

## Report of the Head of Planning, Transportation and Regeneration

**Address** 44 WATERLOO ROAD UXBRIDGE

**Development:** Removal of Condition 1 (Parking) of Prior Approval ref: 1654/APP/2017/2801, dated 06-12-17 (Change of use from Use Class B8 (Storage or Distribution Centre) to Use Class C3 (dwellinghouse) for 6 x 1 bed flats)

**LBH Ref Nos:** 1654/APP/2018/2235

**Drawing Nos:** JM043-BPS-GA-900 (Proposed Ground Floor & First Floor Plan)  
JM043-BPS-GA-900 (Existing Ground Floor & First Floor Plan)  
JM043-BPS-GA-900 (Site Location Plan)  
JM043-BPS-GA-900 (Existing & Proposed Roofplan)  
JM043-BPS-GA-900 (Site Block Plan)  
JM043-BPS-GA-900 - Ground Floor/Site Plan (Approved Prior Approval Plan)  
Planning Statement  
Transport Statement July 2017  
Transport Statement October 2017  
Transport Statement April 2018  
Transport Technical Note June 2018

**Date Plans Received:** 18/06/2018

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

**Date Application Valid:** 18/06/2018

### 2. RECOMMENDATION

**This application is the subject of an appeal against non-determination within the statutory time period. Thus it is recommended that had an appeal not been lodged the application would have been refused for the following reason:**

#### 1 NON2 Non Standard reason for refusal

The removal of the three on-site parking spaces would increase demand for on-street parking to the detriment of public and highway safety and contrary to Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012), to Hillingdon's Adopted Parking Standards as set out in the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

### INFORMATIVES

#### 1 I52 Compulsory Informative (1)

The decision to REFUSE 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 REFUSE 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.

AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006

### **3. CONSIDERATIONS**

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

The application site is situated on the western side of Waterloo Road and comprises of a part two storey part single storey warehouse unit (No. 44 Waterloo Road) on a site with an area of 0.0284 hectare, accessed via the existing shared vehicle access way serving various works buildings and garages behind.

The surrounding area is predominantly residential fronting Waterloo Road with a mix of semi-detached dwellings, terraces and flats. To the rear of the houses/flats on the western side of the road are a row of wharfs, warehouses and industrial works units alongside the Grand Union Canal, all with access from Waterloo Road. This area up to the St. John's Road bridge forms part of the designated Uxbridge Moor Conservation Area.

#### **3.2 Proposed Scheme**

Planning permission is sought for the removal of Condition 1 (Parking) of Prior Approval ref: 1654/APP/2017/2801, dated 06-12-17, for the change of use from Use Class B8 (Storage or Distribution Centre) to Use Class C3 (dwellinghouse) for 6 x 1 bed flats.

Condition 1 states that:

Notwithstanding the hereby approved drawing ref: JM043 - BPS - GA - 900, prior to occupation of the development, the following shall be provided on site:

1. 3 car parking spaces with markings
2. Secure and covered cycle parking spaces to be provided for 7 bicycles as a minimum

Thereafter, they shall be permanently retained and used for no other purpose.

#### **REASON**

To ensure adequate parking is provided and to promote sustainable modes of transport, in accordance with policies AM2, AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and policies 6.3, 6.9, and 6.13 of the London Plan (2016).

The proposal seeks to remove the three car parking spaces from within the site and provide three on-street parking. The seven cycle parking spaces would be retained.

#### **3.3 Relevant Planning History**

1654/A/86/1107

Japanese Car Autos, 44 Waterloo Road Uxbridge

Change of use from vacant building to light industrial use.

**Decision:** 09-01-1987 ALT

1654/APP/2013/2512 Japanese Car Autos, 44 Waterloo Road Uxbridge

We are looking for planning permission for fitting spare parts supply & fit in Black Horse Yard. We got engineering company and body shop garage. Our place is situated in Waterloo Road. This place were used as industrial purpose since 1980 as boat repair yard. 1993 the planning permission was for storage and distribution as spare parts. The business is very bad, we are unable to pay rent & tax. So we have to depend on fitting the parts as well

**Decision:** 11-09-2013 NFA

1654/APP/2014/1211 Japanese Car Autos, 44 Waterloo Road Uxbridge

We are looking for change of view. We sale car parts used and new. We are looking to introduce supply and fit for car parts in order to increase sale. In our area BLACK HORSE YARD we got engineering company and body shop garage. This place were used as industrial purpose since 1980 as boat repair yard. In 1993 the planning permission was for storage and distribution of spare parts

**Decision:** 19-05-2014 NFA

1654/APP/2014/3716 The Old Mission Hall 44 Waterloo Road Uxbridge

Change of use from, Class B8 (Storage and Distribution) to C3 (Dwellings) and 6 x 1-bed dwellings (Application for Outline Permission with all matters reserved)

**Decision:** 15-12-2014 Refused

1654/APP/2015/753 The Old Mission Hall 44 Waterloo Road Uxbridge

Demolition of existing buildings and erection of 2 x semi detached dwellings (Application for Outline Permission with all matters reserved)

**Decision:** 27-04-2015 Refused

1654/APP/2017/2801 44 Waterloo Road Uxbridge

Change of use from Use Class B8 (Storage or Distribution Centre) to Use Class C3 (dwellinghouse) for 6 x 1 bed flats (Prior Approval).

**Decision:** 06-12-2017 Approved

1654/APP/2017/4626 44 Waterloo Road Uxbridge

Installation of 12 x dormers to create additional habitable roof space, alterations to windows and doors and alterations to external materials.

**Decision:** 12-02-2018 Approved

1654/APP/2018/1182      44 Waterloo Road Uxbridge

Details pursuant to Condition 4 (Contamination) of Prior Approval ref: 1654/APP/2017/2801, dated 06-12-17 (Change of use from Use Class B8 (Storage or Distribution Centre) to Use Class C3 (dwellinghouse) for 6 x 1 bed flats)

**Decision:** 22-05-2018    Approved

1654/APP/2018/2214      44 Waterloo Road Uxbridge

Two storey, 1-bed dwelling with associated amenity space, parking and cycle storage.

**Decision:**

1654/APP/2018/977      44 Waterloo Road Uxbridge

Details pursuant to Conditions 2 (Refuse) and 3 (Parking Allocation Plan) of Prior Approval Ref: 1654/APP/2017/2801, dated 06-12-17 (Change of use from Use Class B8 (Storage or Distribution Centre) to Use Class C3 (dwellinghouse) for 6 x 1 bed flats)

**Decision:** 24-07-2018    Approved

1654/B/92/0153      44 Waterloo Road Uxbridge

Change of use from Church Hall to Class B8 (storage and distribution of used car spares) (retrospective application)

**Decision:** 27-11-1992    Refused

1654/D/93/0467      44 Waterloo Road Uxbridge

Change of use from church hall to Class B8 (storage and distribution of used car spares) (retrospective application)

**Decision:** 02-07-1993    Approved

1654/PRC/2017/208      44 Waterloo Road Uxbridge

External alterations and roof alteration

**Decision:** 09-01-2018    NFA

1654/PRC/2018/56      44 Waterloo Road Uxbridge

Demolition of existing and development of 1 x 1 bed dwelling

**Decision:** 21-05-2018    OBJ

### **Comment on Planning History**

1654/APP/2017/2801 - Prior Approval for the change of use from Use Class B8 (Storage or Distribution Centre) to Use Class C3 (dwellinghouse) for 6 x 1 bed flats was granted in December 2017. There is a current appeal to remove Condition 1 (Parking) of the Prior Approval (Planning Inspectorate ref: APP/R5510/W/18/3204262).

The current application is a Section 73 application to remove condition 1 (Parking) of the same Prior Approval.

Works have started on site for the conversion into six residential units.

It is noted that there is a current application for a two-storey, 1-bed, semi detached dwelling with associated amenity space, parking and cycle storage (ref: 1654/APP/2018/2214). This proposal would add another unit to the approved six unit prior approval scheme, resulting in seven units on the site. One car parking space would be provided on site.

#### **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

Part 2 Policies:

AM7 Consideration of traffic generated by proposed developments.

AM14 New development and car parking standards.

HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006

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

**5.1** Advertisement Expiry Date:- Not applicable

**5.2** Site Notice Expiry Date:- Not applicable

#### **6. Consultations**

##### **External Consultees**

Consultation letters were sent to 8 local owners/occupiers and a site notice was displayed. No responses were received.

##### **Internal Consultees**

Highways Officer:

This application seeks to remove Condition 1 of planning consent 1654/APP/2017/2801 which the Local Planning Authority granted consent on a notice dated 6th December 2017. I have reiterated the condition for ease.

"Notwithstanding the hereby approved drawing ref: JM043 - BPS - GA - 900, prior to occupation of the development, the following shall be provided on site:

1. 3 car parking spaces with markings
2. Secure and covered cycle parking spaces to be provided for 7 bicycles as a minimum

Thereafter, they shall be permanently retained and used for no other purpose.

## REASON

To ensure adequate parking is provided and to promote sustainable modes of transport, in accordance with policies AM2, AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and policies 6.3, 6.9, and 6.13 of the London Plan (2016). Notwithstanding the hereby approved drawing ref: JM043 - BPS - GA - 900, prior to occupation of the development, details of refuse and recycling storage shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the storage shall be carried out as agreed and remain in perpetuity, unless otherwise agreed in writing by the Local Planning Authority."

As part of the previous application to build 6 x 1 bed flats, parking stress surveys were carried out within 200m of the site over a 2-day period. This included Waterloo Road, Fray's Avenue and Austin Waye. The results had shown that Waterloo Road itself was subject to 74% parking stress.

It should be noted that the Highway Authority raised an initial objection to the application to build 6 x 1 bed flats on the basis of that the development would further add to the already high levels of parking stress within the site vicinity, this objection was later withdrawn as it was agreed that the new occupants would be unable to join the local Parking Management Scheme.

The Transport Note accompanying this planning application refers to recent parking stress surveys that have been carried out during two weekdays between 03.00-22.00 hours (Wednesday 14th March /Thursday 15th March) and at a weekend between 03.00 to 01.00 hours (Saturday 17th March/Sunday 18th March). It should be noted that the number of parking spaces (within 200m of the site) included within the 2018 survey differed from the survey linked to the previous application to build 6 x 1 bed flats.

The results had shown that weekday parking stress varied between 62%-80% weekdays and 68%-82% weekends at times outside the hours of the Parking Management Scheme (PMS). Overnight parking stress during the weekday (03.00) was demonstrated at 70% and 72% on the weekend.

If approved, this development would result in the loss of 3 off-street parking spaces increasing the demand for on-street parking by around 4%. This would increase parking stress up to 84% on weekdays and 86% on weekends during hours where the PMS is not in operation. Overnight parking stress would increase during the weekday to 74% and 76% on the weekend.

It should be noted that concurrent to this planning application to remove Condition 1, that there is an on-going appeal against the inclusion of Condition 1. As part of this appeal the Highway Authority is currently in the process of conducting parking stress surveys, these will be presented in the subsequent appeal.

The Highway Authority can justify the need for off-street parking given that the development site is situated within the South Uxbridge Ward, where the 2011 Office for National Statistics Census reports that two thirds (66%) of households have a car or van that are owned, or available for use, by one or more members of a household.

On this basis, the development at 44 Waterloo Road can be expected to have at least 4 cars associated with the six new dwellings each of which needs somewhere nearby to park. Furthermore, the 2011 Census reports that one in five households in South Uxbridge have 2 cars or more. This suggests that one of the occupiers of the 6 x 1 bed flats will have 2 cars making 5 cars in total associated with the development.

The more recent London Travel Demand Survey 2016/17 confirms the validity of the 2011 Census reporting that 68% of households in Outer London such as Hillingdon have one car or more.

Furthermore, when taking into account the sites moderate PTAL score and the lack of services and

facilities available locally, pharmacist, supermarket, post office, health centre etc, it is expected that there will be a strong reliance on the private car for trip making, further supporting the view that there will be 5 cars in total associated with the development all of which will demand somewhere on-street nearby to park.

Overall, the proposals are expected to add to the existing high levels of parking stress and will cause greater concern to local residents that already have to search for on-street parking spaces.

Mindful of the above, the Highway Authority recommends that this application is refused.

## **7. MAIN PLANNING ISSUES**

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

The proposal to remove the parking condition from the approved Prior Approval application ref: 1654/APP/2017/2801 for six residential units would not impact on the principle of development.

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

Not applicable to this application.

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

Not applicable to this application.

### **7.04 Airport safeguarding**

Not applicable to this application.

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

Not applicable to this application.

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

The proposal to remove the parking condition from the approved Prior Approval application ref: 1654/APP/2017/2801 for six residential units would not impact on the street scene.

### **7.08 Impact on neighbours**

The proposal to remove the parking condition from the approved Prior Approval application ref: 1654/APP/2017/2801 for six residential units would not impact on neighbouring properties.

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

Not applicable to this application.

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

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. Policy AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that developments should comply with the Council's Car Parking Standards.

The application site is located within an area with a PTAL of 1b (poor) and is located within a Controlled Parking Zone (CPZ) which restricts parking between the hours of 0900 and 1700 Monday to Friday. In addition, Waterloo Road also has Pay and Display (maximum 2 hours) shared parking bays for residents and visitors. It is noted that few properties have off-street car parking, requiring residents to park on the road, through the provision of parking permits.

A Prior Approval application (ref: 1654/APP/2017/2801) for six residential units was granted in December 2017. A condition to secure the provision of three parking spaces within the rear yard of the site, along with seven cycle parking spaces, was included as part of the

Prior Approval (condition 1 (parking) of ref: 1654/APP/2017/2801). It was considered that the provision of three parking spaces within the site would be acceptable given the site's location within a Controlled Parking Zone (CPZ) and the requirement for parking permits.

This current application seeks to remove condition 1 (parking) from the Prior Approval, resulting in the loss of three on-site parking spaces.

The applicant has supplied parking stress surveys using the Lambeth Methodology. The surveys were carried out over two weekdays and a weekend; weekday parking stress varied between 62%-80% weekdays and 68%- 82% weekends at times outside the hours of the Parking Management Scheme. Overnight parking stress during the weekday (03.00) was demonstrated at 70% and 72% on the weekend.

The proposed loss of three on-site parking spaces would increase the demand for on-street parking by around 4%. This would result in parking stress increasing up to 84% on weekdays and 86% on weekends during hours where the Parking Management Scheme is not in operation. Overnight parking stress would increase during the weekday to 74% and 76% on the weekend. It is noted that the parking stress surveys for the Prior Approval application (ref: 1654/APP/2017/2801) were carried out over two days, and showed that Waterloo Road was subject to 74% parking stress.

The Council's Highways Engineer has assessed the application. The application site is located within the South Uxbridge Ward where two thirds (66%) of households have a car or van that are owned or available for use, by one or more members of a household (2011 Office for National Statistics Census). On this basis, it is expected that the approved six unit scheme would have at least 4 cars associated with the new dwellings. In addition, the 2011 Census data reports that one in five households in South Uxbridge have 2 cars or more, thereby suggesting that at least one of the new dwellings would have two cars, resulting in five cars associated with the development; this is supported by the London Travel Demand Survey 2016/17 which states that that 68% of households in Outer London such as Hillingdon have one car or more.

Given the application site's PTAL score of 1b (poor) and the lack of services and facilities available locally, such as pharmacist, supermarket, post office, health centre etc, it is considered that there will be a strong reliance on the private car for trip making. Therefore, with at least five cars associated with the six residential dwellings, the loss of the three on-site parking spaces would require additional on-street parking, thereby adding to the high levels of parking stress within Waterloo Road and the surrounding area.

The proposal to remove the three on-site parking spaces from the approved development would increase demand for on-street parking and result in an increase in parking stress on the highway network, contrary to Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

**7.11 Urban design, access and security**

Not applicable to this application.

**7.12 Disabled access**

Not applicable to this application.

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

Not applicable to this application.

**7.14 Trees, landscaping and Ecology**

Not applicable to this application.

**7.15 Sustainable waste management**

Not applicable to this application.

**7.16 Renewable energy / Sustainability**

Not applicable to this application.

**7.17 Flooding or Drainage Issues**

Not applicable to this application.

**7.18 Noise or Air Quality Issues**

Not applicable to this application.

**7.19 Comments on Public Consultations**

No responses were received during the public consultation.

**7.20 Planning obligations**

Not applicable to this application.

**7.21 Expediency of enforcement action**

Not applicable to this application.

**7.22 Other Issues**

None

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

Not applicable to this application.

**10. CONCLUSION**

Planning permission is sought for the removal of Condition 1 (Parking) of Prior Approval ref: 1654/APP/2017/2801, dated 06-12-17, for the change of use from Use Class B8 (Storage or Distribution Centre) to Use Class C3 (dwellinghouse) for 6 x 1 bed flats. Condition 1 requires the provision of three on-site parking spaces.

The proposal to remove the three on-site parking spaces from the approved development would increase demand for on-street parking and result in an increase in parking stress on the highway network, contrary to Policies AM7 and AM14 Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

The application is therefore recommended for refusal.

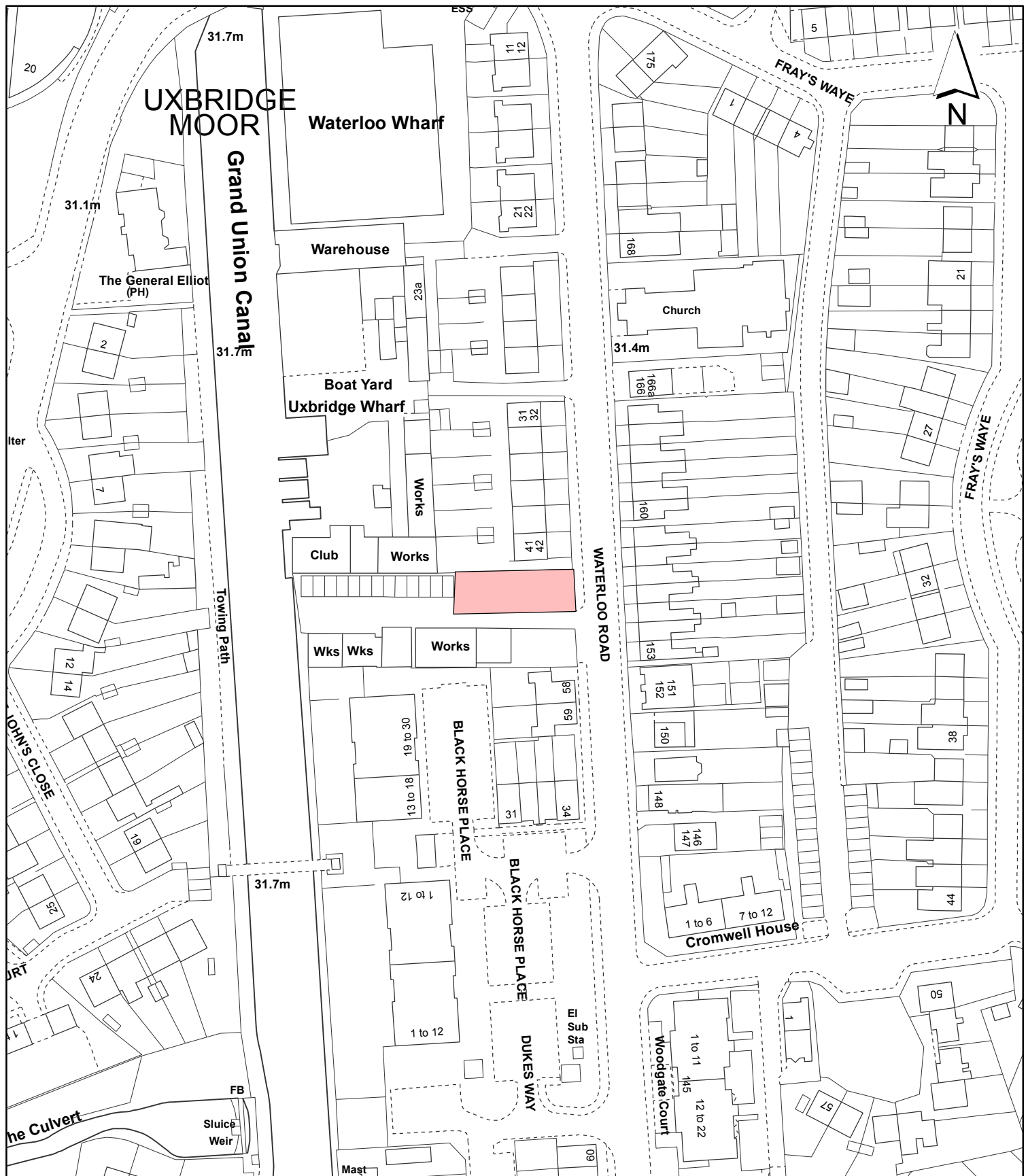
**11. Reference Documents**

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

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

**Contact Officer:** Katherine Mills

**Telephone No:** 01895 250230



#### Notes:

 Site boundary

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Site Address:

**44 Waterloo Road  
Uxbridge**

Planning Application Ref:

**1654/APP/2018/2235**

Planning Committee:

**Central & South**

Scale:

**1:1,250**

Date:

**August 2018**

**LONDON BOROUGH  
OF HILLINGDON**

**Residents Services  
Planning Section**

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



**HILLINGDON**  
LONDON