

Report of the Head of Planning, Sport and Green Spaces

Address BRUNEL UNIVERSITY KINGSTON LANE HILLINGDON

Development: Variation of condition 2 (Submitted Plans) of planning permission Ref: 532/APP/2014/2163 dated 24/02/2015 to alter the parking layout (Installation of 42 additional parking spaces)

LBH Ref Nos: 532/APP/2016/211

Drawing Nos: 6604.213D
6604.212C
6604.209C

Date Plans Received: 19/01/2016 **Date(s) of Amendment(s):**

Date Application Valid: 15/02/2016

1. SUMMARY

This application seeks a variation of Condition No. 2 (Submitted Plans) of planning permission reference 532/APP/2014/2163, which was granted on 24/02/2015 for the installation of 42 additional parking spaces. The requirement for additional parking spaces with permission 532/APP/2014/2163 was identified as a result of the loss of 111 parking spaces arising from the proposal to construct a BCAST Science Park facility in the south-west corner of the site, which houses the Brunel University campus.

This application proposes minor alterations to the layout of the approved parking spaces, and would result in a reduction of the number of the approved spaces from 42 to 37. The proposed alterations incorporate the provision and marking of 4 disabled parking spaces, relocation of an existing exit to a previous entrance location, re-instating of a car park entrance, use of recessed white bricks to mark new spaces, extension of pathway with dropped kerb and tactile paving, provision of tree protection measures and re-turfing of removed hardstanding in areas outside of some parking bays.

The principle of the provision of additional parking spaces in the related car park location as well as in the floodplain (Flood Zone 2) has already been considered acceptable with permission 532/APP/2014/2163, and subject to the inclusion of an appropriate landscaping condition, it is considered that the revisions to the layout of the car park and spaces would not detract from the character and local distinctiveness of the surrounding natural and built environment, which lie within the Green Belt. Furthermore the proposals are considered acceptable on flooding/drainage grounds and would not have any adverse impact upon neighbouring residential amenity.

Accordingly, the application is recommended for approval.

2. RECOMMENDATION

APPROVAL subject to the following:

1 COM3 Time Limit

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

REASON

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

2 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 6604.209C and 6604.213D, and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

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

3 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 Hard Surfacing Materials

2.b External Lighting

2.c Other structures

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

2.e Car Parking provision for wheelchair users (a minimum of 10% of the spaces should be shown to be available)

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

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, AM13 and AM14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

4 NONSC Non Standard Condition

Notwithstanding the submitted plans, no development shall take place on site until details of the incorporation of sustainable urban drainage in accordance with the hierarchy set out in Policy 5.15 of the London Plan, have been submitted to, and approved in writing by the

Local Planning Authority. The approved details shall thereafter be installed on site and thereafter permanently retained and maintained.

REASON

To ensure the development does not increase the risk of flooding in accordance with Policies EM6 and OE8 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policy 5.12 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 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.

AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
BE19	New development must improve or complement the character of the area.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
EM6	(2012) Flood Risk Management
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL5	Development proposals adjacent to the Green Belt
PR22	Brunel University
LPP 7.16	(2015) Green Belt
NPPF	National Planning Policy Framework

3 I59 **Councils Local Plan : Part 1 - Strategic Policies**

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2015). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

4 147 Damage to Verge - For Council Roads:

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

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

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

3. CONSIDERATIONS

3.1 Site and Locality

The application site forms part of the wider Brunel University Campus (off Kingston Lane) and is occupied by an unsurfaced area of open land between the St John's Building and the Eastern Gateway, bounded to the east by Kingston Lane and to the west by the Brunel estate road. The area is currently used for (unmarked) overflow parking, which extends into the area to the east. This is bounded to the south with a grass verge with some tree planting. There is also some vegetation and screening to the northern and eastern boundaries.

3.2 Proposed Scheme

This application seeks a variation of Condition No. 2 (Submitted Plans) of planning permission reference 532/APP/2014/2163, which was granted on 24/02/2015 for the installation of 42 additional parking spaces. The requirement for additional parking spaces with permission 532/APP/2014/2161 was identified as a result of the loss of 111 parking spaces arising from the proposal to construct a BCAST facility in the south-west corner of the site, which houses the Brunel University campus.

This application proposes minor alterations to the layout of the approved parking spaces, and would result in a reduction of the number of the approved spaces from 42 to 37. The proposed alterations incorporate the provision and marking of 4 disabled parking spaces, relocation of an existing exit to a previous entrance location, re-instating of a car park entrance, use of recessed white bricks to mark new spaces, extension of pathway with dropped kerb and tactile paving, provision of tree protection measures and re-turfing of removed hardstanding in areas outside of some parking bays.

It is instructive to note that in addition to permission 532/APP/2014/2163, permissions were also granted (references 532/APP/2014/2161 and 532/APP/2014/2160) on 24/02/2015 for the installation of 52 additional parking spaces and 15 additional spaces elsewhere in the Campus respectively.

3.3 Relevant Planning History

532/APP/2014/2163 Brunel University Kingston Lane Hillingdon
Installation of 42 additional parking spaces

Decision: 27-11-2014 Approved

Comment on Relevant Planning History

532/APP/2014/2163 - Installation of 42 additional parking spaces (originally submitted as 56 spaces but amended throughout the course of the application).
Decision: Approved on 24/02/2015.

532/APP/2014/2161 - Installation of 52 additional parking spaces
Decision: Approved on 24/02/2015.

532/APP/2014/2160 - Installation of 15 additional parking spaces.
Decision: Approved on 24/02/2015.

An outline planning permission for the development of the Campus (reference 532/APP/2002/2237), granted in April 2004, allowed for a total provision of 2,598 car parking spaces. However, a Travel Plan forms part of the approved application documentation and required the level of car parking to be reduced to 2,088 spaces across the Campus by the end of the 2012.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
- PT1.EM6 (2012) Flood Risk Management

Part 2 Policies:

- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
- AM7 Consideration of traffic generated by proposed developments.
- AM14 New development and car parking standards.
- BE13 New development must harmonise with the existing street scene.
- BE19 New development must improve or complement the character of the area.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- EM6 (2012) Flood Risk Management
- OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
- OL1 Green Belt - acceptable open land uses and restrictions on new development

OL5	Development proposals adjacent to the Green Belt
PR22	Brunel University
LPP 7.16	(2015) Green Belt
NPPF	National Planning Policy Framework

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

7 neighbouring properties (30, 31, 32, 33, 34 & 35 Turnpike Lane and 15 Cleveland Road), the Cleveland Road Residents Association, the Cleveland Neighbourhood Watch and the Environment Agency were consulted by letter dated 22/02/2016, and a site notice was displayed in the area on 02/03/2016.

One letter of objection has been received from a neighbouring property who is concerned that the maximum number of 2088 parking spaces, which was imposed at the time of the Campus expansion in 2004 would be exceeded, as subsequent large building developments have led to significant increases in traffic levels in the area. Number of parking spaces should be revised downwards to encourage other sustainable modes of transport.

Environment Agency - No comments to make.

Internal Consultees

Drainage Officer:

The proposed site for some of the parking spaces as shown on the amended plan indicates that two of the spaces lie partly in Flood Zone 3 and Flood Zone 2.

Additional spaces within the floodplain should not be encouraged in addition to those already in place. It is not shown how the risks to these spaces will be managed, therefore increasing risk to the occupants and their property.

A condition of permission 532/APP/2014/2163 requested a Flood Management Plan to be implemented. A copy of this plan should be provided before considering any further applications for additional car parking within the floodplain.

CASE OFFICER COMMENTS:

The comments and objection of the Drainage Officer in relation to the siting of parking spaces in the natural floodplain (Flood Zone 2) is noted. However, it is instructive to note that permission 532/APP/2014/2163 permits the provision of parking spaces in the floodplain, and the proposed reduction of spaces in this application is such that three of the approved spaces in the floodplain would be removed. As such, refusal of permission for the proposed variation would not be justified on such grounds. Furthermore, the FRA submitted with that application was considered acceptable and a condition was imposed with the permission requiring the incorporation of sustainable urban drainage, and the submission, approval and installation/permanent retention of related details. Given that this application proposes a variation to the approved layout of the parking spaces, and the

applicants have not yet discharged the related condition, it is considered expedient to impose the same condition to this decision.

Highways Officer:

42 car parking were approved. The variation seeks to reduce them to 37. No objections are raised on highway grounds.

Trees Officer:

This application involves minor amendments to the plans approved under application reference 2014/2163, on 25 June 2014. No objection subject to the imposition of a suitable condition in respect of the submission and approval of a landscape scheme (Condition code COM9).

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The principle of the installation of the approved 42 additional parking spaces within the Brunel Campus has already been considered acceptable with permission 532/APP/2014/2163, and when considered against Policies AM2, AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policy 6.13 of The London Plan (2015).

The provision of the car parking spaces forms part of the overall allocation of car parking spaces on this site and their presence is considered not to be detrimental to the openness of this Major Developed Site in the Green Belt. This application proposal, which proposes a variation to that permission is therefore considered acceptable in principle.

7.02 Density of the proposed development

Not applicable, as the application does not incorporate a residential development.

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

The site is not located within any Archaeological Priority Zone, Conservation Area or Area of Special Local Character. The site does not comprise any statutorily or locally listed buildings, so there are no adjacent or host heritage assets that would be adversely impacted on.

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

Policies OL1 and OL5 of the Local Plan (Part Two) are relevant to this development given that Brunel University Campus is a Major Developed Site within the Green Belt. These policies will only allow proposals which are not detrimental to the visual amenities of the Green Belt. It is considered that measures such as the use of Grasscrete or similar product and the siting of the car parking spaces adjacent to a wide and mature landscaping belt serves to protect the visual amenities of the Green Belt, and in the overall context of this Major Developed Site and is in accordance with Policies OL1 and OL5 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.07 Impact on the character & appearance of the area

It was proposed with application/permission 532/APP/2014/2163 that the use of materials such as Grasscrete or similar products would be used in the surfacing of the parking spaces. Those materials were considered acceptable, and given that the same materials, as well as the use of tactile permeable paving is also proposed, it is therefore considered that the materials and the complementary soft landscaping are appropriate, and would protect the visual amenities of the Green Belt, and maintain the character and appearance

of the area. It is thus considered that the proposed car parking spaces would not adversely affect the visual amenities and openness of Green Belt land in the overall context of this Major Developed Site, and is in accordance with the relevant policies of the Hillingdon Local Plan: Part One (Strategic Policies) and Part Two (Saved UDP Policies) (November 2012).

7.08 Impact on neighbours

It is considered that the proposed car parking spaces would not generate any adverse impact in respect of the residential amenity of adjoining residential occupiers. In this regard it is considered that there is an adequate separation distance between the car parking spaces and the residential properties on Cleveland Road. Furthermore, tree screening along the perimeter of Brunel University Campus serves to protect the residential amenity of adjoining residential occupiers.

7.09 Living conditions for future occupiers

Not applicable, as the application does not incorporate a residential development.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

The objection from the adjacent neighbour in respect of traffic pressures in the area and revising the maximum number of parking spaces on the campus downwards is noted.

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 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. Policy AM14 of the Local Plan specifies that new development will only be permitted where it is in accordance with the Council's adopted Car Parking Standards.

Permission 532/APP/2014/2014/2163 permitted the provision of 42 parking spaces, given that existing spaces were lost as a result of the construction of the BCAST Science Park. With the provision of all 113 spaces lost as a result of the Science Park, it was considered as part of that permission that the overall parking provision will still be under the total travel plan target of 2088 spaces set in 2004. This application proposal would result in a further reduction of the approved spaces by 5 spaces, and the Highways Officer has not raised any objection in this regard.

The proposed revisions to the layout of the car park have been considered acceptable by both the Highways and Trees Officers, and it does not constitute an unacceptable design, which would otherwise have adversely impacted on the amenity of the area.

As such, it is considered that the proposal would not result in any detrimental impact on the surrounding local road network, or have any adverse impact on highway and/or pedestrian safety. This addresses the objection from the neighbour.

7.11 Urban design, access and security

The design aspect of the proposal for the revised layout of the approved car parking spaces has been addressed in sections of this report above.

7.12 Disabled access

Disabled access has been provided throughout the parking provision of the Brunel University Campus. This is considered consistent with the details approved under the outline planning permission for the Brunel University Campus.

7.13 Provision of affordable & special needs housing

Not applicable, as the application does not incorporate a residential development.

7.14 Trees, landscaping and Ecology

Saved Policy BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies

(November 2012) 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 site is occupied by an unsurfaced area of open land between the St John's Building and the Eastern Gateway, bounded to the east by Kingston Lane and to the west by the Brunel estate road. The area is currently used for (unmarked out) overflow parking. The Landscape Officer has not expressed any objection to the proposed minor alterations to the car parking spaces, and has recommended the imposition of a suitable condition in respect of securing the retention of existing planting and/or replacement planting, to ensure that the proposal preserves and enhances the character and local distinctiveness of the surrounding natural and built environment.

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Part of the wider Brunel University Campus falls within Environment Agency Flood Zone 2 due to its proximity to the River Pinn. The applicant had previously submitted a Flood Risk Assessment (FRA) with approved application 532/APP/2014/2163. The technical notes in the FRA submitted with that approved application adequately considered the control of surface water on site by using grasscrete material, which is permeable. Furthermore, consideration of the risks should the access flood, have also been considered and are proposed to be controlled through an emergency plan implemented by the University. Given that this application proposal incorporates the reduction of the approved spaces by 5 spaces (including 3 in the floodplain), it is considered that the proposal would not have any adverse implications for localised flood risk, subject to the imposition of a suitable condition.

7.18 Noise or Air Quality Issues

The reduction of the number of parking spaces provided and the nature of their use are such that the proposal would not result in any worsening trip generations over and above what is presently experienced on the site, and as such, there would be no adverse implications for noise and/or air quality issues.

7.19 Comments on Public Consultations

The representation received from an adjacent neighbouring resident has been addressed within the main body of this application report.

7.20 Planning obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Not applicable to this application.

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

Not applicable to this application.

10. CONCLUSION

This application proposes minor alterations to the layout of the approved parking spaces, and would result in a reduction of the number of the approved spaces from 42 to 37. The proposed alterations incorporate the provision and marking of 4 disabled parking spaces, relocation of an existing exit to a previous entrance location, re-instating of a car park entrance, use of recessed white bricks to mark new spaces, extension of pathway with dropped kerb and tactile paving, provision of tree protection measures and re-turfing of removed hardstanding in areas outside of some parking bays.

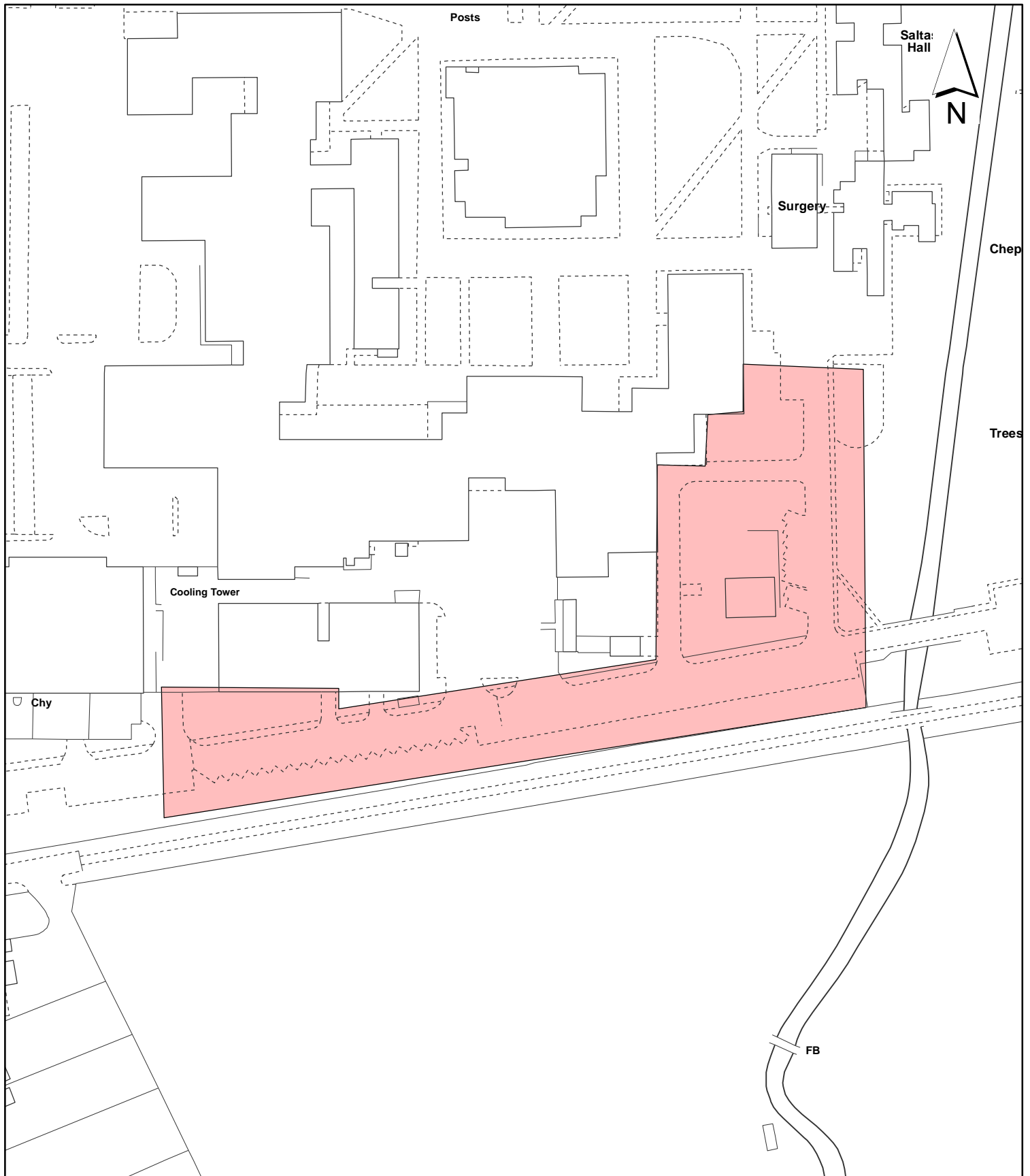
The principle of the provision of additional parking spaces in the related car park location as well as in the floodplain (Flood Zone 2) has already been considered acceptable with permission 532/APP/2014/2163, and subject to the inclusion of an appropriate landscaping condition, it is considered that the revisions to the layout of the car park and spaces would not detract from the character and local distinctiveness of the surrounding natural and built environment, which lie within the Green Belt. Furthermore the proposals are considered acceptable on flooding/drainage grounds and would not have any adverse impact upon neighbouring residential amenity.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
The London Plan (March 2015)
National Planning Policy Framework
Hillingdon Supplementary Planning Document - Accessible Hillingdon

Contact Officer: Victor Unuigbo

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Notes:

 Site boundary

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Site Address:

**Brunel University
 Kingston Lane**

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

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

Planning Application Ref:
532/APP/2016/211

Scale:
1:1,250

Planning Committee:
Central & South

Date:
May 2016



HILLINGDON
 LONDON