

Report of the Head of Planning & Enforcement

Address 150 FIELD END ROAD EASTCOTE PINNER

Development: Erection of a four storey building with basement parking, comprising 10 one-bedroom, 29 two- bedroom and 5 three-bedroom residential flats and a commercial unit on the ground floor fronting Field End Road (involving demolition of the existing building.)

LBH Ref Nos: 25760/APP/2009/2441

Drawing Nos: 32 Rev. A
35 Rev. C
36 Rev. A
37 Rev. B
38 Rev. D
39 Rev. C
01 Rev. A
34 Rev. F
7296/01 (Tree Constraints Plan)
33 Rev. C
Phase I Environmental Risk Assessment, October 2009
Planning Statement, dated November 2009
Design and Access Statement, dated October 2009
Elevation
50 (Schedule of Areas)
Daylight, Sunlight and Shadow Study, dated September 2009
7296/02
CSA/1471/100
Trip Rate Calculation - Office Use (Existing and Proposed)
Trip Rate Calculation - Wed. 09/09/09
Trip Rate Calculation - Thurs. 10/09/09
Travel Plan, October 2009
Energy Statement, October 2009
Report on Background Noise, October 2009
Code for Sustainable Homes Assessment Strategy, October 2009
61 Rev. D
10665/03/007 (Tracking Plan)

Date Plans Received: 09/11/2009 **Date(s) of Amendment(s):** 07/11/2009
Date Application Valid: 28/01/2010 09/11/2009
07/12/2009
28/01/2010

1. SUMMARY

This is a third application which seeks planning permission for the demolition of the existing three storey office building within the Eastcote Town Centre and the erection of a mixed use, albeit predominantly residential building. This proposal is for a four storey building comprising 44 residential flats and a Class A2/B1 unit on the ground floor fronting Field End Road. The 'L'-shaped block would comprise 10 one-bedroom, 29 two-bedroom and 5 three bedroom units. Parking would be situated in the basement of the building, and accessed from Field End Road.

The principle of a mixed-use development with a commercial use on the ground floor and residential flats to the rear and above is considered acceptable at this location. The mix of residential units proposed is also considered acceptable.

However, the site adjoins the Eastcote (Morford Way) Conservation Area and whilst the current proposal does represent a significant improvement upon the previous two schemes, the overall bulk and massing of the building, together with the design of the front elevation is still not considered appropriate within this sensitive setting. Furthermore, a number of the proposed units would not be afforded an adequate standard of residential amenity, (mainly due to a lack of privacy) and the scheme lacks a designated children's play area. The Highway Engineer advises that the information submitted with the application is not adequate to fully assess the scheme in terms of its impacts upon highway and pedestrian safety. The scheme also fails to demonstrate that all feasible means will be investigated for reducing the carbon footprint of the development. Also, a S106 agreement, seeking improvements to local services and facilities as a consequence of the additional demands created by the development has not been secured.

The application is therefore recommended for refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed building fails to adequately harmonise with the character and appearance of the street scene and the surrounding Eastcote (Morford Way) Conservation Area, with regard to the overall height and massing of the building and the detailed design elements of the Field End Road façade. The proposal is therefore contrary to Policies BE4 and BE13 of the Hillingdon Unitary Development Plan, Saved Policies (September 2007), the Council's Supplementary Planning Document Hillingdon Design and Accessibility Statement (HDAS) - Residential Layouts and Policy 4B.3 and 4B.8 of The London Plan (February 2008).

2 NON2 Non Standard reason for refusal

The proposal does not provide adequate and appropriate living space throughout the development as most of the ground floor units, due to the proximity of communal paths and/or shared use amenity space adjacent to habitable room windows would fail to afford adequate privacy, with one of the units, (Flat 7) also having a poor outlook from its lounge/dining room window. Furthermore, due to the siting of a number of neighbouring windows and balconies on the upper floors, a number of flats would also lack visual and acoustic privacy and have a poor outlook. It is therefore considered that the quality of the residential accommodation provided would fail to afford an acceptable standard of residential amenity, contrary to policies BE19, BE21 and BE24 of the Hillingdon Unitary Development Plan Saved Policies (September 2007) and the Council's HDAS: Residential Layouts.

3 NON2 Non Standard reason for refusal

The proposal fails to provide a dedicated children's play area in an area that is deficient of such facilities. The residential accommodation proposed would therefore not afford an adequate standard of residential amenity for all its future occupiers, contrary to policy 3D.13 of the London Plan (February 2008) .

4 NON2 Non Standard reason for refusal

In the absence of a fully revised Transport Assessment, reflecting the submitted plans, together with full highway details relating to the commercial unit and level and ramp gradient information, together with full refuse and recycling collection details, including trundle distances, the Local Planning Authority has been unable to fully assess the impact of the proposal in terms of its impacts upon highway and pedestrian safety, in accordance with policies AM2, AM7(ii) and AM14 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007).

5 NON2 Non Standard reason for refusal

The scheme fails to demonstrate that all feasible means have been investigated of reducing the carbon footprint of the development, in accordance with Policies 4A.4 and 4A.7 of the London Plan (February 2008).

6 NON2 Non Standard reason for refusal

The applicant has failed to provide contributions towards the improvements of services and facilities as a consequence of demands created by the proposed development (in respect of transport, education, health, community facilities, including a contribution towards library books, town centre improvements, recreational open space, construction training and project management and monitoring). The scheme therefore conflicts with Policy R17 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) and the Council's Planning Obligation Supplementary Planning Document, July 2008.

3. CONSIDERATIONS

3.1 Site and Locality

The site, which has an area of 0.3237 hectares is located on the western side of Field End Road and currently comprises a vacant 1970's office building surrounded by large expanses of tarmac surface level parking. The office building comprises a three-storey frontage, with a three storey rear 'L' shaped wing that drops to two storeys to the west. An office building abuts the site to the north, while a 2 storey shopping parade extends along Field End Road to the southeast. To the northwest, west and south, the site is surrounded by 2 storey residential dwellings. The application site directly abuts Eastcote Conservation Area on its eastern and southern boundaries.

The site is located within Eastcote Minor Town Centre as designated on the Proposals Map of the Hillingdon Unitary Development Plan Saved Policies (September 2007). Although the site occupies a fairly central siting in terms of the town centre, it does not lie within either the primary or secondary shopping areas. It sits between two areas of secondary frontage on this side of Field End Road, with the primary frontage occupying the units on the opposite side of the road.

3.2 Proposed Scheme

Full planning permission is sought for the erection of a 4 storey, 'L'-shaped predominantly residential building comprising 44 units with a small Class A2/B1 commercial unit on the ground floor fronting Field End Road. The ground floor would comprise 11 flats, in addition to the 101m² commercial unit, with 13 flats on the first floor and 10 flats on each of the second and third floors. The residential units would comprise 10 one-bedroom, 29

two-bedroom and 5 three bedroom flats. Car parking for 48 vehicles, including 5 disabled person spaces and 54 secure cycle parking spaces would be provided in a basement, accessed via a ramp from Field End Road.

One wing of the 'L'-shaped building fronts Field End Road to the east and extends west into the site, with the other extending south at the rear of the building. Communal open space would be provided on the north, west and south sides of the building. The fourth floor would mainly be incorporated into the recessed pitched roof of the building, with gabled elements and numerous dormers. Only on a central 13.2m length on part of the southern elevation is the fourth floor not contained within the roof. The recessed eastern and southern elevations would be articulated with projecting balconies. At the rear, the building drops down to two storey within a projecting curved wing which incorporates a roof garden/green roof with a green wall behind. The building also drops down to two storey on the short length of the 'L'-shaped building which extends towards the south of the site. This would also include a green roof and the green wall on the rear elevation would wrap the building to form a similar green back drop for the green roof. The main front elevation of the building would be mainly glazed at the ground floor to form a shopfront and have 'juliette' balconies at first and second floor levels, with a roof terrace above. The main materials on the building would be banded render on the ground floor with brickwork above and a lead covered roof.

The accommodation is all market housing and a financial viability assessment has been prepared to justify the lack of affordable housing. The schedule of accommodation is as follows:

- * Basement: 48 car parking spaces, 54 secure cycle spaces, ramp and ancillary features
- * Ground Floor: Commercial unit - 110m² of Class A2/B1 office/commercial unit and 1 x one-bedroom, 9 x two-bedroom and 1 x three-bedroom flats
- * First Floor: 1 x one-bedroom, 9 x two-bedroom and 3 x three-bedroom flats
- * Second Floor: 1 x one-bedroom, 8 x two-bedroom and 1 x three-bedroom flats
- * Third Floor: 7 x one-bedroom and 3 x two-bedroom flats

The application is supported by a number of reports that assess the impact of the proposal. A summary and some key conclusions from these reports are provided below:

* Planning Statement

The report provides a summary of the proposals and assesses the proposals against policy consideration.

* Design and Access Statement

This describes the site and the processes that have led to the evolution of the design. The proposed development is described and the report states that 10% of the residential units will be wheelchair accessible, with all the units satisfying Lifetime Homes standards. A brief description/justification is then provided, dealing with issues of layout, choice of materials, landscaping, access, security and waste management.

* Report on Background Noise

This study was prompted due to the proximity of busy roads to the site. It describes the various noise units and the measurements taken on site. The most vulnerable elevation was found to be the front, which has a Noise Exposure Category C, where noise should be taken into account when determining planning applications and where appropriate,

commensurate noise protection conditions imposed. The report concludes that secondary glazing would be required on this elevation. The other elevations fell within Noise Category B and A where conventional remediation is adequate, such as appropriate double glazing.

* Daylight, Sunlight and Shadow Study

The report describes the methodology and states that although neighbouring windows tested were on the ground or first floor, as these windows are the most likely to be affected and represent the worse case scenario, it can be safely assumed that all windows will meet the BRE requirements. The report concludes that the scheme meets or exceeds the minimum acceptable British Research Establishment (BRE) standards for daylight, sunlight and shadow to neighbouring properties. The scheme also satisfies the BRE standards for Daylight, Sunlight and Shadowing to the proposed amenity area and surrounding gardens. This assessment remains the same when trees are included in the analysis.

* Code for Sustainable Homes Assessment Strategy

This report assesses the anticipated credit scoring and rating of the development and provides a detailed strategy in order to achieve a Code for Sustainable Homes Level 3 for the flats within the development.

* Travel Plan

This describes the policy background and the site and the availability of public transport. It identifies a travel plan target of a 10% reduction in the number of private car trips from the site. Measures identified to achieve this include welcome packs giving local travel information etc, notice board, staff training, promotion of car sharing. Details of its implementation, with the appointment of a Travel Plan Co-ordinator and monitoring are described.

* Phase 1 Environmental Risk Assessment

The report describes the site and identifies the possible sources of contamination. It envisages that further assessment is likely, that could be dealt findings of a site investigation.

* Energy Statement

This advises that the London Plan target of 20% reduction in carbon emissions 'where feasible' would be difficult to achieve on this site, given the access and space constraints of the site. Based on an initial assessment, the developers are committed to achieving a 10% reduction which is in line with the requirements of Code for Sustainable Homes Level 3. A number of possible technologies are identified as possible means of achieving the target.

3.3 Relevant Planning History

Comment on Relevant Planning History

25760/APP/2008/1090 - Redevelopment of site for mixed use, erection of 54 residential units and 252m² of B1(a) officer at ground floor, with associated basement parking and landscaped areas (Involving demolition of existing building and structures) - Refused on

18th July 2008 for the following reasons:

1. It is considered that the proposal will result an excessive density of development that will be unsympathetic to the character of the street scene and the surrounding Eastcote (Morford Way) Conservation Area, with respect to the appearance of the building and the detailed elements of the Field End Road façade. The proposal is therefore contrary to Policies OE1, BE13, BE19, BE21 and BE23 of the Hillingdon Unitary Development Plan, Saved Policies (September 2007), the Council's Supplementary Planning Document Hillingdon Design and Accessibility Statement (HDAS) - Residential Layouts and Policy 4B.3 and 4B.8 of The London Plan.
2. The proposed development creates the potential for a detrimental impact upon the outlook, visual amenity and privacy currently enjoyed by occupiers of neighbouring residential properties contrary to Policies BE21 and BE24 of the London Borough of Hillingdon Unitary Development Plan (adopted 1998) Saved Policies (September 2007).
3. The development by reason of its excessive site coverage and close proximity to near by trees, makes inadequate provision for the long term retention of existing trees of merit, such that the screening benefits of existing trees would be lost. Additionally, the scheme fails to provide adequate space for future planting and landscaping between the proposal and neighbouring property contrary to Policy BE38 London Borough of Hillingdon Unitary Development Plan Saved Policies (27 September) 2007.
4. The proposal does not provide adequate and appropriate amenity space throughout the site, and does not provide sufficient private open space for the enjoyment of future residents and does not include any dedicated play area for children. A number of balconies are located in inappropriate locations for the enjoyment of residents and the protection of the acoustic and visual privacy of all potential residents within this scheme. It is considered that the quality and quantity of amenity space provided does not comply with the Hillingdon Design and Accessibility Statement (HDAS) Supplementary Planning Document - Residential Layouts, along with Policy BE19, BE20 of the Hillingdon Unitary Development Plan Saved Policies (September 2007) and Policy 4B.1 of the London Plan.
5. The proximity of the new access to the basement car park to the existing accesses does not provide a satisfactory arrangement for pedestrians and creates an additional potential conflict with the access to the adjoining property at Connex House. The ramp gradient at maximum 1:4 is not acceptable, the location of bin storage does not comply with Council standards, and the location of the proposed bicycle parking and the disabled parking bay off the ramp is not acceptable. A Green Travel Plan would also be required at this stage and this has not been submitted. As a result of the design and the lack of information it is likely that the proposal would give rise to conditions prejudicial to the free flow of traffic and would be detrimental to highway and pedestrian safety and does not provide satisfactory arrangements for future residents. The development is therefore contrary to Policy AM7 of the Hillingdon Unitary Development Plan Saved Policies (September 2007).
6. A number of the proposed units do not satisfy the minimum overall floor area as required by the Hillingdon Design and Accessibility Statement (HDAS) 'Access for All'. The unsatisfactory design and undersized nature of the proposed units will lead to poor quality, undesirable living conditions for potential future residents, contrary to Policies 3A.6 and 4B.1 of the London Plan and the Supplementary Planning Document Hillingdon Design and Accessibility Statement (HDAS) 'Access for All'.

7. The submitted plans and documentation do not clearly illustrate that at least 10% of the units will be built to or capable of easy adaptation to recognised standards for wheelchairs, neither does the proposal demonstrate that lifetime homes standards can be achieved and the sustainability statement states that lifetime homes will not be incorporated into the scheme. The ramp access at grade 1:4 is not acceptable and the provision of a disabled space off the ramp is not appropriate. The proposal is therefore contrary to London Plan Policies 3A.5 and 4B.5 and the Hillingdon Design and Accessibility Statement (HDAS) 'Access for All'.

8. The submitted roof plan does not illustrate the provision of solar panels, as proposed as part of the statement of renewable energy, and it remains unclear if this is economically feasible and how the ongoing operation and maintenance of the system would be managed. Concerns have also been raised about the potential impact of reflected sunlight and other visual impacts from an aerodrome safeguarding perspective for aircraft using RAF Northolt, along with the overall visual impact that cannot be properly assessed without detailed amended plans. The proposal is considered to be contrary to Policies BE4, BE13, BE19 and A6 of the London Borough of Hillingdon Unitary Development Plan Saved Policies (September 2007) along with Policies 4A.3, 4A.6, 4A.7 and 4A.9 of the London Plan and PPS 1 - Planning and Climate Change.

9. The development is not considered to have made adequate provision, through planning obligations, for contributions towards affordable housing, education, health and public open space improvements, transport, construction training along with 5% project management and monitoring fee, in accordance with Policies H11, R17 and AM11 of the Council's Unitary Development Plan Saved Policies (September 2007) or the Council's Draft Supplementary Planning Guidance for Planning Obligations and Supplementary Planning Guidance for Planning Obligations for Health Facilities and the Council's Affordable Housing SPD (May 2006).

25760/APP/2007/2651 - Redevelopment of site for mixed use, erection of a part two, three, four, five and six storey building to accommodate a retail unit at ground floor fronting Field End Road, 24 one-bedroom, 43 two-bedroom and 3 three bedroom apartments with associated basement parking and landscaped areas - Withdrawn.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

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|--------|--|
| PT1.10 | To seek to ensure that development does not adversely affect the amenity and the character of the area. |
| PT1.16 | To seek to ensure enough of new residential units are designed to wheelchair and mobility standards. |
| PT1.17 | To seek to ensure the highest acceptable number of new dwellings are provided in the form of affordable housing. |
| PT1.20 | To give priority to retail uses at ground floor level in the Borough's shopping |

areas.

- PT1.30 To promote and improve opportunities for everyone in Hillingdon, including in particular women, elderly people, people with disabilities and ethnic minorities.
- PT1.39 To seek where appropriate planning obligations to achieve benefits to the community related to the scale and type of development proposed.

Part 2 Policies:

- PPS1 Delivering Sustainable Development
- PPS3 Housing
- PPGN13 Transport
- PPS4 Planning for Sustainable Economic Growth
- PPGN24 Planning and Noise
- LP London Plan (February 2008)
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- BE13 New development must harmonise with the existing street scene.
- BE14 Development of sites in isolation
- BE18 Design considerations - pedestrian security and safety
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE22 Residential extensions/buildings of two or more storeys.
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- BE23 Requires the provision of adequate amenity space.
- BE24 Requires new development to ensure adequate levels of privacy to neighbours.
- 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
- OE5 Siting of noise-sensitive developments
- OE12 Energy conservation and new development
- OE13 Recycling facilities in major developments and other appropriate sites
- H4 Mix of housing units
- H5 Dwellings suitable for large families
- H9 Provision for people with disabilities in new residential developments
- H11 Provision of affordable housing
- S1 New retail development within the shopping hierarchy
- S3 Increasing the attractiveness of town centres
- S6 Change of use of shops - safeguarding the amenities of shopping areas

R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
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
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
CACPS	Council's Adopted Car Parking Standards (Annex 1, HUDP, Saved Policies, September 2007)
HDAS	'Residential Layouts' and 'Accessible Hillingdon'
SPG	Community Safety by Design.
SPD	Planning Obligations, July 2008

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **10th March 2010**

5.2 Site Notice Expiry Date:- Not applicable

3rd March 2010

6. Consultations

External Consultees

219 neighbouring properties have been consulted and the application has been advertised in the local paper and a site notice has been displayed on site. 14 individual responses have been received, making the following comments:

Individual comments

- (i) Plans are not much different from previously refused scheme,
- (ii) Overdevelopment of the site, with 44 flats on a 0.31ha site, resulting in far too great a density for a residential suburb of Eastcote's character,
- (iii) Building is too big and will not sit well with the rest of the architecture on the High Road and would be an eyesore. Four storeys would be higher than adjacent buildings, which would be significantly higher and unsympathetic to existing roof line of the Eastcote shopping centre, contrary to policy BE4. Surrounding development tends to have a maximum of three storeys,
- (iv) Approval of four storey building would establish precedent.
- (v) Four storey development would be too close to boundaries in Morford Way and Morford Close, resulting in an overdominant development that would reduce amount of open sky to surrounding residential properties, particularly those on Morford Way, Morford Close and Crescent Gardens,
- (vi) Morford Way, Morford Close and Crescent Gardens' properties would be directly overlooked,
- (vii) Inadequate residential/commercial parking which seems to be based on a ratio of just over one vehicle per dwelling unit. Any additional vehicles and visitors would have to park off-site,
- (viii) Increase in traffic and parking will be a danger to pedestrians, particularly on the adjoining pavement and nearby pedestrian crossing, with another semi-blind traffic crossing with extra and more complex traffic movements entering and exiting the building.
- (ix) Increased congestion, particularly at time of the school run when already extremely difficult getting around.
- (x) Increase in noise and pollution
- (xi) Although no room measurements, flats appear to have poor facilities with small rooms and little storage space. A typically bad and cramped design. UK flats much criticised overseas as unsuitable for modern living. This is a future slum in the planning.
- (xii) 100sqm retail area of the scheme, is not sufficient for any meaningful activity,
- (xiii) There is no point to commercial unit when there are vacant shops in High Road
- (xiv) No provision for communal space and children's play areas
- (xv) Implementation of the development would impose noise, dirt and traffic disruption in the centre of Eastcote for lengthy period. This could be very damaging for local businesses,
- (xvi) Initial House should be re-developed in conjunction with Conex House and the Redstone building, with more retail provision and offices, not residential above. Residential not appropriate in Eastcote Town Centre and should only be allowed on top floor,
- (xvii) Eastcote and the surrounding area has lost so many employment opportunities over the years and historically, this site has only been used for offices, cinema and garage,
- (xviii) Poor system design for electronic control system for garage entry,
- (xix) Influx of people to the area would be an extra strain on the already overcrowded transport system at peak times, as well as on schools, hospitals, medical facilities, dentists, shops etc. In danger of area becoming an over-developed slum,
- (xx) Added pressure on drainage system with High Road already prone to flooding
- (xxi) Whole of Ruislip and Eastcote is being over developed. Already have redevelopment of RAF Eastcote on one side.
- (xxii) The excellent location of this proposed development would be better suited to warden

controlled development for elderly residents or a new library on the whole of the ground floor, with meeting rooms, disabled facilities etc.

(xxiii) Drawings on web site did not include a ground floor plan, sections or any elevations to the side or rear,

(xxiv) Have been impressed with developer's method and extent of consulting with local residents and responding to neighbour's concerns

A petition has also been received with 53 signatories, objecting to the proposal for the following reason:

'We the undersigned object to the application 25760/APP/2009/2441, the redevelopment of Initial House, 150 Field End Road, Eastcote. 44 flats will be an overdevelopment of the site, and detrimental to the area.'

Nick Hurd MP:

I am writing on behalf of a number of Eastcote residents who are concerned about the third application for the redevelopment of the Initial House site.

They recognise that the application is now for 44 flats rather than the initial 70 but some fundamental concerns remain. Primarily:

- 1) The application refers to a three storey building when it is in fact a four storey building
- 2) The height and bulk is similar to the previous application, being higher than Petros, which is next door, and part of the Morford Way Conservation Area.
- 3) The sides and rear of the proposed building are too close to the boundaries with Morford Way and Morford Close, both part of the Morford Way Conservation Area. They are the same distances away as the previous application and this was a reason for refusal.

I hope the Council will be sensitive to these concerns when deciding this application.

Environment Agency:

We have assessed this application as having a low environmental risk within our remit. Therefore we will not be providing comments on this application.

Eastcote Village Conservation Area Advisory Panel:

This is the 3rd application for this site, the 1st for 70 flats was withdrawn, the 2nd application for 54 flats was refused. This current application does not address the main reasons for the refusal of the 2nd application.

150 Field End Road is adjacent to the Morford Way Conservation Area, at the front of the building, and shares boundaries with both Morford Way and Morford Close also part of the MWCA. Eastcote is classed as a minor town, of suburban character, with a shopping area designated tertiary.

Construction of Eastcote town centre started during the 1920s, Morford Way Conservation Area, being the first development, and the remainder developed in the early 1930s. Therefore this area is Arts and Crafts in style, the later buildings enhancing the earliest buildings. It is pure 'Metroland'. The 1960/70 office buildings do not in any way enhance the street scene, now there is the proposal to re-develop, any redevelopment should compliment the existing street scene not over power it.

The computer generated picture of the proposal is misleading, the tree lined side of the building

leading to the car park entrance is not possible to attain. These trees are not shown on the Landscape plan, and if planted would be 1 metre from the windows of the habitable rooms of the flats at this side of the building. We request that this image is not shown at the North Planning Committee as it is very misleading.

It is stated that this proposal is 3 storeys in height, this is not the case the proposal is 4 storeys high. The height of the building is higher than the adjacent shops, although there is some brick work cladding, the large Juliet balconies to the front of the building are over powering, especially that of the third floor. The roof is lead whereas all other buildings have tiled roofs. Therefore this proposal is contrary to BE19.

Policy BE21 requires new residential developments to be designed so as to ensure adequate outlook for occupants of the site and surrounding properties, this proposal is considerably less than 15 metres from the boundaries with Morford Way & Morford Close, this was given as a reason for refusal of the previous application, Officer's report section 4.57. Therefore, this application does not comply with BE21.

Floor Areas.

The minimum floor areas given in HDAS Accessible Hillingdon January 2010, are not met within this development. 26 of the dwellings are below the minimum a further 9 dwellings would fall below the minimum if the bathroom areas are included in the measurements given. The Design & Access statement prepared by Wilbraham Associates Ltd for this application states that all dwelling are to be built to Lifetime Home standards, this is clearly not the case.

Fire safety.

The standard of Fire Safety is also questioned, HDAS Accessible Hillingdon also states that there should be one lift available to wheelchair bound persons, that is safe to use in case of a fire. These dwelling are classed as lifetime homes, any of the flats should be able to be converted for a wheel chair user, but not all the upper floors would have access to a lift from the wing facing Morford Close. There does not appear to be any fire doors within the corridor areas. Fire safety is a very important matter and a Fire Risk assessment should be carried out before any planning decision is taken.

Car & Pedestrian entrances.

The entrance to the basement car park is one metre from the habitable rooms of the ground floor flats. It is not stated whether there will be any form of gating at the entrance. The pedestrian walkway to the side entrance is directly outside the windows of the habitable rooms of the ground floor flats. Neither of these situations will lead to satisfactory living conditions for the residents. The ground floor commercial unit does not appear to have been allocated any parking space.

Bin stores.

One of the bin stores has a door opening into the building exactly opposite the front door of flat 9, and it is next to the door of flat 10. This will lead to smells emanating from the bin store directly into these flats. Again this is not satisfactory.

HDAS Accessible Hillingdon requires 1 square meter of bin space per household, are 44 metres of bin space provided here? Has provision of bin space been allocated to the commercial unit?

Flat 21, 3 bedrooms, only has an en-suite bathroom to the master bedroom, there is not sufficient floor space to include a family bathroom.

Amenity Space and Landscape design.

The amenity space shown is two narrow strips at the west and north sides of the site. At the north side this space is designated as a clothes drying area this cannot be classed as usable amenity space.

There are 12 balconies, situated on the south and east elevations, these balconies will overlook one another, so cannot be considered as private amenity space. This was a reason for refusal of the previous application.

The ground floor flats do not have any private amenity space, users of the shared amenity space will be directly in front of the habitable room windows, there will not be any privacy.

The green roofs on the west and south elevations are classed as screened amenity space. The south elevation does not have any access, the west only a maintenance access. If these are used as amenity space being so close to the Boundaries with Morford Way & Morford Close the occupants of these houses will be overlooked.

For developments of more than 25 flats two separate areas of amenity space should be provided. For 44 flats 1075 square metres of usable amenity space should be provided.

For developments that contain family homes, being situated more than 400 metres from a suitable park and play area, a fully equipped area of play should be provided, to comply with the London Plan.

This development does not comply with any of the current guidelines.

This was a reason for refusal of the previous application, the provision here has not improved.

The tree constraints plan and the Landscaping plan do not agree.

The landscaping plan does not take into consideration the trees already on the site or those on the boundaries in neighbouring gardens. The trees suggested by the Landscaping plan, Quercus Ilex {Holm Oak}, Acer Campestre [Field Maple] Sorbus [Mountain Ash] Betula [Himalayan Birch] are all capable of reaching 60-85 feet, these are not suitable trees for such a small area, within a short space of time these would overshadow the ground floor dwellings causing loss of light and amenity. This was a reason for refusal of the previous application.

The basement area will extend almost to the north boundary, which means the amenity space will be over the basement void. Deep rooted plants as the trees recommended will not survive in these conditions. It is also doubtful as to whether the root of the existing trees can be sufficiently protected during the excavations for the basement.

Various.

This application does not contain a drawing showing a SUDS, which was required by the Environment Agency for the last application.

A Secure by Design report has not been sought.

The energy saving report, is very negative and does not put forward any proposals to meet required targets.

The last application showed a high contamination by asbestos and other toxic substances, this does not appear to have taken into account in the current application.

It also noted with some surprise that this development does not contain any social housing.

This proposal has not improved upon the last application, at least five of the reasons for refusal have not been addressed, although there are a lesser number of dwellings. The overall density of the development must be balanced against the demonstrable harm to the Street Scene, the over dominance of Morford Way & Morford Close, the living conditions of both current and future residents. The whole development would provide very substandard accommodation and would not in any way improve the amenity of the area.

We ask that this application be refused.

MOD Safeguarding:

There are no safeguarding objections to this proposal.

Internal Consultees

Urban Design:

The site is situated on the Northern boundary of the Eastcote (Morford Way) Conservation Area, in a local shopping and commercial centre. The property is positioned in the interface between commercial uses along Field End Road, and residential areas to the north-west, south and west, the latter generally 3-4 storeys high. The commercial buildings along Field End Road are equivalent to 3-5 storeys high.

The existing 1960's office block, with a three storey frontage along Field End Road, warrants little architectural merit. From an urban design point of view, there are no objections to the re-development of this centrally located brownfield site in principle. A holistic approach incorporating the adjacent Connex House into this re-development would however be preferable. As previously advised, any re-development proposal need to demonstrate that the character and appearance of the area will be enhanced and that the local distinctiveness of the existing built surroundings will be respected, especially given the prominent position in Field End Road, the immediate proximity to the Conservation Area to the west and south, the glimpsed views of the adjacent property (No.146) and the angled views towards the rear of the site.

The proposed scheme does raise concerns from an urban design point of view in terms of the elevational design to the street frontage in Field End Road, which is considered to be unbalanced, disjointed, overbearing and out of character with the existing built context. The building design also needs to be slightly reduced in terms of height, scale and massing, to ensure that the local distinctiveness of the area is respected, both with regards to Field End Road, where the adjacent property No. 154 situated in the Conservation Area sets the tone, as well as to the adjoining properties in Morford Close.

The proposed front elevation creates a heavy, out of scale appearance in the street scape, exacerbated by the intrusive railing arrangement which conceals a roof terrace facing Field End Road, a design approach which ignores previous urban design advice aiming to reduce balcony arrangements along the frontage.

The two recessed gable elements on the top floor, although positive in terms of principal form, are disjointed from the rest of the design composition, and become dwarfed by the excessive width and massing of the red brick element and the continuous terrace screen, as opposed to the characteristic strong gable features typical in the area. The excessive scale and massing, the lack of rhythm and balance creates a detrimental impact on the character and appearance of Field End Road which from an urban design point of view is unacceptable. The front elevation needs to incorporate a stronger element of verticality to address the disproportionate composition, and to create a stronger sense of character, whilst the overall height needs to be slightly reduced. A reduction in height, scale and massing, and a more sensitively applied detailing would also benefit the relationship to adjoining properties to the west of the application site, which is of a more small scale, vernacular character. From an urban design point of view a contemporary design interpretation would be supported provided that the scale, height, massing, rhythm and level of details comply with the existing, sensitive built context.

Conservation Officer:

PROPOSAL: Demolition of existing office block and construction of a 3 storey building with accommodation within a 4th fourth floor/ mansard roof comprising 44 flats, basement parking and a commercial unit at ground floor.

BACKGROUND: As stated for the previous submissions:

The property lies adjacent to the northern boundary of the Eastcote (Morford Way) Conservation Area. The existing structure dates from the mid to late 1970s and replaced a disused cinema. It comprises a three-storey frontage, with a three storey rear L-shaped wing that drops to two storeys to the west. The building, while fairly unassuming, has little architectural merit.

The site and the footprint of the existing building are quite large compared with the general urban grain of the surrounding area. This comprises traditional, tightly developed 1920-30's purpose built 'metro land' type shopping parades with flats over. These back onto residential streets, probably developed during the same period. The retail frontages are generally brick faced and predominantly 2-3 storeys in height. They include some simple decorative detailing, and some have high-level parapets or over sized gables fronting the street.

The surrounding residential streets include attractive, mainly two storey properties and some bungalows, most are semi-detached and well spaced. As a result, there are glimpsed views between the properties, through to the rear gardens and in some cases, to the site beyond. The rear boundaries of many the gardens adjoining the site are screened or partially screened by mature trees.

In this location, Field End Road is level and wide (3 lanes) and turns east to the north of the site. The gentle bend in the road opens up views of the side of the adjoining property (no 146) and also angled views towards rear of the site, although at present, trees screen this area and form a backdrop to the car park of The Manor Public House (No. 144).

There is a second access to the site via a service road that runs north off Morford Way. This also provides access to the back of a number of the adjacent commercial properties and flats, the rear of which open out onto this lane.

CONSIDERATION: There is no objection in principle to the demolition of the existing structure and as stated previously, it is unfortunate that the adjoining part of the property, (Connex House), which is of a similar age and style, does not form part of the development site - so that a more consistent and appropriately designed frontage could have been developed.

Whilst the development is yet again an improvement on those proposals previously submitted, we still have concerns re it's height and massing and its potential impact on the character and appearance of the adjacent conservation area and immediate hinterland. Whilst a 3-storey frontage would be appropriate in this location, any additional height/bulk beyond this needs to be discrete, carefully handled and limited in its extent. A drawing showing the outline of the existing and proposed buildings and their heights would be helpful to compare the two. We consider, however, that the mansard roof needs to be reduced in its extent and suggest it is limited to part of the main east-west block and that it includes hipped ends to reduce its bulk. Omitting the sheer four storey element to the south elevation would also help bring the apparent bulk of the building down.

The elevational detailing of the west and north facades should also be reconsidered to reduce their apparent bulk and strong horizontal emphasis. This could be achieved by adding bays, Juliet balconies or by using brick/tile detailing with a limited use of render. Reducing the height of the north- south rear wing by one floor and putting the second floor within a mansard would reduce the buildings bulk adjacent to the Conservation Area, remove the need to hide the blank upper floor of this part of the building and avoid the use of a green wall that may be difficult to establish and maintain long term. Some further thought also needs to be given to the detailing of the ground and first floor of the curved rear element to give it more visual interest, as this elevation will be seen in gap views from the Conservation Area.

There is little information in terms of cross-sections of the site/building and photomontages to confirm its impact on the adjacent Conservation Area.

The detailed design of the building, the impact of the ramp, materials and the building's immediate setting will be commented on by the Council's Urban Design Consultant.

CONCLUSION: An improvement, but further revisions required to reduce the overall bulk of the roof and upper floors.

Tree Officer:

There are a few trees on the site, which together with trees (off-site) close it form tree belts along the southern and western boundaries of the site. There are also two trees (off-site) in proximity to the sub-station, which may well have to be removed in any event. The trees in the gardens of properties in Field End Road, Morford Way and Morford Close are protected by virtue of the location in the Morford Way (Eastcote) conservation area. The tree belts are large-scale features of merit in the local landscape, which should be retained in the long-term (Saved Policy BE38 of the UDP), but the trees in the sub-station should not constrain the development of the site.

The applicant's tree expert has assessed the trees (Ash, Sycamore, Poplar and Cypress) on and close to the site, and two belts of conifers ('trees' 4 and 8). He recommends the removal of one Ash tree (tree 10) because it is decayed, and suggests the removal of one stem from the Ash tree (13) and the removal of the Ash tree (tree 14) in the sub-station compound. It is noted that all but one of the trees are graded as C, i.e. they have limited remaining contribution (useful / safe life).

At present, the trees provide some screening of the site and have a shade effect on parts of it, and constrain the redevelopment of the site. The Daylight, Sunlight and Shadow Study (September 2009) considers the combined (proposed building and trees) shade effect.

This application does not include an arboricultural constraints report. However, the application includes a Tree Constraints Plan and a Tree Protection Plan (December 2009), which show that the building and basement will be outside the tree protection zone, such that the trees will not be directly affected so long as they are protected. More detailed information in the form of a demolition, construction and tree protection method statement, and proposed levels and services, can be required by condition, in order to ensure that the scheme makes provision for the retention of all of the valuable trees (in terms of Saved Policy BE38).

The application also includes a Landscape Proposals drawing. There seem to be two versions of the same drawing. The one does not show the existing trees, whereas the other, which is incorporated in the Design and Access Statement, shows the existing trees. That plan shows two roadside trees, and the retained tree belts supplemented by the planting of lines of trees, such that they would be a continuous belt around the northern, southern and eastern sides of the site. Whilst this approach is acceptable in principle, the choice of tree species should be reconsidered, because some of the trees are too large for the site and spaces around the building (and the possible drying area) and the limited space between the basement and the site boundaries.

The Shade Analysis (with trees) drawings, which include the amenity areas, are based on an earlier tree constraints plan. Whilst they take account of most of the existing trees, they do not show the effect of the group of conifers (tree 4) close to the southern boundary of the site and the proposed tree planting, nor do they take account of the potential growth of the trees. Therefore, whilst the scheme (with trees included) is considered by the applicants to meet the BRE standards in relation to the amenity areas, there is a risk that future occupiers of the flats would press to remove some of the trees on the site to enable their reasonable enjoyment of their amenity space.

Overall taking all of these considerations into account, and subject to conditions TL1, TL2, TL3, TL5, TL6, TL7 and TL21, the scheme makes adequate provision for the long-term retention of the trees (on and close to the site and the screening they afford) and for landscaping, and is acceptable in terms of Saved Policy BE38.

Access Officer:

In assessing this application, reference has been made to London Plan Policy 3A.5 (Housing Choice) and the Council's Supplementary Planning Documents 'Accessible Hillingdon', adopted January 2010.

The scheme should be revised and compliance with all 16 Lifetime Home standards (as relevant) should be shown on plan. In addition, 10% of new housing should be built to wheelchair home standards and should accord with relevant policies, legislation and adopted guidance.

The following access observations are provided:

1. To support the 'Secured by Design' agenda, accessible car parking bays should not be marked. Car parking spaces should be allocated to a specific unit, allowing a disabled occupant choice whether the bay is marked.

REASON: Bays that are not allocated would not guarantee an accessible bay to a disabled resident. Similarly, a disabled person may not necessarily occupy an accessible home allocated a disabled parking space. Marking bays as disabled parking could lead to targeted hate crime against a disabled person. In the interests of good design the proposed entrance ramp should be avoided.

2. From the internal face of the front door, the wheelchair standard flats should feature an obstruction free area not less than 1500 mm wide and 1800 mm to any door or wall opposite. As such, the entrance lobby within flats 1,2,7 and 8 should be redesigned (it may be possible to design out the storage cupboard to create the extra space).

3. The bathrooms/en-suite facilities should be designed in accordance with Lifetime Home standards. At least 700mm should be provided to one side of the WC, with 1100 mm provided between the front edge of the toilet pan and a door or wall opposite.

4. The wheelchair standard units (flats 1, 2, 7 and 8) should be designed as wet room bathrooms and shown on plan accordingly.

5. The proposed communal passenger lifts should feature an area not less than 1500 x 1500mm in front of the lift doors.

6. At least one lift should be a designated evacuation lift as defined in the Council's 'Accessible Hillingdon' SPD.

Conclusion:

On the basis that the above observations can be incorporated into revised plans, I would have no objection to the proposed development.

Waste Services:

Access for the collection vehicle would be difficult. The collectors should not have to cart the bulked bins more than 10 metres from the point of storage to the collection vehicle. The collection

vehicle would have to access the court yard areas to meet this requirement, which would be a difficult manoeuvre. Dropped kerbs would be needed to move the bin safely to the collection vehicle.

Environmental Protection:

I do not wish to object to this proposal.

Residential re-development

Noise

I refer to the Report on Background Noise produced for the applicant by Millard Consulting dated October 2009 reference 10665/MR/10-09/2847. This report uses measurements taken for the purposes of previous applications at this development site. It has been calculated that the overall site falls within Noise Exposure Category C of PPG24.

PPG 24 states that for sites falling within Noise Exposure Category C, planning permission should not normally be granted. Where it is considered that permission should be given, for example because there are no alternative quieter sites available, conditions should be imposed to ensure a commensurate level of protection against noise.

Road Traffic Noise - Eastern Façade (front of building)

The daytime equivalent continuous noise level (Leq) was found to be 68dB, placing it in Category C. Additionally, the night-time noise Leq was found to be 64dB, which also places the site in Category C. A series of measures are suggested in Chapter 10.0 to ensure the noise levels in habitable rooms satisfy the Borough's Noise SPD.

Overall site

Habitable rooms facing a noise source can be given some protection by an external balcony, reducing the received noise level by approximately 5dB(A). The balcony front and sides should be imperforate and as tall as possible. Where stacked vertically, the underside of each balcony above should have a sound-absorbing finish, such as sprayed vermiculite.

Summary

Based on the results of the noise assessment, the requirements of the Borough's Noise SPD can be met using a combination of noise mitigation measures.

The following conditions are recommended to be applied to ensure that the proposed development will satisfy the requirements of the Borough's Noise SPD, Section 5, Table 2;

Condition 1

N1 Development shall not begin until a scheme for protecting the proposed development from road traffic noise has been submitted to and approved by the Local Planning Authority (LPA). The noise protection scheme shall meet acceptable noise design criteria both indoors and outdoors. The scheme shall include such combination of measures as may be approved by the LPA. The scheme shall thereafter be retained and operated in its approved form for so long as the use hereby permitted remains on the site.

Reason: To safeguard the amenity of surrounding areas.

Dust from demolition and construction

Current government guidance in PPS231 endorses the use of conditions to control impacts during

the construction phase of a development. With this in mind the following condition is recommended;

Condition 2

A1 The development shall not begin until a scheme for protecting surrounding dwellings from dust emitted from the construction works, has been submitted to, and approved by the LPA. The scheme shall include such combination of dust control measures and other measures as may be approved by the LPA.

Reason: To safeguard the amenity of surrounding areas.

Relevant Best Practice Guidance exists from the Greater London Authority;

The Control of dust and emissions from construction and demolition. November 2006.

Non-residential ground-floor uses

The following conditions are recommended to be applied to the proposed B1(a) office use;

Condition 1

Delivery and waste collections;

H2 The premises shall not be used for deliveries and collections, including waste collections other than between the hours of 0700 hrs and 2300 hrs, Monday to Saturday and not at all on Sundays or Bank Holidays.

Reason: To safeguard the amenity of surrounding areas.

Suitable hours of use should be applied when known.

Air handling units require prior approval;

Condition 2

N12 No air handling units shall be used on the premises until a scheme which specifies the provisions to be made for the control of noise emanating from the site or to other parts of the building, has been submitted to, and approved by the Local Planning Authority. The scheme shall include such combination of measures as may be approved by the LPA. The said scheme shall include such secure provision as will ensure that the said scheme and all of it endures for use and that any and all constituent parts are repaired and maintained and replaced in whole or in part so often as occasion may require.

Reason: To safeguard the amenity of surrounding areas.

Construction Site Informative:

Pursuant to the Control of Pollution Act 1974, the Clean Air Act 1993, the Environmental Protection Act 1990 and any other relevant legislation, you are advised as follows:

(i) Demolition and construction works which are audible at the site boundary 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 such work should be carried out on Sundays and Bank Holidays. All noise generated during such works should be controlled in compliance with British Standard 5228;

(ii) Measures should be taken to eliminate the release of dust and odours caused by the works that may create a public health nuisance.

(iii) No bonfires on the site should be allowed to take place at any time.

Air Quality Assessment

The site is within the northern half of the Borough and therefore not located in the declared AQMA. No objections are therefore raised in respect of Air Quality.

Education Services:

A contribution of £116,902 is sought.

S106 Officer:

The types and levels of planning obligations that are sought as a result of this proposed redevelopment are:

1. Transport; the level and nature of any transport contributions will arise as a direct result of the highways engineers comments and requirements. At this stage given the Transport assessment has not been approved by the Highways engineer. As such the nature and cost of an and all road works is unknown.

2. Education: in line with the SPD a contribution in the sum of £116,902 has been sought.

This is split into the following:

£48,262 for primary places.

£38,573 for secondary places

£30,068 for post 16 places

3. Health: in line with the SPD a contribution in the sum of £17,467.94 is required for the provision of GP services.

4. Community Facilities: in line with the SPD a contribution in the sum of £20,000 towards the library expansion programme is required.

5. Library Books: in line with the SPD a contribution in the sum of £1,854 is sought for the provision of library books.

6. Town Centre: in line with the SPD and as the site lies within the town centre then a contribution of £20,000 is required for town centre enhancements.

7. Recreational Open Space: in line with the SPD and as request has made by green spaces for additional play and recreational provision in the locality. The level of contribution sought is £50,000.

8. Construction Training: in line with the SPD a contribution towards construction training in the sum of £2,500 for every £1m build cost OR an on-site, in-kind training scheme approved by the council is required.

9. Project Management and Monitoring: in line with the SPD a contribution equal to 5% of the total cash contributions is required to enable the management and monitoring of the resulting s106 agreement.

10. Affordable Housing: a financial viability appraisal (FVA) was submitted with the scheme to demonstrate that the scheme could not afford to provide for any affordable housing on-site. This FVA has been independently validated by a third party consultant and has verified the case made by the applicant.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site is located within the Eastcote Minor Town Centre, although outside of the main primary and secondary retail areas as designated in the Hillingdon Unitary Development Plan Saved Policies (September 2007). Nevertheless, the site is located within the heart of Eastcote Town Centre, sited between the two secondary retail areas on this side of Field End Road and therefore the site is of significance.

The existing building on site has little architectural merit. As such, no objections are raised to its demolition.

In terms of the loss of office use, Policy 3B.2 of the London Plan seeks to increase the current stock, although paragraph 3.148 acknowledges that suburban London office stock is losing its appeal for some larger scale occupiers. The Hillingdon UDP (Saved Policies) does not incorporate any specific policies which preclude the loss of offices. The Planning Statement advises that the office building has been vacant since early 2008 and no objections were raised to the loss of office accommodation previously when the existing building was identified as being fairly old and unattractive, offering poor quality accommodation in a weak market. Where a market does exist, this is for smaller units. As such, the property needs to be viewed in the wider market, including Uxbridge, Watford and Harrow. In Hillingdon, Uxbridge is the strongest centre which together with Stockley Park, has good quality Grade A office space. There has been no change in policy since to suggest that office accommodation should be protected and given the current market expectations and the availability of significant alternative space in more traditional centres, no objections are raised to the loss of office space.

The office element of the proposal would be generally in accordance with PPS4: 'Planning for Sustainable Economic Growth' and Policy 3D.1 of the London Plan (February 2008). The aims of PPS4 and the London Plan seek to promote the vitality and viability of town centres. An element of office/commercial use within the town centre would be appropriate in this context and it is considered that the ground floor office unit is appropriate in scale to its location and would contribute towards the vitality and viability of Eastcote Minor Town Centre. The office element and its shopfront has the potential to create active street frontage, linking the two parts of the secondary frontage on this side of Field End Road, enhancing the retail attractiveness of the town centre.

In terms of the residential element of the scheme, the re-use of previously developed land in town centres for new housing in mixed-use schemes is consistent with both national and local planning policy guidance. PPS3 emphasises the role of the planning system in enabling the provision of homes and buildings that are consistent with the principles of sustainable development. The principle of encouraging new housing in town centre locations is promoted in PPG13: Transport. The provision of significant housing is also reflected in the London Plan, which refers to the need to maximise the intensification of mixed use sites and states in Policy 3A.3 that Boroughs should ensure that development proposals achieve the highest possible intensity of use compatible with the local context.

In terms of the housing mix, the application proposes 10 one-bedroom, 29 two-bedroom

and 5 three-bedroom flats. It is considered that this represents an acceptable mix of units within a town centre. The residential element is considered acceptable in principle, by providing a mix of units in an accessible town centre location and contributing to the vitality and viability of the centre in accordance with national and local policies.

7.02 Density of the proposed development

Table 3.2 of the London Plan provides guidance on the appropriate density of residential development. The PTAL score for the site is 3. The proposed scheme represents a density of 129 units per hectare (u/ha) and 483 habitable rooms per hectare (hr/ha) with an average of 3.75 hr/u. In terms of units per hectare, the density is slightly above the indicative guidelines for an urban location at 45 - 120 u/ha and the hr/ha range of 200 - 450 hr/ha. However, providing site-specific issues including design, internal floor areas, amenity space and impact upon neighbouring properties are adequately addressed, there would be no policy objection to the density proposed.

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

The application site directly abuts Eastcote (Morford Way) Conservation Area on its western and southern boundaries. As such, the scheme would need to demonstrate that the proposal retains and enhances the character and appearance of the conservation area in accordance with Policy BE4 of the UDP (Saved Policies) and 4B.8 of the London Plan.

The surrounding residential streets in the adjoining Eastcote (Morford Way) Conservation Area predominantly comprise two storey properties and a number of bungalows, which are mainly semi-detached and well spaced. The layout allows glimpsed views between the properties to the rear gardens and in some cases, to the application site beyond. The rear boundaries of many of the gardens adjoining the site are screened or partially screened by mature trees.

In this vicinity, Field End Road comprises traditional, densely developed 1920-30's purpose built 'metro land' type retail parades, predominantly 2 - 3 storeys high, with flats above. The road is wide and level, turning east to the north of the application site. The gentle bend in the road opens up views of the side of the adjoining property, No. 146 and also angled views towards the rear of the site, although at present, trees screen this area and form a backdrop to the car park of The Manor Public House (No. 144). There is a second access to the site via a service road that runs north off Morford Way. This also provides access to the back of a number of the adjacent commercial properties and flats, the rear of which open out onto this road.

Any redevelopment of the site should be informed by the suburban context of the locality as set out above, in terms of scale and massing. The Design and Access Statement suggests that the building does not replicate any particular style, but seeks to provide a new architectural feature within the town centre that responds to the sensitivities of the adjoining Conservation area and residential properties together with the street scene frontage of the development to the Eastcote Town Centre whilst still respecting the general pattern of development in the surrounding area.

Whilst this scheme represents a significant improvement on both the previous schemes, the Urban Design Officer considers that the elevational treatment of the Field End Road frontage is unbalanced, disjointed, overbearing and out of character with the existing built context. The building also needs to be slightly reduced in terms of its height, scale and massing, to ensure that the local distinctiveness of the area is respected, both to Field

End Road, where the adjoining property, No. 154 situated within the Conservation area sets the tone and to adjoining properties in Morford Close.

The Conservation Officer also raises concerns in relation to the proposed building's height and massing and its potential impact upon the character and appearance of the adjacent conservation area. Whilst acknowledging that a three-storey frontage would be appropriate, the officer goes on to advise that any additional height/bulk beyond this would need to be discrete, limited in extent and sensitively designed. The elevational detailing of the west and north facades also has a strong horizontal emphasis and needs to be reconsidered to reduce the bulk. The curved rear element also needs further consideration as this lacks visual interest and would be viewed from the conservation area.

Whilst there are existing, fairly mature trees screening the gardens of the surrounding properties, it is considered that these would not disguise the fact that the building would not fully harmonise with its surroundings. In particular, the height and massing of the building needs revision, with the Conservation Officer suggesting that the mansard roof needs reducing in extent, perhaps being limited to the main east-west block, to include hipped as opposed to gable ends with the omission of the sheer four storey element. The Urban Design Officer considers that the front elevation creates a heavy, out of scale appearance in the street scene with an intrusive railing arrangement with an inappropriate roof terrace above. The two recessed gable elements on the roof are disjointed from the rest of the design composition and become dwarfed by the excessive width and massing of the red brick element below and the terrace screen, as opposed to the strong gables characteristic in the area.

Although there are no objections to the contemporary architectural approach, the proposed building fails to reflect sufficient local distinctiveness on this prominent site. It is considered that in its current form, the proposed development would have a detrimental impact on the visual amenities of the street scene and upon the character and appearance of the adjoining Eastcote (Morford Way) Conservation Area, contrary to Policy 4B.3 of the London Plan and Policies BE4 and BE13 and BE19 of the adopted Hillingdon Unitary Development Saved Policies (September 2007).

7.04 Airport safeguarding

No objections have been raised to this scheme on the grounds of airport safeguarding.

7.05 Impact on the green belt

This scheme does not raise any Green Belt issues.

7.06 Environmental Impact

This scheme does not raise any environmental impact issues.

7.07 Impact on the character & appearance of the area

This is addressed at Section 7.03 above.

7.08 Impact on neighbours

In terms of dominance, Policy BE21 of the saved UDP requires new residential developments to be designed so as to ensure adequate outlook for occupants of the site and surrounding properties. The Council's HDAS: 'Residential Layouts' advises that development of two or more storeys should maintain at least a 15m gap from habitable room windows to avoid being overdominant. The proposed building, although four storeys in height, would be sited 34m from the nearest rear elevation of the surrounding residential properties on Morford Close, Morford Way and Crescent Gardens. As the proposed building has been reduced in height as compared to the two previous schemes, it is considered that the separation distance is sufficient to ensure that the proposed building would not appear unduly dominant from neighbouring residential properties.

In relation to sunlight, Policy BE20 of the saved UDP seeks to ensure that buildings are laid out to provide adequate sunlight and preserve the amenity of existing houses. It is not considered that the proposal would have an unacceptable impact on the level of daylight and sunlight currently enjoyed by the occupiers of adjoining properties which is borne out by the submitted sunlight assessment.

Policy BE24 of the saved UDP states that the development should be designed to protect the privacy of future occupiers and their neighbours. The Council's HDAS: 'Residential Layouts' advises that a 21m distance should be maintained between habitable rooms and a 3m deep 'patio' area adjacent to the rear elevation of the property. The minimum 34m distance would ensure adequate separation would be maintained to the surrounding residential properties to ensure that they are afforded adequate privacy. Furthermore, there are a number of existing trees on close to it off-site which form tree belts along the southern and western boundaries that do provide some screening to the site. Unlike the previous schemes, the Tree Officer is now reasonably confident, that the siting of the building would allow for the majority of these trees to be safeguarded, with suitable protection measures in place, during the demolition and construction phases. Also, the balconies on the northern elevation of the building specifically cited in the previous officer's report as being a concern as regards privacy have been omitted. Additional planting, which could be controlled by condition if the application were to be recommended favourably, could strengthen the screening.

7.09 Living conditions for future occupiers

The proposal includes a mix of units with one-bedroom units ranging in size from 50.01 to 51.73m², two-bedroom units from 63.03 to 91.89m² and three-bedroom units from 79.68 to 145.65m². Whilst these internal floor areas are adequate to meet the 50m², 63m² and 77m² minimum floor space standards advocated by the Council's HDAS: 'Residential Layouts' for one, two and three-bedroom flats respectively, a number of the two and three bedroom flats do not comply with the latest floor space standards contained in the Council's Supplementary Planning Document: 'Accessible Hillingdon', January 2010. These standards increase to 70m² for two-bedroom, 4 person flats and up to 100m² for three-bedroom, 6 person flats. However, as the application was submitted prior to the adoption of the latest standards, it is considered that the former standards should be applied in this instance. Furthermore, the Council's Access officer does not object to the proposal on this ground.

There are a number of windows either side of the junction that are considered to be too close to afford adequate privacy to neighbouring properties. Balconies are also provided on some of the upper floor flats on the southern and eastern elevations of the building.

Whilst there are no minimum standards for balconies, the usability of some of the balconies is dubious, given the proximity and orientation of neighbouring windows, with the balconies themselves having an adverse impact upon the outlook from these neighbouring windows. For instance, Flats 20 and 33 would have balconies immediately outside the directly overlooking bedroom windows of the neighbouring Flats 21 and 34 within a distance of 1.6m. This arrangement would not afford adequate acoustic and visual privacy, whilst the balconies would appear intrusive from neighbouring windows. Also, the access to the rear wing of the building runs along the southern elevation of the main wing of the building which contains the habitable room windows of the ground floor flats so that the privacy of these units would be compromised. The outlook from the lounge/dining room on one of these units, Flat 7 would also not be ideal, with most of the window facing a brick wall within 2.1m. Also, the use of the amenity space to the north and rear of the building and the adjoining path on the south side of the building would also compromise the privacy of the adjoining ground floor units.

Policy BE23 of the saved UDP requires the provision of external amenity space, sufficient to protect the amenity of the occupants of the proposed and surrounding buildings, and which is useable in terms of its shape and siting. The Council's HDAS specifies that shared amenity space for flats should be provided with 20m², 25m² and 30m² being required for one, two and three bedroomed units respectively. The scheme proposes two small private amenity areas for two of the ground floor flats, with all the units having access to the amenity space to the north and west of the building, together with the second floor roof terrace. In total, approximately 1,250m² of amenity space would be provided, as compared to the minimum 1,075m² required to satisfy guidance.

The siting of the building has been altered so that larger set backs to the boundaries are provided. It is now considered that the amenity space would be sufficiently useable to serve the occupiers of the flats. However, it is considered that provision should be made for a dedicated children's play area as this is an area deficient of such space, being more than 400m to the nearest play area. As such, it is considered that the proposal is contrary to Policy 3D.13 of the London Plan (February 2008).

7.10 Traffic impact, car/cycle parking, pedestrian safety

The Council's Highway Engineer advises that the application has not included a revised Transport Assessment, summarising the amendments made and additional information that has been submitted. The information has been submitted piecemeal and an updated Transport Assessment is required to deal with the revised proposal.

Additional information is also required as the highway aspect of the commercial unit has not been considered, including parking spaces. Also levels and ramp gradients are needed for the basement car park, ideally with a cross-section drawing showing the access road and ramp. Clarification is also need on refuse and recycle collection, with trundle distances from Field End Road clearly shown.

Only once this information has been submitted, can the highway aspects of the development be fully considered.

7.11 Urban design, access and security

- Building bulk and scale

This is dealt with in Section 7.03 above.

- Impact on the public realm

This is dealt with in Section 7.03 above.

- Private amenity space

This is dealt with in Section 7.09 above.

- Amenities created for the future occupiers

This is dealt with in Section 7.09 above.

- Siting and design

This is dealt with in Section 7.03 above.

- Residential living conditions

This is dealt with in Section 7.09 above.

- Layout

This is dealt with in Section 7.09 above.

- Mix of units

This is dealt with in Section 7.03 above.

- Siting and Scale

This is dealt with in Section 7.03 above.

7.12 Disabled access

Policy 3A.5 of the London Plan (February 2008) and the Hillingdon Supplementary Planning Document: 'Accessible Hillingdon' require all new housing development to be built in accordance with Lifetime Homes standards and 10% of housing to be designed to be wheelchair accessible.

The Design and Access Statement states that 10% of the residential units will be wheelchair accessible, with all the units satisfying Lifetime Homes standards. Furthermore, the Council's Access Officer advises upon a number of revisions that would be required to ensure full compliance with Lifetime Homes standards, but does not raise objection to the proposal.

7.13 Provision of affordable & special needs housing

The London Borough of Hillingdon Affordable Housing SPD (May 2006) seeks to secure a minimum of 50% affordable housing on new build schemes that contain 15 units or more. This should then be split in 70% social rented and 30% shared ownership/intermediate housing. The Council's Planning Obligations SPD (July 2008), together with the London Plan Consolidation (2008) supersedes these requirements and schemes with 10 units or more shall secure 50% affordable housing unless a Financial Viability Assessments indicates otherwise.

A Financial Viability Assessment (FVA) has been provided, which confirms that no affordable housing can afford to be delivered as a result of this scheme.

7.14 Trees, Landscaping and Ecology

There are some trees on site, which together with trees located off-site in the rear gardens of adjoining properties form tree belts along the southern and western boundaries of the site. The trees in the gardens of the properties in Morford Way and Morford Close are protected by virtue of their location within the Eastcote (Morford Way) Conservation Area. There are also two off-site trees close to the adjoining sub-station. The tree belts are large scale features of merit in the local context, which the Trees and Landscape Officer considers should be retained. These trees provide some screening to the site and shade parts of it.

The applicant's tree expert, having assessed the trees on and close to the site, recommends the removal of two ash trees and a stem from another ash tree. All these trees have a limited life expectancy and the Tree Officer raises no objections to their removal. The Tree Officer goes on to advise that the building and basement will be outside the tree protection zone so that they will not be directly affected by the proposal, providing adequate tree protection measures are undertaken. Such measures can be controlled by condition.

The landscaping proposals are generally considered acceptable. These show the retained tree belts supplemented by the planting of lines of trees, such that there would be a continuous belt around the northern, southern and western sides of the site. No objections are raised to this approach, although some of the trees are too large for their proposed siting. Amendments would have been sought if the application were to be recommended for approval. The Tree Officer also advises that given the limitations of the Shade Analysis undertaken, there may be some pressure in the future to remove some of the trees to enable occupiers of the building reasonable enjoyment of the proposed amenity space, but this would be unlikely to be so significant as to justify a reason for refusal of the application. As such, it is considered that the scheme accords with Policy BE38 of the adopted UDP.

7.15 Sustainable waste management

The plans show storage integral to the building for a total of 12 1,100 litre eurobins located at two points on the southern elevations of the building with external access, one along the side of the access at the front and one towards the rear of the building. 8 bins for be provided for refuse and 4 for recycling.

Although no objections have been raised about this level of provision, concerns have been raised as to how the refuse/recycling would be collected. As full highway details have not been provided, the Highway Engineer has been unable to fully consider the adequacy of the proposed arrangement and this forms part of a recommended reason for refusal.

7.16 Renewable energy / Sustainability

The Greater London Authority (GLA), through the London Plan (February 2008) clearly outlines the importance of reducing carbon emissions and the role that planning should play in helping to achieve that goal. The London Plan contains a suite of policies relating

to climate change and Chapter 4A.

In the supporting text to Policy 4A.1 which outlines the role of developments in contributing to mitigation of and adaptation to climate change it states Policies 4A.2-4A.16 include targets that developments should meet in terms of the assessment of and contribution to tackling climate change. There will be a presumption that the targets will be met in full except where developers can demonstrate that in the particular circumstances of a proposal there are compelling reasons for the relaxation of the targets. In all cases, the most important contribution will be to the achievement of reductions in carbon dioxide emissions.

Policy 4A.4 (Energy assessment) requires that an energy assessment be submitted and details the energy demand and carbon dioxide emissions from proposed major developments and should demonstrate the expected energy and carbon dioxide emission savings from the energy efficiency and renewable energy measures incorporated in the development, including the feasibility of CHP/CCHP and community heating systems. The assessment should include:

- calculation of baseline energy demand and carbon dioxide emissions
- proposals for the reduction of energy demand and carbon dioxide emissions from heating, cooling and electrical power (Policy 4A.6)
- proposals for meeting residual energy demands through sustainable energy measures (Policies 4A.7 and 4A.8)
- calculation of the remaining energy demand and carbon dioxide emissions.

Policy 4A.6 (Decentralised Energy: Heating, Cooling and Power) of the London Plan 2008, requires developments to evaluate combined cooling, heat, and power (CCHP) and combined heat and power (CHP) systems and where a new CCHP/CHP system is installed as part of a new development, examine opportunities to extend the scheme beyond the site boundary to adjacent areas. The Mayor will expect all major developments to demonstrate that the proposed heating and cooling systems have been selected in accordance with the following order of preference:

- connection to existing CCHP/CHP distribution networks
- site-wide CCHP/CHP powered by renewable energy
- gas-fired CCHP/CHP or hydrogen fuel cells, both accompanied by renewables
- communal heating and cooling fuelled by renewable sources of energy
- gas fired communal heating and cooling.

In Policy 4A.7 it states the presumption that developments will achieve a reduction in carbon dioxide emissions of 20% from on-site renewable energy generation unless it can be demonstrated that such provision is not feasible. Regarding the above policy, the onus is on the applicant to demonstrate compliance with the policy. In order to illustrate compliance it is necessary for an energy assessment of a development proposal to be undertaken. Policy 4A.4 of the London Plan is an overarching policy which links to Policy 4A.7 and outlines the need for an energy assessment.

Policy 4A.4 of the London Plan requires submission of an assessment of the energy demand and carbon dioxide emissions from proposed major developments, which should demonstrate the expected energy and carbon dioxide emission savings from the energy efficiency and renewable energy measures incorporated in the development.

Policy 4A.7 of the London Plan advises that boroughs should ensure that developments will achieve a reduction in carbon dioxide emissions of 20% from on site renewable

energy generation (which can include sources of decentralised renewable energy) unless it can be demonstrated that such provision is not feasible.

A brief Energy Statement has been submitted. This states that due to the access and space constraints on site, it will be difficult for the scheme to achieve a 20% carbon reduction, but a 10% reduction is more feasible. However, little in the way of assessment and justification has been provided. As such, it is considered that the scheme fails to accord with Policies 4A.4 and 4A.7 of the London Plan (February 2008).

7.17 Flooding or Drainage Issues

If the application had not of been recommended for refusal, a suitable sustainable urban drainage system would have been sought by condition.

7.18 Noise or Air Quality Issues

A noise assessment was submitted with the application. The assessment was prompted by the busy Field End Road adjoining the site. The assessment concludes that the development would have Noise Exposure Categories of A, B and C.

The Council's Environmental Protection Unit advise of the need for a condition to ensure that a scheme is submitted which protects the residential units from road traffic noise. It is therefore considered that the issue of noise can be addressed by the imposition of a suitable condition.

With regard to the noise impact the development may have upon surrounding residents, traffic to the proposed development would utilise an existing access point into the site. It is not considered that the vehicle movements associated with the development would result in the occupiers of surrounding properties experiencing any additional noise and disturbance, in compliance with Policy OE1 of the saved UDP.

7.19 Comments on Public Consultations

The comments raised by the individual objectors to this scheme have been addressed in the officer's report.

7.20 Planning Obligations

The Council's S106 Officer advises that the following types and levels of planning obligations are sought as a result of this proposed redevelopment:

1. Transport; the level and nature of any transport contributions will arise as a direct result of the highways engineer's comments and requirements. At this stage, given the Transport assessment has not been approved by the Highways engineer, the nature and cost of any contribution and nature of any road works is unknown.

2. Education: in line with the SPD a contribution in the sum of £116,902 has been sought. This is split into the following:
£48,262 for primary places.
£38,573 for secondary places
£30,068 for post 16 places

3. Health: in line with the SPD a contribution in the sum of £17,467.94 is required for the provision of GP services.

4. Community Facilities: in line with the SPD a contribution in the sum of £20,000 towards the library expansion programme is required.

5. Library Books: in line with the SPD a contribution in the sum of £1,854 is sought for the provision of library books.

6. Town Centre: in line with the SPD and as the site lies within the town centre then a contribution of £20,000 is required for town centre enhancements.

7. Recreational Open Space: in line with the SPD and as request has made by green spaces for additional play and recreational provision in the locality. The level of contribution sought is £50,000.

8. Construction Training: in line with the SPD a contribution towards construction training in the sum of £2,500 for every £1m build cost OR an on-site, in-kind training scheme approved by the council is required.

9. Project Management and Monitoring: in line with the SPD a contribution equal to 5% of the total cash contributions is required to enable the management and monitoring of the resulting s106 agreement.

As a S106 has not been finalised, a reason for refusal is recommended as the scheme is contrary to policy R17 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) and the Council's Planning Obligations Supplementary Planning Document, July 2008.

7.21 Expediency of enforcement action

N/A to the application site.

7.22 Other Issues

There are no other relevant planning matters arising from this application.

8. Observations of the Borough Solicitor

When making their decision, Members must have regard to all relevant planning legislation, regulations, guidance, circulars and Council policies. This will enable them to make an informed decision in respect of an application.

In addition Members should note that the Human Rights Act 1998 (HRA 1998) makes it unlawful for the Council to act incompatibly with Convention rights. Decisions by the Committee must take account of the HRA 1998. Therefore, Members need to be aware of the fact that the HRA 1998 makes the European Convention on Human Rights (the Convention) directly applicable to the actions of public bodies in England and Wales. The specific parts of the Convention relevant to planning matters are Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

Article 6 deals with procedural fairness. If normal committee procedures are followed, it is unlikely that this article will be breached.

Article 1 of the First Protocol and Article 8 are not absolute rights and infringements of these rights protected under these are allowed in certain defined circumstances, for example where required by law. However any infringement must be proportionate, which means it must achieve a fair balance between the public interest and the private interest infringed and must not go beyond what is needed to achieve its objective.

Article 14 states that the rights under the Convention shall be secured without discrimination on grounds of 'sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status'.

9. Observations of the Director of Finance

10. CONCLUSION

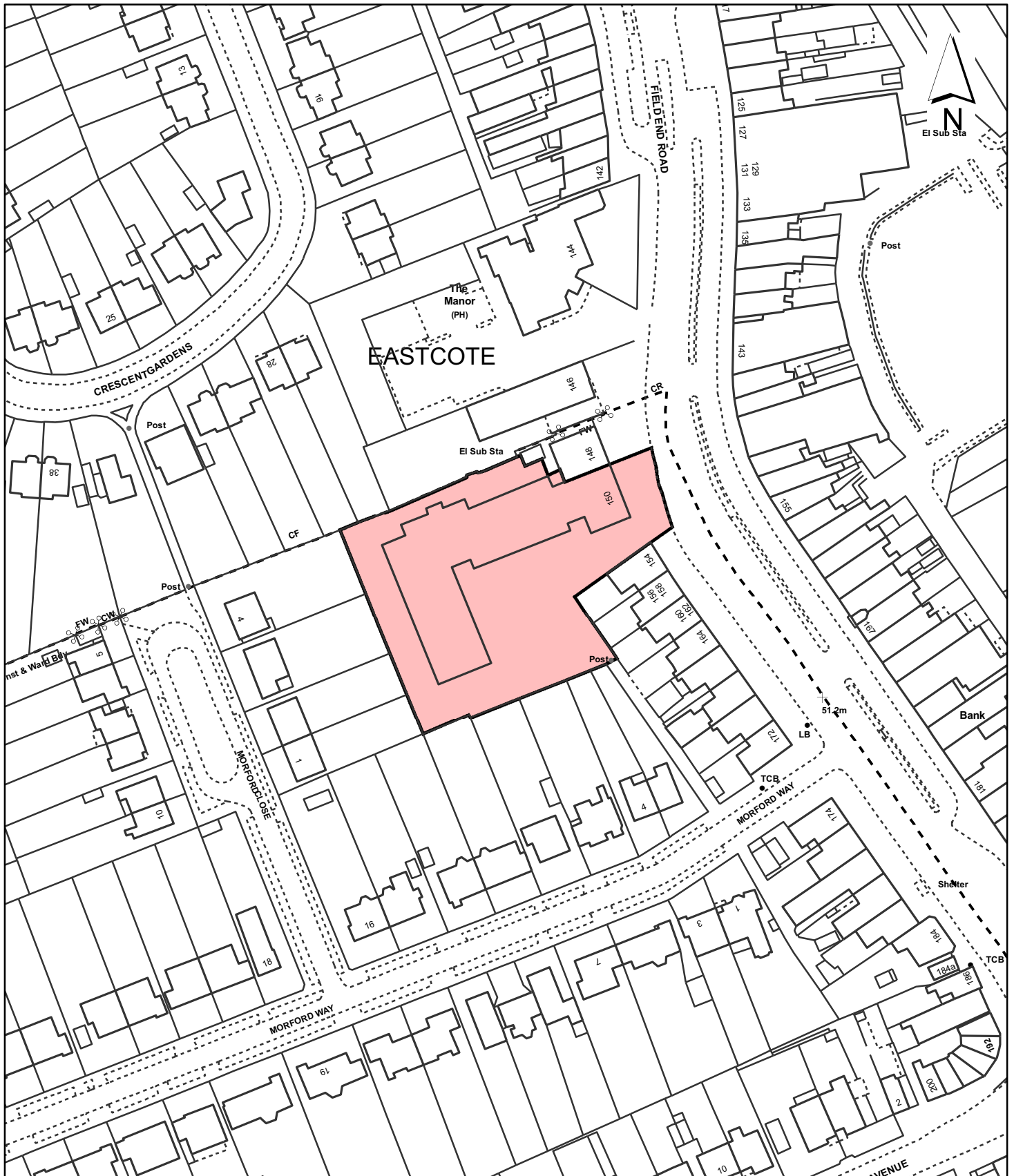
Although this scheme is considered to represent a significant improvement on two similar redevelopment schemes for this site, the first being withdrawn in 2007, the second refused permission on the 18th July 2008, and the proposal would be an improvement in design terms on the existing office building, it is considered that the proposed building would still not adequately harmonise with the surrounding area, including the adjoining Eastcote (Morford Way) Conservation Area, due to concerns raised as to its height and massing and the front elevation treatment. Furthermore, a number of the units would not be afforded adequate amenities, mainly due to a lack of privacy and no provision being made for a designated children' play area. Also, a lack of accurate, up to date information has been submitted as regards traffic impacts and the opportunities for reducing the carbon footprint of the development have not been fully explored. Furthermore, no contributions have been secured towards the improvement of services and facilities as a consequence of demands placed by the development. It is therefore recommended that permission be refused for these reasons.

11. Reference Documents


- (a) Planning Policy Statement 1: (Delivering Sustainable Development)
- (b) Planning Policy Statement 3: (Housing)
- (c) Planning Policy Statement 4: (Planning for Sustainable Economic Growth)
- (d) Planning Policy Guidance Note 13: (Transport)
- (e) Planning Policy Guidance Note 24: (Noise)
- (f) The London Plan (February 2008)
- (g) Hillingdon Unitary Development Plan Saved Policies (September 2007).
- (h) Hillingdon Design and Accessibility Statement - Residential Layouts
- (i) Planning Obligations Supplementary Planning Document, July 2008
- (j) Consultation responses

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Notes

 Site boundary

For identification purposes only.

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Site Address

**150 Field End Road
Eastcote**

Planning Application Ref:
25760/APP/2009/2441

Planning Committee
North

Scale
1:1,250

Date
March 2010

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