

Report of the Head of Planning, Transportation and Regeneration

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| Address | PADDINGTON PACKET BOAT PUBLIC HOUSE HIGH ROAD COWLEY UXBRIDGE |
| Development: | Redevelopment of the site including the demolition of existing public house (Use Class A4) and erection of a building of staggered height up to 7-storeys comprising 36 units (14 x 1 bed, 16 x 2 bed, 2 x 3 bed and 4 maisonettes) including the excavation of a 2-storey basement, associated access, car parking and landscaping |
| LBH Ref Nos: | 1058/APP/2018/4486 |
| Drawing Nos: | Air Quality Assessment SuDS Ref: 4020 SWDS Sustainability Statement Transport Assessment Residential Travel Plan Viability Report Energy Report 02-03-000 Rev.H Acoustic Design Statement Design and Access Statement Planning Statement BES18172 DRG No. 1 Rev. A BES18172 DRG No. 2 Rev. A 02-91-002 02-91-003 02-91-004 02-91-005 02-91-006 02-91-010 02-91-011 02-91-012 02-03-099 Rev. D 02-03-098 Rev. D 02-03-000 Rev. H 02-03-001 Rev. B 02-03-002 Rev. B 02-03-003 Rev. B 02-03-004 Rev. B 02-03-005 Rev. B 02-03-006 Rev. B 02-03-007 Rev. C 02-04-001 Rev. A 02-04-002 Rev. A 02-05-001 Rev. B 02-05-002 Rev. B 02-05-003 Rev. B 02-05-004 Rev.B 02-05-005 Rev. B 02-05-006 Rev.B |

02-91-001

Date Plans Received: 24/12/2018

Date(s) of Amendment(s):

Date Application Valid: 24/12/2018

1. SUMMARY

The application seeks permission for the erection of a detached staggered building with a 2-storey basement to create 36 self contained flats (14 x 1 bed, 16 x 2 bed and 2 x 3 bed and 4 maisonettes) with associated landscaping works following demolition of existing building which comprises a public house.

A number of objections have been received which raise a number of concerns primarily regarding the impact of the proposal on the visual amenity of the area and on neighbours. The Hayes Canal Partnership similarly raise an objection to the proposal.

The Council's Conservation and Urban Design Team has raised an objection regarding the loss of the non designated heritage asset (the existing Paddington Packet Boat Public House) and the impact on the visual amenity of the area by virtue of the design, bulk, scale, built form, and positioning of the proposed development within the site.

In addition, the proposed development results in loss of privacy, daylight, outlook, and a detrimental sense of enclosure to neighbouring properties, particularly Nos. 3 and 4 Linden Terrace and Flats 10, 21, 22, 37, 38 and 39 of Packet Boat House.

Furthermore, insufficient external amenity space provision has been provided and due to its layout and orientation of windows the the proposal would result in a cramped form of development that offers substandard residential accommodation for future occupiers.

It has also not been demonstrated that the proposal would not result in an adverse impact on air quality and drainage, flooding, ground water conditions, and structural stability.

The proposal fails to comply with relevant planning policies within the development plan. The development is not considered acceptable and should be refused for the reasons outlined within this report.

2. RECOMMENDATION

To refuse this application for the reasons outlined below:

1 NON2 Public House - Marketing

This application has failed to demonstrate that there has been marketing of the site more widely for its continued use as a public house or other community use resulting in the loss of a community facility contrary to Para 92 of the NPPF (2018), adopted policies C11 and

CI2 of the Local Plan Part 1 (2012), Policy 3.1 and 4.8 of the London Plan (2016) and Policy DMCI 1 of the emerging Local Plan: Part Two (March 2019).

2 NON2 Loss of Heritage Asset

The development proposal would result in the loss of a non designated heritage asset of significant historic and communal value and social value and would be detrimental to the setting of two Grade II listed buildings, Barnacre and The Old Cottage. The benefits of the development fail to outweigh the substantial harm to this non-designated heritage asset and the less than substantial harm to the setting of the adjoining listed buildings and curtilage. The proposals are therefore contrary to Section 66 of the Planning Act 1990, BE1 and HE1 of the Local Plan Part 1 (2012); policies BE13 and BE19 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012); Policy DMHB 3 of the emerging Local Plan: Part 2 (March 2019) and policies 7.4, 7.6, 7.8, and 7.9 of the London Plan (2016) and Chapter 16 of the NPPF (2018).

3 NON2 Urban Design

Notwithstanding the in-principle objection to the loss of this non-designated heritage asset, the proposed development, by reason of its reason of extensive site coverage, layout, proposed boundary treatments, overall size, scale, height and projection onto the street scene along High Road, represents an over-development of the site, that would result in a cramped, unduly intrusive, visually prominent and inappropriate form of development, out of keeping with the character and appearance of the surrounding area. The proposal fails to provide adequate soft landscaping or defensible space to mitigate against the impact of this development or provide any meaningful public realm improvements. The proposal therefore fails to comply with the National Planning Policy Framework, Policies BE13, BE14, BE19 and BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012); Policies DMHB 1, DMHB 2, DMHB 12 and DMHB 14 of the emerging Local Plan: Part 2 (March 2019) and the adopted Supplementary Planning Document Hillingdon Design and Accessibility Statement: Residential Layouts SPD (2006); Policies 3.5, 3.10, 3.11, 3.12, 3.13, 4.9, 6.1, 7.5 and 8.2 of the London Plan (2016) and Chapters 2, 11, and 12 of the NPPF (2018).

4 NON2 Affordable Housing

The proposed development fails to make appropriate provision for on-site affordable housing. The proposal is therefore contrary to Saved Policy R17 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012); Policy H2 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012); Policy DMH 7 of the emerging Local Plan: Part 2 (March 2019); the London Borough of Hillingdon's Supplementary Planning Document on Planning Obligations and policies Policies 3.10 -3.13 of the London Plan (2016); and National Planning Policy Framework, Para. 62 and 63 (2018).

5 NON2 Living Conditions of Future Occupants

The proposal fails to provide amenity space of a quantity and quality commensurate to the size and layout of the proposals, resulting in an over-development of the site detrimental to the residential amenity of the future occupiers. As such the proposal would provide a substandard form of accommodation for future residents contrary to Policies BE21 and BE23 of the Hillingdon Local Plan: Part Two - UDP Saved Policies (November 2012), Policy DMHB 18 of the emerging Local Plan: Part 2 (March 2019), the adopted Supplementary Planning Document HDAS: Residential Extensions and Policy 7.1 of the London Plan (2016) and Chapter 5 of the NPPF (2018).

6 NON2 Amenity of Neighbouring Residents

The proposal, by reason of its size, bulk, design, height and proximity, with inadequate separation distances between the proposed development and Nos 3 and 4 Linden Terrace and consented Flats 10, 21, 22 , 37, 38 and 39 of Packet Boat House, the proposed development would result in an overly dominant feature which would be visually intrusive and an un-neighbourly form of development, resulting in a material loss of residential amenity. Therefore the proposal would be contrary to policies BE20, and BE21 of the Hillingdon Unitary Development Plan (November 2012), emerging Policy DMHB 11 (March 2019), the Council's Supplementary Planning Documents HDAS Residential Layouts and Chapter 12 of the NPPF (2018) .

7 NON2 Daylight and Sunlight Report

In the absence of a daylight and sunlight report, the proposed development fails to demonstrate that there will be no loss of daylight and sunlight to surrounding residential occupiers or overshadowing of neighbouring properties. The proposal also fails to demonstrate that the proposed residential units will meet daylight and sunlight requirements. The proposal fails to accord with BRE 'Site Layout for Daylight and Sunlight' Second Edition, adopted policy BE1 of the Local Plan Part 1 (2012), emerging policy DMHB 1 of the Local Plan Part 2 (March 2019), saved Policy BE21 of the Local Plan: Part Two (November 2012) and Council's HDAS (2006).

8 NON2 Highways Safety

The proposed development would compromise highway and pedestrian safety by virtue of the proposed vehicular access into the site and the proposed use of a car lift to serve the development, giving rise to conditions prejudicial to the free flow of traffic and would be detrimental to highway and pedestrian safety. The development is therefore contrary to Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), Policies DMT 2 and DMT 5 of the emerging Local Plan: Part 2 (March 2019), Policy 6.12 of the London Plan (2016) and Chapter 9 of the NPPF (2018).

9 NON2 Noise

In the absence of details relating to the proposed car parking lift and plant room the application fails to establish that the proposed residential use can be sited, designed or insulated from noise emanating from the proposed vehicular car lift, it is likely the adjacent and proposed residents would be subject to unacceptable levels of noise, detrimental to the residential amenities of surrounding and future occupiers. This is contrary to Policy OE3 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), Policy 3.5 of the London Plan (2016) and Chapter 12 of the NPPF (2018).

10 NON2 Drainage and Flooding

In the absence of a Basement Impact Assessment to inform the proposal, which includes details of an intrusive ground investigation where there is the potential for groundwater to be present, the proposal could increase groundwater flood risk contrary to Policy EM6, Policy DMHD 3 Basement Development in emerging Hillingdon Local Plan Part 2 Development Management Policies (November 2012), Policies DMEI 8, DMEI 9, DMEI 10 and Policy DMHD 3 of the emerging Local Plan: Part 2 (March 2019), Policy 5.12 Flood Risk Management of the London Plan (2016), Chapter 14 of the NPPF (2018); and the Planning Practice Guidance (Flood Risk and Coastal Change March 2014).

11 NON2 Air Quality

In the absence of adequate and accurate information, the proposal fails to demonstrate the development would be 'air quality neutral'. The proposal could lead to further deterioration of existing poor air quality within an Air Quality Management Area and the nearby West Drayton/Yiewsley Focus Area contrary to DMEI 14 of the emerging Local

Plan: Part 2 (March 2019), Policy 7.14 of the London Plan (2016), Chapter 15 of the NPPF (2018) and Council's draft Air Quality Action Plan (March 2019).

12 NON2 Section 106 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 CO2 emissions, air quality, construction training, canal improvements and affordable housing). Given that a legal agreement to address this issue has not at this stage been offered or secured, the proposal is considered to be contrary to Policy R17 of the the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), DMCI 7 of the emerging Local Plan: Part 2 (March 2019), Policy 3.10 -3.13 and 5.2 of the London Plan (2016) and the London Borough of Hillingdon's Supplementary Planning Document on Planning Obligations.

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 (July 2011) and national guidance.

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| AM7 | Consideration of traffic generated by proposed developments. |
| AM14 | New development and car parking standards. |
| AM15 | Provision of reserved parking spaces for disabled persons |
| BE4 | New development within or on the fringes of conservation areas |
| BE13 | New development must harmonise with the existing street scene. |
| 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 |
| H5 | Dwellings suitable for large families |
| OE1 | Protection of the character and amenities of surrounding properties and the local area |
| OE5 | Siting of noise-sensitive developments |
| OE8 | Development likely to result in increased flood risk due to additional |

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| HDAS-LAY | surface water run-off - requirement for attenuation measures Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006 |
| LDF-AH | Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010 |
| LPP 3.3 | (2016) Increasing housing supply |
| LPP 3.5 | (2016) Quality and design of housing developments |
| LPP 3.8 | (2016) Housing Choice |
| LPP 5.2 | (2016) Minimising Carbon Dioxide Emissions |
| LPP 6.10 | (2016) Walking |
| LPP 6.3 | (2016) Assessing effects of development on transport capacity |
| LPP 6.9 | (2016) Cycling |
| LPP 7.1 | (2016) Lifetime Neighbourhoods |
| LPP 7.4 | (2016) Local character |
| NPPF- 2 | NPPF-2 2018 - Achieving sustainable development |
| NPPF- 5 | NPPF-5 2018 - Delivering a sufficient supply of homes |
| NPPF- 11 | NPPF-11 2018 - Making effective use of land |
| NPPF- 12 | NPPF-12 2018 - Achieving well-designed places |

3 159 Councils Local Plan : Part 1 - Strategic Policies

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

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The scheme results in a number of fundamental planning concerns, including inappropriate development, lack of amenity space, poor residential amenity for future occupants and a lack of an appropriate provision of on site affordable housing. The Local Planning authority has taken into consideration the requirements of paragraph 186 and 187 of the National Planning Policy Framework (NPPF), however the extent of the issues with the proposed development are such that the Local Planning Authority does not consider there is any scope to achieve a sustainable development on the site without a fundamental redesign of the development requiring a new planning application. Accordingly, it is considered that the most appropriate way to achieve sustainable development at the site is to issue a timely decision informing the applicant of these fundamental planning concerns.

5 171 LBH worked applicant in a positive & proactive (Refusing)

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 2012, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service.

a), b) or c) to be added depending on the refusal circumstances:

a) We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

b) In order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition further guidance was offered to the applicant by the case officer during the processing of the application to identify the amendments to address those elements of the scheme considered unacceptable which the applicant chose not to implement.

c) In order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition further guidance was offered to the applicant by the case officer during the processing of the application to identify the amendments to address those elements of the scheme considered unacceptable. However, the amendments required to make the application acceptable are substantial and would materially change the development proposal. They would require further consultation to be undertaken prior to determination which could not take place within the statutory determination period specified by the Department of Communities and Local Government. You are therefore encouraged to consider the submission of a fresh application incorporating the material amendments set out below which are necessary to make the scheme acceptable.

3. CONSIDERATIONS

3.1 Site and Locality

The site is located on the southern corner of the junction between Packet Boat Lane and High Road in Cowley/Yiewsley. The site contains the Paddington Packet Boat Public House, an attractive two storey property that dates back to 1826. The pub and its beer garden / amenity space occupy the east side of the site fronting onto the High Road. A car park, to the rear, occupies the western half of the site.

The building is also located within the setting of two grade II listed buildings to the north of the site. They are Barnacre, New Peachey Lane, a 17th-century timber-framed house, and The Old Cottage, High Road, a timber-framed late-medieval hall house. The site is not situated within a conservation area, however the Cowley Lock Conservation Area is situated approximately 150m to the west. The application site has a PTAL rating of 1b.

3.2 Proposed Scheme

The proposal seeks full planning permission for the redevelopment of the site including the demolition of the existing public house (Use Class A4) and the erection of a staggered building including the excavation of a 2-storey basement to provide 36 units (14 x 1 bed, 16 x 2 bed, 2 x 3 bed and 4 maisonettes) access, car parking, amenity space and associated works.

3.3 Relevant Planning History

1058/APP/2007/364 Paddington Packet Boat Public House High Road Cowley Uxbridge
ERECTION OF OPEN-SIDED TIMBER-FRAMED STRUCTURE TO COVER EXISTING PATIO
AREA.

Decision: 30-03-2007 Refused

1058/C/80/1054 Paddington Packet Boat Public House High Road Cowley Uxbridge
Alterations to elevation (P)

Decision: 10-06-1980 Approved

1058/D/81/0948 Paddington Packet Boat Public House High Road Cowley Uxbridge
Householder dev. (small extension, garage etc) (P)

Decision: 12-06-1981 Approved

1058/F/91/3569 Paddington Packet Boat Public House High Road Cowley Uxbridge
Installation of five externally illuminated fascia signs and one externally illuminated hanging sign

Decision: 09-07-1991 Approved

1058/G/97/1589 Paddington Packet Boat Public House High Road Cowley Uxbridge
Erection of a single storey rear and side extension

Decision: 29-01-1998 Approved

1058/J/98/0548 Paddington Packet Boat Public House High Road Cowley Uxbridge
Details of materials in compliance with condition 2 of planning permission ref.1058G/97/1589 dated 29/01/98; Erection of a single storey rear and side extension

Decision: 13-05-1998 Approved

1058/K/98/0608 Paddington Packet Boat Public House High Road Cowley Uxbridge
External alterations including erection of a shed, 2 metre high boundary fence, a 1.2 metre high picket fence and details of garden layout (part retrospective application)

Decision: 09-07-1998 Approved

1058/L/98/0609 Paddington Packet Boat Public House High Road Cowley Uxbridge
Installation of extraction duct to roof elevation

Decision: 23-07-1998 Approved

Comment on Relevant Planning History

SURROUNDING AREA

Packet Boat House

Packet Boat House is situated immediately to the west. Planning permission was granted under ref: 20545/APP/2012/2848 (06-06-13) - for alterations, additions and conversion of existing building to create 41 flats with associated car parking, refuse and recycling facilities, amenity space and landscaping.

Grand Union Park

An appeal was allowed under ref: APP/R5510/A/14/2227533 (27-01-15) for Prior Approval allowing the change of use from offices to provide residential units.

Planning consent was granted under planning ref: 1197/APP/2015/4164 (13-12-16) for the demolition of Block C and end of Block B and erection of four replacement buildings of five-storeys in height. Extensions to Blocks A and B to five-storeys. Excavation of basement for car parking; provision of landscaping and amenity space; enhancement of site boundaries including improved access to Grand Union Canal. Total provision of 144 residential units (32 replacing those already approved under permitted development rights in existing loft space of Blocks A and B), comprising 12 x studio, 51 x 1-bed, 53 x 2-bed, 28 x 3-bed; car parking provision of 251 spaces and cycle parking provision of 273 spaces.

4. **Planning Policies and Standards**

The Local Plan Part 2 Draft Proposed Submission Version (2015) was submitted to the Secretary of State on 18 May 2018. This comprises a Development Management Policies document, a Site Allocations and Designations document and associated policies maps. This will replace the current Local Plan: Part 2 - Saved UDP Policies (2012) once adopted.

The document was submitted alongside Statements of Proposed Main and Minor Modifications (SOPM) which outline the proposed changes to submission version (2015) that are being considered as part of the examination process.

Submission to the Secretary of State on 18th May 2018 represented the start of the Examination in Public (EiP). The public examination hearings concluded on the 9 August 2018. The Inspector has submitted a Post Hearing Advice Note outlining the need to undertake a final consultation on the Main Modifications only. The Council has responded to this note outlining that its preferred dates for doing so would be 27th March 2019 to 8th May 2019. All consultation responses will be provided to the Inspector for review, before the Inspector's Final Report is published to conclude the EiP process.

Paragraph 48 of the NPPF (2018) outlines that local planning authorities may give weight to relevant policies in emerging plans according to:

- a) The stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- b) The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- c) The degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

On the basis that the Council is awaiting the final Inspector's Report on the emerging Local Plan: Part 2, the document is considered to be in the latter stages of the preparation

process. The degree to which weight may be attached to each policy is therefore based on the extent to which there is an unresolved objection being determined through the public examination process and the degree of consistency to the relevant policies in the NPPF (2018).

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.H1 (2012) Housing Growth
- PT1.CI1 (2012) Community Infrastructure Provision
- PT1.EM6 (2012) Flood Risk Management

Part 2 Policies:

- AM7 Consideration of traffic generated by proposed developments.
- AM14 New development and car parking standards.
- AM15 Provision of reserved parking spaces for disabled persons
- BE4 New development within or on the fringes of conservation areas
- BE13 New development must harmonise with the existing street scene.
- 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
- H5 Dwellings suitable for large families
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE5 Siting of noise-sensitive developments
- OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures

- HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
- LDF-AH Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
- LPP 3.3 (2016) Increasing housing supply
- LPP 3.5 (2016) Quality and design of housing developments

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| LPP 3.8 | (2016) Housing Choice |
| LPP 5.2 | (2016) Minimising Carbon Dioxide Emissions |
| LPP 6.10 | (2016) Walking |
| LPP 6.3 | (2016) Assessing effects of development on transport capacity |
| LPP 6.9 | (2016) Cycling |
| LPP 7.1 | (2016) Lifetime Neighbourhoods |
| LPP 7.4 | (2016) Local character |
| NPPF- 2 | NPPF-2 2018 - Achieving sustainable development |
| NPPF- 5 | NPPF-5 2018 - Delivering a sufficient supply of homes |
| NPPF- 11 | NPPF-11 2018 - Making effective use of land |
| NPPF- 12 | NPPF-12 2018 - Achieving well-designed places |

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **1st February 2019**

5.2 Site Notice Expiry Date:- **30th January 2019**

6. Consultations

External Consultees

The application was advertised in the press between 09-01-19 and 30-01-19. Site and press notices were also posted.

25 responses were received to the neighbour consultation, of which there were 24 objections and 1 letter of support. The consultation responses received are summarised below:

Support

- No objection as this will reduce housing shortage in the Borough.

Objections

- There is insufficient car parking within the local area, the proposal does not include sufficient car parking or any visitor car parking spaces;
- Traffic lights would be required at the corner, and the speed cameras nearby, on the main road;
- The proposal would result in the loss of light to neighbouring properties;
- The height of the building is too high at 7 stories and not in keeping with neighbouring buildings on the High Road. The Hornbill Close flats have been cited as 4 stories, however they are less conspicuous as they are set at a lower ground level than the road, and their impact is hidden by trees at road level. 2-3 storeys is a more reasonable height for this development.
- The applicants claim this height is ok due to the heights of Packet Boat House and Union Park, however those are not visible from the High Road and both were pre existing developments that were for industrial/office use. They are not easily visible from the high road, nor was their height altered.
- The new development will block light source and plunge Linden Terrace into even more darkness during daytime hours.
- Obstruction of view Linden Terrace currently has an unobstructed view north up Cowley Road. This has already been impeded by the erection of hoardings on the site perimeter. There will be no

more view to the north if this planned build goes ahead.

- Access to Linden Terrace Access to the parking area for Linden Terrace borders with the planning site. This driveway must remain unobstructed for 100% of the project and must also be protected from falling debris etc. for vehicles. This is the entrance for those on foot and vehicles.
- The plan for a 2 storey parking basement provides grave concern for the integrity of the foundations so close to Linden Terrace. The digging and construction process poses great risk to the foundations of Linden Terrace which dates back to the late 1940s. I would be very happy to meet in person to discuss these points to assist the Hillingdon Planning department in gauging an accurate picture of the impact of this development.
- The proposed tree planting is insufficient and does not allow for any meaningful planting.
- There is little point in planting and hedging when the remainder of the building would be an eyesore
- The proposed scale, massing and size of the development is inappropriate in this context.
- This is a local landmark with long history associated with the Grand Union Canal and local industry. It will be lost to flatted development. The London Borough of Hillingdon has a responsibility to retain the history of any building.
- Demolition of this historic property is both morally and historically wrong. To replace it with yet another high-rise is completely wrong.
- This pub is a part of our heritage and history it was there long before us there is so many next to it behind it going up beside it down the road from it isn't there enough that you are able to leave the small amount of history left in this area.
- This is an historic building with strong association with the areas past. To demolish it would remove yet more of our local history. It could still be converted into residential without the need for such drastic and irreversible measures.
- I lived in Uxbridge for 30 years and was an Estate Manager for the Local Authority in the late 80's and early 90's. I'm shocked that consideration is being given to demolishing such a historic landmark. Please think again.
- The building is a 200 year old land mark for Cowley and the canal. It should retained and preserved
- Far too many houses already being built in Cowley with no infrastructure for jobs, doctors surgeries, schools, etc.
- This is a historic landmark and part of the history of the British Waterway system.

STATUTORY CONSULTEES

Hillingdon Canals Partnership

The members of the Partnership are the Canal & River Trust (CRT), Friends of Slough Canal, Hayes Town Partnership, Hillingdon Council, Inland Waterways Association (Middlesex Branch), Stockley Park, Thames 21 and Yiewsley & West Drayton Town Centre Action Group plus the Member of Parliament for Hayes & Harlington. The comments expressed here are the overall view of the Partnership and do not purport to represent the opinion of Hillingdon Council or other individual members.

We object to the application because of the loss of a landmark of great significance in the history of London's canals coupled with the failure of the applicants to carry out a proper assessment of the heritage impact that would be caused by the demolition of this building.

The Paddington Packet Boat provided a passenger service between Cowley and Paddington following the opening of the Paddington Arm of the Grand Junction Canal in 1801. The carrying of passengers by boat into and out of London along the 17 mile lock-free stretch of the Canal was a unique service and the Paddington Packet Boat public house played a key part in its operation. Following the ending of the service it continued to be an important reminder of the historic importance of the canals.

As well as being of historic interest the building itself has features that are worthy of retention and it

is submitted that conversion into flats should be examined as an option before any approval is given to its demolition. In the event that the granting of planning permission is contemplated by the Council it is suggested that this should be subject to the following provisos:

The applicant should be required to make provision to highlight in a publicly-recognised way the historic significance of the site. This could include the installation of a commemorative plate under the Red Wheel scheme run by the Transport Trust to mark key locations which have significant historical value to British transport heritage.

Provision should be made in a Section 106 agreement for the allocation of funds to the Canal and River Trust for use in its towpath improvement programme. This would recognise the fact that the canal towpath will be providing a walking and cycling route for residents of the flats as well as improving access to the canal as a place for recreation and the promotion of wellbeing.

Inland Waterways Association (IWA) (Middlesex Branch)

The IWA is the leading membership charity dedicated to protecting and restoring Britain's network of canals and river waterways.

Our principal interest is the historic relationship between the site of the proposed development (Ref: 1058/APP/2018/4486) and the Grand Union Canal situated some 150 metres to the west. We object to the proposed development on the grounds that proposals will remove an historic inn that has a connection with the history of the Grand Junction Canal Company and the packet boat service, which operated in the early nineteenth century between Cowley and Paddington. In particular we note that the application documents do not provide any assessment of the heritage value of the building or it's historic significance with the passenger transport express boat service.

The Paddington Arm between Bulls Bridge and Paddington was opened in July 1801 some seven years after the completion of the main line of the Grand Junction Canal between Brentford and Uxbridge. Shortly after the opening of the Paddington Arm the Grand Junction Canal Company decided to trial a passenger boat service on the 17-mile section of canal between Cowley and Paddington. Two horse drawn wide beam boats were constructed for the service, which operated a daily return journey into London and made use of a canal dock constructed south of Cowley Lock. The success of the service led the canal company to contract the rights to run the service to independent operators. Increased competition from the stage coaches between Uxbridge and London eventually led to the decline of the packet boat service and it ceased operation in 1830 when the Grand Junction Canal Company were unable to sell the operating rights to run the service.

The first recorded evidence of the Paddington Packet Boat public house is in 1826 but an inn may well have existed on the site from the time of the canal construction or before. The public house situated at the junction of High Road and Packet Boat Lane would have served passing road traffic and provided accommodation for passengers using the packet boat service.

The proposed demolition of the public house and the construction of a block of flats will destroy a local landmark and eradicate an important reference to the heritage of the nearby canal. The public house is clearly of historic interest and has architectural features worthy of conservation that add to the character of the streetscape.

This prominent building is intrinsically part of London's waterways heritage and has an important role in signifying the historic environment of the canal. We consider that the existing building should be retained and that it could be sympathetically converted to residential use thereby keeping the historic significance of the site evident for public awareness. We would urge the Council to reject the current application and to open further dialogue with the applicant to seek a suitable conservation scheme.

NATS Safeguarding

The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS (En Route) Public Limited Company ("NERL") has no safeguarding objection to the proposal.

Thames Water

With regard to surface water drainage, Thames Water would advise that if the developer follows the sequential approach to the disposal of surface water we would have no objection.

Thames Water would advise that with regard to waste water network and waste water process infrastructure capacity, we would not have any objection to the above planning application, based on the information provided.

Canals and Rivers Trust (CRT)

Based on the information available, our substantive response (as required by the Town and Country Planning (Development Management Procedure (England) Order 2015 (as amended)) is the following advice:

The applicant's planning statement refer's to a heritage statement, however this does not appear to have been submitted with the application and no assessment of the heritage impact of the loss of the building has been made. Only a cursory reference to the site's land use as part of a desktop study has been made.

The nearby Packet Boat Dock to which the Paddington Packet Boats ran, was built in the early 1800s and the Paddington Packet Boat Inn seems to have appeared shortly thereafter. CRT suggest the Council full satisfy themselves that the heritage of the pub has been adequately considered.

Internal Consultees

INTERNAL CONSULTEES

Flood Water Management Officer

The proposals include a two storey basement across the majority of the site area, with the extent of the basement close to adjoining property boundaries. A Basement Impact Assessment has not been included to accompany the application. No information has been provided to determine baseline groundwater levels beneath the site, and no assessment has been provided to consider the impact of the proposed basement on local groundwater levels. The proposed basement may then have an impact on the level of groundwater in the surrounding area. As the proposed basement extends across the full width of the site, there is limited scope to include mitigation measures should any assessment identify potential impacts as a result of the works.

The site lies in Flood Zone 1 and is not shown on Environment Agency mapping to be at risk of surface water flooding. Mapping included in the West London Strategic Flood Risk Assessment (SFRA) identifies that the vicinity of the site has the potential for elevated groundwater.

The applicant has submitted a Surface Water Drainage Strategy (SWDS) to support the application (Ambiental report revision 3.0 dated September 2018). The SWDS sets out the proposals for managing collected surface water, which states that infiltration drainage is unlikely and the site is not sufficiently close to a watercourse for a connection. The proposed discharge location is therefore the Thames Water sewer on High Road that discharges into the River Pinn to the south-east of the site. As the development will extend over the entire site boundary, the current proposals are to

include areas of blue roof on the appropriate roof areas, with a combined restricted runoff from all roof areas of 1l/s in the 1 in 100 year plus 40% climate change event. Other roof areas, and areas of hardstanding are proposed to connect unrestricted into the surface water drainage network prior to discharge into the Thames Water sewer on High Road. The peak rate of runoff from the development is proposed to be 8.9l/s for the 1 in 100 year plus 40% climate change event. While this is greater than greenfield rates, there are limited opportunities within the site layout to provide any additional attenuation storage. The proposals have identified sustainable approaches for managing surface water and we would seek for additional information during the detailed design of the blue roofs, as well as information on the management and maintenance of the entire drainage network.

The Council requires an assessment of the scheme's impact on local groundwater conditions. The Council will only permit basement and other underground development that does not cause harm to the built and natural environment, local amenity, and does not result in flooding or ground instability. A Basement Impact Assessment must be submitted to inform the proposal, which should include an intrusive ground investigation where there is the potential for groundwater to be present. Where groundwater is found, suitable mitigation should be recommended in the assessment.

Officer comment: the flood risk officer's comments have been duly noted and form a reason for refusal.

Waste Strategy Officer

Based on the existing guidance for waste and recycling storage and collection, the minimum storage capacity required is 5830 litres. The current plan indicates only 5500 litres. The developer should provide space for an additional bin, or provide larger 1280 litre bins to accommodate the minimum requirement. A smooth surface which is free from steps or kerbs should be installed from the designated collection point to the vehicle stopping point.

Officer comment: the waste strategy officer's comment has been duly taken into account.

Access Officer

The details of this planning proposal have been reviewed and are fundamentally acceptable from an accessibility standpoint. However, the following planning conditions should be attached to any approval:

1. The development hereby approved shall ensure that 10% of the residential units are constructed to meet the standards for Category 3 M4(3) dwelling, with all remaining units designed to the standards for Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015, and all such provisions shall remain in place for the life of the building.

REASON:

To ensure an appropriate standard of housing stock in accordance with London Plan Policy 3.8 (c) and (d) is achieved and maintained.

2. The development as approved shall ensure that the external environment, to include access gates, landscaping, lighting and car parking are designed to accord with the prescribed standards set out in BS 8300- 1:2018.

REASON:

To ensure a high standard of Inclusive Design in conformity with the requirements of London Plan policy 7.2.

3. Details of the amenity areas and roof terraces shall be submitted which demonstrate an appropriate standard of accessibility for older and disabled people.

REASON: To ensure a high standard of inclusive design is achieved in conformity with the requirements of London Plan policy 7.2.

Officer comment: The access officer's comments have duly been taken into account and are addressed in the main body of the report.

Contaminated Land Officer

The completion of a suitably designed and implemented Phase 2 investigation will provide additional details for revising the initial Conceptual Site Model (CSM) and Preliminary Risk Assessment (PRA) in accordance with the findings from a site specific investigation.

It is therefore recommended that, for clarity (see observations below), the following conditions should be applied:

(i) The development shall not commence until a scheme to deal with contamination has been submitted to the Local Planning Authority (LPA) in accordance with the Supplementary Planning Guidance Document on Land Contamination, and approved by the LPA. All works which form part of the remediation scheme shall be completed before any part of the development is occupied or brought into use unless the Local Planning Authority dispenses with any such requirement specifically and in writing. The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

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

(b) A written method statement providing details of the remediation scheme and how the completion of the remedial works for each phase will be verified shall be agreed in writing with the LPA prior to commencement of each phase, along with the details of a watching brief to address undiscovered contamination. No deviation shall be made from this scheme without the express agreement of the LPA prior to its implementation.

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

(iii) Upon completion of the approved remedial works, this condition will not be discharged until a comprehensive verification report has been submitted to and approved by the LPA. The report shall include the details of the final remediation works and their verification to show that the works for each phase have been carried out in full and in accordance with the approved methodology.

(iv) No contaminated soils or other materials shall be imported to the site. All imported soils for landscaping purposes shall be clean and free of contamination. Before any part of the development is occupied, all imported soils shall be independently tested for chemical contamination, and the results of this testing shall be submitted and approved in writing by the Local Planning Authority. All soils used for gardens and/or landscaping purposes shall be clean and free of contamination.

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

Officer comment: The contaminated land officer's comments have duly been taken into account and are addressed in the main body of the report.

Highways Officer

The development site is located at the junction of the A408 High Road and Packet Boat Lane, south of Uxbridge Town Centre. The A408 High Road is a dual carriageway with a speed limit of 30 mph and street lighting. There is a road safety camera located directly outside of the site.

The site has a PTAL score of 1b, indicating it has limited access to public transport services. The nearest bus stops are located approximately 140 m south of the site on either side of the A408 High Road. These stops serve the 222 service operating between Hounslow and Uxbridge. Three further services are available approximately 780 m south of the site providing access to the wider area, including Hayes and Heathrow Airport. The site has reasonable access to the M4 motorway and the strategic road network beyond.

Whilst there is a limited amount of on-street parking available on Packet Boat Lane, most of the surrounding roads are marked with a single yellow line which permits parking outside of 08:00 to 18:30 hours Monday to Saturday. The area is not within a Parking Management Scheme.

The site was previously used as a public house with vehicular access taken from Packet Boat Lane. The former public house car park provided approximately 18 car parking spaces. The proposed scheme comprises the demolition of the public house (land use class A4, 429.8 sqm GEA) and the redevelopment of the site to form of 36 residential units (land use class C3). The development would have 42 car parking spaces 36 of which would be in a double storey basement.

Vehicular access is retained as existing from Packet Boat Lane, approximately 25 m west of the A408 High Road junction. This location has been chosen to minimise interference with the operation of the A408 High Road/Packet Boat Lane junction.

In the absence of traffic counts for the existing public house, the developer's agent has resorted to using TRICS. The outputs show that the public house would have generated at total of 205 daily vehicular trips. The busiest period being in the PM Peak 17:00 to 18:00 hours when 10 vehicles would arrive and 8 depart.

Again using TRICS, the developer's agent calculates that the proposed development would generate 101 daily vehicular trips, a net reduction of 104 vehicular trips compared to the sites existing use as a public house. However, whilst the proposals exhibit a reduction in movements, because the development is changing from a public house A4 to residential C3 there will be a corresponding change in the nature of the vehicle movements. With the proposed development, the busiest period would be in the AM Peak, there would be a total of 10 vehicular movements, 3 arrivals and 7 departures. In the PM Peak these figures are slightly less, 5 vehicles will arrive and 2 depart.

Applying average vehicle speeds of 19.6 mph westbound and 19.4 mph eastbound, 'Manual for Streets' (MfS) guidance requires a stopping sight distance (SSD) of 25 metres should be achieved. The development achieves the requisite visibility splay to the east an ex-distance of 2.4 m set back from the kerb line, adjusted for bonnet length. To the west, the visibility is limited by an existing refuse store at the neighbouring site. The maximum x-distance at which the required SSD y-distance in accordance with MfS guidance can be achieved is 1.3 metres. The developer proposes to mitigate the limited visibility to the west by using convex safety mirrors on the highway "which would be consulted on with LBH officers and implemented under a s278 agreement". However, the use of the type of mirror proposed is prohibited. Mirrors are classified as a type of road traffic sign by the Department of Transport - road signs are governed by National Traffic Regulations and

Guidelines with which the council must comply as mirrors are not a permitted sign under these regulations the council is not able to install them on the public highway.

Furthermore, whilst the visibility splay to the west can be taken to the centre line to increase the distance, it is observed that on-street parking takes place on the far side edge of the carriageway. It is therefore expected that vehicles travelling eastbound to the junction will be doing so whilst partially over running the near side westbound lane - further necessitating the need for adequate sight lines. The current arrangement poses a risk to road safety.

The total number of car parking spaces proposed is 42no. representing a ratio of car parking spaces to residential/dwelling units of 1.2. The Council's current car parking standards as contained in Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) allow a maximum provision of 54no. car parking spaces. Four of the 42no. car parking spaces would be accessible spaces for disabled people, this figure conforms with the Council's parking standard which requires 10% of all parking spaces to be accessible. All of the remaining car parking spaces would be located on one of two basement floors. Basement floor -1 would have 19no. spaces and basement floor -2 also 19no. spaces. Access to these car parking spaces would be via a one of two car lifts, one serving basement floor -1, the other serving basement floor -2. The developer reports that the time taken for a car to enter the lift, descend, car leave the lift and then return to ground floor level for the next user would be 90 seconds for the lift serving basement floor -1 and 100 seconds for the lift serving basement floor -2. The developer allows 30 seconds for a car to enter and leave the lift. Based on these figures, a full cycle for basement floor -2 would be 2 minutes 40 seconds and 2 minutes 30 seconds for basement floor -1. Access to the car lifts would be from a driveway leading off Packet Boat Lane, this driveway measures 5.2 x 9.5 meters.

The refuse bin storage area would be to the side of this driveway; as there is nowhere for a refuse vehicle to stop within the site all refuse collection would take place from the highway.

The development would have 5no. motorcycle parking spaces all situated on the ground floor and 72no. cycle parking spaces. Four short stay cycle parking spaces would be located within the development in the entrance; the remaining 68no. would be situated on basement floor -1. Cyclist would have to gain access to these parking spaces using the basement floor -1 car lift. Of the 42no. car parking spaces 9no. would have an active electric vehicle charging points.

There are a number of significant highway, traffic and transportation concerns with this application, primarily the parking arrangements. The developer reports that the lift system is able to cope with peak demand, this being a situation where the car park is empty and 38 vehicles wish to park or the car park is full and all 38 vehicles wish to leave. The developer claims that all of these movements can be completed within 60 minutes even if one of the lifts was not working. This claim is fundamentally flawed raising a number of concerns which are discussed below.

The time taken for a lift to make a return trip is based on an assumption that all vehicles enter and leave the car park in an orderly manner. It makes no allowance for real world event such as drivers stalling their vehicle, taking time to align their vehicle or for example pausing to hear a radio announcement.

It is completely unrealistic to assume that vehicles will arrive or wish to leave at regular intervals, or that drivers will wait patiently until it is their turn to use the car lift. Given that drivers will arrive in sporadic intervals, vehicles will queue in line waiting until it is their turn to use the lift. As the driveway is only 9.5 meters long it only has capacity to hold 2 vehicles. Any more vehicles than this would have to queue on Packet Boat Lane, as queues build they would begin to tail back onto A408 High Road presenting a risk to road safety and hindering the free flow of traffic.

Situations will occur where a vehicle is waiting for a lift to arrive and when it arrives and the doors open there is already a vehicle on board wishing to leave. The car waiting to board will block its exit creating a gridlock requiring several vehicles to manoeuvre for the impasse to be resolved.

Notwithstanding the above the developer claims the lift system offers sufficient capacity to cater for peak vehicular demand. However the demands of up to 68 cyclists who will also wish to use the lifts is overlooked.

Situations will also occur where a driver proceeds to park in a basement only to find upon arrival that all spaces are occupied. This eventuality needs to be managed.

The time it takes a driver to wait for a lift, drive on board, descend and then park is very likely to discourage those only wanting to be in their house for a few minutes from using the lift and basement parking. In these situations it is very likely that drivers will fly park on-street creating a risk to road safety and impeding the free flow of traffic.

It has also been noted that when both lifts are in operation, motorcyclists or drivers using the accessible parking spaces will not be able enter or leave the development.

The developer's agent has modelled the impact that the development would have on the junction of A408 High Road North and South with Packet Boat Lane. The methodology used has been checked and the results validated, the junction is shown to operate within capacity, the development is not expected to give rise to further congestion on the local road network.

There are strong highway objections to this planning application. For the reasons outlined above, the proposed car parking arrangement of 2no. car lifts providing access to 2no. levels of basement parking will not work in practice. There are also issues surrounding the limited sight lines that are afforded to drivers leaving the development.

A total developer contribution of £25k is required to fund access improvements to the Grand Union Canal Quietway from Packet Boat Lane. Works will involve opening up the access point on the southern side of Packet Boat Lane, rebuilding the steps including the provision of a channel for riders to wheel their bikes as well as Legible London fingers posts signs. The access on the northern side would be made safer and more convenient to use by resurfacing it with asphalt.

Conservation and Design Officer

The Paddington Packet Boat Public House is an historically interesting building located on the corner of Packet Boat Lane and the High Road and is a notable landmark in the area for its prominent location and its clear historic character in an area characterised by twentieth century development. It is neither nationally nor locally listed but is to be regarded as a non-designated heritage asset and is therefore subject to national and local policies relating to such buildings. Just to the north lie two grade II listed buildings, the late medieval hall house known as The Old Cottage and the seventeenth century Barnacre for which the site forms part of their setting. The building also lies just to the east of the Cowley Lock Conservation Area with which it has a shared history.

The Victoria County History of Middlesex (1962) states that the public house was first licensed in 1804 in connection with the development of the opening of the Paddington arm of the Grand Union Canal which opened in July 1801. Soon after its opening the Grand Junction Canal Company began a passenger boat service from the Paddington Basin up to Cowley where a dock was built to receive the boats. This still survives just to the west of the public house along Packet Boat Lane. The service was successful and so was contracted out first to Henry Weeks and soon after to Thomas Horner who later went on to propose the Regents Canal. The boat was horse drawn and served refreshments and typically took about three hours. It was used both practically as well as recreationally and several appealing prints and documents survive. However, the service lost out to the Omnibus service along the Uxbridge Road and by the 1830s had ceased to operate. The public house would have provided accommodation and further refreshments to the packet boat passengers as well as its crew and travellers along the High Road.

The original building is two storeys with gabled cross wings at either end, by the late nineteenth century an additional wider gabled bay was added to the west end. The elevations are painted render (although the building was originally exposed brick) and the roof is slate. The east elevation has two external chimney stacks, the tops sections of which are rendered. The clay chimney pots are tall and distinctive. There is a further stack protruding from the roof slope on the front elevation and two further now altered stacks between the original building and extension which would once have matched those on the east elevation. The first floor windows are original small paned casements with hood moulds above and the gables have distinctive decorative barge boards. There are three ground floor bay windows under slate roofs the result of later remodelling with two entrance doors to the different bars. Internally there is less architectural interest.

It is proposed to demolish the heritage asset and develop the site with a seven storey building with a two storey basement which will house thirty-six apartments varying in size from one to four bedrooms.

COMMENTS: There are several issues with this application from a conservation perspective. Firstly the impact on the non-designated heritage asset itself and secondly the impact on the setting of the two listed buildings. The impact on the setting of the Cowley Lock Conservation Area is limited due to the distance between the two and the existing development of industrial units and more recently five storey apartment blocks.

The demolition of this historic public house cannot be supported. It would be highly detrimental to the heritage of Cowley with the loss of historic interest as laid out above as well as on a wider scale to the borough of Hillingdon for which the development of the Grand Junction canal is such an important part of the area's history.

The public house survives along with the name of Packet Boat Lane, the canal bridge, the cottages on the west side (now The Waters Edge) and the bridge and dock at Cowley. Together these all form an historic group of structures that owe their construction to the development of the Grand Union Canal. All these are interlinked and represent an important part of the history of the area and in particular the period when the Packet Boats plied their trade between Paddington and Cowley. Cowley Peachey as this part of Cowley was known remained a rustic settlement up until the first world war. The public house along with the listed Old Cottage and Barnacre are all survivals of this village despite the later infill development. Heritage assets are irreplaceable and to demolish the public house would be to wipe out part of the history of the area both in relation to its connection to the canal as well as to the ancient settlement at Cowley Peachey.

The accompanying Heritage Statement understandably reaches different conclusions. In essence it argues that the building is of low significance and that its demolition is therefore acceptable. Although the assessment refers to the four values by which significance is assessed, namely evidential, historical, aesthetic and communal it focuses solely on the building itself which comes under aesthetic and evidential value and ignores the other two values. As laid out above the building has undeniable historic value but it also has communal value particularly the subsection of this identified as social value. This is identified in Historic England's Conservation Principles as "associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence" and that "social values tend to be less dependent on the survival of historic fabric". An historic public house clearly falls within this category and holds value irrespective of later alterations to the building.

In addition the Heritage Statement assesses the building against Hillingdon's criteria for local listing and again down plays the historic/archaeological interest which also includes community significance to find it falls short of the necessary score for local listing. Were this category to be assessed more favourably it would fall into the window for local listing. By ignoring the historic and communal value of this building in favour of narrowly focusing simply on the surviving building the

real significance of the building has been overlooked and misinterpreted and therefore the harm of demolition diminished.

In terms of the impact on the setting of the listed buildings it should be highlighted that there was previously only one house set in a large garden between the pub and the Old Cottage and that was the sum total of buildings at the junction of Packet Boat Lane. So that for approximately two hundred years The Packet Boat Inn has formed a key part of the setting of the two listed buildings, closing the view when they are experienced from the north. To remove it would clearly impact negatively on the setting of the listed buildings.

The Heritage Statement suggests otherwise. It argues that the setting of the listed buildings derives from its garden, domestic curtilage and streetscape and that its setting has been substantially lost and therefore has neutral significance. It also states that the public house and the listed buildings are visually, historically, economically, socially and functionally separate and therefore the setting will remain unaffected by the proposal in line with the Court of Appeal judgement on Catesby Estates. I would argue on the contrary that the buildings are at the very least both visually and historically connected as laid out in their shared proximity within the historic settlement of Cowley Peachey.

While the removal of the public house would further erode the historic village context of the listed buildings the proposed building would add insult to injury. Were the application to be approved the replacement building would be highly detrimental both to the character and appearance of the area but more specifically to the setting of the diminutive listed buildings. The proposed replacement building is seven storeys high with a two storey basement in contrast to the existing two storey building. Were the proposal to be approved the scale and modernity of the apartment block would completely overwhelm the listed buildings in scale. Recent large scale developments have been built along Packet Boat Lane and while not ideal they are at least further from the buildings and five storeys in height and not in direct view in the way that the proposal site is in relation to the listed buildings. The proposal would be highly detrimental to the setting of the listed buildings and should be strongly opposed.

In conclusion, the application should be refused on the basis that the proposal would be harmful to the heritage asset as wholesale demolition is proposed and the non-designated heritage asset is irreplaceable. It is my balanced judgement that the proposal cannot be supported (197 NPPF 2018).

The proposal would also be detrimental to the setting of the two listed buildings and therefore contrary to Planning (Listed Buildings and Conservation Areas) Act 1990 66 (1) and Local Plan HE1. It is also made clear in HE1 that the Council seeks to conserve and enhance the distinctive and varied environment of the borough which includes the Grand Union Canal and its features. While not strictly a feature of the canal, the public house's shared history with the development of the Grand Union Canal suggests that the proposal should be given due consideration under this part of the local plan as well. The proposal would be visually prominent from the canal and the scale, massing and height would sit at odds with the surrounding area, particularly when viewed from the canal. On this basis the proposal should be refused.

Refusal on this basis is recommended.

Officer comment: the conservation officer's comments have duly been taken into account and addressed in the main body of the report.

Trees and Landscaping Officer

There are no trees on site. Any trees that were on site of significance were removed prior to this application being submitted. The front boundary treatment illustrated on plan is misleading. There is insufficient space to plant established mature trees on the front boundary. The lack of soft landscaping and lack of amenity space is a concern. The proposal does not allow for any meaningful

tree planting and landscaping.

Officer comment: the trees and landscaping officer's objections have been duly taken into account and are addressed within the main body of the report.

Sustainability Officer

The proposals presented are not policy compliant with regards to energy. However, I have no objections to the proposed development subject to following S106 comments and proposed condition:

S106

The development fails to meet the zero carbon standards required by the London Plan. It has achieved the 35% minimum reduction target but is still short of the overall 100% reduction target. Either the applicant redesigns the scheme to meet the onsite reduction target or Policy 5.2e of the London Plan is adopted an offsite solution is found through an appropriate contribution. Based on the details submitted the onsite shortfall equates to 28.312tCO₂/annum.

This results in an offsite contribution of £50,961.

Condition

Prior to above ground works, full details of the Photovoltaic Panels as required by the Energy Strategy shall be submitted and approved in writing by the Local Planning Authority. The details shall include the type of panel, the specifications including output of energy and CO₂ savings, the fixing mechanisms to the roof and the maintenance regime to ensure they run efficiently. In addition, the details shall include a sun path analysis and associated commentary on the performance of the panels as related to the proposed orientation and pitch. The details must demonstrate the savings set out in the energy strategy can be achieved. The development must proceed in accordance with the approved details.

Reason

To ensure the development contributes to the reduction of CO₂ in accordance with the London Plan (Policy 5.2).

Air Quality Officer

The application has submitted an air quality report to support the planning application. However, it does not assess the impact of the proposed scheme at the nearby West Drayton/Yiewsley Focus Area. It only assesses the impacts within 200m of the application site which is not sufficient.

In addition, the benchmarks used to calculate the neutral assessment refer to Inner London which have higher emission factors. The application site is in outer London. Therefore I do not have correct/enough information to evaluate the suitability of the proposal in terms of air quality.

Officer comment: the air quality officer's comments have been taken into account and are addressed within the main body of the report.

EPU Officer

In regards to the erection of a 7 storey building and demolition of the Paddington Packet Boat Public House. the acoustic report has demonstrated how internal noise levels will be achieved in accordance with BS 8233 2014 standards.

As there is no mention of plant equipment/installation such a car lift , a noise survey will need to be included so that the applicant has shown clearly how the occupiers of the proposed dwelling will be protected against internal noise and vibration. This application is recommended for refusal.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The importance of pubs is recognised in the NPPF (2018), with Paragraph 92 stating that "to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;
- c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and
- e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services."

The London Plan (2016) paragraph 4.48A also provides explicit recognition of the role that pubs can play in the social fabric of communities, stating the following:

"The Mayor recognises the important role that London's public houses can play in the social fabric of communities (within Policy 3.1B) and recent research highlights the rapid rate of closures over the past decade and the factors behind these. To address these concerns, where there is sufficient evidence of need, community asset value and viability in pub use, boroughs are encouraged to bring forward policies to retain, manage and enhance public houses."

Policy 4.8 of the London Plan (2016) outlines that Local Planning Authorities should take a proactive approach to planning for retailing and related facilities and services and provide a policy framework for maintaining, managing and enhancing local and neighbourhood shopping and facilities which provide local goods and services, and develop policies to prevent the loss of retail and related facilities that provide essential convenience and specialist shopping or valued local community assets, including public houses, justified by robust evidence.

Policy HC7 of the draft London Plan (2017) provides a direction of travel for the continued support and protection of public houses where they are deemed to be of either heritage, economic, social or cultural value. The draft London Plan (2017) however has a large number of outstanding objections still to be determined and the examination in public is yet to conclude. As such, it is not considered that substantial weight should be attached to this document.

Policies CI1 and CI2 of the Local Plan Part 1 - Strategic Policies (2012) also provide the strategic context that the Council will support the retention of existing community and leisure facilities, ensuring that development proposals will not result in the loss of existing leisure and community facilities unless satisfactory alternative provision is made or it can be demonstrated that the asset is no longer needed

The Local Plan Part Two - Saved UDP Policies (2012) includes Policy R11 which outlines the following in regards to the retention of recreation, leisure and community facilities:

"The local planning authority will assess proposals which involve the loss of land or buildings used or whose last authorised use was for education, social, community and health services by taking into account whether:

There is a reasonable possibility that refusal of permission for an alternative use would lead to the retention and continued use of existing facility. Adequate accessible alternative provision is available to meet the foreseeable needs of the existing and potential users of the facility to be displaced. The proposed alternative use accords with the other policies of this plan and contributes to its objectives.

The emerging Local Plan: Part 2 - Development Management Policies (March 2019) was submitted for examination on the 18th May 2018, which also identifies the role of public houses in local communities. Policy DMCI 1: Retention of Existing Community Facilities provides a direction of travel for the continued support and protection of public houses, except where the applicant has demonstrated that the specific use is no longer required on-site.

The evidence submitted by the applicant to justify the loss of the public house is considered to be that within the Planning Statement dated December 2018. The Planning Statement notes:

6 alternative premises have been identified within a 1 mile radius of the application site, including the Waters Edge within a 3-minute walk. The six alternative premises provide a wide range of choice and offer the same facilities between them as the Paddington Packet Boat. The current vacancy of the site following the end of a three year lease in September 2018. However the premise was not actually marketed on the open market as a pub for a reasonable time frame and as such the applicant cannot demonstrate that there is no interest for this premise to continue to operate as a public house.

The site does not benefit from designation as an Asset of Community Value (ACV). Based on the evidence provided it is not considered that the loss of the Paddington Packet Boat would result in a shortfall in the local provision of public houses. However, the evidence regarding the reasonable possibility of the continued use of the site as a public house is more limited relating only to the extension of the existing lease. The applicant has failed to fully address the requirements of the policy. The applicant has failed to demonstrate that there had been marketing of the site more widely for its continued use as a public house. Whilst this may not form a reason for refusal on its own, the loss of the site as a social and community asset is a material consideration that weighs against the development as it is contrary to Emerging Policy DMCI 1 of the Local Plan: Part Two (March 2019).

7.02 Density of the proposed development

The London Plan (2016) defines an suburban setting as 'areas with predominantly lower density development such as, for example, detached and semi-detached houses, predominantly residential, small building footprints and typically buildings of two to three storeys.' The application site lies within a suburban setting.

Policy 3.4 of the London Plan (2016) requires developments to optimise housing output for different locations taking into account local context and character, design principles set out in London Plan (2016) Chapter 7 and public transport capacity. Table 3.2 provides the density matrix in support of this policy. The density matrix therefore suggests a residential

density in the region of 150-200 habitable rooms per hectare for this location. The proposal provides 400 habitable rooms per hectare which far exceeds the recommendation within the London Plan (2016). The proposed scale and density of the development is inappropriate in this context and contrary to Policy 3.4 of the London Plan (2016). It further demonstrates that the scale of development proposed for this site is inappropriate.

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

Section 66 of the Planning (Listed Buildings and Conservation Areas Act) 1990 sets out the statutory duty of Local Planning Authorities in regard to development affecting listed buildings:-

'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.' Policy BE10 seeks to protect the setting of listed buildings.

Policy 197 of the NPPF (2018) requires effect of an application on the significance of a non-designated heritage asset to be taken into account in determining the application. In weighing up applications that affect a non-designated heritage asset, the local planning authority is required to make a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.

Policy 7.8 of the London Plan (2016) notes developments should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate. Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Policy HE1 of the Local Plan Part One (November 2012) notes that the Council will conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape, which includes the Grand Union Canal and its features, listed buildings, conservation areas, historic village cores, locally recognised historic features.

Whilst the application sits outside of the Cowley Lock Conservation Area, it is situated approximately 150m to the west of the application site. The application site is also located within the setting of two grade II listed buildings to the north of the site at a distance of about 65 and 80 metres respectively. They are Barnacre, New Peachey Lane, a 17th-century timber-framed house on a lobby entry plan, and The Old Cottage, High Road, a timber-framed late-medieval hall house of 'Wealden' type, now jettied its full length and with central chimney stack.

The Paddington Packet Boat Public House is an historically interesting building located on the corner of Packet Boat Lane and the High Road and is a notable landmark in the area for its prominent location and its clear historic character in an area characterised by twentieth century development. It is neither nationally nor locally listed but is to be regarded as a non-designated heritage asset and is therefore subject to national and local policies relating to such buildings. Just to the north lie two grade II listed buildings, the late medieval hall house known as The Old Cottage and the seventeenth century Barnacre for which the site forms part of their setting. The building also lies just to the east of the Cowley Lock Conservation Area with which it has a shared history.

The Victoria County History of Middlesex (1962) states that the public house was first licensed in 1804 in connection with the development of the opening of the Paddington arm

of the Grand Union Canal which opened in July 1801. Soon after its opening the Grand Junction Canal Company began a passenger boat service from the Paddington Basin up to Cowley where a dock was built to receive the boats. This still survives just to the west of the public house along Packet Boat Lane. The service was successful and so was contracted out first to Henry Weeks and soon after to Thomas Horner who later went on to propose the Regents Canal. The boat was horse drawn and served refreshments and typically took about three hours. It was used both practically as well as recreationally and several appealing prints and documents survive. However, the service lost out to the Omnibus service along the Uxbridge Road and by the 1830s had ceased to operate. The public house would have provided accommodation and further refreshments to the packet boat passengers as well as its crew and travellers along the High Road.

The original building is two storeys with gabled cross wings at either end, by the late nineteenth century an additional wider gabled bay was added to the west end. The elevations are painted render (although the building was originally exposed brick) and the roof is slate. The east elevation has two external chimney stacks, the tops sections of which are rendered. The clay chimney pots are tall and distinctive. There is a further stack protruding from the roof slope on the front elevation and two further now altered stacks between the original building and extension which would once have matched those on the east elevation. The first floor windows are original small paned casements with hood moulds above and the gables have distinctive decorative barge boards. There are three ground floor bay windows under slate roofs the result of later remodelling with two entrance doors to the different bars. Internally there is less architectural interest.

The conservation officer has commented on this application noting that whilst the existing building is not nationally listed, the historic public house is part of the heritage of Cowley as well as on a wider scale to the borough of Hillingdon for which the development of the Grand Junction canal is such an important part of the area's history.

The public house survives along with the name of Packet Boat Lane, the canal bridge, the cottages on the west side (now The Waters Edge) and the bridge and dock at Cowley. Together these all form an historic group of structures that owe their construction to the development of the Grand Union Canal. All these are interlinked and represent an important part of the history of the area and in particular the period when the Packet Boats plied their trade between Paddington and Cowley. Cowley Peachey as this part of Cowley was known remained a rustic settlement up until the first world war. The public house along with the listed Old Cottage and Barnacre are all survivals of this village despite the later infill development. Heritage assets are irreplaceable and to demolish the public house would be to wipe out part of the history of the area both in relation to its connection to the canal as well as to the ancient settlement at Cowley Peachey.

The supporting Heritage Statement submitted by the applicant argues that the building is of low significance and its demolition is therefore acceptable. The conservation officer has reviewed the heritage statement and notes that although the assessment refers to the four values by which significance is assessed, namely evidential, historical, aesthetic and communal it focuses solely on the building itself which comes under aesthetic and evidential value and ignores the other two values. As laid out above the building has undeniable historic value but it also has communal value particularly the subsection of this identified as social value. This is identified in Historic England's Conservation Principles as "associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence" and that "social values tend to be less dependent on the survival of historic fabric". An historic public house clearly falls within this category and

holds value irrespective of later alterations to the building.

In addition the Heritage Statement assesses the building against Hillingdon's criteria for local listing and again down plays the historic/archaeological interest which also includes community significance to find it falls short of the necessary score for local listing. Were this category to be assessed more favourably it would fall into the window for local listing. By ignoring the historic and communal value of this building in favour of narrowly focusing simply on the surviving building the real significance of the building has been overlooked and misinterpreted and therefore the harm of demolition diminished.

In terms of the impact on the setting of the listed buildings it should be highlighted that there was previously only one house set in a large garden between the pub and the Old Cottage and that was the sum total of buildings at the junction of Packet Boat Lane. So that for approximately two hundred years The Packet Boat Inn has formed a key part of the setting of the two listed buildings, closing the view when they are experienced from the north. The proposal would clearly impact negatively on the setting of the listed buildings.

The Heritage Statement suggests otherwise. It argues that the setting of the listed buildings derives from its garden, domestic curtilage and streetscape and that its setting has been substantially lost and therefore has neutral significance. It also states that the public house and the listed buildings are visually, historically, economically, socially and functionally separate and therefore the setting will remain unaffected by the proposal inline with the Court of Appeal judgement on Catesby Estates. On the contrary the buildings are both visually and historically connected as laid out in their shared proximity within the historic settlement of Cowley Peachey.

The replacement building would be highly detrimental both to the character and appearance of the area but more specifically to the setting of the diminutive listed buildings. The proposed replacement building is seven storeys high with a two storey basement in contrast to the existing two storey building. Were the proposal to be approved the scale and modernity of the apartment block would completely overwhelm the listed buildings in scale. Whilst recent large scale developments have been built along Packet Boat Lane and are not ideal they are further from the buildings and five storeys in height and not in direct view in the way that the proposal site is in relation to the listed buildings. The proposal would be highly detrimental to the setting of the listed buildings and should be strongly opposed.

The proposal would be harmful to the heritage asset as wholesale demolition is proposed of a non-designated heritage asset that is irreplaceable. The benefit of new residential units within this location does not outweigh the harm which is the total loss of a non-designated heritage asset. The proposal would also be detrimental to the setting of the two listed buildings and therefore contrary to Planning (Listed Buildings and Conservation Areas) Act 1990 66 (1) and Local Plan HE1. It is also made clear in HE1 that the Council seeks to conserve and enhance the distinctive and varied environment of the borough which includes the Grand Union Canal and its features. While not strictly a feature of the canal, the public house's shared history with the development of the Grand Union Canal is also a material consideration. The total loss of the existing building and its replacement with a 7-storey flatted development with a 2-storey basement is contrary to Policy HE1 of the Local Plan: Part One (November 2012), Policy 7.8 of the London Plan (2016) and Paragraph 197 of the NPPF (2018).

7.04 Airport safeguarding

The proposal does not give rise to any concerns regarding airport or aerodrome

safeguarding.

7.05 Impact on the green belt

Policy OL5 of the Local Plan: Part Two (November 2012) seeks to protect the visual amenities of the Green Belt from development proposals adjacent to it. Policy BE13 of the UDP are concerned with the layout and appearance of new development.

The application site does not lie within the Green Belt and the nearest Green Belt is situated approximately 150m to the west of the application site. Whilst it is separated by the canal and Packet Boat House, at 7-storeys, the proposal would be the highest building that would be readily visible from the nearby Green Belt and would harm the context of the Green Belt. The proposal would therefore result in some impact on the visual amenities of the nearby Green Belt, however a reason for refusal on this basis could not be sustained as it does not directly impact the openness of the Green Belt.

7.07 Impact on the character & appearance of the area

Paragraph 127 of the NPPF (2018) states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

London Plan Policy 7.1 (2016) sets out a series of overarching design principles for development in London and policy 7.6 seeks to promote world-class, high quality design and design-led change in key locations. In addition to Chapter 7, London Plan policies relating to sustainable design and construction (5.3) are also relevant.

Policy BE1 of the Hillingdon Local Plan: Part 1(November 2012) sets out a number of criteria for the design of new development. With regard to local character, it states that new development should be appropriate to the identity and context of Hillingdon's townscapes, make a positive contribution to the local area in terms of layout, form and scale and not result in the inappropriate development that erode the character of suburban areas.

Policy BE13 of the Hillingdon Local Plan: Part Two (November 2012) states that new development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the local planning authority considers it desirable to retain or enhance. Policy BE19 of the Hillingdon Local Plan: Part Two (November 2012) seeks to ensure that development within existing residential areas complements or improves the amenity and character of the area whilst Policy BE26 of the Hillingdon Local Plan: Part Two (November 2012) further emphasises that within town centres the design, layout and landscaping of new buildings will be expected to reflect the role, overall scale and character of the town centres as a focus of shopping and employment activity.

As noted above, the Paddington Packet Boat Public House is a historically interesting building located on the corner of Packet Boat Lane and the High Road. It is a notable landmark in the area for its prominent location and its clear historic character. The proposal would involve the loss of the existing building and replacement with a staggered building upto 7-storeys. The proposal includes a footprint that covers the majority of the site and fails to provide relief, adequate good quality amenity space for future occupants and it fails to set back the building from the street. The resulting building is excessively bulky and the height fails to relate to the immediate context of the High Road where the building is most prominent.

Whilst the architectural styles are varied within the local area, a common feature is that buildings are generally set well back from the street. High Road in particular features a very

domestic scale of buildings. This application is positioned on a very prominent corner and the proposal seeks to provide a building that maximises its footprint. Both the scale and the height of the proposed development would be uncharacteristic within the streetscene. Due to its extensive site coverage the proposal dominates the neighbouring buildings and it would look particularly out of character and out of context in views looking south.

The grey tonal facing brickwork with timber cladding and grey cladding panels at 5th and 6th floor levels would give this building an industrial look and feel which is uncharacteristic within the area. The proposed use of material will further detract from the streetscene and character of the area. The proposal is contrary to Policy BE1 of the Local Plan: Part One (November 2012), Policy BE13 of the Local Plan: Part Two (November 2012 and Chapter 7 of the London Plan (2016).

7.08 Impact on neighbours

Policy BE21 requires new residential developments to be designed to protect the outlook of adjoining residents. The design guide 'Residential Layouts' advises that for two or more storey buildings, adequate distance should be maintained to avoid over dominance. A minimum distance of 15 metres is required, although this distance will be dependent on the extent and bulk of the buildings. The Council's HDAS further provides guidance in respect of privacy, in particular, that the distance between habitable room windows should not be less than 21 metres. In this regard, the proposed unit windows are separated from other dwelling windows by more than 21 metres, which is consistent with the Council's Supplementary Planning Guidance.

Planning permission was granted at the neighbouring Packet Boat House under planning ref: 20545/APP/2012/2848 (06-06-13) for alterations, additions and conversion of existing building to create 41 flats with associated car parking, refuse and recycling facilities, amenity space and landscaping. Flats 10, 21, 22, 37, 38 and 39 of Packet Boat House face onto the application site and although Packet Boat House appears not to have been completed in accordance with the consented plans, the consent has been implemented and it could be completed at a later date. This application proposal encompasses its footprint and would be built upto its footprint leaving between a 2-8m gap between the application site and the flatted development at Packet Boat House.

Given the distance of 2-8m between Packet Boat House and the proposed development, the first floor terrace would be significantly overlooked by the existing/consented units at Packet Boat House. The proposal could result in overlooking into the gardens of Linden Terrace from the proposed terraces and balconies. Whilst overlooking could be potentially mitigated through screening, this would result in a further built up appearance of the proposed development and limit the level of natural light for future occupants.

It is also to be noted that the dwelling houses opposite along Packet Boat Lane are situated approximately 17.5m from the application site. Whilst this arrangement is not uncommon, where this relationship does exist on existing residential streets, residential units are usually dual aspect so there are other sources of natural light and outlook. This development is proposed to be built upto its boundary. The proposed units are single aspect and north facing, their only source of outlook, natural light and amenity is on this elevation and there is the potential for overlooking between facing windows at ground and first floor levels on the north elevation and the existing houses on Packet Boat Lane.

This application has not been supported by a daylight and sunlight report and due to its height, scale and mass, the proposal could result in overshadowing and the loss of light particularly to the flatted development at Packet Boat House and Linden Terrace. In the

absence of a daylight and sunlight assessment, the proposal is contrary to Policy BE21 of the Local Plan: Part Two (November 2012) and Council's HDAS (2006).

Noise

Policy 3.5 of the London Plan (2016) requires the design of new housing developments to consider elements that enable the home to become a comfortable place of retreat. Traffic noise and adjacent uses can hamper the quiet enjoyment of homes.

The noise report has been submitted in support of the application which has been reviewed the Environmental Protection Officer who notes the noise report has failed to take account of plant equipment and noise and vibrations from the proposed car lift. In the absence of this information, the proposed car lift could result in noise and disturbance to existing and future residents and therefore the proposal fails to accord with Policy 3.5 of the London Plan (2016).

7.09 Living conditions for future occupiers

UNIT SIZES

The London Plan (2016) sets out minimum sizes for various sized residential units. The applicant submitted plans which demonstrate the proposed sizes meet minimum floor space standards. The scheme accords with the London Plan (2016) minimum standard and is therefore considered acceptable.

INTERNAL LAYOUT AND ACCOMMODATION

Policy 3.5 of the London Plan (2016) requires the design of new housing developments to consider elements that enable the home to become a comfortable place of retreat. Traffic noise and adjacent uses can hamper the quiet enjoyment of homes.

Standard 28 of the London Plan Housing SPG (2016) requires the developments to demonstrate how habitable rooms within each dwelling are provided with an adequate level of privacy in relation to neighbouring property, the street and other public spaces.

Paragraph 4.7 of the HDAS (2006) notes consideration will be given to the ability of residential developments to provide high standards of interior qualities to guarantee satisfactory indoor living space and amenities. Significant thought has been given to the design of the units to ensure the future occupiers of receive adequate light and a comfortable living environment. It is considered that the generous space provided for the units, and the size and angle of the windows would provide a well lit and a good quality habitable accommodation.

This application is not supported by a report which assesses daylight and sunlight to the windows of the proposed flats so whilst the proposed units meet space standards, the over reliance on narrow angled windows to provide some form of outlook but avoid direct overlooking could fail to provide adequate light to habitable rooms. Insufficient information has been provided to judge the quality of light to the proposed accommodation.

Furthermore, the design of the proposed units on the northern part are mostly single aspect north facing units. The failure to set back the building to provide some relief from traffic generating uses and a meaningful visual buffer would result in poor quality of living space with amenity spaces being exposed to passing traffic which carries significant weight against the proposal.

EXTERNAL LAYOUT

Policy BE23 of the Local Plan:Part Two (November 2012) requires the provision of external amenity space, sufficient to protect the amenity of the occupants of the proposed and surrounding buildings and which is usable in terms of its shape and siting. The Council's SPD Residential Layouts specifies amenity space standards for flats.

Hillingdon Design and Accessibility Statement (HDAS) Supplementary Planning Document - Residential layouts, suggests that the following shared amenity space for flats is provided:

- 1 bedroom flat - 20m² per flat
- 2 bedroom flat - 25m² per flat
- 3+ bedroom flat - 30m² per flat

Based on the current accommodation schedule the required amenity space provision would be 860 sq.m. The current development proposal provides approximately 332 sq.m of amenity space. Whilst the applicant has included the defensive buffer at ground floor level as amenity space, in accordance with Paragraph 4.16 (2) of the HDAS (2006) areas that are closely overlooked from roads, footpaths or windows to habitable rooms of adjoining properties will not be included in calculations of private useable garden space the area has been discounted (as they create 'front gardens' rather than good quality, useable amenity space. The proposal falls well short of the required amount of private and communal amenity space. This further demonstrates that the quantum of development is excessive for this site and the proposal is contrary to Policy BE23 of the Local Plan: Part Two (November 2012) and HDAS (2006).

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Paragraph 109 of the NPPF (2018) notes developments should only be refused on highways grounds if there would be an unacceptable impact on highways safety, or residual cumulative impacts on the road network would be severe.

Policy 6.10 of the London Plan (2016) notes that development should ensure high quality pedestrian environments and emphasise the quality of the pedestrian and street space and Policy 6.11 seeks to maintain an efficient road network for movement and access.

Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) are concerned with traffic generation, road capacity, onsite parking and access to public transport. In particular AM7 (ii) advises that the Local Planning Authority will not grant permission for developments whose traffic generation is likely to prejudice the conditions of general highway or pedestrian safety. Policy AM14 states that new development will only be permitted where it is in accordance with the Council's adopted Car Parking Standards.

Emerging Policy DMT1 (March 2019) requires new development to maximise safe, convenient and inclusive accessibility to, and from within developments for pedestrians, cyclists and public transport users.

The development site is located at the junction of the A408 High Road and Packet Boat Lane, south of Uxbridge Town Centre. The A408 High Road is a dual carriageway with a speed limit of 30 mph and street lighting. There is a road safety camera located directly outside of the site.

The site has a PTAL score of 1b, indicating it has limited access to public transport

services. The nearest bus stops are located approximately 140 m south of the site on either side of the A408 High Road. These stops serve the 222 service operating between Hounslow and Uxbridge. Three further services are available approximately 780 m south of the site providing access to the wider area, including Hayes and Heathrow Airport. The site has reasonable access to the M4 motorway and the strategic road network beyond.

There is a limited amount of on-street parking available on Packet Boat Lane, most of the surrounding roads are marked with a single yellow line which permits parking outside of 08:00 to 18:30 hours Monday to Saturday. The area is not within a Parking Management Scheme.

The site was previously used as a public house with vehicular access taken from Packet Boat Lane. The former public house car park provided approximately 18 car parking spaces. The proposed scheme comprises the demolition of the public house and the redevelopment of the site to form of 36 residential units (land use class C3). The development would have 42 car parking spaces 36 of which would be in a double storey basement.

Vehicular access is retained as existing from Packet Boat Lane, approximately 25 m west of the A408 High Road junction. This location has been chosen to minimise interference with the operation of the A408 High Road/Packet Boat Lane junction.

In the absence of traffic counts for the existing public house, the developer's agent has resorted to using TRICS. The outputs show that the public house would have generated a total of 205 daily vehicular trips. The busiest period being in the PM Peak 17:00 to 18:00 hours when 10 vehicles would arrive and 8 depart.

Using TRICS, the developer's agent calculates that the proposed development would generate 101 daily vehicular trips, a net reduction of 104 vehicular trips compared to the sites existing use as a public house. However, whilst the proposals exhibit a reduction in movements, because the development is changing from a public house A4 to residential C3 there will be a corresponding change in the nature of the vehicle movements. With the proposed development, the busiest period would be in the AM Peak, there would be a total of 10 vehicular movements, 3 arrivals and 7 departures. In the PM Peak these figures are slightly less, 5 vehicles will arrive and 2 depart.

The highways officer notes the proposed sight lines are substandard. Furthermore, whilst the visibility splay to the west can be taken to the centre line to increase the distance, it is observed that on-street parking takes place on the far side edge of the carriageway. It is therefore expected that vehicles travelling eastbound to the junction will be doing so whilst partially over running the near side westbound lane - further necessitating the need for adequate sight lines. The current arrangement poses a significant risk to road safety and is considered to be contrary to Policy AM7 of the Local Plan: Part Two (November 2012).

The total number of car parking spaces proposed is 42no. representing a ratio of car parking spaces to residential/dwelling units of 1.2. The Council's current car parking standards as contained in Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) allow a maximum provision of 54no. car parking spaces. Four of the 42no. car parking spaces would be accessible spaces for disabled people, this figure conforms with the Council's parking standard which requires 10% of all parking spaces to be accessible. All of the remaining car parking spaces would be located on one of two basement floors.

Basement floor -1 would have 19no. spaces and basement floor -2 also 19no. spaces. Access to these car parking spaces would be via one of two car lifts, one serving basement floor -1, the other serving basement floor -2. The developer reports that the time taken for a car to enter the lift, descend, leave the lift and then return to ground floor level for the next user would be 90 seconds for the lift serving basement floor -1 and 100 seconds for the lift serving basement floor -2. The developer allows 30 seconds for a car to enter and leave the lift. Based on these figures, a full cycle for basement floor -2 would be 2 minutes 40 seconds and 2 minutes 30 seconds for basement floor -1. Access to the car lifts would be from a driveway leading off Packet Boat Lane, this driveway measures 5.2 x 9.5 meters.

The refuse bin storage area would be to the side of this driveway; as there is nowhere for a refuse vehicle to stop within the site all refuse collection would take place from the highway. The development would have 5no. motorcycle parking spaces all situated on the ground floor and 72no. cycle parking spaces. Four short stay cycle parking spaces would be located within the development in the entrance; the remaining 68no. would be situated on basement floor -1. Cyclists would have to gain access to these parking spaces using the basement floor -1 car lift. Of the 42no. car parking spaces 9no. would have an active electric vehicle charging points.

There are a number of significant highway, traffic and transportation concerns with this application, primarily the parking arrangements. The developer reports that the lift system is able to cope with peak demand, this being a situation where the car park is empty and 38 vehicles wish to park or the car park is full and all 38 vehicles wish to leave. The developer claims that all of these movements can be completed within 60 minutes even if one of the lifts was not working. This claim is fundamentally flawed raising a number of concerns which are discussed below.

The time taken for a lift to make a return trip is based on an assumption that all vehicles enter and leave the car park in an orderly manner. It makes no allowance for real world event such as drivers stalling their vehicle, taking time to align their vehicle or for other delays.

It is completely unrealistic to assume that vehicles will arrive or wish to leave at regular intervals, or that drivers will wait patiently until it is their turn to use the car lift. Given that drivers will arrive in sporadic intervals, vehicles will queue in line waiting until it is their turn to use the lift. As the driveway is only 9.5 meters long it only has capacity to hold 2 vehicles. Any more vehicles than this would have to queue on Packet Boat Lane, as queues build they would begin to tail back onto A408 High Road presenting a risk to road safety and hindering the free flow of traffic.

Situations will occur where a vehicle is waiting for a lift to arrive and when it arrives and the doors open there is already a vehicle on board wishing to leave. The car waiting to board will block its exit creating a gridlock requiring several vehicles to manoeuvre for the impasse to be resolved.

Notwithstanding the above the developer claims the lift system offers sufficient capacity to cater for peak vehicular demand. However the demands of up to 68 cyclists who will also wish to use the lifts is overlooked. Situations will also occur where a driver proceeds to park in a basement only to find upon arrival that all spaces are occupied. This eventuality needs to be managed.

The time it takes a driver to wait for a lift, drive on board, descend and then park is very likely to discourage those only wanting to be in their house for a few minutes from using the lift and basement parking. In these situations it is very likely that drivers will fly park on-street creating a risk to road safety and impeding the free flow of traffic. It has also been noted that when both lifts are in operation, motorcyclists or drivers using the accessible parking spaces will not be able enter or leave the development. The developer's agent has modelled the impact that the development would have on the junction of A408 High Road North and South with Packet Boat Lane. The methodology used has been checked and the results validated, the junction is shown to operate within capacity, the development is not expected to give rise to further congestion on the local road network, except that identified above.

The Transport Assessment notes that refuse collection and servicing is to be provided on-street, outside the vehicular access point on Packet Boat Lane, which is unmarked and allows for parking and loading.

On the day prior to bin collection day, the bins will be moved from the bin storage area inside the site to a bin collection area next to the vehicular access point which has been marked up on plan ref: 02-03-000 Rev. H, this arrangement is considered to be acceptable. However, it is noted that the current pedestrian environment on this side of Packet Boat Lane is poor, the proposal fails to address this or contribute to an improved pedestrian environment contrary to Policy 6.10 of the London Plan (2016).

This application would compromise highways safety and the highways officer has raised strong objections to this planning application specifically noting that the proposed car parking arrangement of 2no. car lifts providing access to 2no. levels of basement parking will not work in practice and the limited sight lines that are afforded to drivers leaving the development would prejudice pedestrian and vehicular movement contrary to Policy AM7 and AM14 of the Local Plan: Part Two (November 2012).

7.11 Urban design, access and security

Matters relating to urban design have been covered elsewhere in the report.

7.12 Disabled access

Policy 7.2 of the London Plan (2016) require all new development in London to achieve the highest standards of accessible and inclusive design and supports the principles of inclusive design which seek to ensure that developments:

- a can be used safely, easily and with dignity by all regardless of disability, age, gender, ethnicity or economic circumstances
- b are convenient and welcoming with no disabling barriers, so everyone can use them independently without undue effort, separation or special treatment
- c are flexible and responsive taking account of what different people say they need and want, so people can use them in different ways
- d are realistic, offering more than one solution to help balance everyone's needs, recognising that one solution may not work for all.

The access officer has commented on this application noting it is broadly acceptable from an accessibility perspective. Should this application have been considered acceptable, a suitably worded condition would have been secured requiring details of compliance with M4(2) and M4(3) set out in Approved Document M to the Building Regulations (2010) 2015

7.13 Provision of affordable & special needs housing

Policy 3.11 of the London Plan (2016) and Policy H2 of the Local Plan: Part One

(November 2012) require a minimum of 35% of units within developments of 10 or more units to be delivered as affordable housing.

The London Plan policies 3.11 and 3.12 require, boroughs to, amongst other matters, identify targets for the level of affordable housing provision to meet the capitals needs and to negotiate the maximum reasonable amount in any scheme.

The Mayor's Affordable Housing and Viability SPG (2017) states the preferred tenure split is for schemes to deliver:

- At least 30% low cost rent (social rent or affordable rent) with rent set at levels that the LPA considers 'genuinely affordable';
- At least 30% as intermediate products; and
- The remaining 40% to be determined by the relevant LPA. The London Borough of Hillingdon has determined that this 40% should be delivered as low cost rent (social rent or affordable rent). This approach is consistent with Policy H2 of the Local Plan: Part One (November 2012) and emerging Policy DMH 7 of the Local Plan: Part Two (March 2019).

There is a requirement to achieve the maximum amount of affordable housing on development sites and that regard will be had to viability. The applicant has submitted a viability report in support of the application which was reviewed independently. The applicant's submitted viability assessment indicates that the residual land value of the proposed scheme produces an overall deficit when compared against the Benchmark Land Value and therefore concludes that the scheme is unable to provide any affordable housing.

It is noted that the Applicant's adopted Existing Use Value equates to £6.67 m per acre whereas the proposed 100% private scheme residual land value reflects a value of £2.49 m per acre which is less than half the value attributed to the site's existing use. The NPPF's benchmark for viability appraisal is that it should take account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

The nppf is clear that "in all cases, land or site value should: reflect policy requirements and planning obligations and, where applicable, any Community Infrastructure Levy charge".

The Mayor's Affordable Housing and Viability SPG (2017) makes it clear that (page 39) "it is not appropriate within a development appraisal to apply a fixed land value as an input which is based on price paid for land or a purely aspirational sum sought by a landowner. Reliance on land transactions for sites that are not genuinely comparable or that are based on assumptions of low affordable housing delivery, excessive densities, or predicted value growth, may lead to inflated site values."

The independent viability assessment found that the applicant's viability assessment indicates that the scheme comprising wholly private residential units and zero affordable housing provision produces a residual land value of £597,987 which compared to his opinion of Benchmark Land Value (BLV) of £1,760,000 results in a project deficit of £-1,162,013. The applicant's assessment of Existing Use Value (EUV) appears to reflect the purchase price, which according to the independent assessor, is clearly overstated.

The independent assessors found that although when set against the reduced Benchmark Land Value of £850,000, the scheme produces an overall deficit of £-337,013. This value is significantly at odds with the applicant's and raises questions over accuracy which the council and the applicant have failed to resolve. The outcome of this is that that proposed development fails to make appropriate provision of on-site affordable housing. The proposal is therefore contrary to Policies 3.10-3.12 of the London Plan (2016), Policy H2 of the Local Plan: Part One (November 2012) and paragraphs 62-64 of the NPPF (2018).

7.14 Trees, landscaping and Ecology

Policy BE38 of the Local Plan: Part Two (November 2012) states, amongst other things that development proposals will be expected to retain and utilise topographical and landscape features of merit.

The trees and landscaping officer has commented on the application noting there are no trees on site. Any trees that were on site of significance were removed prior to this application being submitted.

The officer notes that the front boundary treatment illustrated on plan is misleading. There is insufficient space for meaningful soft landscaping on the front boundary. The lack of soft landscaping and lack of amenity space is a concern and the proposal is considered to be contrary to Policy BE38 of the Local Plan: Part Two (November 2012).

7.15 Sustainable waste management

The waste and recycling officer has commented on the application noting that based on the existing guidance for waste and recycling storage and collection, the minimum storage capacity required is 5830 litres. The current plan indicates only 5,500 litres. Whilst this could be secured by way of a planning condition, the applicant fails to demonstrate that a safe and convenient space for waste storage and collection can be provided without causing conflicting movements to other road users compromising highways safety. Should this application be considered acceptable, the refuse store would have been subject to a planning condition.

7.16 Renewable energy / Sustainability

The sustainability officer has commented on this application noting the development as submitted does not comply with planning policy 5.2 of the London Plan (2016) as the the scheme is not zero carbon. However, should the application be found acceptable a Section 106 clause requiring an offsite contribution in line with Policy 5.2e of the London Plan (2016) of £50,961. Details of PV panels would also be secured by way of a condition.

7.17 Flooding or Drainage Issues

Policy 5.13 of the London Plan (2016) states that development proposals should use sustainable urban drainage systems (SuDs) unless there are good reasons for not doing so and that developments should aim to achieve green-field run-off rates. Policy 5.15 goes on to confirm that developments should also minimise the use of mains water by incorporating water saving measures and equipment.

The flood water management officer has commented on this application noting the proposals include a two storey basement across the majority of the site area, with the extent of the basement close to adjoining property boundaries. A Basement Impact Assessment has not been included to accompany the application.

No information has been provided to determine baseline groundwater levels beneath the site, and no assessment has been provided to consider the impact of the proposed basement on local groundwater levels. The proposed basement may then have an impact on the level of groundwater in the surrounding area. As the proposed basement extends

across the full width of the site, there is limited scope to include mitigation measures should any assessment identify potential impacts as a result of the works.

The site lies in Flood Zone 1 and is not shown on Environment Agency mapping to be at risk of surface water flooding. Mapping included in the West London Strategic Flood Risk Assessment (SFRA) identifies that the vicinity of the site has the potential for elevated groundwater.

The applicant has submitted a Surface Water Drainage Strategy (SWDS) to support the application (Ambiental report revision 3.0 dated September 2018). The SWDS sets out the proposals for managing collected surface water, which states that infiltration drainage is unlikely and the site is not sufficiently close to a watercourse for a connection. The proposed discharge location is therefore the Thames Water sewer on High Road that discharges into the River Pinn to the south-east of the site.

As the development will extend over the entire site boundary, the current proposals are to include areas of blue roof on the appropriate roof areas, with a combined restricted runoff from all roof areas of 1l/s in the 1 in 100 year plus 40% climate change event. Other roof areas, and areas of hardstanding are proposed to connect unrestricted into the surface water drainage network prior to discharge into the Thames Water sewer on High Road. The peak rate of runoff from the development is proposed to be 8.9l/s for the 1 in 100 year plus 40% climate change event. While this is greater than greenfield rates, there are limited opportunities within the site layout to provide any additional attenuation storage.

The proposals have identified sustainable approaches for managing surface water and we would seek for additional information during the detailed design of the blue roofs, as well as information on the management and maintenance of the entire drainage network.

The Council requires an assessment of the scheme's impact on local groundwater conditions. The Council will only permit basement and other underground development that does not cause harm to the built and natural environment, local amenity, and does not result in flooding or ground instability.

In the absence of a Basement Impact Assessment to inform the proposal, which includes details of an intrusive ground investigation where there is the potential for groundwater to be present, the proposal could increase groundwater flood risk contrary to Policy EM6, Policy DMHD 3 Basement Development in emerging Hillingdon Local Plan Part 2 Development Management Policies (March 2019), Policy 5.12 Flood Risk Management of the London Plan (March 2016), National Planning Policy Framework (2019); and the Planning Practice Guidance (Flood Risk and Coastal Change March 2014).

7.18 Noise or Air Quality Issues

Noise

The Government's National Planning Policy Framework (NPPF 2018) gives the Government's guidance on noise issues. Policy 7.15 of the London Plan (2016) seeks to reduce noise and minimise the existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals.

The Council's Environmental Protection Unit have reviewed the submitted details and have commented that there is no mention of plant equipment or the installation of a car lift within the development which could result in undue noise and vibration to existing and future occupants. In this case, the nearby flatted development at Packet Boat House is only 2-8m

away and therefore in very close proximity to the proposed car lift. As such the applicant has failed to demonstrate the proposal would not result in noise and disturbance to future occupants contrary to Policy 7.15 of the London Plan (2016).

Air Quality

Policy 7.14 of the London Plan (2016) requires developments to at least be Air Quality Neutral and not lead to further deterioration of existing poor air quality, particularly in Air Quality Management Areas.

The assessment has included the provision of air quality monitoring which has indicated. The applicant has submitted an air quality report to support the planning application. However, it does not assess the impact of the proposed scheme to the nearby West Drayton/Yiewsley Focus Area. It only assesses the impacts within 200m of the application site which is not sufficient. In addition, the benchmarks used to calculate the neutral assessment refer to Inner London which have higher emission factors. The application site is in outer London. Therefore, the applicant has failed to provide correct and sufficient information to evaluate the suitability of the proposal in terms of air quality. In the absence of this information, the proposal is contrary to Policy 7.14 of the London Plan (2016).

7.19 Comments on Public Consultations

Comments on public consultations have been addressed elsewhere in this report.

7.20 Planning obligations

The Council's Section 106 Officer has reviewed the proposal, as have other statutory consultees. The comments received indicate the need for the following contributions or planning obligations to mitigate the impacts of the development. As the application is being recommended for refusal, no negotiations have been entered into with the developer in respect of these contributions. However, if the application were to be considered for approval, the following heads of terms would have been pursued:

1. Highways: in line with the SPD and depending upon the views of the highways engineer any and all highways works will be required to be met by the applicant, including s278 works.
2. Affordable Housing: In line with the SPD and current planning policy 35% of the scheme is required to be delivered as affordable housing with the tenure and mix to be agreed by the Council. In this case, a review mechanism has not been secured.
3. Construction Training: Either a construction training scheme delivered during the construction phase of the development or a financial contribution.
4. £25k to fund access improvements to the Grand Union Canal Quietway from Packet Boat Lane.
5. Contributions towards security measures on land adjacent to the site.
6. Carbon Off-set of £50,961
7. Travel Plan plus £20,000 Bond
8. Project Management and Monitoring Fee.

No legal agreement to address these issue has been offered. As such, the proposal fails to

comply with Policy R17 of the UDP and it is recommended the application should be refused.

Community Infrastructure Levy (CIL)

In addition to S106 contributions the Council has adopted its own Community Infrastructure Levy (CIL) with a charge of £95 per square metre of gross internal residential floor area. This application is CIL liable with respect to new floorspace being created.

In addition to the London Borough of Hillingdon CIL, the Mayor of London's Community Infrastructure Levy (CIL) has introduced a charging system within Hillingdon of £60 per square metre of gross internal floor area to be paid to the GLA to go towards the funding of Crossrail. This application is CIL liable with respect to new floorspace being created.

7.21 Expediency of enforcement action

There are no enforcement issues relating to this site.

7.22 Other Issues

No other issues identified.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning

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

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

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

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

The proposed scheme is considered to be an over development of the site, resulting in an unacceptable level of site coverage, layout, density. The proposal would result in the loss of a non designated heritage asset and result in a detrimental impact on heritage assets, the character of the streetscene, a detrimental impact on neighbouring residents, insufficient standard of living for future occupiers, unacceptable drainage strategy, air quality, waste collection arrangements and highways safety.

As such the proposed scheme fails to accord with policies contained within the Hillingdon Local Plan: Part 1- Strategic Policies (8th November 2012), Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), the London Plan 2016 and the National Planning Policy Framework (NPPF 2018).

Refusal is therefore recommended.

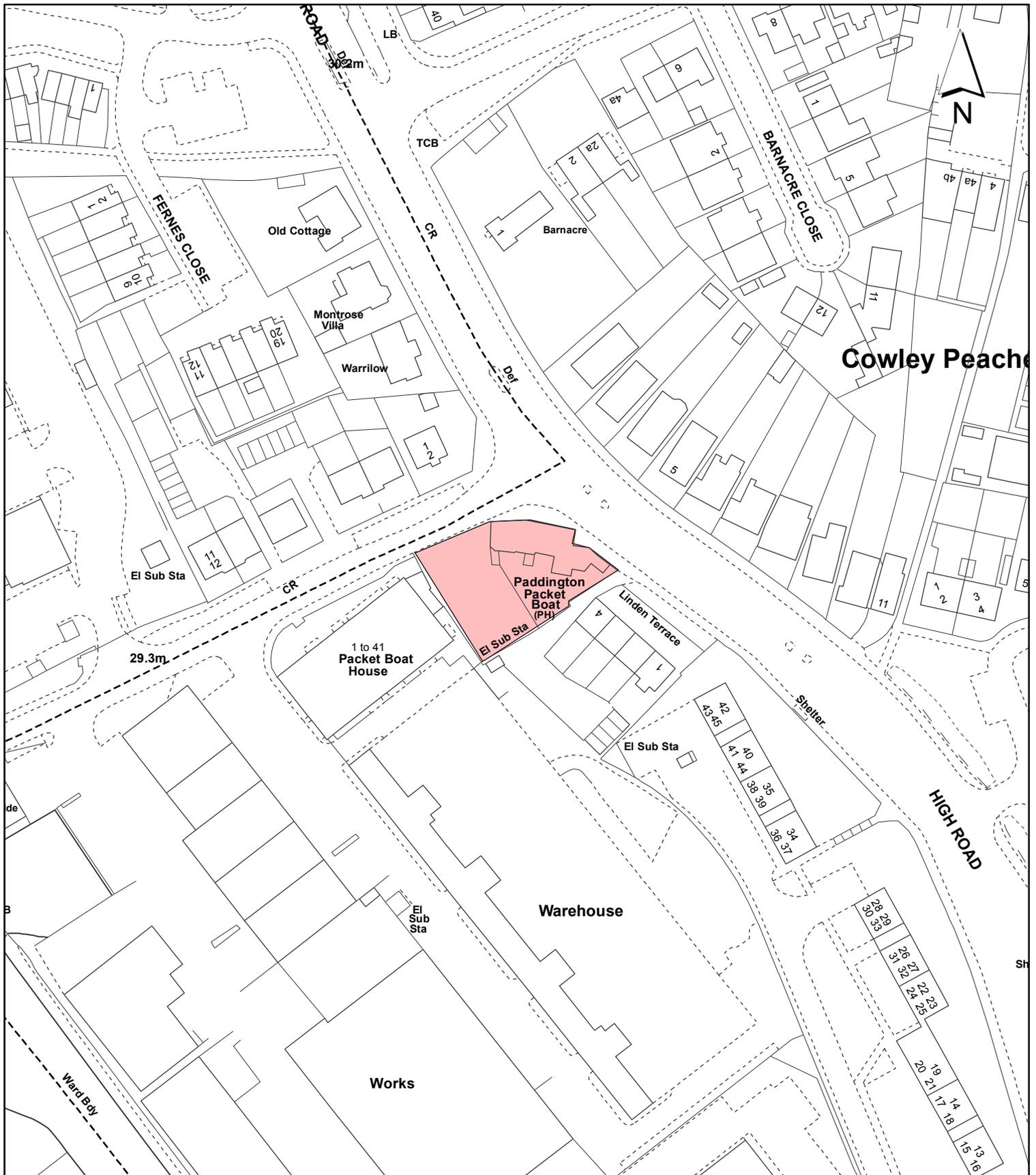
11. Reference Documents

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part 2 - Emerging Policies (March 2019)
London Plan (2016)
National Planning Policy Framework (2018)
Technical Housing Standards - Nationally described space standards (2015)
Council's Supplementary Planning Guidance - Air Quality
Council's Supplementary Planning Guidance - Community Safety
Council's Supplementary Planning Guidance - Land Contamination
Council's Supplementary Planning Document - Accessible Hillingdon
Council's Supplementary Planning Document - Affordable Housing
Council's Supplementary Planning Document - Noise
Council's Supplementary Planning Document - Planning Obligations

The Mayor's Housing Supplementary Planning Guidance

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Notes:

 Site boundary

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Site Address:

**Paddington Packet Boat
Public House**

Planning Application Ref:

1058/APP/2018/4486

Planning Committee:

Major

Scale:

1:1,250

Date:

May 2019

**LONDON BOROUGH
OF HILLINGDON
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