

Report of the Head of Planning, Sport and Green Spaces

Address ST MARTINS HOUSE THE RUNWAY RUISLIP

Development: Change of Use of existing office building to residential. Formation of additional two storeys over existing single-storey building to provide 9 residential flats (8 x 2 bedroom, 1 x 3 bedroom) with associated roof garden

LBH Ref Nos: 61166/APP/2017/1786

Drawing Nos: ST MART/PL06F
ST MART/PL07F
ST MART/PL03
ST MART/PL01
Design & Access Statement
ST MART/PL04H
ST MART/PL05I

Date Plans Received: 15/05/2017 **Date(s) of Amendment(s):** 05/01/2018
Date Application Valid: 31/05/2017 29/01/2018
15/05/2017

1. SUMMARY

The proposed development makes efficient use of the site in providing a suitable level of residential development that would not adversely impact upon the character and appearance of the surrounding area or the amenities of neighbouring residents.

The application is accordingly recommended for approval subject to a legal agreement securing a restriction to prevent future occupants applying for a parking permit within existing and future CPZ's.

2. RECOMMENDATION

1. That delegated powers be given to the Head of Planning and Enforcement to confirm planning permission is granted subject to:

A) Entering into an agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) and/or S278 of the Highways Act 1980 (as amended) and/or other appropriate legislation to secure:

NON - MONETARY OBLIGATION

1. A legal agreement to prevent future occupants applying for car parking permits.

B) That in respect of the application for planning permission, the applicant meets the Council's reasonable costs in preparation of the Section 106 and/or 278 Agreements and any abortive work as a result of the agreement not being completed.

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

D) If the Legal Agreements have not been finalised by the 28th of February 2018 (or such other timeframe as may be agreed by the Head of Planning and Enforcement), delegated authority be given to the Head of Planning and Enforcement to refuse the application for the following reason:

'The applicant has failed to provide measures to prevent additional parking stress being generated within the surrounding road network. The proposal therefore conflicts with the Policies AM 7 and AM 14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).'

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

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

1 COM3 Time Limit

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

REASON

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

2 COM4 Accordance with Approved Plans

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

ST MART/PL04H;
ST MART/PL05I;
ST MART/PL06F;
ST MART/PL07F;

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

REASON

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

3 COM6 Levels

No development shall take place until plans of the site showing the existing and proposed ground levels and the proposed finished floor levels of all proposed buildings have been submitted to and approved in writing by the Local Planning Authority. Such levels shall be shown in relation to a fixed and know datum point. Thereafter the development shall not be carried out other than in accordance with the approved details.

REASON

To ensure that the development relates satisfactorily to adjoining properties in accordance with policy BE 13 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November

2012)

4 COM7 Materials (Submission)

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

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

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE 13 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

5 COM9 Landscaping (car parking & refuse/cycle storage)

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

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

2. Details of Hard Landscaping
 - 2.a Covered and secure refuse storage
 - 2.b Covered and secure cycle storage for at least 18 bicycles.
 - 2.c Means of enclosure/boundary treatments
 - 2.d Car Parking Layouts providing 12 car parking bays (including demonstration that 2 car parking spaces are served by an active electrical charging point and a further 2 are served by passive facilities) and at least one disabled parking bay.
 - 2.e Hard Surfacing Materials
 - 2.f External Lighting

3. Living Walls and Roofs
 - 3.a Details of the inclusion of living walls and roofs

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

5. Schedule for Implementation

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

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE 13, BE 38

and AM 14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (2015)

6 COM14 No additional internal floorspace

No additional bedrooms shall be formed within any unit hereby approved.

REASON

To enable the Local Planning Authority to assess all the implications of the development and to ensure that adequate parking and external amenity facilities can be provided on the site, in accordance with Policies AM 14 and BE 23 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

7 COM21 Sound insulation /mitigation

The development shall not begin until a scheme for the control of noise transmission between units within the proposed building has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include such combination of sound insulation and other measures as may be approved by the LPA. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

REASON: To safeguard the amenity of the occupants of units within the approved building in accordance with policy OE 1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

8 RPD14 Glazing to balconies

Roof garden screening shall be provided and shall be glazed with permanently obscured glass on the rear section of the roof garden, facing Bourne Court for so long as the development remains in existence.

REASON

To prevent overlooking to adjoining properties in accordance with policy BE 24 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

9 HH-RPD2 Obscured Glazing and Non-Opening Windows (a)

All first and second floor windows on the rear elevation (facing to the west) shall be glazed with permanently obscured glass and non-opening below a height of 1.8 metres taken from internal finished floor level for so long as the development remains in existence.

REASON

To prevent overlooking to adjoining properties in accordance with policy BE 24 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

10 H8 Surfacing and marking out of access/parking/servicing areas

The development shall not be occupied until the access roads, parking and servicing areas shown on the approved plans have been drained, surfaced and marked out in accordance with details to be submitted to and approved in writing by the local planning authority. Thereafter these areas shall be permanently retained and used for no other purpose.

REASON

To ensure that the vehicular access, servicing and parking areas are satisfactorily laid out on site in accordance with Policy AM 14 of the adopted Hillingdon Local Plan: Part Two

Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (2016).

11 H3 Vehicular access - construction

The building hereby permitted shall not be occupied until the vehicular means of access has been constructed in accordance with the approved plans. Thereafter, the vehicular means of access shall be retained and kept open for users of the building.

REASON

To ensure the provision of a safe and convenient access for vehicular traffic, prior to occupation in accordance with Policy AM 14 of the adopted Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (2016).

12 RPD1 No Additional Windows or Doors

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no additional windows, doors or other openings shall be constructed in the walls or roof slopes of the development..

REASON

To prevent overlooking to adjoining properties and in the interests of visual amenity in accordance with policies BE 13 and BE 24 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

13 NONSC Non Standard Condition

No unit hereby approved shall be occupied until a parking allocation scheme has been submitted to, and approved in writing by, the Local Planning Authority.

Thereafter the parking shall remain allocated for the use of the units in accordance with the approved scheme and remain under this allocation for the life of the development.

REASON

To ensure that an appropriate level of car parking provision is provided on site in accordance with Policy AM 14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (2016).

14 COM29 No floodlighting

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

REASON

To safeguard the amenity of surrounding properties in accordance with policies BE 13 and OE 1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

15 COM31 Secured by Design

The building shall achieve 'Secured by Design' accreditation awarded by the Hillingdon Metropolitan Police Crime Prevention Design Adviser (CPDA) on behalf of the Association of Chief Police Officers (ACPO). No building shall be occupied until accreditation has been achieved.

REASON

In pursuance of the Council's duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in excising its planning functions; to promote the well being of the area in pursuance of the Council's powers under section 2 of the Local Government Act 2000, to reflect the guidance contained in the Council's SPG on Community Safety By Design and to ensure the development provides a safe and secure environment in accordance with London Plan (2016) Policies 7.1 and 7.3.

INFORMATIVES

1 I52 **Compulsory Informative (1)**

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

2 I53 **Compulsory Informative (2)**

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

AM14	New development and car parking standards.
AM7	Consideration of traffic generated by proposed developments.
BE13	New development must harmonise with the existing street scene.
BE18	Design considerations - pedestrian security and safety
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
H4	Mix of housing units
LE4	Loss of existing industrial floorspace or land outside designated Industrial and Business Areas
OE1	Protection of the character and amenities of surrounding properties and the local area
OE5	Siting of noise-sensitive developments
SPD-NO	Noise Supplementary Planning Document, adopted April 2006
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments

LPP 4.2	(2016) Offices
LPP 5.10	(2016) Urban Greening
LPP 5.11	(2016) Green roofs and development site environs
LPP 5.13	(2016) Sustainable drainage
LPP 6.9	(2016) Cycling
LPP 6.13	(2016) Parking
LPP 7.15	(2016) Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
LPP 7.3	(2016) Designing out crime
LPP 7.4	(2016) Local character
LPP 7.6	(2016) Architecture

3

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

4 173 **Community Infrastructure Levy (CIL) (Granting Consent)**

Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. Before commencement of works the development parties must notify the London Borough of Hillingdon of the commencement date for the construction works (by submitting a Commencement Notice) and assume liability to pay CIL (by submitting an Assumption of Liability Notice) to the Council at planning@hillingdon.gov.uk. The Council will then issue a Demand Notice setting out the date and the amount of CIL that is payable. Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed.

The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

Pre-Commencement Conditions: These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of the pre-commencement conditions have been discharged/complied with.

5 113 **Asbestos Removal**

Demolition and removal of any material containing asbestos must be carried out in accordance with guidance from the Health and Safety Executive and the Council's Environmental Services. For advice and information contact: - Environmental Protection Unit, 3S/02, Civic Centre, High Street, Uxbridge, UB8 1UW (Tel. 01895 277401) or the Health and Safety Executive, Rose Court, 2 Southwark Bridge Road, London, SE1 9HS (Tel. 020 7556 2100).

6 115 **Control of Environmental Nuisance from Construction Work**

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

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

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

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

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

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

7 123 Works affecting the Public Highway - Vehicle Crossover

The development requires the formation of a vehicular crossover, which will be constructed by the Council. This work is also subject to the issuing of a separate licence to obstruct or open up the public highway. For further information and advice contact: - Highways Maintenance Operations, 4W/07, Civic Centre, Uxbridge, UB8 1UW.

8 143 Keeping Highways and Pavements free from mud etc

You are advised that care should be taken during the building works hereby approved to avoid spillage of mud, soil or related building materials onto the pavement or public highway. You are further advised that failure to take appropriate steps to avoid spillage or adequately clear it away could result in action being taken under the Highways Act 1980.

9 144A Prevention of Litter

You should ensure that your premises do not generate litter in the streets and nearby areas. Sections 93 and 94 of the Environmental Protection Act 1990 give local authorities the power to serve 'Street Litter Control Notices' requiring businesses to clear up the litter and implement measures to prevent the land from becoming littered again. By imposing a 'Street Litter Control Notice', the local authority has the power to force businesses to clean up the area in the vicinity of their premises, provide and empty bins and do anything else which may be necessary to remove litter. Amendments made to the 1990 Act by the Clean Neighbourhoods and Environment Act 2005 have made it immediately an offence to fail to comply with the requirements of a Street Litter Control Notice, and fixed penalties may be issued as an alternative to prosecution.

Given the requirements of the Clean Neighbourhoods and Environment Act 2005, you are advised to take part in Defra's Voluntary Code of Practice for 'Reducing litter caused by Food on the Go', published in November 2004.

Should you have any queries on the above, please contact the Environmental

Enforcement Team within the Environment and Consumer Protection Group on 01895 277402 at the London Borough of Hillingdon.

10 15 Party Walls

The Party Wall Act 1996 requires a building owner to notify, and obtain formal agreement from, any adjoining owner, where the building owner proposes to:

carry out work to an existing party wall;

build on the boundary with a neighbouring property;

in some circumstances, carry out groundworks within 6 metres of an adjoining building.

Notification and agreements under this Act are the responsibility of the building owner and are quite separate from Building Regulations, or Planning Controls. The Building Control Service will assume that an applicant has obtained any necessary agreements with the adjoining owner, and nothing said or implied by the Council should be taken as removing the necessity for the building owner to comply fully with the Party Wall Act. Further information and advice is to be found in "the Party Walls etc. Act 1996 - explanatory booklet" published by the ODPM, available free of charge from the Residents Services Reception Desk, Level 3, Civic Centre, Uxbridge, UB8 1UW.

3. CONSIDERATIONS

3.1 Site and Locality

The site is occupied by a detached single-storey building which currently houses offices. The building has red and yellow brick elevation walls, with the front elevation having been painted white. The main structure has a corrugated metal gable ended roof with a shallow slope pitch. A single-storey flat roof extension has been made to the southern elevation. The building frontage is positioned close to the highway, with a narrow section of concrete surfacing to the front which is currently being used for car parking. There is also a hard surfaced parking area to the south of the building which is accessed by a wide section of dropped kerb. The rear boundary of the site is marked by approximately 2.4 metre high metal palisade fencing.

The site is located on a cul-de-sac which branches off from Station Approach, which is a Local Distributor road which links West End Road (A 4180) with Victoria Road. The road is lined by buildings accommodating a mix of office and residential uses with the dwellings being housed in former office buildings that have been converted following applications for prior approval for change of use from office to residential.

Buildings are positioned in a broadly linear arrangement with a small set back from the pavement. The design and scale of buildings varies along the course of the street although flat roof structures are the most common, with these generally being two to three storeys in height.

Some buildings have a small amount of bay parking to the front but the majority of parking is provided to the rear of buildings.

The site backs on to the Bourne Court site, which has recently been granted permission for redevelopment to provide 69 residential flats housed within 3 separate 2/3 storey blocks.

Although the site has a low PTAL score of 2, it is within 200 metres of South Ruislip Underground Station.

3.2 Proposed Scheme

The proposal involves extensions to the existing building in the form of two additional storeys to form a three-storey flat roof structure. The building footprint would not be increased and part of the ground floor would be removed to allow for undercroft parking to be provided. The use of the building would also be changed to residential and a total of 9 flats would be accommodated within the building, consisting of the following:-

1 x 3 bedroom flat;
8 x 2 bedroom flats;

Parking for 12 cars would be provided towards the southern end of the site, within the existing hard surfaced parking area, which would be extended into the proposed undercroft area.

The site frontage would be soft landscaped as would the western boundary and the area to the rear of the building. External amenity space would be provided in the form of a roof top communal garden which would be enclosed by a parapet wall and additional screening.

The building would have a single core with a stair case and two lifts which would provide access to all floors, including the roof top communal garden.

3.3 Relevant Planning History

61166/APP/2006/3004 St Martins House The Runway Ruislip

ERECTION OF THREE STOREY OFFICE BUILDING WITH GROUND FLOOR PARKING (INVOLVING DEMOLITION OF EXISTING OFFICE BUILDING)(OUTLINE APPLICATION).

Decision: 29-12-2006 Refused

61166/APP/2007/3804 St Martins House The Runway Ruislip

ERECTION OF TWO STOREY OFFICE BUILDING WITH GROUND FLOOR PARKING (INVOLVING DEMOLITION OF EXISTING OFFICE BUILDING) (OUTLINE APPLICATION FOR SITING, DESIGN, LANDSCAPING AND MEANS OF ACCESS ONLY).

Decision: 11-02-2008 Refused **Appeal:** 24-11-2008 Dismissed

61166/APP/2013/2509 St Martins House The Runway Ruislip

Single storey rear extension and creation of first floor involving alterations to elevations and access improvements (Outline Application with all matters reserved)

Decision: 04-11-2013 Approved

Comment on Relevant Planning History

An application for a three-storey office building was refused under 61166/APP/2006/3004. However, the refused scheme was taller than the proposal owing to the use of a pitched roof and also interrupted the building line within the street as the building frontage was to be brought forward.

The current scheme addresses the previous reasons for refusal.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.E5 (2012) Town and Local Centres

Part 2 Policies:

- AM14 New development and car parking standards.
- AM7 Consideration of traffic generated by proposed developments.
- BE13 New development must harmonise with the existing street scene.
- BE18 Design considerations - pedestrian security and safety
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE22 Residential extensions/buildings of two or more storeys.

- BE23 Requires the provision of adequate amenity space.
- BE24 Requires new development to ensure adequate levels of privacy to neighbours.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- H4 Mix of housing units
- LE4 Loss of existing industrial floorspace or land outside designated Industrial and Business Areas
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE5 Siting of noise-sensitive developments
- SPD-NO Noise Supplementary Planning Document, adopted April 2006
- HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
- LPP 3.3 (2016) Increasing housing supply
- LPP 3.4 (2015) Optimising housing potential
- LPP 3.5 (2016) Quality and design of housing developments
- LPP 4.2 (2016) Offices
- LPP 5.10 (2016) Urban Greening
- LPP 5.11 (2016) Green roofs and development site environs
- LPP 5.13 (2016) Sustainable drainage
- LPP 6.9 (2016) Cycling
- LPP 6.13 (2016) Parking

- LPP 7.15 (2016) Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
- LPP 7.3 (2016) Designing out crime
- LPP 7.4 (2016) Local character
- LPP 7.6 (2016) Architecture

5. Advertisement and Site Notice

- 5.1** Advertisement Expiry Date:- **27th June 2017**
- 5.2** Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Site notices were displayed on The Runway and Bourne Court. In addition, neighbouring residents were sent letters notifying them of the proposed development and inviting comments.

No letters of representation have been received from members of the public.

NATS:

The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria.

Internal Consultees

HIGHWAYS:

With 8x2b flats+1x3b flat there are now 12 car parking spaces which is acceptable in meeting the Council's policies given the site has a PTAL of 3 (moderate).

There should be 18 secure covered cycle parking spaces provided on site (condition) along with 20% active and 20% passive EVCP (condition).

There should also be a S106 agreement restricting resident's access to parking permits. On the basis of the above comments I do not have significant highway concerns over the proposals.

FLOODING & DRAINAGE:

There will be no alteration to the footprint of the building so there is no objection on flood risk or drainage reasons.

LANDSCAPES:

There is a line of conifers on the western boundary. While providing screening between the sites, these trees are of no particular merit and there are no protected trees nearby.

The proposal includes off-street parking along the front of the site and narrow wedges of external space to the rear at ground level. Amenity space is to be provided on the roof and the ground level spaces enhanced with hard and soft landscape. No details have been provided at this stage although trees / large shrubs have been indicated at roof level.

If the application is recommended for approval, a high quality landscape scheme will be required to mitigate for this urban site with its limited external amenity space. An intensive green roof should be provided which provides attractive and accessible amenity space.

No objection subject to conditions RES 9 (parts 1,2,3,4,5 and 6).

ACCESS OFFICER:

I have reviewed the application and have no comments to make.

CORPORATE PROPERTY (consulted as adjoining land in LBH ownership):

No comments received.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site is located within an established built-up area which is not subject to any special designations or constraints that would restrict or prohibit development.

The site is considered to represent 'brownfield' land as it has been completely built upon through a combination of the existing office building and the surrounding hardstanding. Para. 17 of the National Planning Policy Framework (NPPF) sets out a series of overarching core land use planning principles. One of these principles states the following:-

'encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value;'

The site is not within any specially designated area or sensitive area in terms of environment and ecology and is hard surfaced or built upon in its entirety. It is therefore considered that it should not be regarded as possessing high environmental value.

It is considered that the proposal represents an efficient and appropriate re-use of previously developed land and that principle of the proposed development is therefore acceptable.

LOSS OF OFFICE USE:

The site is not located within an Industrial and Business Area (IBA). The proposal involves the removal of the existing building and replacement with residential development. Policy LE 4 of the Local Plan sets out circumstances in which the loss of a commercial use outside of an IBA would be acceptable, these being as follows:-

(i) the existing use seriously affects amenity, through disturbance to neighbours, visual intrusion or an adverse impact in the character of an area; or

(ii) the site is unsuitable for industrial redevelopment because of the size, shape, location or lack of vehicular access; or

(iii) there is no realistic prospect of the land being used for industrial and warehousing purposes in the future; or

(iv) they are in accordance with the council's regeneration policies for an area.

The current office use does not result in any unacceptable negative impact upon amenity. The site is considered to be suitable for office use and to be accessible.

However, numerous former office buildings on The Runway, adjoining the site, have been converted from office to residential under prior approval legislation. As a result, the long term use of this employment site for other employment uses is limited as the use of the site for intensive commercial uses would be resisted due to its impact on residential occupants.

There is also extensive availability of purpose built office space which would be more desirable than the existing building.

In addition, it must be noted that the existing building could currently be converted to residential accommodation under Change of Use Prior Approval legislation, without requiring planning permission. It is considered that a purpose built residential building would provide better living standards for future occupants and would also provide a more positive contribution to the character and appearance of the surrounding area by way of associated enhancements such as landscaping. This is supported by para. 7.3.9 of the London Plan Housing SPG (2016) which states that:-

'change of use from office to residential floorspace under permitted development rights can lead to sub-optimal planning outcomes when compared with the comprehensive, planned redevelopment...' and that 'it may also fossilise aged and unattractive buildings in important townscape areas and at the same time potentially hinder land assembly and more comprehensive and higher density forms of redevelopment.'

As such, the change of use of this site to provide more efficient redevelopment is considered to be acceptable.

7.02 Density of the proposed development

Policy 3.4 of the London Plan (2016) seeks to optimise housing potential and includes a sustainable residential quality (SRQ) matrix for calculating the optimal density of residential development of a particular site. Optimal density levels vary based on the Public Transport Access Level (PTAL) score for the area in which the site is located, the character of the area (central, urban or suburban) and the type of accommodation being provided (based on the amount of habitable rooms per unit).

It is considered that the site is located within an urban setting, as defined within notes to Table 3.2 of the London Plan (2016) due to the surrounding area including a mix of uses and the proximity to main arterial roads as well as South Ruislip Underground Station.

The PTAL score for the site is 2 which identifies the area as having moderate level of public transport accessibility. Having consulted the matrix, the optimal residential density for the development of this site to provide what equates to an average of 3.1 rooms per dwelling would therefore be between 55 to 145 units per hectare or 200 - 450 habitable rooms per hectare.

The proposal involves the provision of 9 residential units on a site which has an overall area of approximately 698 m² (0.07 hectares). The density of the proposed development therefore equates to approximately 126 dwellings per hectare or 398 habitable rooms per hectare. The development can therefore be regarded as representing an optimal use of the site, towards the middle recommended density spectrum.

The proposed development is therefore considered to represent an optimum development of the site.

It is therefore considered that the proposed development accords with London Plan (2016) Policies 3.4 and 3.5.

DWELLING MIX:

Policy H 4 of the Local Plan states that 'wherever practicable a mix of housing units of different sizes should be provided in schemes of residential development including in particular units of one or two bedrooms.'

The proposed development consists largely of 2 bedroom flats, with one 3 bedroom unit provided. As such, it provides a number of 2 bedroom units which are specifically mentioned within the Policy as being in demand. Whilst the development does not provide a broad mix of dwelling sizes, the modest size of the development has to be taken into account as this reduces flexibility to provide different sized units.

Furthermore, the site constraints mean there is not a great deal of room for amenity space and the location close to South Ruislip Station and within South Ruislip Local Centre means the area is more suited to development of this nature due to the expected tenure. This is a consideration that is identified within para. 7.4.9 of the London Plan Housing SPG

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

Not applicable as the site is not within any area subject to heritage designations or within close proximity to any such area or building/structure.

7.04 Airport safeguarding

NATS have been consulted on the application and raised no objection.

7.05 Impact on the green belt

Not applicable as the site is not within, or within close proximity of, the green belt.

7.07 Impact on the character & appearance of the area

The proposed development would result in the loss of an existing single-storey office building which does not possess any architectural merit and, given its modest size, does not provide any significant contribution towards the character and appearance of the street scene.

The Runway is flanked by buildings of a variety of designs and scales, with two and three-storey flat roof structures being the most common presence. The majority of buildings are office blocks that either continue to accommodate office use or have been converted to residential dwellings with minimal external alterations made, due to the works being carried out under Change of Use Prior Approval rights.

The proposed building would occupy a similar footprint to the existing building and, as a result, the spatial characteristics of the site would be maintained, with the building assimilating within the existing building line on The Runway and the important visual gap between the building occupying the site and 2 The Runway being maintained. Whilst the site is compact and there are neighbouring buildings within close proximity, this is a recognised characteristic within the wider surrounding area, which has been densely developed.

The height of the proposed building is greater than that of the existing but is consistent with the that of neighbouring 2 and 3 storey buildings. For example, the height to top of the

parapet wall on the roof is approximately 7.4 metres, which is similar to the eaves height of Astral House which is on the opposite side of the road and the roof top height of Spendale House, also opposite the site.

The flat roof design reflects the general form of surrounding buildings whilst the external appearance has incorporated measures, such as brick work with decorative courses, parapet walling and a reduction in the amount of glazing in order to make the structure clearly identifiable as a residential building.

The building includes a number of windows and architectural features on its frontage to help it engage within the street scene and not to appear monotonous or oppressive. The removal of parking from the site frontage would improve the visual quality of the street scene and the replacement of the hard surfaced area to the front with landscaping would introduce much needed soft landscaping into the street scene which would integrate with nearby street planting as well as the more mature landscaping to the rear of the site. Site landscaping would also soften the visual impact of the building as well as provide screening to the car parking and bin storage areas, thereby reducing the sense of clutter currently displayed within the street scene.

It is therefore considered that the proposed development would be in accordance with Policies BE 13 and BE 19 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 7.4 and 7.6 of the London Plan (2016).

7.08 Impact on neighbours

The proposed development would be located on a compact, wedge shaped site and would be within close proximity of a single-storey detached building which is part of Council owned Phoenix Day Centre complex which is currently derelict and awaiting redevelopment.

A scheme for the adjoining day centre site was recently approved under application 11891/APP/2016/3583. the approved scheme involves demolition of all existing buildings and replacement with residential flats housed with 2/3 storey blocks.

The rear elevation of the proposed building would come within approximately 4.5 metres of the proposed flatted development although the angle of the proposed building means that a greater degree of separation is provided in most places. In this instance, it is considered that the proximity of these buildings as acceptable as the rear elevation of the proposed new flatted development would not contain any primary windows, nor would the space immediately between the two buildings form part of any designated or usable external amenity space. None of the windows on the rear elevation of the proposed building would be primary windows serving habitable rooms and all would be obscure glazed so as to prevent any overlooking of windows on the side elevations of the proposed flats which would, in any case, be at an oblique angle with the majority of the outlook from those windows being unimpeded by the proposed building.

The proposed building would also be of a similar height to the proposed buildings at Bourne Court. It is therefore considered that the proposed development would not appear overbearing or cause undue levels of overshadowing towards neighbouring development.

The majority of windows serving the proposed flats would face out towards the street where they will look towards properties on the opposite side of The Runway, with Astral House and Spendale House being in the direct line of sight. Both of these buildings have been the subject of conversion from office space to residential units. The Runway is a fairly

narrow road and buildings on both sides are not set back from the highway by a significant amount. As such, the windows serving the development would be within approximately 15 metres of the windows of properties on the opposite side of the street. Whilst this is closer than the 21 metre separation standard set out in the Council's Residential Layouts SPD, it is considered that the constraints of the site and the narrowness of the street mean that no other arrangement is possible. In addition, the street is characterised by an intimate arrangement of buildings and, given this, it is considered the proximity to neighbouring dwellings is in keeping with the general pattern of development on the street.

The proposed roof garden would be screened so as to prevent invasive views towards the properties to the rear. A planning condition would be applied to any approval to ensure that full details of the screening are provided prior to commencement of development and that it is maintained in place in perpetuity.

A condition would also be added to prohibit the installation of lighting on the roof garden without first having details approved by the Local Planning Authority in order to safeguard against the risk of light spillage that would impact upon neighbouring residents in an unacceptable manner.

It is therefore considered that, on balance, the proposed development complies with Policies BE 20, BE 21, BE 22, BE 23 and BE 24.

7.09 Living conditions for future occupiers

EXTERNAL AMENITY SPACE:

The Council's SPD for Residential Layouts provides standards on the amount of external amenity space that should be provided with all new residential developments. The required amount is based on the number of units provided by the development and the amount of bedrooms that they provide. This is set out in para. 4.17 and is as follows:-

25 m² per 2 bedroom unit.

30 m² per 3 bedroom unit.

As such, the proposed development should provide at least 230 m² of usable external amenity space. The proposed roof top garden would provide 250 m² of external amenity space which would be accessible to all occupants by way of the main stairs or lifts. As such, it is considered a sufficient amount of external amenity space would be provided. The proposed building includes parapet walls and additional screening that would surround the roof garden and maintain privacy as well as provide a safety barrier. Further details of these arrangements would be required to be submitted to, and approved, by the Council prior to the commencement of development.

The proposed development therefore complies with Local Plan Policy BE 23 in regards to amenity space provision for future occupants.

INTERNAL LAYOUT:

The proposed development provides 9 new residential units. Policy 3.3 of the London Plan (2016) sets out minimum Gross Internal Area (GIA) standards for new dwellings. These figures are informed by DCLG's Technical housing standards - nationally described space standard (2015).

The minimum GIA for a two bedroom flat is set at 61 m² (based on occupancy by 3 people)

or 70² (based on occupancy by 4 people).

The minimum GIA for a three bedroom flat is 74 m² with this increasing to 86 m² and 95 m² assuming occupation by 4, 5 or 6 people respectively.

The submitted plans confirm that minimum space standards are complied with for all flats.

Individual rooms are of acceptable size and shape. End units are dual aspect, allowing for high levels of natural light permeation, although the constrained nature of the site does not allow for dual aspect on all windows due to overlooking concerns.

It is therefore considered that the proposed development satisfies Policy 3.3 of the London Plan.

NOISE:

Although located within a mixed use area, there are no uses within close proximity of the site that would have the potential to cause unacceptable disturbance towards future occupants and would then be put at risk of closure or additional controls as a result of the development being undertaken.

A condition would be attached to any approval to ensure that all units are adequately soundproofed so as to prevent disturbance caused by noise from neighbouring properties within the building.

Provided necessary measures are taken, it is considered that the proposed development is in accordance with London Plan Policy 7.15.

7.10 Traffic impact, car/cycle parking, pedestrian safety

The proposed development would not generate a significant increase in traffic within the local road network. An existing pedestrian crossover would be utilised for access and the landscaping of the site frontage would prevent cars mounting the pavement and parking in front of the building, thereby increasing pedestrian safety.

It is therefore considered that the proposed development complies with Policy AM 7 of the Local Plan.

The proposed flats would be served by 12 off street car parking spaces which would be located to the south of the building, where there is an existing hard surfaced yard, and partially in an undercroft created through the use of a recessed ground floor area. The parking will be accessed via the existing dropped kerb to which currently serves the yard.

There is, however, a deficiency in cycle parking as the current plan shows only 9 spaces whereas Policy 6.9 of the London Plan requires two spaces per dwelling other than for studio and 1 bedroom units. As such, 18 cycle parking spaces are required. There is sufficient space on site to secure these additional spaces which are proposed to be secured by condition.

Given the level of parking stress on the surrounding road network, it is considered necessary to prohibit future occupants of the proposed building from applying for car parking permits in order to prevent exacerbation of current car parking pressure. This would be achieved by way of a Section 106 agreement.

It is therefore considered that the proposed development, subject to compliance with conditions, would comply with Local Plan Policies AM 7 and AM 14 and London Plan Policies 6.9 and 6.13.

7.11 Urban design, access and security

The main entrance to the proposed building is taken from the street and the building frontage includes a number of windows that engage within the street scene and allow for a good level of surveillance. The car parking area to the side of the building is also overlooked and would be partially visible within the street scene, ensuring that it does not represent an isolated or secluded area that may be susceptible to crime or anti-social behaviour.

It is therefore considered that the proposed development satisfies Policy BE 18 of the Local Plan and Policy 7.3 of the London Plan.

7.12 Disabled access

The proposed building incorporates step free access to all floors and the roof garden. The proposal has been assessed by the Council's Access Officer, who has made no comments.

7.13 Provision of affordable & special needs housing

The development involves a net increase of 9 residential units and, as such, falls below the threshold for the requirement to provide affordable housing.

7.14 Trees, Landscaping and Ecology

The proposed development includes the provision of landscaping to the front of the site that would enhance the appearance of the street and contributing to urban greening. The landscaping would also help screen the car parking and bin storage area, reducing visual clutter within the street as well as provide a sympathetic privacy feature for ground floor bedroom windows.

7.15 Sustainable waste management

A bin store for domestic waste would be provided and positioned at the entrance to the car park where it would be accessible by servicing vehicles on the adjoining road. Full details of the bin store, means to ensure it is covered and secure and details of screening to avoid a negative impact within the street scene are to be obtained by way of a planning condition.

7.16 Renewable energy / Sustainability

As the proposal is not a major development it is not required to meet carbon reduction levels set out in London Plan Policy 5.2. An Energy Statement has been provided that confirms the be lean, be clean, be green approach will be taken in order to minimise carbon emissions.

7.17 Flooding or Drainage Issues

The building footprint will not increase and the amount of hardstanding will be reduced due to the provision of landscaping. As such, there are no concerns over the potential for increase in flood risk as a result of the proposed development.

7.18 Noise or Air Quality Issues

Potential noise impact is discussed in full in Section 7.09 of this report.

7.19 Comments on Public Consultations

No comments received from members of the public.

7.20 Planning Obligations

Due to parking pressure on surrounding streets, a legal agreement to prohibit future occupants from applying for parking permits will be required in order to prevent an exacerbation of parking stress.

The development involves an increase in residential floor space of over 100 m² and, as such, is liable to Mayoral and London Borough of Hillingdon CIL charges. A liability notice will be issued in the event of the application being approved.

7.21 Expediency of enforcement action

Not applicable.

7.22 Other Issues

No further matters.

8. Observations of the Borough Solicitor

General

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

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the

proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

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

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

It is recommended that the application is approved, subject to the completion of a legal agreement and the conditions set out within this report.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)

Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)

The London Plan (2016)

Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016)

Hillingdon Design and Accessibility Statement: Residential Layouts

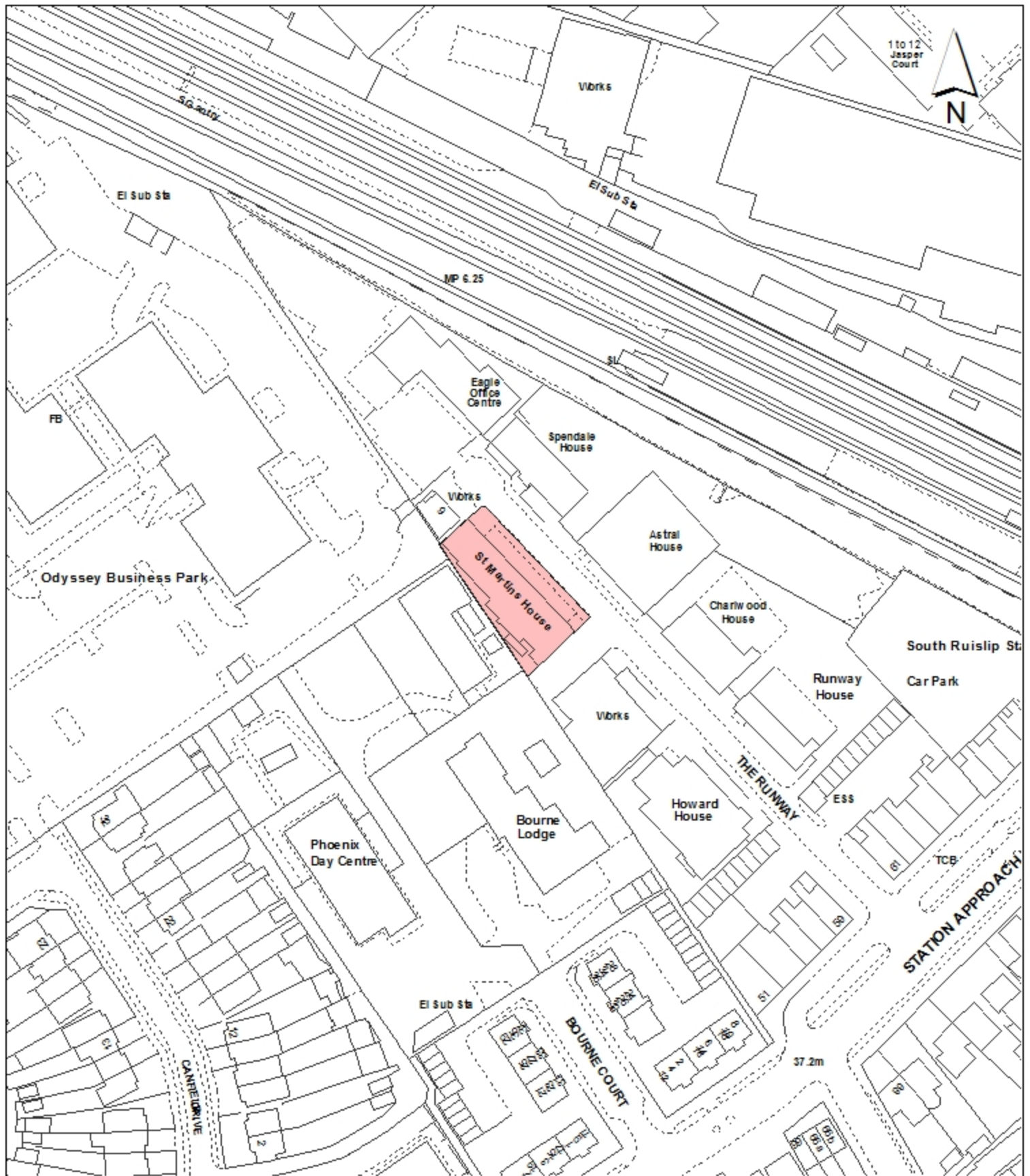
Hillingdon Planning Obligations SPD

National Planning Policy Framework (NPPF)

DCLG Technical housing standards - nationally described space standard (2015)

Contact Officer: James McLean Smith

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Notes:

 Site boundary

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Planning Application Ref:

61166/APP/2017/1786

Scale:

1:1,250

Planning Committee:

North

Date:

February 2018



HILLINGDON
LONDON