

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

**Address** 15-17 UXBRIDGE ROAD HAYES MIDDLESEX

**Development:** The erection of a 2 to 12 storey (ground plus 12 storeys) apart-hotel (use class C1), including, a basement level, 131 guest rooms; 38 car parking spaces; 23 cycle spaces; and associated facilities including a hotel lounge, meeting room space and gym.

**LBH Ref Nos:** 69827/APP/2015/4719

**Drawing Nos:** Design and Access Statement and Character Appraisal  
P101  
P102 - Proposed Block Plan - Rev B - Rendered  
P301 - Proposed Basement Floor Plan - Rev A  
P302 - Proposed Ground Floor Plan - Rev C  
P303 - Proposed 1st 2nd 3rd 4th Floor Plan - Rev B  
P304 - Proposed 5th 6th 7th Floor Plan - Rev A  
P305 - Proposed 8th 9th Floor Plan - Rev A  
P306 - Proposed 10th 11th Floor Plan - Rev A  
P307 - Proposed 12th Floor Plan - Rev A  
P308 - Proposed Roof Plan - Rev A  
P402 - Proposed Elevations - Rev B - Rendered  
P501 - Proposed Section AA  
P502 - Proposed Section BB  
P601 - Proposed Facade Details - Rendered  
P900 - Proposed Perspectives

**Date Plans Received:** 24/12/2015

**Date(s) of Amendment(s):**

**Date Application Valid:** 24/12/2015

### 1. SUMMARY

Planning permission is sought for the erection of a 2 to 12 storey, 131 room apart-hotel building with a basement car park on the vacant site at 15-17 Uxbridge Road. At basement and ground level there would be associated parking, gym and back of house area.

The principle of an apart-hotel use on this IBA site is considered acceptable given the strategic need for such accommodation and the high levels (approximately 100 jobs) of employment the use will generate.

The design of the proposed building which steps (through a curved design) from 2 storeys's on the boundary with the retail park to the east to ground plus 12 storeys where it meets the 13 storey existing Hayes Gate House building (which is currently in the process of being converted to a hotel) is considered to be acceptable given its context.

Given the site context, the scheme raises no adverse amenity issues to residential neighbours nor would the new building's massing and outlook prejudice the existing hotel development on the adjacent site.

The car parking provision and highway access arrangements are considered consistent

with planning policy and acceptable, including the arrangements for service delivery and guest drop off / collection.

The scheme is considered to comply with relevant London Plan and Hillingdon Local Plan Part 1 and Part 2 policies, and accordingly, approval is recommended subject to appropriate conditions and planning obligations.

## **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) Highways Works S278/S38 including of provision of 9 dedicated parking spaces for the apart-hotel on adjacent Hyatt Place site. Stopping up of any redundant access and reinstatement of footway as required.**
- ii) A full and formal Travel Plan with associated £20,000 bond.**
- iii) Hospitality Training.**
- iv) Drainage Strategy.**
- v) Investigation of provision of an Heathrow Airport Shuttle Service.**
- vi) Delivery & Service Management Plan.**

**Monetary contributions:**

**vii) 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.**

**viii) Air Quality Monitoring: £25,000**

**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 31st March 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 highways (including travel planning), construction training, hospitality training and employment training). The proposal therefore conflicts with Policies AM7 and R17 of the adopted Local Plan and the Council's Planning Obligations SPD and Air Quality SPG, and the London Plan (July 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 T8 Time Limit - full planning application 3 years**

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

**REASON**

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

**2 COM4 Accordance with Approved Plans**

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

P102 - Proposed Block Plan - Rev B - Rendered  
P301 - Proposed Basement Floor Plan - Rev B  
P302 - Proposed Ground Floor Plan - Rev E  
P303 - Proposed 1st 2nd 3rd 4th Floor Plan - Rev B  
P304 - Proposed 5th 6th 7th Floor Plan - Rev A  
P305 - Proposed 8th 9th Floor Plan - Rev A  
P306 - Proposed 10th 11th Floor Plan - Rev A  
P307 - Proposed 12th Floor Plan - Rev A  
P308 - Proposed Roof Plan - Rev A  
P402 - Proposed Elevations - Rev B - Rendered  
P501 - Proposed Section AA - Rev A  
P502 - Proposed Section BB  
P601 - Proposed Facade Details - Rendered  
P900 - Proposed Perspectives

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

**REASON**

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2015).

**3 NONSC Non Standard Condition**

The apart-hotel units hereby approved shall be used solely as serviced apartments and

shall not be used as separate residential units or for any other purpose. Furthermore, before the apart-hotel units are brought into use, a management plan detailing the booking system for the serviced apartments shall be submitted to and agreed in writing by the Local Planning Authority. The plan shall include:

- i) the maximum permitted stay in the serviced apartments,
- ii) a system for keeping a register of customer bookings and a means by which the local planning authority can check the register to ensure that the maximum permitted stays are enforced.

The units shall be operated in accordance with the approved management plan.

#### REASON

To ensure a sub-standard form of accommodation is not permitted for long-term residential use, contrary to Policies BE20, BE21, BE23 and BE24 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

#### **4 NONSC Non Standard Condition**

The Apart Hotel facilities hereby approved, including the gymnasium, games room, meeting rooms, lounge/bar area, as part of the development shall be for use by the residents of the apart hotel.

#### REASON

To ensure adequate off-street parking, and highway and pedestrian safety in compliance with Policy AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (2015).

#### **5 NONSC Non Standard Condition**

The car parking facilities provided at the hotel shall be used by hotel staff and guests only and strictly for the duration of their stay at the hotel. Prior to occupation of the hotel, a car parking management strategy shall be submitted to and approved in writing by the Local Planning Authority in order to demonstrate how this will be managed and to ensure the efficient operation of the car park, especially at peak demand periods. The approved strategy shall be implemented as soon as the hotel is brought into use and the strategy shall remain in place thereafter. Any changes to the strategy shall be agreed in writing by the Local Planning Authority.

#### REASON

The use of the site for long or short stay parking for Heathrow Airport passengers is directly related to the operation of Heathrow Airport but is located outside the airport boundary, contrary to 'saved' policy A4 of the Unitary Development Plan (2012). Furthermore, this would provide airport related car parking in addition to the 42,000 car parking spaces that have been 'capped' at Heathrow Airport as a condition of the Terminal 5 approval and is contrary to 'saved' policies AM2 and AM7 of the Unitary Development Plan (2012) and Chapter 6 of the London Plan (FALP 2015).

#### **6 N12 Air extraction system - noise and odour**

No air extraction system shall be used on the premises until a scheme for the control of noise and odour emanating from the site has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall then be fully implemented before the development is occupied/the use commences and thereafter shall be retained and maintained in good working order for so long as the building remains in use.

#### REASON

To safeguard the amenity of the occupants of surrounding properties in accordance with policy OE1 of the Hillingdon Unitary Development Plan Saved Policies (September 2007) and London Plan (2015) Policy 7.15

**7 N7 Control of site noise**

The rating level of noise emitted from the plant and/or machinery hereby approved shall be at least 5 dB below the existing background noise level. The noise levels shall be determined at the nearest residential property. The measurements and assessment shall be made in accordance with British Standard 4142.

**REASON**

To safeguard the amenity of the surrounding area in accordance with Policy OE1 of The Hillingdon Local Plan Part 2 and 7.15 of the London Plan (2015).

**8 COM27 Traffic Arrangements - submission of details**

Notwithstanding the plans hereby approved the development shall not begin until details of the basement layout, including the layout and location of the parking spaces; shuttle signals for the ramped access/egress and relocation of the loading bay to the ground floor level together with tracking diagrams, have been submitted to and approved in writing by the Local Planning Authority. The approved development shall not be occupied until all such works have been constructed in accordance with the approved details. Thereafter, the basement parking area must be permanently retained and used for no other purpose at any time.

**REASON**

To ensure adequate off-street parking, and loading facilities in compliance with Policy AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (2015).

**9 COM30 Contaminated Land**

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

(a) A desk-top study carried out by a competent person to characterise the site and provide information on the history of the site/surrounding area and to identify and evaluate all potential sources of contamination and impacts on land and water and all other identified receptors relevant to the site;

(b) A site investigation, including where relevant soil, soil gas, surface and groundwater sampling, together with the results of analysis and risk assessment shall be carried out by a suitably qualified and accredited consultant/contractor. The report should also clearly identify all risks, limitations and recommendations for remedial measures to make the site suitable for the proposed use.

(c) A written method statement providing details of the remediation scheme and how the completion of the remedial works will be verified shall be agreed in writing with the LPA prior to commencement.

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

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

verification report submitted to the Council's Environmental Protection Unit before any part of the development is occupied or brought into use unless the LPA dispenses with any such requirement specifically and in writing.

#### REASON

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy OE11 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

#### **10 COM7 Materials (Submission)**

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

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

#### REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

#### **11 COM9 Landscaping (car parking & refuse/cycle storage)**

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

##### 1. Details of Soft Landscaping

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

##### 2. Details of Hard Landscaping

- 2.a Refuse Storage
- 2.b Safe & Secure & Covered Cycle Storage (14 long term spaces & 9 short term spaces)
- 2.c Means of enclosure/boundary treatments
- 2.d Car Parking Layout for 29 spaces on site (including demonstration that 5% of all parking spaces are served by electrical charging points, and 2 disabled spaces).
- 2.e Hard Surfacing Materials
- 2.f External Lighting
- 2.g Other structures (such as play equipment and furniture)

##### 4. Details of Landscape Maintenance

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

##### 5. Schedule for Implementation

6. Other

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

6.b Proposed finishing levels or contours

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

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (2015)

**12 NONSC Non Standard Condition**

Prior to the commencement of development a detailed carbon reduction scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the specifications of the proposed CHP unit, its location in the development, the associated emissions and the inputs (gas or otherwise proposed) and its outputs both in kwhr and kgCO<sub>2</sub>. The scheme shall also include details of the proposed hot water heat pump system (inputs and outputs in kwhr and KgCO<sub>2</sub>) as well as the PVs (specification and location including roof plans and elevations). The scheme shall be accompanied by a statement on the management and maintenance of the proposed technology as well as a mechanism for reporting the effectiveness of the proposed energy solution to the Local Planning Authority. The development shall be completed and operated in accordance with the approved scheme.

Reason

To ensure the development achieves the CO<sub>2</sub> reductions laid out in the energy assessment and its compliance with London Plan Policy 5.2 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

**13 RES15 Sustainable Water Management (changed from SUDS)**

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

- i. provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface and ground waters;
- ii. include a timetable for its implementation; and
- iii. provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime. The scheme shall also demonstrate the use of methods to minimise the use of potable water through water collection, reuse and recycling and will:
  - iv. provide details of water collection facilities to capture excess rainwater;
  - v. provide details of how rain and grey water will be recycled and reused in the development.

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

## REASON

To ensure the development does not increase the risk of flooding in accordance with Policy OE8 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and London Plan (2015) Policy 5.12.

### **14 NONSC Non Standard Condition**

Development shall not begin until a sound insulation and ventilation scheme for protecting the proposed development from road and air traffic noise has 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 or air traffic noise in accordance with 'saved' policy OE5 of the Unitary Development Plan (2012).

### **15 NONSC Non Standard Condition**

Prior to the commencement of development, details that demonstrate that 10% of the proposed guestrooms suites conform to the requirements as set out in BS 8300:2009, Section 12.8 and figure 59 (or other recognised equivalent standard) shall be submitted and approved. In line with the British Standard, it would be acceptable for:

- i. 5% of the guestroom suites not to have a fixed tracked-hoist system; however
- ii. 5% are to have a fixed tracked-hoist system (or similar system giving the same degree of convenience and safety).

2. 50% of the ensuite bathrooms within the required accessible bedrooms should have a level access shower.

3. Alarm system should be designed to allow deaf people to be aware of its activation. (Such provisions could include visual fire alarm activation devices, and/or a vibrating pager system. A technical audit should be considered at this stage to ensure that mobile phone and emergency paging system signals can transmit throughout the building.)

4. Advice from an appropriate fire safety officer or agency should be sought at an early stage to ensure that adequate and appropriate refuge areas are incorporated into the scheme as a whole. Refuge areas provided should be sized and arranged to facilitate manoeuvrability by wheelchair users (Refer to BS 9999: 2008). Refuge areas must be adequately signed and accessible communication points should also be provided in the refuge area. Such detail should be fully documented in the Design & Access Statement.

## REASON

To ensure that London's visitor infrastructure is accessible and welcoming to all sections of the population, including older and disabled people in accordance with 'saved' policy AM13 of the Unitary Development Plan (2012) and policies 3.1, 3.8 and 7.2 of the London Plan (FALP 2015).

## INFORMATIVES

1 152 **Compulsory Informative (1)**



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

## **2 I53 Compulsory Informative (2)**

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (2015) and national guidance.

BE1	Development within archaeological priority areas
BE13	New development must harmonise with the existing street scene.
BE18	Design considerations - pedestrian security and safety
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE25	Modernisation and improvement of industrial and business areas
BE36	Proposals for high buildings/structures in identified sensitive areas
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE11	Development involving hazardous substances and contaminated land - requirement for ameliorative measures
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
R16	Accessibility for elderly people, people with disabilities, women and children
R17	Use of planning obligations to supplement the provision of recreation leisure and community facilities
LE1	Proposals for industry, warehousing and business development
LE2	Development in designated Industrial and Business Areas
LE3	Provision of small units in designated Industrial and Business Areas
LE4	Loss of existing industrial floorspace or land outside designated Industrial and Business Areas
LE5	Small scale business activities within the developed area
LE7	Provision of planning benefits from industry, warehousing and business development
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
AM15	Provision of reserved parking spaces for disabled persons
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM8	Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities

### 3

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

(i) Demolition and construction works should only be carried out between the hours of 0800 and 1800 on Monday to Friday and between the hours of 0800 and 1300 on Saturday. No works should be carried out on Sundays, Public or Bank Holidays;

(ii) All noise generated during such works should be controlled in compliance with British Standard 5228, and use "best practicable means" as defined in section 72 of the Control of Pollution Act 1974;

(iii) Measures should be taken to eliminate the release of dust, odours and other emissions caused by the works that may create a public health nuisance. Guidance on control measures is given in "The control of dust and emissions from construction and demolition: best practice guidelines", Greater London Authority, November 2006; and

(iv) No bonfires that create dark smoke or cause nuisance to local residents should be allowed at any time.

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 above, 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).

### 4

In accordance with the provisions of the NPPF, the Local Planning Authority has actively engaged with the applicant both at the pre application and application stage of the planning process, in order to achieve an acceptable outcome. The Local Planning Authority has worked proactively with the applicants to secure a development that improves the economic, social and environmental conditions of the area. In assessing and determining the development proposal, the Local Planning Authority has applied the presumption in

favour of sustainable development Accordingly, the planning application has been recommended for approval.

**5 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))

**6**

Wind Turbines can impact on the safe operation of aircraft through interference with aviation radar and/or due to their height. Any proposal that incorporates wind turbines must be assessed in more detail to determine the potential impacts on aviation interests. This is explained further in Advice Note 7, 'Wind Turbines and Aviation' (available at [http://www.aoa.org.uk/operation & safety/safeguarding.htm](http://www.aoa.org.uk/operation%20&amp;%20safety/safeguarding.htm)).

**7 I23A Re-instatement of a Vehicle Access.**

You are advised by London Borough of Hillingdon, Highways Management, that any works on the Highway, in relation to the reinstatement of any existing vehicle access, must be carried out with approval from the Highway Authority. Failure to reinstate an existing vehicle access will result in the Highway Authority completing the works, and the developer may be responsible for the costs incurred. Enquiries should be addressed to: Highways Maintenance, 4W/07, Civic Centre, Uxbridge, UB8 1UW.

**8 I23B Heavy Duty Vehicle Crossover**

Prior to work commencing, you are advised to submit an application for a Heavy Duty Vehicle Crossover to Highways Maintenance, 4W/07, Civic Centre, Uxbridge, UB8 1UW to prevent damage to the highway from construction vehicles entering and leaving the site.

**9 I24 Works affecting the Public Highway - General**

A licence must be obtained from the Highway Authority before any works are carried out on any footway, carriageway, verge or other land forming part of the public highway. This includes the erection of temporary scaffolding, hoarding or other apparatus in connection with the development for which planning permission is hereby granted. For further information and advice contact: - Highways Maintenance Operations, 4W/07, Civic Centre, Uxbridge, UB8 1UW

**3. CONSIDERATIONS**

**3.1 Site and Locality**

The application site is that of the Former Waggon and Horses Public House, and is currently vacant with all the previous buildings having been demolished. The site formerly housed a water pump which has also been removed from the site, this feature was of some local interest but was not listed or protected by planning policy. The other part of the site formerly housed a vehicle repair garage (Use Class B2) although this was demolished in around 2010.

The site is located on the southern side of Uxbridge Road, approximately 290m from the borough boundary with Ealing, and has a Public Transport Accessibility Level (PTAL) of 2.

The site is within the Springfield Road Industrial and Business Area (IBA) and has a 46m frontage to Uxbridge Road, which varies between 25m and 40m in depth.

Uxbridge Road has a mixed character in this location with the southern side being primarily dominated by retail parks and business units and the northern side providing 2 storey dwellinghouses and a short parade of shops, approximately 43m from the application site.

To the north of the site are two storey residential dwellings, to the east is an area of soft landscaping including a number of small silver birch trees. The areas to the east and south consist primarily of 1 or 2 storey retail and industrial buildings within the IBA. Immediately to the west is Hayes Gate House (now known as Hyatt Place). The surrounding industrial uses are part of the designated industrial and business area and are not generally restricted in terms of the uses on site or hours of operation. Hayes Gate House is a 13 storey building, which currently benefits from permission to be converted to a hotel (works are under way in respect of this), and while not currently of particular merit in terms of external appearance it provides a landmark and forms part of the areas character.

### **3.2 Proposed Scheme**

The proposal includes redevelopment of the site to provide a curved building on elevation, achieving ground plus 12 storeys at the highest point. The apart hotel will operate in a similar way to a hotel, in that it offers serviced, short or long-stay accommodation with communal areas. The key difference between the two types of accommodation is that an apart hotel provides a more spacious, flexible, alternative to hotels, whilst maintaining the same level of service. An apart hotel offers customers the option to hire suites, which contain long stay amenities, rather than short stay guestrooms.

The building structure is curved on plan form and curved on elevation. It is 40 metres in height. The building is clad on all elevations and the roof forms a dynamic sweeping curve to the building as a whole.

This proposal comprises 131 rooms in total. This is split as follows:

- 30 x guestrooms;
- 74 x studio kitchen suites;
- 24 x 1-bed kitchen suites; and
- 3 x 2-bed kitchen suites.

The proposal also consists of the following ancillary elements:

- A basement gym and changing rooms;
- Restaurant, bar and lounge; and
- Two meeting rooms.
- 29 Car Parking Spaces.
- 23 Cycle parking spaces.

### **3.3 Relevant Planning History**

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

Whilst no direct planning history exists relates to the site, there is some planning history relating to the redevelopment of 15 Uxbridge Road, which is part of the current application site.

5519/APP/2009/2437 - Erection of part five and part nine storey mixed use building

comprising of 44 residential units and 462m<sup>2</sup> of Class B1 floorspace, including ancillary amenity space, landscaping and car parking. The application was refused on 02/02/2010 for the following reasons:

1. Principle of Development
2. Noise/Amenity
3. Disabled Parking Spaces
4. Refuse/recycling
5. Planning Obligations
6. Affordable Housing
7. Density, design, and layout

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

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

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

Part 1 Policies:

Part 2 Policies:

- |      |   |
|------|---|
| BE1  | Development within archaeological priority areas  |
| BE13 | New development must harmonise with the existing street scene.  |
| BE18 | Design considerations - pedestrian security and safety  |
| BE19 | New development must improve or complement the character of the area.   |
| BE20 | Daylight and sunlight considerations.   |
| BE21 | Siting, bulk and proximity of new buildings/extensions.   |
| BE24 | Requires new development to ensure adequate levels of privacy to neighbours.  |
| BE25 | Modernisation and improvement of industrial and business areas  |
| BE36 | Proposals for high buildings/structures in identified sensitive areas   |
| BE38 | Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.           |
| OE1  | Protection of the character and amenities of surrounding properties and the local area  |
| OE11 | Development involving hazardous substances and contaminated land - requirement for ameliorative measures                            |
| 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 |
| R16  | Accessibility for elderly people, people with disabilities, women and children  |
| R17  | Use of planning obligations to supplement the provision of recreation, leisure and community facilities                             |
| LE1  | Proposals for industry, warehousing and business development  |
| LE2  | Development in designated Industrial and Business Areas   |

LE3	Provision of small units in designated Industrial and Business Areas
LE4	Loss of existing industrial floorspace or land outside designated Industrial and Business Areas
LE5	Small scale business activities within the developed area
LE7	Provision of planning benefits from industry, warehousing and business development
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
AM15	Provision of reserved parking spaces for disabled persons
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM8	Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities

## 5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **2nd February 2016**

5.2 Site Notice Expiry Date:- **2nd February 2016**

## 6. Consultations

### External Consultees

A total of 77 neighbouring properties were consulted. Site notice were displayed and a press advert undertaken. No comments were received.

### GLA (Summary)

London Plan policies on principle of land use: apart / hotel, employment, urban design, access, sustainable development/energy, flooding and transport are the key strategic issues relevant to this planning application. The proposed development broadly complies with the London Plan. However, there are few issues that must be addressed as set out below:

- i) Principle of land use: The proposed apart / hotel is supported in terms of land use principle.
- ii) Employment: The scheme generates 100 full-time jobs and will provide apprenticeships and on-the-job training for young people interested in pursuing a career in the hospitality industry. This is welcomed and should be secured through section 106 agreements.
- iii) Urban design: The proposed design is supported. All the measures should be conditioned.
- iv) Inclusive access: The revised access statement incorporates inclusive design fully compliant with policies 7.2 and 4.5 of the London Plan. The proposed measures and the submission of the accessibility management plan need to be secured.
- v) Sustainable development/energy: The carbon savings exceed the target set within Policy 5.2 of the London Plan. However, the comments provided in the energy section should be considered and clarified before compliance with London Plan energy policies can be verified.

vi) Flooding: As the site is less than 1 hectare, flood risk assessment is not required. However, a drainage strategy should be submitted to and agreed by LB Hillingdon Lead Local Flood Authority.  
vii) Transport: Following revisions and further information, TfL is now content to support the proposals. The provision of the detailed plan documents and the shuttle bus arrangements discussed above should all be secured by appropriate planning conditions and obligations.

#### GLAAS

No objection

#### HEATHROW AIRPORT LIMITED

No safeguarding objections

#### METROPOLITAN POLICE

In principle I have no objections to this as long as it achieves Park Mark, whilst also adhering to the principles of Secured by Design for lighting and general security requirements.

#### BAA

No objection subject to Cranes and Wind Turbines informatives.

#### **Internal Consultees**

##### DESIGN & CONSERVATION

No objection is raised subject to a condition requiring details of materials to be submitted. The materials should be of a lightweight appearance.

##### HIGHWAYS

No objection subject to conditions requiring amended basement car parking layout to be submitted with the loading bay removed as it currently does not work and swept paths with 300mm errors to be satisfactorily accommodated within proposed parking layout. Turning space for parking spaces 20 and 21 is substandard. The basement car parking layout therefore needs to be amended. A condition is also required to ensure that the cycle storage is provided for long-stay spaces in a secure store on the ground floor, within the envelope of the building. A s106 Agreement is also required to secure the 9 car parking spaces on the adjoining Hyatt Place site (27 Uxbridge Road). Facilities within the hotel, including gym, games room, meeting rooms, lounge/bar/restaurant area must also be for sole use of residents of the hotel and cannot be let out to the public. Any crossovers no longer in use will have to be stopped up and footways reinstated.

##### ACCESS OFFICER

No objection raised subject to a condition to secure the following:

Details that demonstrate that 10% of the proposed guestrooms suites conform to the requirements as set out in BS 8300:2009, Section 12.8 and figure 59 (or other recognised equivalent standard). In line with the British Standard, it would be acceptable for:

- i. 5% of the guestroom suites not to have a fixed tracked-hoist system; however
  - ii. 5% are to have a fixed tracked-hoist system (or similar system giving the same degree of convenience and safety).
2. 50% of the ensuite bathrooms within the required accessible bedrooms should have a level access shower.
  3. Alarm system should be designed to allow deaf people to be aware of its activation. (Such provisions could include visual fire alarm activation devices, and/or a vibrating pager system. A technical audit should be considered at this stage to ensure that mobile phone and emergency paging system signals can transmit throughout the building.)

4. Advice from an appropriate fire safety officer or agency should be sought at an early stage to ensure that adequate and appropriate refuge areas are incorporated into the scheme as a whole. Refuge areas provided should be sized and arranged to facilitate manoeuvrability by wheelchair users (Refer to BS 9999: 2008). Refuge areas must be adequately signed and accessible communication points should also be provided in the refuge area. Such detail should be fully documented in the Design & Access Statement.

#### EPU - CONTAMINATED LAND

No objection subject to standard contaminated land condition.

#### EPU - NOISE

No objection subject to a standard noise condition and a control of noise and odour condition (emanating from the air extraction system).

#### S106 OFFICER

1. Highway Works: S278/S38 for required Highways Works subject to surrounding network adoption status.
2. Construction Training: A financial contribution to the sum of: Training costs: £2500 per £1m build cost plus Coordinator Costs - £9,600 per phase or an in kind scheme to be provided.
3. Air Quality Monitoring: A financial contribution to the sum of £25,000 subject to comments from LBH air quality specialists.
4. Travel Plan: to include £20,000 Bond
5. Employment Training Strategy
6. Hospitality Training
7. To identify whether it is possible to include Hoppa Bus Provision
8. Project Management & Monitoring Fee: A financial contribution equal to 5% of the total cash contributions

#### SUSTAINABILITY OFFICER

No objection subject to a condition requiring a detailed carbon reduction reduction to be submitted prior to the commencement of development.

#### FLOOD RISK OFFICER

Concerns are raised about the groundwater conditions on the site and the impact of the basement on groundwater within the site and neighbouring sites. The applicant has demonstrated that adequate measures can be implemented to prevent a risk of flooding. No objection is raised therefore subject to a condition/S106 to ensure a detailed surface and ground water strategy to be submitted prior to commencement of development.

#### AIR QUALITY OFFICER

The results produced by the assessment and subsequent addendum supporting the planning application indicate the following:

- 1) the impact of the emissions associated with the operation of the proposed site on local air quality and public exposure is not insignificant as stated in the report conclusions.

Hillindon follows the London Councils' APEC system to classify the impacts of proposed schemes on air quality and, according to this, given current levels at the application site being well above 38ug/m<sup>3</sup>, it is a material consideration and mitigation measures are required.

In addition, applying the IAQM criteria (used by the applicant), the impact of the scheme on local air quality is moderate adverse (with a 0.3 change in concentrations (1% of the limit value) in a level 125% above limit value).



Therefore please see below the requirements for Air Quality.

#### Condition Air Quality - Low Emission Strategy

No development shall commence until a low emission strategy (LES) has been submitted to and approved in writing by the Local Planning Authority. The LES shall address 1) the fleet composition serving the apart -Hotel to be Euro 5/VI or above or have implemented retrofitting devices that will enable compliance with such Euro standards.

2) the supply of energy to the Hotel. Any CHP or gas boiler will have to conform with the London Low NOx requirements;

The strategy shall detail the steps that will be followed in addressing the lower emissions requirements stated above and what measures will be taken to take into account future changing standards and available technologies and be updated accordingly in agreement with the local planning authority.

3) an electric vehicle charging bay. This is to be implemented as part of the proposal with a minimum of three charging points.

4) a clear and effective strategy to encourage staff to a) use public transport; b) cycle / walk to work where practicable; c) enter car share schemes; d) purchase and drive to work zero emission vehicles.

The measures in the agreed scheme shall be maintained throughout the life of the development.

The Low emissions strategy shall make reference to The London Councils 'Air Quality and Planning Guidance'; DEFRA Practice Guidance 3: Practice guidance on Measures to Encourage the Uptake of Low Emission Vehicles, February 2009; and Low Emission Strategies: Using the Planning System to Reduce Transport Emissions, Good Practice Guidance prepared by the Beacons Low Emission Strategies, June 2008.

Reason - As the the application site is within an Air Quality Management Area and to comply with paragraph 124 of the NPPF, policy 7.14 of the London Plan, and policy DMEI 14 of the London Borough of Hillingdon Local Plan (part 2).

#### Condition Air Quality - Mechanical Ventilation using NOx/NO2 removal systems

No development shall commence until a scheme detailing mechanical ventilation to be installed at the premises with the systems / filters required to extract NOx/NO2 from outdoor ambient air and secure indoor NO2 levels below 40ug/m3 has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be carried out before the use/operation commences, and be thereafter maintained.

Reason - As the the application site is within an Air Quality Management Area and to comply with paragraph 124 of the NPPF, policy 7.14 of the London Plan, and policy DMEI 14 of the London Borough of Hillingdon Local Plan (part 2).

#### TREES & LANDSCAPING

This application has been subject to pre-application meetings (PRC/2015/74). While the landscape issues last discussed on 8 September 2015 have been addressed by the current application, further details / refinement should be secured through conditions.

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

## **7. MAIN PLANNING ISSUES**

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

The site is currently vacant with the previous use comprising of the Waggon and Horses Public House, with visitor accommodation. This has been established in the LB Hillingdon and GLA pre-application advice, as well as the planning history. The site is located within the Springfield Industrial Business Area within the Local Plan Part 1. Within the emerging Site Allocations and Designations Document, the site is located within the Hayes Industrial Area. The relevant policy in relation to this designation is policy E2 of the Local Plan Part 1 and policy LE2 of the current Local Plan Part 2 and emerging policy DME 1 of the emerging Local Plan Part 2. Policies 2.17 and 4.5 of the London Plan are also relevant.

Local Plan Policy LE2 of the Local Plan: Part 2 does not permit development within the Springfield Industrial Area which is not B1, B2, B8 or an appropriate sui generis use unless

- i. There is no realistic prospect of the land being used for industrial and warehousing purposes in the futures;
- ii. The proposed alternative use does not conflict with the policies and objectives of the plan; and
- iii. The proposal better meets the plan's objectives particularly in relation to affordable housing and economic regeneration.

The site has been vacant since around 2010, with no planning permissions in place to redevelop the site, indicating there is little prospect of redeveloping the site for B2/B8 uses.

The London Plan clearly defines the Apart Hotel as self contained hotel accommodation (C1 Use Class) that provides for short/long term occupancy purchased at a nightly rate with no deposit against damages. They will usually include concierge and guest room service, and include formal procedures for checking in and out. The applicant has stated that the maximum stay will be 90 days, which accords with the established definition of apart hotel uses.

London Plan Policy 4.5 bullet point (e) states that the Mayor, and borough and relevant stakeholders should recognise the need for apart-hotels in the context for the broader policies of the Plan.

The apart-hotel will operate in a similar way to a hotel, in that it offers serviced, short or long stay accommodation with communal areas. The key difference between the two types of accommodation is that an apart-hotel provides more spacious flexible, alternative to hotels, whilst maintaining the same level of service. An apart-hotel offers customers the option to hire suites which contain long stay amenities, rather than short stay guest rooms.

Considering the above points and given the fact that there is evidence at a strategic planning level for a demand for such accommodation and the fact that the use will generate a high level of employment (100 jobs), the proposal is supported in principle.

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

This is not applicable to this type of development.

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

The application site does not lie within proximity to any Conservation Areas, Listed Buildings or Areas of Special Local Character.

In relation to archaeology GLAAS have advised that the site that the development would not impact on archaeology at this location. The proposal would therefore comply with Policy BE1 of the Hillingdon Unitary development Plan Saved Policies.

#### **7.04 Airport safeguarding**

BAA have been consulted on the proposal and have raised no objection, subject to Cranes and Wind Turbine informatives.

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

The site is not located within the Green belt.

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

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

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

Uxbridge Road has a mixed character in this location with the southern side being primarily dominated by retail parks and business units and the northern side providing 2 storey dwellinghouses and a short parade of shops, approximately 60m from the application site. Whilst there is a 13 storey building adjoining the proposal site, which is currently in the process of being converted from an office to a hotel, this is a stand alone development and tall buildings are not a character of the local area.

The design of the proposed apart hotel is curved on elevation and plan stepping from 2 storeys to the east up to ground plus 13 storeys on the west. This creates a cohesive design which relates to the retail park and industrial buildings to the east and south of the site, which are of a smaller scale and the existing hotel to the west. This directly responds to the character and built form of area and is therefore in line with policy BE13 of the Local Plan: Part 2. This creates a building which is responsive to the surrounding area in regards to scale, massing and bulk.

In addition to this, a character appraisal has been conducted to ensure that the building is informed by the immediate and wider context of the site as well as the intended end use of the building, and it remains subservient to Hyatt Place to the west. The current design seeks to sit comfortably within the surrounding built form, as well as provide sufficient space for accessing and servicing. This is line with policy BE1 of the Local Plan: Part 1, which requires new development to "be designed to be appropriate to the identity and context of Hillingdon's buildings, townscapes, landscapes and views".

As well as this, policy BE1 requires that in the case of tall buildings, they should not adversely affect their surroundings including the local character, or impact on key views. The benchmark for height in this context is set by neighbouring Hyatt Place which is 13 storeys in height and is a landmark in its own right. The building has been reduced in scale and bulk to ensure that it remains subservient to the adjacent hotel. Therefore, the massing and scale of the building has been sensitively thought out to consider the built form of the surrounding area and take account of policy BE1.

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

The application site is primarily surrounded by industrial and retail units, these units are not sensitive in terms of amenity and will therefore not be discussed in this section of the

report. However, the impact of the proposal on the viability of these adjacent uses is discussed within 'The principle of the development' section.

The closest sensitive uses are the residential dwellings on the opposite side of Uxbridge Road and Hayes Gate House hotel development which adjoins the site.

Policies BE20, BE21, and BE24 seek to protect the amenity of residential occupiers through preventing loss of light, overlooking and overdominance.

Accompanying the planning application is a daylight and sunlight assessment which considers the impact of the proposed scheme on the availability of daylight and sunlight of the adjacent buildings and amenities. The assessment has been carried out in line with up to date BRE guidance.

The result of sunlight assessment indicates that the windows of all the identified neighbouring properties will continue to receive adequate level of daylight with the proposed development in place. The sunlight assessment for the identified surrounding buildings also indicates that all surrounding developments will receive adequate levels of annual and winter sunlight with the proposed development in place.

An overshadowing analysis was carried for the amenity spaces associated with the residential developments located on the Uxbridge Road. The assessment showed that even with the proposed development in place more than half of their area would receive at least 2 hours of sunlight on 21 March, thus meeting the BRE criteria.

Therefore the development meets the requirements of emerging policy DMHB 11 of the Local Plan Part 2 which states that, development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

The residential units are separated from the application site by both the Uxbridge Road and a smaller service road, which combined have a width of approximately 43m and by 54m to the facade of the proposed building. This level of separation is such that there would be no detrimental impact on these occupiers in terms of overlooking, overdominance, overshadowing or noise from the proposed B1 commercial use.

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

The proposal is for a erection of an apart hotel. Accordingly the living conditions of future residential occupiers is not considered strictly relevant to the application. However, it is considered that an appropriate environment would be achieved to cater for aparthotel visitors.

Daylight level within the meeting rooms on the ground floor level and suites on floors above was also tested. The levels were checked against the British standard BS 8206-02. The assessment confirms that daylight levels within all the tested spaces are above the minimum standards and all rooms receive ADF values exceeding the minimum standards. Therefore, it can be concluded that all these rooms will be well day lit throughout the year.

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

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

and secure layouts which minimise conflicts between traffic and cyclists or pedestrians.

London Plan (March 2015) policy 5.17 states that proposals for waste management should be evaluated against the full traffic impact of all collection, transfer and disposal movements. Policy 6.3 notes that Development proposals should ensure that impacts on transport capacity and the transport network, at both a corridor and local level, are fully assessed. It also requires that development should not adversely affect safety on the transport network.

Local Plan requirements in relation to impacts on traffic demand, safety and congestion are set out in Local Plan Part 2 policy AM7 which states that the LPA will not grant permission for developments whose traffic generation is likely to (i) unacceptably increase demand along roads or through junctions which are already used to capacity, especially where such roads or junctions form part of the strategic London road network, or (ii) prejudice the free flow of traffic or conditions of general highway or pedestrian safety.

The amended layout provides a total of 29 car parking spaces on site, 9 at ground floor level (including 2 disabled) and 20 in the basement, with a further 9 being provided on the adjoining Hyatt Place hotel site. Both sites in the same ownership and officers are satisfied that the 9 spaces can be secured by way of a S106 Agreement. Furthermore, the Highways Officer is satisfied that sufficient parking would remain for the existing site and that no adverse impacts would occur.

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

Urban Design issues are discussed in section 7.07 of this report.

Considerations on security have been incorporated into the design of the development with the new accommodation designed to allow for natural surveillance.

#### **7.12 Disabled access**

Policies R16 and AM13 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) seek to ensure that developments of this type incorporate inclusive design, as do Policies 7.1 and 7.2 of the London Plan. Further detailed guidance is provided within the Accessible Hillingdon SPD.

The Council's Access Officer has reviewed the proposals and requested that some alteration are incorporated in the scheme:

1. The scheme should demonstrate that 10% of the proposed guestrooms suites conform to the requirements as set out in BS 8300:2009, Section 12.8 and figure 59 (or other recognised equivalent standard). In line with the British Standard, it would be acceptable for:

- i. 5% of the guestroom suites not to have a fixed tracked-hoist system; however
- ii. 5% are to have a fixed tracked-hoist system (or similar system giving the same degree of convenience and safety).

2. 50% of the ensuite bathrooms within the required accessible bedrooms should have a level access shower.

3. Alarm system should be designed to allow deaf people to be aware of its activation. (Such provisions could include visual fire alarm activation devices, and/or a vibrating pager system. A technical audit should be considered at this stage to ensure that mobile phone and emergency paging system signals can transmit throughout the building.)

4. Advice from an appropriate fire safety officer or agency should be sought at an early stage to ensure that adequate and appropriate refuge areas are incorporated into the scheme as a whole. Refuge areas provided should be sized and arranged to facilitate manoeuvrability by wheelchair users (Refer to BS 9999: 2008). Refuge areas must be adequately signed and accessible communication points should also be provided in the refuge area. Such detail should be fully documented in the Design & Access Statement.

The scheme is considered capable of being an inclusive environment for future users, subject to a condition requiring details of the above to be submitted, in accordance with Policies R16 and AM13 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 7.1 and 7.2 of the London Plan.

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

This is not relevant to this type of development.

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

Policy BE38 of the Hillingdon Local Plan: Part Two Saved UDP Policies seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

The Council's Trees and Landscaping Officer has reviewed the scheme and raised no objections to the proposals subject to standard landscaping conditions.

#### **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 utilising a refuse area, located at ground floor level easily accessible and is of sufficient size and capacity for a development of this scale.

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

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

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

The scheme has been designed to optimise its sustainability in accordance with the Mayor's targets of achieving a 35% reduction from 2013 Building Regulations TER. The Mayor's targets also include a 20% target for on-site renewables. The energy and sustainability report submitted with the application takes into account the Mayor's standards as well as policy 5.9 of the London Plan and the Mayor's Supplementary Planning Guidance (April 2015) on preparing energy statements.

It concludes that in terms of tonnes of CO<sub>2</sub> emitted by the development, a 5% reduction (27 tonnes per annum) could be expected through passive and active design measures. A further 13% (76 tonnes per annum) is being achieved through the use of on-site CHP. In addition to this, using energy efficient hot water pump system as the primary source of fuel for heating and cooling along with the introduction of PV panels on the roof gives a further improvement of 37% (219 tonnes per annum).

The development is considered to accord generally with policy 5.2 of the London Plan

(FALP 2015), although a condition requiring a detailed carbon reduction scheme is suggested.

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

The application site does not fall within a designated Flood Zone. The Water Management Officer has reviewed the submitted information and raised concerns regarding the ground water conditions on the site. The submitted details indicate that the groundwater could be breached by the proposed development. No objection is however raised, subject to a condition to require the submission of a scheme for the provision of detailed surface water and ground water strategy to ensure there is no increased risk of flooding as a result of the development. With this condition attached, the proposed development is considered to comply with 'saved' policies OE7 and OE8 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) .

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

Planning policy states that planning permission will not normally be granted for uses that are detrimental to the character of an area because of noise and vibration (policy OE1 of the Local Plan Part 1). Policy OE3 and EM8 go on to state that those potentially noise generating uses will be required to mitigate the impact within acceptable levels. This is further reiterated in policy OE5 which relates to the effect of external noise and vibration.

The application is accompanied by a noise report which assesses in detail the principal noise sources of concern which are heating, ventilation, air conditioning and energy equipment. It also assesses the principal noise-sensitive receivers which are the houses on the north side of Uxbridge Road. The assessment takes account of the most up to date standards: BS8233:2014 (1) and BS4142:2014 (2) to determine the environmental noise climate and establish noise impact on existing and future sensitive uses.

It concludes that the internal sound levels at the loudest elevation, for both the largest and smallest room types, remain below the reasonable daytime and night-time noise limits. The internal sound levels with more typical sound levels at the elevation, for both the largest and smallest room types, remain below the equivalent residential daytime and night-time noise limits. These limits are 5dB(A) lower than are deemed reasonable. Such a wide margin between achievable and reasonable sound insulation means there is more than sufficient scope to address periodic variations in noise levels due to either the Industrial Business Area or overall noise climate.

It also concludes that the proposed development will not adversely affect the amenity of the existing residents of the houses on the north side of Uxbridge Road. However, the technical design of the building will develop the acoustic performance to ensure reasonable internal and external noise levels are maintained. This is therefore in line with policy EM8 of the Local Plan Part 1 which requires noise impacts to be adequately controlled and mitigated.

In addition to this, following officers concerns that such a use may impinge on the operation and activity of the surrounding industrial uses, the report also investigates the prevailing ambient noise levels due to the IBA and the local road traffic. The report concludes that the risk of such a constraint on the IBA is negligible. The bedrooms would remain suitable for sleep and rest during all periods of the night and day.

The noise report submitted with the application concludes that the development is in line with local planning policy and meets in particular policies, OE 1, OE3, OE5 and EM8 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

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 Council's Environmental Protection Unit has been consulted on the application and raises no objection regarding air quality.

With respect of air quality and air quality monitoring, it is recommended that a £15,000 monitoring contribution is secured through the S106.

-

Overall, the development would be considered to comply with 'saved' policy OE5 of the Unitary Development Plan (2012) and policies 7.14 and 7.15 of the London Plan (FALP 2015).

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

None.

#### **7.20 Planning obligations**

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

The Council's Section 106 Officer has reviewed the proposal, as have other statutory consultees, including the Greater London Authority. The comments received indicate the following heads of terms will be required:

1. Highway Works: S278/S38 for required Highways Works subject to surrounding network adoption status.
2. Construction Training: A financial contribution to the sum of: Training costs: £2500 per £1m build cost plus Coordinator Costs - £9,600 per phase or an in kind scheme to be provided.
3. Air Quality Monitoring: A financial contribution to the sum of £25,000 subject to comments from LBH air quality specialists.
4. Travel Plan: to include £20,000 Bond
5. Hospitality Training
6. Use of no. car parking use on the adjoining Hyatt Place Hotel Site for sole use by the application site.
7. Drainage: Submission of a detailed surface and groundwater strategy.
8. Project Management & Monitoring Fee: A financial contribution equal to 5% of the total cash contributions.

CIL

The development will be liable for the Mayoral CIL and Hillingdon CIL.

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



None.

## **7.22 Other Issues**

None

## **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**

## **10. CONCLUSION**

The principle of an apart-hotel use on this IBA site is considered acceptable given the strategic need for such accommodation and the high levels (approximately 100 jobs) of employment the use will generate.

The design of the proposed building which steps (through a curved design) from 2 storeys's on the boundary with the retail park to the east to ground plus 12 storeys where it meets the 13 storey existing Hayes Gate House building (which is currently in the process of being converted to a hotel), is considered to acceptable given its context.

Given the site context, the scheme raises no adverse amenity issues to residential neighbours nor would the new building's massing and outlook prejudice the existing hotel development on the adjacent site.

The car parking provision and highway access arrangements are considered consistent with planning policy and acceptable, including the arrangements for service delivery and guest drop off / collection.

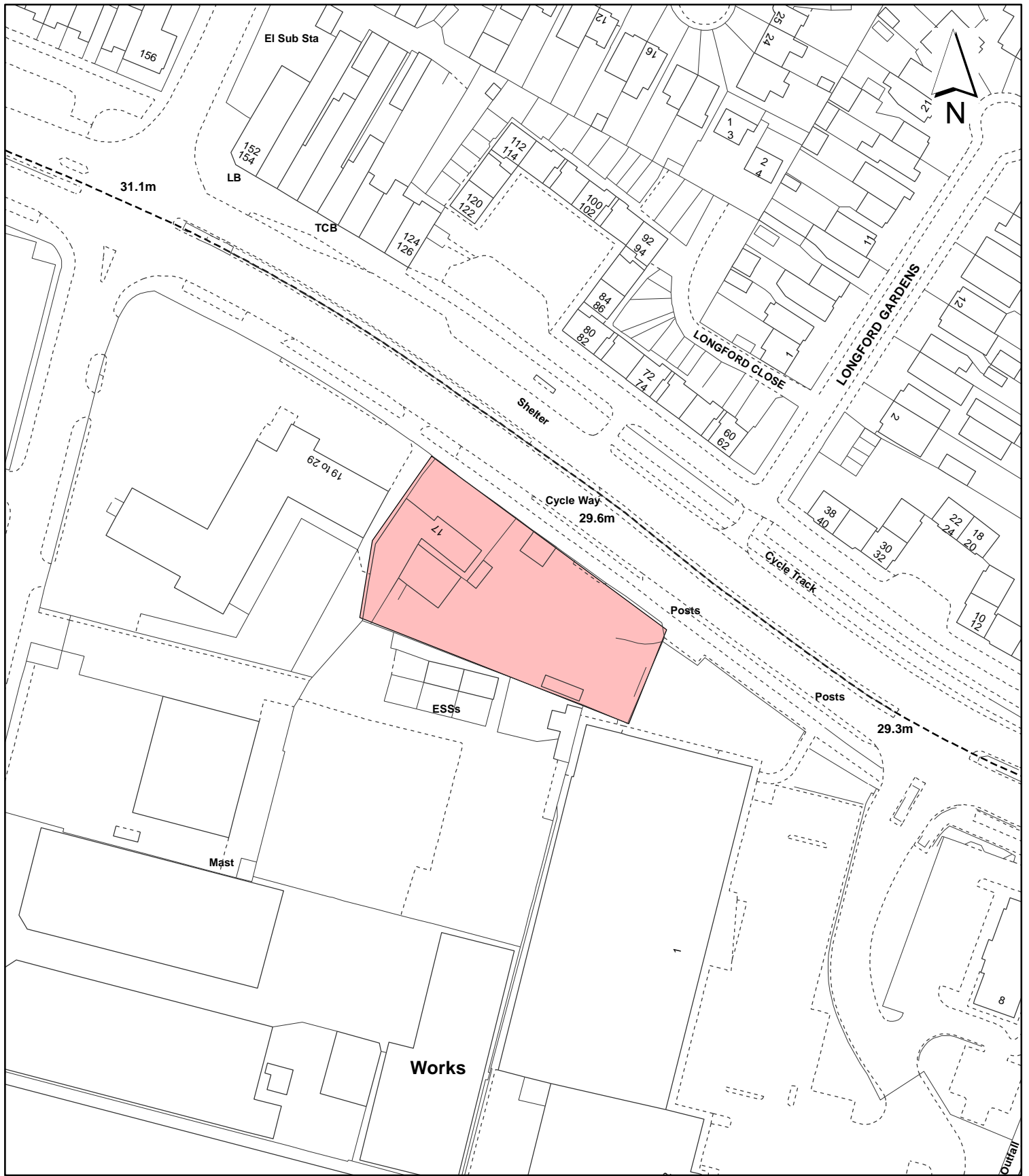
The scheme is considered to comply with relevant London Plan and Hillingdon Local Plan Part 1 and Part 2 policies, and accordingly, approval is recommended subject to appropriate conditions and planning obligations.

## **11. Reference Documents**

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
Hillingdon Supplementary Planning Document: Accessible Hillingdon (May 2013)  
London Plan (2015)  
National Planning Policy Framework (March 2012)  
London Borough of Hillingdon Air Quality Action Plan 2004

**Contact Officer:** Matt Kolaszewski

**Telephone No:** 01895 250230



**Notes:**

 Site boundary

For identification purposes only.  
 This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act).  
 Unless the Act provides a relevant exception to copyright.  
 © Crown copyright and database rights 2016 Ordnance Survey 100019283

Site Address:

**15 - 17 Uxbridge Road  
 Hayes**

Planning Application Ref:

**69827/APP/2015/4719**

Planning Committee:

**Major**

Scale:

**1:1,250**

Date:

**March 2016**

**LONDON BOROUGH  
 OF HILLINGDON**  
 Residents Services  
 Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW  
 Telephone No.: Uxbridge 250111



**HILLINGDON**  
 LONDON