planning Guidance - Land Contamination  
Council's Supplementary Planning Document - Accessible Hillingdon  
Council's Supplementary Planning Document - Affordable Housing  
Council's Supplementary Planning Document - Noise  
Council's Supplementary Planning Document - Planning Obligations  
The Mayor's Housing Supplementary Planning Guidance

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**Notes:**

 Site boundary

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Site Address:

**THE GRAND UNION OFFICE  
 PARK PACKET  
 BOAT LANE, COWLEY**

Planning Application Ref:

**1197/APP/2015/4164**

Planning Committee:

**Major**

Scale:

**1:1,250**

Date:

**February 2016**

**LONDON BOROUGH  
 OF HILLINGDON  
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**HILLINGDON**  
 LONDON