

Report of the Head of Planning, Transportation and Regeneration

Address LAND OFF THOMPSON RD & ST LUKE'S RD, FORMER RAF UXBRIDGE
HILLINGDON ROAD UXBRIDGE

Development: Erection of a building containing 72 assisted living apartments and communal facilities (Use Class C2) with associated parking and landscaping.

LBH Ref Nos: 585/APP/2019/829

Drawing Nos: 5125-TFP-ZZ-ZZ-DR-A-2045-P02
5125-TFP-ZZ-B1-DR-A-2042-P4
5125-TFP-ZZ-ZZ-DR-A-2046-P03
Design and Access Statement
5125-TFP-ZZ-ZZ-DR-A-2073-P03
5125-TFP-ZZ-ZZ-DR-A-2047-P1
Covering Letter 01.03.19.
Response to Access Officer KDE/RGR/5125 May 2019
5125-TFP-ZZ-ZZ-DR-A-2041-P02
5125-TFP-ZZ-ZZ-DR-A-2070-P03
Landscape Plan 1605-L-2-rev E
5125-TFP-ZZ-ZZ-DR-A-2071-P03
5125-TFP-ZZ-ZZ-DR-A-2072-P03
5125-TFP-ZZ-ZZ-DR-A-2044-P03
5125-TFP-ZZ-00-DR-A-2043-P10

Date Plans Received: 08/03/2019 **Date(s) of Amendment(s):** 08/03/2019
Date Application Valid: 08/03/2019 07/08/2019
30/07/2019

1. SUMMARY

The application proposes the development of part of the former RAF Uxbridge site, now known as St Andrew's Park, to provide a building containing 72 assisted living apartments and communal facilities (Use Class C2) with associated parking and landscaping.

The proposed development is considered an appropriate use, scale and built form that is well designed and will enhance the locality. The provision of a Use Class C2 facility in this location was approved under the outline consent for the St Andrew's Park development and the proposed scheme is supported by local policy and the London Plan (2016). The application is therefore recommended for approval.

2. RECOMMENDATION

1. That delegated powers be given to the Head of Planning, Transportation and Regeneration to grant planning permission subject to:

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

The obligations sought are as follows:

- 1. Occupation restrictions and level of care to secure Use Class C2**
- 2. Air Quality contribution of £75,368**

3. Carbon off-set contribution as required by an approved Energy Assessment
4. Travel Plan plus £20,000 bond
5. Parking permits restriction for future occupiers
6. Construction Training: A financial contribution to the sum of: Training costs: £2500 per £1m build cost plus Coordinator Costs - up to £9,600 per phase or an in kind scheme to be provided
7. Project Management & Monitoring Fee: A financial contribution equal to 5% of the total cash contributions

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

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

D) If the Legal Agreements have not been finalised by 21st February 2020 (or such other timeframe as may be agreed by the Head of Planning, Transportation and Regeneration), delegated authority be given to the Head of Planning, Transportation and Regeneration to refuse planning permission for the following reason:

'The applicant has failed to provide contributions towards the improvement of services and facilities as a consequence of demands created by the proposed development (in respect of Air Quality, Carbon off-set, Travel Plan, Parking and Construction Training). The proposal therefore conflicts with Policies R17, AM2 and AM7 contained within the adopted Hillingdon Local Plan Saved Policies (November 2012) and Policies DMCI 7, DMT 2, DMEI 14 and DMEI 2 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and Policies 3.12 and 5.2 of the London Plan (2016).'

E. That if the application is approved, the following conditions be attached:

1 COM3 Time Limit

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

REASON

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

2 COM4 Accordance with Approved Plans

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

- 5125-TFP-ZZ-ZZ-DR-A-2047 Rev P01
- 5125-TFP-ZZ-ZZ-DR-A-2041 Rev P02
- 5125-TFP-ZZ-B1-DR-A-2042 Rev P04
- 5125-TFP-ZZ-00-DR-A-2043 Rev P10
- 5125-TFP-ZZ-ZZ-DR-A-2044 Rev P03
- 5125-TFP-ZZ-ZZ-DR-A-2045 Rev P02
- 5125-TFP-ZZ-ZZ-DR-A-2046 Rev P03

5125-TFP-ZZ-ZZ-DR-A-2070 Rev P03

5125-TFP-ZZ-ZZ-DR-A-2071 Rev P03

5125-TFP-ZZ-ZZ-DR-A-2072 Rev P03

5125-TFP-ZZ-ZZ-DR-A-2073 Rev P03

1605-L-2 Rev E

7100-D-AIA Rev B

SKM_2581908021370 Rev 01 (dated 2nd August)

019.020.E.01 Rev P3; and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and the London Plan (2016).

3 COM5 General compliance with supporting documentation

The development hereby permitted shall not be occupied until the following has been completed in accordance with the specified supporting plans and/or documents:

Planning Statement P17-2203 Revision A

Heritage Note HA/P17-2203

Draft Heads of Terms February 2019

Noise Impact Assessment Rev 01 14 March 2019

Ground Investigation 18.11.002 February 2019

Waste Management Plan P17-2203 Rev A 05/07/19

Response to Access Officer KDE/RGR/5125 May 2019

Transport Assessment ITR/MT/5222/TP.1 February 2019

Thereafter the development shall be retained/maintained in accordance with these details for as long as the development remains in existence

REASON

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and the London Plan (2016).

4 COM7 Materials (Submission)

Prior to above ground works, details of all materials and external surfaces, including details of balconies, shall be submitted to and approved in writing by the Local Planning Authority. No cladding is to be used within the development. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

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

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policy DMHB 11 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

5 COM8 Tree Protection

No site clearance or construction work shall take place until the details have been submitted to, and approved in writing by, the Local Planning Authority with respect to:

1. An Arboricultural Method Statement outlining the sequence of development on the site including demolition, building works and tree protection measures.

2. Detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details. The fencing shall be retained in position until development is completed.

The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

2.a There shall be no changes in ground levels;

2.b No materials or plant shall be stored;

2.c No buildings or temporary buildings shall be erected or stationed.

2.d No materials or waste shall be burnt; and.

2.e No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

3. Where the arboricultural method statement recommends that the tree protection measures for a site will be monitored and supervised by an arboricultural consultant at key stages of the development, records of the site inspections / meetings shall be submitted to the Local Planning Authority.

REASON

To ensure that trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policy DMHB 14 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and the London Plan (2016).

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

Prior to above ground works, a landscape scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

1. Details of Soft Landscaping

1.a Planting plans (at not less than a scale of 1:100),

1.b Written specification of planting and cultivation works to be undertaken,

1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

2. Details of Hard Landscaping

2.a Refuse Storage

2.b Cycle Storage

2.c Means of enclosure/boundary treatments

2.d Car Parking Layouts for 54 car parking spaces, including 5 disabled parking bays and 3 motor cycle bays and demonstration that 11 parking spaces (20%) are served by active electrical charging points and 11 parking spaces (20%) are served by passive electrical charging points and 8 cycle spaces).

- 2.e Hard Surfacing Materials
- 2.f External Lighting
- 2.g Other structures (such as furniture)

3. Living Walls and Roofs

a Details of the inclusion of living walls and roofs or justification as to why no part of the development can include living walls and roofs

4. Details of Landscape Maintenance

4.a Landscape Maintenance Schedule for a minimum period of 5 years.

4.b Proposals for the replacement of any tree, shrub, or area of surfacing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.

5. Schedule for Implementation

6. Other

6.a Existing and proposed functional services above and below ground

6.b Proposed finishing levels or contours

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

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), Policies DMHB 11, DMHB 14 and DMT 6 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and Policy 5.17 (refuse storage) of the London Plan (2016).

7 COM10 Tree to be retained

Trees, hedges and shrubs shown to be retained on the approved plan shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority. If any retained tree, hedge or shrub is removed or severely damaged during construction, or is found to be seriously diseased or dying another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs'.

Remedial work should be carried out to BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), Policy DMHB 14 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and the London Plan (2016) and to comply with Section 197 of the Town and Country Planning Act 1990.

8 COM22 Operating Hours

The ancillary commercial premises shall not be open for customers outside the following hours: -

0800 and 2300 Mondays - Fridays

0800 to 2300 Saturdays

1000 to 1800 Sundays, Public or Bank Holidays.

REASON

To safeguard the residential amenity of the occupiers of adjoining and nearby properties in accordance with Policy OE3 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policy DMHB 11 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

9 COM30 Contaminated Land

(i) A written method statement providing full details of the remediation scheme, including how the completion of the remedial works will be verified, shall be agreed in writing with the LPA prior to commencement, 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) and Policy DME1 12 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and the London Plan (2016).

10 COM31 Secured by Design

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

REASON

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

11 COM15 Sustainable Water Management

Prior to commencement (excluding demolition and site clearance) a scheme for the provision of sustainable water management shall be submitted to, and approved in writing by the Local Planning Authority. The scheme shall follow the strategy set out in SKM _2581908021370 Rev 01 dated 2nd August.

The scheme shall clearly demonstrate how it, Manages Water and demonstrate ways of controlling the surface water on site by providing information on:

a) Suds features:

- i. incorporating sustainable urban drainage (SuDs) in accordance with the hierarchy set out in Policy 5.13 of the London Plan. Where the proposal does not utilise the most sustainable solution, justification must be provided,
- ii. calculations showing storm period and intensity and volume of storage required to control surface water and size of features to control that volume to Greenfield run off rates at a variety of return periods including 1 in 1 year, 1 in 30, 1 in 100, and 1 in 100 plus Climate change,
- iii. where identified in an area at risk of surface water flooding, include additional provision within calculations for surface water from off site
- iv. where it is intended to have above ground storage, overland flooding should be mapped, both designed and exceedance routes above the 100, plus climate change, including flow paths depths and velocities identified as well as any hazards, (safe access and egress must be demonstrated).

b) Capacity of Receptors

- i. Demonstration that the proposals connect into a proper and functioning Thames Water network, ie that the point a proposal connects into is part of a wider network, and the applicant provides details of the approval and any appropriate upgrades will be undertaken from Thames Waters free pre planning service.
- ii. Where infiltration techniques (soakaway) or a basement are proposed a site investigation must be provided to establish the level of groundwater on the site, and to demonstrate the suitability of infiltration techniques proposed on the site. (This should be undertaken at the appropriate time of year as groundwater levels fluctuate).
- iii. Where groundwater is found within the site and a basement is proposed suitable mitigation methods must be provided to ensure the risk to others is not increased.
- iv. identify vulnerable receptors, ie WFD status and prevent pollution of the receiving groundwater and/or surface waters through appropriate methods;

c) Minimise water use.

- i. incorporate water saving measures and equipment.
- ii. provide details of how rain and or grey water will be recycled and reused in the development.

Thereafter the development shall be implemented and retained/maintained in accordance with these details for as long as the development remains in existence.

REASON

To ensure that surface water run off is controlled to ensure the development does not increase the risk of flooding contrary to:

Policy EM6 Flood Risk Management in Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012),

Policy DME1 10 Water Management, Efficiency and Quality in emerging Hillingdon Local Plan Part 2 Development Management Policies (with modifications March 2019)

Policy 5.12 Flood Risk Management of the London Plan (March 2016) and

London Plan Policy 5.13 Sustainable Drainage (March 2016), and

London Plan Policy 5.15 Water use and supplies. (March 2016).

National Planning Policy Framework (June 2019), and the

Planning Practice Guidance (Flood Risk and Coastal Change March 2014).

12 NONSC Construction Environmental Management Plan

Before the development hereby approved commences, a Construction Environmental Management Plan (CEMP) shall be submitted to, and approved in writing by, the Local Planning Authority. The CEMP shall comprise such combination of measures for controlling the effects of demolition, construction and enabling works associated with the development as may be approved by the Local Planning Authority. The CEMP shall address issues including the phasing of the works, hours of work, noise and vibration, air quality, waste management, site remediation, plant and equipment, site transportation and traffic management including routing, signage, permitted hours for construction traffic and construction materials deliveries. It will ensure appropriate communication with, the distribution of information to, the local community and the Local Planning Authority relating to relevant aspects of construction. Appropriate arrangement should be made for monitoring and responding to complaints relating to demolition and construction. All demolition, construction and enabling work at the development shall be carried out in accordance with the approved CEMP unless otherwise agreed in writing by the LPA.

REASON

To safeguard the amenity of surrounding areas in accordance with policy OE5 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policy DMHB 11 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

13 NONSC Internal Noise Level

The noise level in rooms at the development hereby approved shall meet the internal noise standard specified in BS8233:2014.

REASON

To ensure that the amenity of the occupiers of the proposed development is not adversely affected by road traffic and other noise in accordance with policies OE1 and OE5 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

14 NONSC Sound Insulation

The approved development shall have an enhanced sound insulation value $D_{nT,w}$ and $L'_{nT,w}$ of at least 5dB above the Building Regulations value, for the floor/ceiling/wall

structures separating different types of rooms/ uses in adjoining dwellings, namely living room and kitchen above bedroom of separate dwelling. Approved details shall be implemented prior to occupation of the development and thereafter be permanently retained.

REASON

To safeguard the amenity of the occupants of surrounding properties in accordance with policy OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

15 NONSC Energy Assessment

Prior to above ground works, an energy assessment shall be submitted to and approved in writing by the Local Planning Authority. The energy assessment shall provide full details and specifications of all the measures to be implemented onsite to demonstrate the development will achieve the energy reduction targets of the London Plan Policy 5.2. The assessment shall demonstrate at least a 35% saving onsite with any shortfall being made up through an offsite contribution. The details within the assessment must include:

1. A full and clear baseline of the energy (kwhr) and carbon (tCO₂) associated with the development assessment against building regulations 2013.
2. Full details of the energy efficiency measures to be incorporated within the development and their impact on the baseline energy and carbon performance.
3. Full details (including plans, elevations and roof plans) and specifications of the low and zero carbon technology to be incorporated within the development and the impact on the baseline energy and carbon performance.

The development must proceed in accordance with the approved assessment, plans and specifications.

REASON

To ensure the development contributes to the reduction of carbon emissions in accordance with Policy 5.2 of the London Plan (2016) and Policy DMEI 2 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

16 NONSC Ecology

Prior to above ground works, an ecological enhancement plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include full details of the measures to be incorporated within the site that show a positive contribution to flora and fauna including but not limited to, living walls and roofs, specific areas of landscaping for wildlife, water features and nectar rich planting (native species) throughout. The development must proceed in accordance with the approved plan.

REASON

To ensure the development contributes to the protection and enhancement of the natural environment in accordance with policy EM7 of the Local Plan Part 1 and Policy DMEI 7 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to GRANT planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8

(right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

2 I53 Compulsory Informative (2)

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

AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
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.
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.
BE39	Protection of trees and woodland - tree preservation orders
DMCI 4	Open Spaces in New Development
DMEI 10	Water Management, Efficiency and Quality
DMEI 11	Protection of Ground Water Resources
DMEI 14	Air Quality
DMEI 2	Reducing Carbon Emissions
DMEI 9	Management of Flood Risk
DMH 8	Sheltered Housing and Care Homes
DMHB 11	Design of New Development
DMHB 14	Trees and Landscaping
DMHB 18	Private Outdoor Amenity Space
DMHB 5	Areas of Special Local Character
DMHD 3	Basement Development
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
EM6	(2012) Flood Risk Management
LPP 3.1	(2016) Ensuring equal life chances for all
LPP 3.5	(2016) Quality and design of housing developments
LPP 5.1	(2016) Climate Change Mitigation
LPP 5.12	(2016) Flood risk management
LPP 5.13	(2016) Sustainable drainage
LPP 5.3	(2016) Sustainable design and construction
LPP 6.13	(2016) Parking
LPP 6.9	(2016) Cycling
LPP 7.2	(2016) An inclusive environment

NPPF- 12	NPPF-12 2018 - Achieving well-designed places
NPPF- 14	NPPF-14 2018 - Meeting the challenge of climate change, flooding and coastal change
NPPF- 2	NPPF-2 2018 - Achieving sustainable development
OE1	Protection of the character and amenities of surrounding properties and the local area
OE7	Development in areas likely to flooding - requirement for flood protection measures
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures

3 170 LBH worked applicant in a positive & proactive (Granting)

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

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

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

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

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

5 115 Control of Environmental Nuisance from Construction Work

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

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

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

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

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

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

6 143 Keeping Highways and Pavements free from mud etc

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

7

Thames Water have advised that petrol/oil interceptors be fitted in all car parking/washing/repair facilities. Failure to enforce the effective use of petrol/oil interceptors could result in oil-polluted discharges entering local watercourses.

8

Heathrow Airport Limited have advised that wind turbines can impact on the safe operation of aircraft through interference with aviation radar and/or due to their height. Any proposal that incorporates wind turbines must be assessed in more detail to determine the potential impacts on aviation interests. This is explained further in Advice Note 7, 'Wind Turbines and Aviation' available at <http://www.aoa.org.uk/policy-campaigns/operations-safety>

3. CONSIDERATIONS

3.1 Site and Locality

The application site forms part of St Andrew's Park (the former RAF Uxbridge Site), located to the east of the proposed Uxbridge Town Centre extension. The site is bounded by St Andrew's Road to the south and west; by St Luke's Road to the north and by Thompson Road to the east. There is unoccupied and semi derelict former RAF accommodation to the north. To the east and south is the new District Park and a residential phase of the wider development known as the 'Residential Triangle' phase. This is currently under construction. To the west is a phase of the Town Centre extension that has unimplemented reserved matters planning consent for two office buildings.

The site features two mature oak trees close to the northern boundary, which are covered by a Tree Protection Order (TPO 736). There are no other trees or planting of note within the site boundary, however there are swales located adjacent to St Andrew's Road.

The site is situated within a Developed Area as identified in the policies of the Hillingdon Local Plan Part 1: Strategic Policies (November 2012). The site is not located within a Conservation Area and there are no Listed Buildings within or adjacent to the subject site.

The application site lies within Flood Zone 1, the area least at risk from flooding.

3.2 Proposed Scheme

The proposed scheme is for one building containing a mix of 1 and 2 bedroom assisted living apartments (Use Class C2). There will be a total of 72 no. units with 16 no. of those units being 1 bedroom units and 56 no. units being 2 bedroom units. A significant proportion of the ground floor would accommodate communal facilities including a cafe, lounge and a hair salon as well as treatment/consulting rooms. A terrace for the cafe would be located above the undercroft parking area and there will be a plant area within the lower ground floor level, as well as refuse storage.

The proposed building comprises roughly an 'L' shaped footprint similar to that shown on the masterplans considered under the previously approved outline planning permission (ref. 585/APP/2009/2752). The southern corner of the site, which is within close proximity to the junction of St Andrew's Road and Churchill Road, would include a proportion of the building at 7 storeys high and would step down to 5 storeys along the western elevation heading north. The ground floor level would also be cut into the site heading north, which would reduce the height of this section of the building. The building would also step down along the southern elevation heading east, to 4 storeys in height above the undercroft parking area.

The proposal includes 54 no. car parking spaces which will be split between an undercroft parking area and surface car parks. The access to the undercroft parking will be via Thompson Road, whilst the surface car parks will be accessed via St Luke's Road. 8 cycle parking spaces are proposed. In terms of pedestrian access to the application site, a ramped access would be provided from St Andrew's Road at the site's southern elevation and there would also be pedestrian access from the north of the building.

3.3 Relevant Planning History

Comment on Relevant Planning History

Planning permission for the redevelopment of the RAF Uxbridge site was approved on 18th January 2012 under application reference 585/APP/2009/2752 for the following:

1. Outline application (all matters reserved, except for access) including demolition of some existing buildings and:
 - a. Creation of up to 1,296 residential dwellings (Class C3) of between 2 to 6 residential storeys;
 - b. Creation of up to 77 one-bedroom assisted living retirement accommodation of between 3 to 4 storeys;
 - c. Creation of a three-form entry primary school of 2 storeys;
 - d. Creation of a hotel (Class C1) of 5 storeys of up to 90 beds;
 - e. Creation of a 1,200 seat theatre with ancillary cafe (Sui Generis); office (Class B1a) of up to 13,860 sq m; in buildings of between 4 to 6 storeys as well as a tower element associated with the theatre of up to 30m;
 - f. Creation of a local centre to provide up to 150 sq m of retail (Class A1 and A2) and 225 sq m GP surgery (Class D1); means of access and improvements to pedestrian linkages to the Uxbridge Town Centre; car parking; provision of public open space including a district park; landscaping; sustainable infrastructure and servicing.
2. In addition to the above, full planning permission for:
 - a. Creation of 28 residential dwellings (Class C3) to the north of Hillingdon House of between 2 to 3 storeys as well as associated amenity space and car parking;

- b. Change of use of Lawrence House (Building no. 109) to provide 4 dwellings (Class C3), associated amenity space and car parking including a separate freestanding garage;
- c. Change of use and alterations to the Carpenters building to provide 1 residential dwelling (Class C3);
- d. Change of use and alterations to the Sick Quarters (Building No. 91) to provide 4 dwellings (Class C3) as well as associated amenity space and car parking;
- e. Change of use of Mons barrack block (Building No. 146A) to provide 7 dwellings (Class C3) as well as associated amenity space and car parking;
- f. Change of use of the Grade II listed former cinema building to provide 600sqm Class D1/2 use (no building works proposed);
- g. Change of use and alterations to the Grade II listed Hillingdon House to provide 600 sq m for a restaurant (Class A3) on the ground floor and 1,500 sq m of office (Class B1) on the ground, first and second floors.

Condition 25 attached to permission ref: 585/APP/2009/2752 confirms that unless otherwise agreed in writing by the Local Planning Authority, the maximum number of units in Class C2 Use shall be 77 assisted living retirement accommodation.

An application for a non-material amendment to vary the Phasing Plan was approved in January 2015 (Application Ref. 585/APP/2014/4023). An application to amend the approved parameter plans for the outline consent was approved under planning permission reference 585/APP/2015/848. This permission supersedes the original outline permission reference 585/APP/2009/2752.

Various applications for Reserved Matters relating to Residential Phases 1, 2, 3, 4, 6 and the 'Residential Triangle site' have been approved and development has commenced on site, with the earlier Phases having been completed. Reserved Matters planning consent for two office buildings has also been approved to the south west of the site but has so far not been implemented.

The outline consent for the wider site has now expired and as this application for assisted living retirement accommodation within the application site requires a full planning application rather than Reserved Matters Consent. However the site wide planning consent 585/APP/2009/2752 (as amended under application reference 585/APP/2015/848) is a material consideration as to whether the principle of the proposal is acceptable. The outline consent included permission for 'Creation of up to 77 one-bedroom assisted living retirement accommodation of between 3 to 4 storeys' on the land subject to this application.

In addition to the above application reference 585/APP/2018/3640 approved 13-02-19 granted consent for an Access Road to the north of St Andrew's Road within the St Andrew's Park Development, otherwise known as Thompson Rd & St Luke's Rd which would provide access for the proposed development.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.EM11 (2012) Sustainable Waste Management
- PT1.EM6 (2012) Flood Risk Management

Part 2 Policies:

- AM14 New development and car parking standards.
- AM15 Provision of reserved parking spaces for disabled persons
- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
- AM7 Consideration of traffic generated by proposed developments.
- 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.
- 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.
- BE39 Protection of trees and woodland - tree preservation orders
- DMCI 4 Open Spaces in New Development
- DMEI 10 Water Management, Efficiency and Quality
- DMEI 11 Protection of Ground Water Resources
- DMEI 14 Air Quality
- DMEI 2 Reducing Carbon Emissions
- DMEI 9 Management of Flood Risk
- DMH 8 Sheltered Housing and Care Homes
- DMHB 11 Design of New Development
- DMHB 14 Trees and Landscaping
- DMHB 18 Private Outdoor Amenity Space
- DMHB 5 Areas of Special Local Character
- DMHD 3 Basement Development
- DMT 2 Highways Impacts
- DMT 5 Pedestrians and Cyclists
- DMT 6 Vehicle Parking
- EM6 (2012) Flood Risk Management
- LPP 3.1 (2016) Ensuring equal life chances for all
- LPP 3.5 (2016) Quality and design of housing developments

LPP 5.1	(2016) Climate Change Mitigation
LPP 5.12	(2016) Flood risk management
LPP 5.13	(2016) Sustainable drainage
LPP 5.3	(2016) Sustainable design and construction
LPP 6.13	(2016) Parking
LPP 6.9	(2016) Cycling
LPP 7.2	(2016) An inclusive environment
NPPF- 12	NPPF-12 2018 - Achieving well-designed places
NPPF- 14	NPPF-14 2018 - Meeting the challenge of climate change, flooding and coastal change
NPPF- 2	NPPF-2 2018 - Achieving sustainable development
OE1	Protection of the character and amenities of surrounding properties and the local area
OE7	Development in areas likely to flooding - requirement for flood protection measures
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **4th May 2019**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Consultation letters were sent to 63 local owner/occupiers and the North Uxbridge and Vine Lane Residents Associations on 09/04/19. The application was also advertised by way of site and press notices. No responses have been received.

HEATHROW AERODROME SAFEGUARDING

We have now assessed the above application against safeguarding criteria and can confirm that we have no safeguarding objections to the proposed development. However, we would like to make the following observation:

Wind Turbines

Wind Turbines can impact on the safe operation of aircraft through interference with aviation radar and/or due to their height. Any proposal that incorporates wind turbines must be assessed in more detail to determine the potential impacts on aviation interests. This is explained further in Advice Note 7, 'Wind Turbines and Aviation' available at <http://www.aoa.org.uk/policy-campaigns/operations-safety>

THAMES WATER

Waste Comments

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

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. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. Should you require further information please refer to our website. <https://developers.thameswater.co.uk/Developing-a-large-site/Apply-and-pay-for-services/Wastewater-services>

Thames Water would recommend that petrol/oil interceptors be fitted in all car parking/washing/repair facilities. Failure to enforce the effective use of petrol/oil interceptors could result in oil-polluted discharges entering local watercourses.

Water Comments

With regard to water supply, this comes within the area covered by the Affinity Water Company. For your information the address to write to is - Affinity Water Company The Hub, Tamblin Way, Hatfield, Herts, AL10 9EZ - Tel - 0845 782 3333

GREATER LONDON ARCHAEOLOGICAL ADVISORY SERVICE (GLAAS)

Recommend No Archaeological Requirement

The Greater London Archaeological Advisory Service (GLAAS) provides archaeological advice to boroughs in accordance with the National Planning Policy Framework and GLAAS Charter. NPPF section 16 and the London Plan (2011 Policy 7.8) make the conservation of archaeological interest a material planning consideration.

Having considered the proposals with reference to information held in the Greater London Historic Environment Record and/or made available in connection with this application, I conclude that the proposal is unlikely to have a significant effect on heritage assets of archaeological interest.

The site does not lie within an Archaeological Priority Area and the RAF Uxbridge site was been subject to archaeological evaluation a decade ago with negative results.

No further assessment or conditions are therefore necessary.

NATIONAL AIR TRAFFIC SERVICES (NATS)

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.

Internal Consultees

LEGAL TEAM

Assisted living units could be classed as falling within either C2 or C3 Use Class, and typically, the distinction is based on the nature of the care provided in connection with the accommodation, rather than just the classification of the occupiers as elderly or having a disability.

The definitions of use classes are set out in the Town and Country Planning (Use Classes) Order 1987 (as amended), with C2 Residential Institutions being defined as "Use for the provision of residential accommodation and care to people in need of care (other than a use within class C3 (dwelling houses))."

Article 2 of the Order defines "care" as "personal care for people in need of such care by reason of old age, disablement, past or present dependence on alcohol or drugs or past or present mental disorder"

The nature of care is a question of fact, and in a recent appeal decision in Cornwall (APP/D0840/W/18/3199163 - February 2019) the main dispute was the C2/C3 classification of 30 bungalows intended for over 55's, with warden's office and accommodation, and a range of

community facilities including a recreation space and lounge. On-site support for laundry, disability equipment, cooking and personal care were also proposed. The inspector decided that most of the facilities were not forms of personal care as envisaged by the Use Class Order, but services arranged to suit the individuals, and not distinguishable from the support provided to individuals living in C3 accommodation. The other communal facilities bore similarities to the kind of shared facilities for non-specialist accommodation in gated developments or apartment blocks, rather than facilities specifically required to provide care for elderly residents. The Inspector concluded that it was unclear what the nature of personal care to be provided was. Therefore, he decided that the units were class C3 which meant that the planning policies relevant to dwelling houses should apply to the development.

The above decision contrasts with an appeal brought by PegasusLife (APP/U1105/W/17/3177340 - January 2018) in relation to an assisted living community with 113 self-contained units, staff accommodation and ancillary facilities in Devon. The Inspector here decided that although the units were self-contained, they were accessed from communal spaces and benefitted from a wide range of communal facilities such as a hydrotherapy pool and physiotherapy and specialised features and adaptations for disabled/elderly living. There would be a care manager based on site and accommodation for carers as and when they needed to stay on site. The Inspector refers to the transition from a minimum of two hours care per week which might increase as individuals got older and their needs increased, but he also acknowledged that this would not necessarily apply to all residents. He concluded the proposal fell within Use Class C2.

The Opinion provided by Counsel for the applicant refers to the PegasusLife appeal decision (amongst others) and it is relevant to the current proposal in terms of the way in which Inspectors view the nature of care to be provided in assisted living facilities. The Cornwall decision noted above highlights the fact that each case must be considered on its facts, and it is the provision/level of care that often distinguishes between use Class C2 and C3.

The information submitted in relation to the proposed assisted living accommodation points to C2 use in terms of function and layout, and it is noted that should the application be approved, a section 106 agreement would restrict the occupancy and ensure that it remains within Class C2 use.

The scope of my earlier advice did not include comments on whether Affordable Housing or CIL was required in respect of the proposed care home. I do note that the Draft New London Plan does not seek to differentiate between Class C2 and C3 uses in relation to Affordable Housing, and it supports the provision of Affordable Housing in specialist older persons accommodation (policy H15). You will however note that the more up to date NPPF at paragraph 64 is a material consideration, and it seeks to preclude specialist housing for the elderly from a requirement to provide Affordable Housing, as such, I would suggest that the NPPF is accorded more weight in this instance. I have looked at the Council's CIL charging schedule, and cannot see a charge in respect of C2 use, however please check and confirm with the CIL officer that there is no CIL charge for developments falling within Class C2.

ACCESS OFFICER

The residential accommodation as part of this proposal to construct 72 Assisted Living Units satisfies the accessible housing standards required by London Plan policy 3.8 (c) and (d). However, more detail should be submitted on the following design elements to meet London Plan policy 3.1 (Ensuring Equal Life Chances), 3.5 (Quality and Design of Housing) and 7.2 (Inclusive Environment): Evidence, which demonstrates that adequate car parking has been provisioned for residents, visitors, health and social care support staff, and on-site employees, should be submitted. An area, which is adequately ventilated, should be provided for the parking and charging of outdoor mobility scooters. It is unclear whether the "buggy store" shown on plan would provide adequate provision. Details of the materials palette should be submitted, with particular attention given to the paver types/finished surface materials to be installed in accordance with the tolerances set out in

BS8300:2018. Detail should be submitted in respect of the outdoor seating and lighting to accord with BS 8300:2018. Conclusion: further detail should be submitted as appropriate.

Case Officer comments:

The above comments were forwarded to the applicant who responded with document 'Response to Access Officer' reference KDE/RGR/5125 May 2019. The Council's Access Officer has reviewed this response and provided the following further comments:

ACCESS OFFICER 2nd comments:

This helps to clarify the detail, so a useful document for the planning file. Nothing more is needed.

LANDSCAPE ARCHITECT

This site is occupied by a vacant plot of land, known as plot 5a, within the Town Centre Extension zone of the St Andrews Park masterplan. It lies to the east of the Chippendale Way roundabout and is bounded to the south and west by St Andrews Road, from which it will be accessed. Some parts of the land have been capped with fill material (from previous phases of development). The most prominent landscape features on the site are two mature oak trees, tag Nos. 1297 (west) and 1286 (east) which are protected by TPO 736.

This site has been the subject of pre-application meetings and draft proposals which made provision for the retention of both of the protected oaks. The current proposal is supported by a tree report from Hayden's, dated November 2018, which has identified and assessed the condition and value of the tree. T002 oak to the east (tag ref.1286) is rated 'A'1. T001 oak to the west (tag ref. 1297) is considered to be a 'U' grade tree - a classification which justifies removal on the grounds of sound arboricultural management. The Council's tree specialists dispute the assessment of T001 and consider the oak to be worthy of a 'B' classification - consistent with pre-application advice. According to BS5837:2012 'B' category trees have an estimated life of between 20-40 years and may have significant though remedial defects...which lack the special quality necessary to merit the category 'A' designation. - In this case the tree has some deadwood present which requires removal. It could also be argued that the tree has landscape quality (sub-category 2) and cultural / conservation value (sub-category 3). In short, 'B'category trees are worthy of retention on development sites.

In the absence of agreement as to the quality and value of T001, a protected oak, the applicant has failed to demonstrate that this valuable tree will be unaffected by the development and has not made provision for its long-term protection. This prominent tree contributes to the environmental quality of this area and will provide a mature setting and visual relief to the surrounding built development. The application should be refused as it fails to satisfy policies BE38 and BE39.

Case Officer comments:

The above comments were forwarded to the applicant who responded by amending the proposals to retain both of the protected trees. The Council's Landscape Architect has reviewed the amended details and provided the following further comments:

LANDSCAPE ARCHITECT 2nd comments:

Further to my previous comments, the site layout has been amended to retain both of the protected oaks, as indicated on the Tooley & Foster Partnership's dwg. No. 2043 Rev P10 and Portus and Whitton's Landscape Masterplan, ref. 1605_L_2_E.

The arboricultural report by Hayden has been amended to confirm the intention to retain both of the protected oaks, dated 26/07/2019, Rev B.

The report confirms that the minor encroachment of hard surfacing (car park spaces) is within acceptable limits subject to a more detailed Arboricultural Method Statement and specification of

work near the trees. The location and spread of T001 might have given cause for concern regarding its effect on natural daylight available to the west wing, however, the building elevation closest to T001 is occupied by a corridor / non-habitable room. The report summary, item 6, confirms that a detailed Arboricultural Method Statement will be required for approval prior to commencement of work.

The report confirms that the trees can be fully protected and that minor crown lifting will be required together with the removal of some dead wood. There is no objection to the conclusions of this report.

The drainage layout drawings indicate that drainage runs and attenuation tanks have been located away from the RPA of the protected trees.

The landscape masterplan provides a good indication of the key landscape features including strong boundary treatments and treatment of the amenity spaces for residents. Levels are indicated but there is no key / indication of any changes.

The tree report does not propose specific amelioration of the soil around the protected trees. It may be helpful to air spade within the RPA of the trees to relieve any compaction / spoil deposition which is evident on site.

Recommendation

No objection subject to pre-commencement condition COM8 and post-commencement conditions COM9 (parts 1,2,3,4,5 and 6) and COM10.

WASTE STRATEGY OFFICER

Objection: Segregation of commercial and residential waste. Objection based on BS5906:2005 clause 7.1 which states that: 'Communal storage and bulk containers can be shared by domestic users, but not between domestic, commercial and industrial users.' There is currently no waste and recycling storage allocated for the commercial outlets and offices which are included on the proposed plans. In order to resolve this concern, a separate and adequate provision for waste and recycling storage must be provided for the commercial services. If this is sited externally to the unit, measures should be taken to secure the container(s) which should be stored away from the windows and doors of any dwellings. If a storage area is located within the building, the design should be such that the container(s) can be removed directly to the outside without passing through any part of the building except by way of passage. An internal bin storage area should have appropriate passive ventilators to allow air flow and stop the build up of unpleasant odours. The ventilation needs to be fly and vermin proofed and near to either the roof or floor, but away from the windows of any dwellings.

Objection: Access to waste and recycling storage. Objection based on BS5906:2005 clause 5 which states that: 'Considerations should be given to both physical and sensory requirements for people using wheelchairs, a stick or crutches or those who are blind or partially sighted. Access to the waste disposal or recycling unit should be direct, free from obstructions and have a firm, slip resistant surface to allow for easy manoeuvre of a wheelchair' and that, 'Attention should be given to ramp and/or step requirements at all level changes, and to the positioning of balustrades and handrails.' And also based on BS5906:2005 clause 7.2.2 which states that: Waste storage chambers, detached or as part of the building, should be sited within 30 m (excluding any vertical distance) from each dwelling. The proposed waste and recycling storage area is located more than 30m from each dwelling and is accessed via steps. For the plan to be deemed acceptable in its current layout, a waste management plan for the site should be submitted which confirms that an alternative collection point which does meet the standards set in BS5906:2005 will be provided and that the managing agent will be responsible for moving waste and recycling from the designated collection point to the storage and collection area located on the lower ground level. The waste

management plan should provide details of how the waste hierarchy will be applied to maximising recycling.

I would recommend the following conditions:

- 1) Based on BS5906:2005 clause 7.4 which states that: Waste from residential and nursing homes cannot be assumed to be from a healthy population. If the waste is an infection risk then it should be treated as clinical waste and segregated and disposed of via the appropriate disposal route. The waste management plan should assess the likelihood and quantities of clinical waste being produced at the proposed site and detail arrangements for storage and collection of this waste type.
- 2) It is proposed that the RCV will carry out collections from St Andrews Road. The distance from the bin storage area to the road side is acceptable; however a suitable dropped kerb must be installed in order for collections to be carried out safely. Suitable parking restrictions or the demarcation of a loading bay outside of the bin store would be desirable to ensure that collections are not interrupted by parked vehicles.

Case Officer comments:

The above comments were forwarded to the applicant who responded with document 'Waste Management Plan Rev A' reference P17-2203 05/07/19 and amended the plans that detail waste storage locations. The Council's Waste Strategy Officer has reviewed this response and provided the following further comments:

WASTE STRATEGY OFFICER 2nd comments:

This design is much better suited for collection and storage and resolves my concerns.

(Officer Note: The submitted Lower Ground Floor Plan shows a large bin store positioned in the southeast corner of the building. The lower ground floor is accessible by lift from all other floors of the building. The areas for domestic and non domestic waste are separated from each other. The Council's Waste Strategy Officer and the Council's Highways Engineer have both confirmed that the amended proposals are acceptable).

PLANNING POLICY

Development Plan

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan: Part 1 - Strategic Policies (2012)

The Local Plan: Part 2 - Saved UDP Policies (2012)

The London Plan - Consolidated With Alterations (2016)

The National Planning Policy Framework (NPPF) (2019) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Emerging Local Plan: Part 2

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 draft Plan was submitted the Secretary of State on 18 May 2018 representing the start of the Examination in Public (EiP). The public examination hearings concluded on the 9th August 2018. The Inspector has submitted a Post Hearing Advice Note outlining that the plan is one that is capable of being found sound but identifying 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 (2019) 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).

The Local Plan Part 2 (LPP2) is considered to be in the latter stages of the preparation process and therefore all of the policies can be afforded some weight. The degree to which weight may be attached to each policy is 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 (2019). Those policies which are not subject to proposed Main Modifications can therefore be afforded considerable weight as there is no further opportunity for these policies to be amended and all objections can be considered resolved.

Designations

SA28 St Andrews Park, Uxbridge

Principle of Development

The provision of specialist retirement accommodation on this site was established through the outline planning consent for the wider site (585/APP/2009/2752). Specifically the decision notice permits the 'Creation of up to 77 one-bedroom assisted living retirement accommodation of between 3 to 4 storeys'. Although the permission has lapsed, the emerging LPP2 Site Allocation states that the Council will continue to seek development of the site in accordance with the existing consent. The principle of C2 support/ extra care housing for the elderly is therefore established on this site.

Furthermore, the borough's Strategic Housing Market Assessment 2016 demonstrates an ongoing need for owner occupier extra care housing with 320 units required between 2014 and 2036. The current London Plan also sets a benchmark for the provision of specialist housing for older people of 115 private homes between 2015 and 2025.

HIGHWAYS

The application site is currently vacant and located along St Andrews Road within the Former RAF Uxbridge town centre extension development which has outline planning permission (Ref: 585/APP/2009/2752) of a variety of uses including assisted living apartments. St Andrews Road is subject to a 30mph speed limit and benefits from a pedestrian footway and street lighting. The development would occupy a corner site very near to the one of the main entrances to St Andrews Park off B483 Park Road. Where the site fronts onto St Andrews Road there is a double yellow line parking restriction.

The development would comprise of 72 assisted living apartments - 16 no. 1 bed apartments and 56 no. 2 bed apartments, together with communal spaces comprising of Lounge / Bistro / Health and Wellness suites, guest accommodation, staff rooms.

To facilitate the development, Thompson Road would be built off St Andrews Road which would then lead into St Lukes Road. There would be three vehicular access points to the site, the first would be from Thompson Road leading to an under-croft car park with 24 spaces, the second would be from St Luke's Road which would lead to a parking court with 23 spaces, the third access would be a driveway with 7 car parking spaces. There would be 54 car parking spaces in total and 8 cycle

parking spaces.

As St Andrews Park is still being developed the site does yet have a PTAL rating provided by the Transport for London WebCAT service. However, based on the PTAL score for land immediately surrounding the site it is expected that the site would have a ranking of 2 which is considered limited. It is noted that the site is within walking distance of Uxbridge town centre which offers a range of local bus services, London Underground, shops, services and facilities.

Hillingdon's adopted car parking standards are those contained in the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012). Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to ensure that all development is in accordance with these Councils adopted Car Parking Standards. These require that a development of this type provides 1 space per four dwelling units, plus one space for warden. Cycle parking should be provided at a ratio of 1 space per four units and 1 space per two members of staff. As mentioned above the development would provide 54 car parking spaces to serve the 72 assisted living apartments; this represents a ratio of 0.75 and is in conformity with Policy AM14. Two of the parking spaces would be for disabled drivers; this is also in accordance with Policy AM14.

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. To determine the trip rate associated with the development, the applicant has carried out an interrogation of the TRICS (Trip Rate Information Computer System) database. The sites selected for comparison purposes have been reviewed and are considered representative. The developer reports that the development would generate approximately 13 to 15 two-way movements during the network peak hours and 226 daily movements. It is considered that this volume of traffic could be absorbed by the surrounding local highway network without detriment to road safety or the free flow of traffic.

It is proposed that refuse would be collected by carrying refuse a short distance to a collection point on street along St Andrews Road. Taking into account the time it would take a load the refuse vehicle and the frequency that this would take place this arrangement is considered acceptable.

Included in the Transport Assessment submitted as part of this planning application, are drawings showing the visibility splays for all three points of access. All three of these meet the Manual for Streets requirement of 22 metres visibility each way measured 2.4 metres back from the 'Give Way' line. Swept path drawings have also been provided showing how delivery vehicle would manoeuvre within this site, these show that a vehicle is able to enter and leave the site in forward gear.

A Travel Plan has been submitted to accompany this application and has been assessed as being satisfactory. The Highway Authority requires that a Construction and Logistics Plan, Service and Delivery Plan are submitted for approval; these documents should be produced based on the guidance produced by TfL tailored to the development and local circumstances. These should be secured by way of suitable planning condition and/or S106 contributions.

Construction and Logistic Plans:-

<http://content.tfl.gov.uk/construction-logistics-plan-guidance.pdf>

Service and Delivery Plans:-

<http://content.tfl.gov.uk/delivery-and-servicing-plans.pdf>

There are no highway, traffic or transportation objections to this development. However, it is usual that facilities such as the Lounge / Bistro / Health and Wellness provided as part of development of this type are for use by residents only; if this is not the case then the profile of trip generation and

parking requirements would be different raising new highway issues. It should be a condition of any planning permission that the Lounge / Bistro / Health and Wellness suites are available for use by residents only. Furthermore 20% of all parking spaces should be provided with 'active' and a further 20% provided with passive electric vehicle charging points. This should also be secured by way of condition.

AIR QUALITY OFFICER

The application site is within Uxbridge Focus Area and in alignment with LBH planning system it is required to contribute actively to reduce emissions within the area. A total damage cost \$106 contribution of £83,743 is due to support the implementation of LBH Local Action Plan. Should the travel plan be judged effective by transport colleagues a 10% discount can be applied.

Case Officer's comments

The Council's Highways Engineer has confirmed that the proposed Travel Plan is acceptable and therefore the 10% discount has been applied resulting in an air quality contribution of £75,368.

ENVIRONMENTAL PROTECTION UNIT

The acoustic report is satisfactory and demonstrates that internal noise levels will be met during day and night time periods within the proposed assisted accommodation. Specific ventilation and glazing has not been chosen but the design noise criteria has been identified.

Please attach the following noise conditions.

1. Internal sound insulation within the envelope (structure) of the residential dwelling.

The noise level in rooms at the development hereby approved shall meet the internal noise levels specified in BS8233:2014 for internal rooms and external amenity areas.

Reason: To safeguard the amenity of the occupants of surrounding properties in accordance with policy OE1 of the Hillingdon Unitary Development Plan.

2. Separation of internal noise sensitive rooms in neighbouring flats

The approved development shall have an enhanced sound insulation value $D_{nT,w}$ and $L'_{nT,w}$ of at least 5dB above the Building Regulations value, for the floor/ceiling/wall structures separating different types of rooms/ uses in adjoining dwellings, namely [eg. living room and kitchen above bedroom of separate dwelling. Approved details shall be implemented prior to occupation of the development and thereafter permanently retained.

Reason: To safeguard the amenity of the occupants of surrounding properties in accordance with policy OE1 of the Hillingdon Unitary Development Plan.

Informative

Control of environmental nuisance from construction work.

Nuisance from demolition and construction work is subject to control under the Control of Pollution Act 1974, the Clean Air Act 1993 and the Environmental Protection Act 1990. You should ensure that the following are complied with:

(i) Demolition and construction works should only be carried out between the hours of 0800 and 1800 on Monday to Friday and between the hours of 0800 and 1300 on Saturday. No works should be carried out on Sundays, Public or Bank Holidays;

(ii) All noise generated during such works should be controlled in compliance with British Standard

5228, and use "best practicable means" as defined in section 72 of the Control of Pollution Act 1974;

(iii) Measures should be taken to eliminate the release of dust, odours and other emissions caused by the works that may create a public health nuisance. Guidance on control measures is given in "The control of dust and emissions from construction and demolition: Supplementary Planning guidance 2014", Greater London Authority, July 2014.

CONTAMINATION OFFICER

I have reviewed the following submissions of details:

(i) Report Title: St Andrew's Park, Land Quality Statement - Extra Care Home Plot, VSM Estates (Uxbridge) Ltd; Ref 5105977-UXB-OUT-0979 Rev1.3; Dated July 2108; Prepared by Atkins Ltd

(ii) Report title: Ground Investigation, Land North of St Andrews Road, St Andrew's Park, Uxbridge, UB10 0RX; Report No: 18.11.002; dated February 2019; Prepared by Listers Geotechnical Consultants Ltd.

(iii) Report title: Ground Investigation, Land North of St Andrews Road, St Andrew's Park, Uxbridge, UB10 0RX; Report No: 18.11.002; dated April 2019; Prepared by Listers Geotechnical Consultants Ltd

The above reports outline various stages of works already conducted at the site to address issues concerning land affected by contamination, and the details represent suitable and sufficient Phase 1 and Phase 2 activities, which include satisfactory conceptual site modelling and risk assessments, concerning identified land conditions at the site.

However, the report dated April 2019 (as item iii above) indicates requirements for remedial works to be conducted in accordance with details within Atkins' report. (item (i) above), including a subsequent Human Health Risk Assessment conducted by Listers, which is included within their report.

The LPA shall require more detailed information relating to the proposed cover system and associate works that are generally outlined in the report and therefore the following condition should be applied:

(i) A written method statement providing full details of the remediation scheme, including how the completion of the remedial works will be verified, shall be agreed in writing with the LPA prior to commencement, 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).

SUSTAINABILITY OFFICER

Energy

Unfortunately this is a very poor energy assessment that fails to meet even the reporting standards set out in the London Plan let alone the energy reduction targets.

There is a very limited amount of information to work with but what is available is just about sufficient although there will need to be some stringent conditions (requiring the level of work that should have been provided with the application) and a flexible S106 that allows for a future contribution to be worked out. If the applicant is unhappy with a S106 that leaves an amount open, then they would be advised to resubmit a new energy report that meets the requirements of the London Plan.

Consequently the following observations are made:

I have no objection to the proposed development subject to the following -

The development is required to meet zero carbon standards (London Plan 5.2) but the energy strategy is insufficient to demonstrate that this is the case. However, the strategy does identify an array of low and zero carbon technologies that could feasibly allow the development to achieve a 35% onsite carbon reduction (the minimum onsite standard). The energy strategy unfortunately does not provide the information on the likely reductions and therefore it is not possible to work out what the onsite shortfall is.

It is therefore necessary to secure a proper and comprehensive assessment undertaken by suitably qualified experts prior to above ground works. In addition, the S106 must contain a schedule that allows for a payment linked to the shortfall (if any) identified in the final energy assessment.

S106 contribution - On completion of the Energy Assessment as per the energy condition, the applicant shall pay the London Borough of Hillingdon the sum of £1800 per carbon tonne (tCO₂) that is deemed to be the onsite shortfall (i.e. the tCO₂ short of achieving the Zero Carbon standard - London Plan 5.2). The payment together with the onsite carbon reduction measures shall ensure the development achieves the zero carbon standards set against the 2013 Building Regulation benchmark.

Condition

Prior to above ground works, the applicant must submit an energy assessment that provides full details and specifications of all the measures to be implemented onsite to demonstrate the development will achieve the energy reduction targets of the London Plan Policy 5.2. The assessment shall demonstrate at least a 35% saving onsite with any shortfall being made up through an offsite contribution. The details within the assessment must include:

1. A full and clear baseline of the energy (kwhr) and carbon (tCO₂) associated with the development assessment against building regulations 2013.
2. Full details of the energy efficiency measures to be incorporated within the development and their impact on the baseline energy and carbon performance.

3. Full details (including plans, elevations and roof plans) and specifications of the low and zero carbon technology to be incorporated within the development and the impact on the baseline energy and carbon performance.

The development must proceed in accordance with the approved assessment, plans and specifications.

Reason

To ensure the development contributes to the reduction of carbon emissions.

Ecology

Condition

Prior to above ground works, an ecological enhancement plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include full details of the measures to be incorporated within the site that show a positive contribution to flora and fauna including but not limited to, living walls and roofs, specific areas of landscaping for wildlife, water features and nectar rich planting (native species) throughout. The development must proceed in accordance with the approved plan.

Reason

To ensure the development contributes to the protection and enhancement of the natural environment in accordance with policy EM7 of the Local Plan Part 1.

FLOOD AND WATER MANAGEMENT OFFICER

Following discussions and the submission of plan reference SKM _2581908021370 dated 2nd August the scheme is considered acceptable subject to attaching a Sustainable Urban Drainage condition to any grant of planning consent.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The provision of specialist retirement accommodation on this site was established through the outline planning consent for the wider site (585/APP/2009/2752). Specifically the decision notice permits the 'Creation of up to 77 one-bedroom assisted living retirement accommodation of between 3 to 4 storeys'. Although the permission has lapsed, the emerging LPP2 Site Allocation states that the Council will continue to seek development of the site in accordance with the existing consent. The principle of C2 support/ extra care housing for the elderly is therefore established on this site.

Furthermore, the borough's Strategic Housing Market Assessment 2016 demonstrates an ongoing need for owner occupier extra care housing with 320 units required between 2014 and 2036. The current London Plan also sets a benchmark for the provision of specialist housing for older people of 115 private homes between 2015 and 2025.

Policy DMH 8 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies states that residential care homes and other types of supported housing will be permitted provided that it would not lead to an over concentration of similar uses and it caters for need identified in the Council's Housing Market Assessment, the quality of accommodation meets relevant standards for that use and the accommodation is fully integrated into the residential surroundings. The policy also clarifies that proposals for residential care establishments which fall under Use Class C2 must demonstrate that they would provide levels of care as defined in Article 2 of the Town and Country Planning (Use Classes) Order 1987.

Proposed Use Class C2

The Council's Legal team have reviewed the submitted details, including the shared facilities within the development and the level of care proposed in the draft Heads of Terms submission document. They have confirmed that in their view, subject to securing the care level outline within the s106 legal agreement, that they are satisfied that the application proposes a development within Use Class C2. The alternative uses proposed within the ground floor are considered ancillary to this use and appropriate within the context of the development.

The proposed development caters for an identified need and will provide the level of care required for a Use Class C2, the standard of accommodation is also deemed to meet relevant standards as set out in this report and integrates into the surrounds. The principle of the proposed use, established under planning consent reference 585/APP/2009/2752 therefore accords with Policy DMH 8 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and Policy 3.17 of the London Plan (2016).

7.02 Density of the proposed development

The proposed scheme relates to 72 assisted living apartments (Use Class C2) as opposed to a residential development and therefore the residential density range recommended by the London Plan (March 2016) is not relevant. However the level of development is in accordance with the site wide outline consent, which is a material consideration, as it proposes 72 assisted living apartments (Use Class C2) which is within the 77 unit maximum previously approved.

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

The site does not lie within a Conservation Area or Area of Special Character, nor does it lie within an Archaeological Priority Area. The St Andrew's Park site as a whole was subject to archaeological evaluation a decade ago with negative results. The Greater London Archaeological Advisory Service (GLAAS) have been consulted on the proposals and have confirmed that they recommend no archaeological requirement or conditions are necessary.

The proposed development is therefore deemed to accord with Policy 7.8 of the London Plan (2016) and Policy DMHB 7 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and the London Plan (2016).

7.04 Airport safeguarding

National Air Traffic Services (NATS) and Heathrow Airport Ltd have been consulted on the proposals and have raised no objections to the development proposed. As such the proposals are deemed to have no impact on airport safeguarding.

7.05 Impact on the green belt

Dowding Park 60m to the east of the site on the opposite side of St Andrew's Road and Hornchurch Road is designated as green belt, however the proposed development will be separated from the majority of the green belt by a residential section of the Town Centre Extension Phase which is almost complete. There will therefore only be a very limited view of the development site from within the green belt and the proposed use has already been approved in this location under consent reference 585/APP/2009/2752.

The development is considered to be sufficiently shielded from the Green Belt to ensure no significant harm would occur to its setting and the proposed quantum of development was approved as part of the wider outline planning consent. Therefore, the application is considered to comply with Policy OL5 of the Hillingdon Local Plan and Policy DMEI 4 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and the London Plan (2016).

7.07 Impact on the character & appearance of the area

Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seek to ensure that new development complements or improves the character and amenity of the area as do Policies DMHB 11 and DMHB 12 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

Policy 7.1 of the London Plan (March 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 optimising the housing potential/density of sites (Policy 3.4) and sustainable design and construction (Policy 5.3) are also relevant.

The proposed scheme has been subject to lengthy pre-application discussions and the applicant has responded positively to suggestions made by officers to improve the quality of design, undertaking a number of revisions to produce a scheme that is considered acceptable in design terms. The proposal is considered to be well thought out and to respond positively to the site and surrounding area.

The scheme retains the two TPO protected trees and the proposed layout replicates that shown on approved plans as part of the outline planning consent for the wider St Andrew's Park development. The proposed massing creates a variety of scale and form that responds to the varying edge conditions and optimises the site to balance quality and quantity, allowing adequate setbacks from neighbouring sites so as not to prejudice their development.

The height of the proposed building is appropriate to the location given the existing 6 storey residential building to the south and the consented 5 storey office building to the west. The proposed building also steps down to the north which is considered appropriate given the existing two storey semi derelict properties which could potentially be refurbished or the possibility that this land could be brought forward for new development. The proposed heights adjacent to this land are deemed to appropriate for either of these possibilities.

The use of undercroft parking is supported as it will reduce the visual impact of ground level parking in large hard surfaced parking areas. The proposed ratio of soft to hard landscaping to the north of the proposed building is considered acceptable and would create an appropriate character for the external amenity area required for the use proposed.

The proposed building materials reference the neighbouring residential block to the south which is deemed appropriate. Two high quality brick shades are proposed, one light coloured buff brick and a darker, brown brick. The two shades of brick would help to break up the facade, in particular along the west elevation, while on the south elevation the different brick colours help distinguish between communal areas and flats, as well as breaking up the rhythm of the facade. The proposed metal balconies also reference the residential blocks to the south, with the balconies at two of the corners proposed as glass to help soften the corners visually.

Brick and metal have been chosen as the two principal materials and these appropriate as they will be hard wearing and robust. The north elevation facing onto the courtyard is proposed as a coloured render, whilst it is stated that this will help to distinguish between flats, corridor space and to lighten the core (which is north facing and therefore would receive little direct sunlight) the use of render is not supported as it can weather easily and

would not maintain an appropriate level of quality or visual appearance. Windows are to be a dark grey UPVC/Aluminium composite, the acceptability of this composite will depend on the quality of the final materials proposed. It is important that the scheme is not 'value engineered' post planning. Therefore a standard condition on materials is required and Officers will not accept the use of render which is not considered a robust material for this location or anywhere in the proposed development site.

The impact of the development on the locality is deemed to be positive given the quality of the proposals. Whilst there will be limited opportunities for longer views of the building should the consented adjacent schemes come forward, those that will exist from the west are deemed to be enhanced by the scheme proposed.

As such the overall development is considered to be well designed and will have a positive impact on the visual amenities of the surrounding area subject to a materials condition. The numerous positive elements of the proposals as set out are considered to result in a proposed scheme that is in accordance with Policies BE13 & BE19 of the Hillingdon Local Plan (November 2012) and Policies DHB 11 and DHB 12 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and the London Plan (2016).

7.08 Impact on neighbours

Policy BE21 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) states that planning permission will not be granted for new development, which by reason of its siting, bulk and proximity, would result in a significant loss of residential amenity of established residential areas. This is also supported by Policy DMHB 11 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

The proposed development would be separated by 19.5m from the residential properties being constructed on the southern side of St Andrew's Road and 20.5m away from the approved, but as yet unconstructed, office building to the west.

To the north and east of the application site are unoccupied semi derelict properties. Given that these properties could potentially be refurbished and brought back into use it is also important to consider the impact of the scheme on these dwellings. The closest dwelling to the north is 21.5m away whilst the closest to the east is 24m away. As such it is considered that the separation distances proposed would be sufficient to avoid overdominance to these adjoining properties.

Privacy

Policy BE24 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) seeks to ensure that the design of new buildings protects the privacy of the occupiers and their neighbours. The supporting text to this policy states that 'the protection of privacy, particularly of habitable rooms (including kitchens) and external private amenity space is an important feature of residential amenity'. This is also supported by Policy DMHB 11 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

The Council's HDAS also provides further guidance in respect of privacy, stating in particular that the distance between habitable room windows should not be less than 21m. The Council's HDAS at paragraph 4.12 states that 'new residential development should be designed so as to ensure adequate privacy for its occupants and that of the adjoining residential property from windows above ground floor, an angle of 45 degrees each side of the normal is assumed in determining facing, overlooking distances.

Whilst these separation distances noted above are marginally less than the 21m distances

which the Council would expect between facing habitable room windows of new residential properties, the buildings are located on opposite sides of a road where traditionally these distances are reduced. As such it is considered that the separation distances proposed would be sufficient to avoid loss of privacy to the future occupiers of either development.

As set out above the closest dwelling to the north is 21.5m away whilst the closest to the east is 24m away. As such it is also considered that the separation distances proposed would be sufficient to avoid loss of privacy to these adjoining properties.

7.09 Living conditions for future occupiers

The application relates to the construction of assisted living apartments within the C2 Use Class and the proposed development is considered to create an acceptable environment for future occupiers. The apartments have been orientated in a way that would provide acceptable levels of outlook and means that there are no purely north facing flats. The apartments proposed are generously proportioned and in excess of the minimum space standards required for residential developments by the London Plan (2016).

Although there are no adopted standards for care homes, the external amenity space proposed would be in excess of 1720m² required should the proposed scheme be for a C3 Use. The shared external amenity space would be in excess of 1400m² and in addition each unit would benefit from private external amenity space in the form of a large terrace or private balcony. In terms of internal amenity space a lounge, cafe, garden room, hair/nail salon and wellness suite are also proposed. Dowding Park is also located 60m to the east of the site on the opposite side of St Andrew's Road and Hornchurch Road and would provide significant additional levels of amenity.

In addition the two 'wings' of the building are designed so as to be a minimum of 28m apart, therefore sufficient outlook is provided and no concerns are raised in term of internal privacy levels.

It is therefore considered that the proposal would provide suitable accommodation for its residents.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

The National Planning Policy Framework (NPPF) states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Local requirements in relation to impacts on traffic demand, safety and congestion are set out in Local Plan Part 2 policy AM7 which states: The LPA will not grant permission for developments whose traffic generation is likely to:

(i) unacceptably increase demand along roads or through junctions which are already used to capacity, especially where such roads or junctions form part of the strategic London road network, or

(ii) prejudice the free flow of traffic or conditions of general highway or pedestrian safety

This is also supported by Policy DM 2 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

Policy 6.3 of the London Plan requires development proposals to ensure that the impacts on transport capacity and the transport network are fully assessed.

To facilitate the development, Thompson Road would be built off St Andrews Road which would then lead into St Lukes Road (planning consent reference 585/APP/2018/3640 approved 13-02-19). There would be three vehicular access points to the site, the first

would be from Thompson Road leading to an under-croft car park with 24 spaces, the second would be from St Luke's Road which would lead to a parking court with 23 spaces, the third access would be a driveway with 7 car parking spaces. There would be 54 car parking spaces in total and 8 cycle parking spaces.

The Council's Highways Engineer has reviewed the submitted details and raised no objections to the proposed scheme. As St Andrews Park is still being developed the site does yet have a PTAL rating. However, based on the PTAL score for land immediately surrounding the site it is expected that the site would have a ranking of 2 which is considered limited. It is noted that the site is within walking distance of Uxbridge town centre which offers a range of local bus services, London Underground, shops, services and facilities.

Hillingdon's adopted car parking standards require that a development of this type provides 1 space per four dwelling units, plus one space for warden. Cycle parking should be provided at a ratio of 1 space per four units and 1 space per two members of staff. As mentioned above the development would provide 54 car parking spaces to serve the 72 assisted living apartments; this represents a ratio of 0.75 and is in conformity with Policy AM14. Two of the parking spaces would be for disabled drivers; this is also in accordance with Policy AM14.

The development would generate approximately 13 to 15 two-way movements during the network peak hours and 226 daily movements. It is considered that this volume of traffic could be absorbed by the surrounding local highway network without detriment to road safety or the free flow of traffic.

Notwithstanding that the volume of traffic generated could be absorbed by the highway network, it is important to note that the outline planning consent for the St Andrews Park development (585/APP/2009/2752) fully assessed the proposed trip generation of a extra care facility comprising up to 77 units of accommodation. Mitigation measures were secured at the time permission was granted, which took into account the trip generation associated with such a use. At the time of granting planning permission, S106 monies were secured to mitigate any potential adverse impacts on the local highway network. These monies and plans are currently being implemented in various schemes around the site and it is not therefore considered that this scheme is required to provide additional mitigation, above that which has been secured through the main consent.

Included in the Transport Assessment submitted as part of this planning application, are drawings showing the visibility splays for all three points of access. All three of these meet the Manual for Streets requirement of 22 metres visibility each way measured 2.4 metres back from the 'Give Way' line. Swept path drawings have also been provided showing how delivery vehicle would manoeuvre within this site, these show that a vehicle is able to enter and leave the site in forward gear.

The Council's Highways Engineer has raised no objections to the development, however they have requested that a Construction and Logistics Plan, Service and Delivery Plan are secured by way of suitable planning condition. Furthermore 20% of all parking spaces should be provided with 'active' and a further 20% provided with passive electric vehicle charging points.

7.11 Urban design, access and security

It is considered that there are no urban design or security issues arising from the proposal. The Metropolitan Police Designing out Crime Officer has been consulted on the proposals

and no objection or response has been received. It is recommended that a Secure by Design condition be attached to any grant of planning consent to ensure an acceptable standard of security is achieved.

7.12 Disabled access

The Council's Access Officer has reviewed the proposed development and requested additional information which the developer has now provided in a response document (reference KDE/RGR/5125 May 2019). These details have been reviewed by the Council's Access Officer who has confirmed the details are acceptable and no further details or conditions are required to ensure that the development would meet the appropriate standards.

As such the proposed scheme is considered to accord with policies 3.1, 3.8 and 7.2 of the London Plan (2016).

7.13 Provision of affordable & special needs housing

The application relates to the construction of assisted living accommodation within Use Class C2 as established previously in this report and to be secured through a s106 legal agreement should the development be granted planning consent. Considerations in relation to affordable housing provision are not therefore relevant to the application.

It is noted that the Draft New London Plan does not seek to differentiate between Class C2 and C3 uses in relation to Affordable Housing, and it supports the provision of Affordable Housing in specialist older persons accommodation (policy H15). However this is only a draft document and the more up to date NPPF at paragraph 64 is a material consideration, and it seeks to preclude specialist housing for the elderly from a requirement to provide Affordable Housing, as such, it is considered that the NPPF is accorded more weight in this instance than the Draft New London Plan and an affordable contribution is not required

7.14 Trees, landscaping and Ecology

Policy BE38 of the Hillingdon Local Plan: Part Two - Saved Policies (November 2012) requires new development to retain and utilise existing landscape features of merit and to provide new planting and landscaping wherever appropriate.

This site occupies the vacant plot in the north-west corner of the St Andrews estate, immediately to the west of the Park Road / Chippendale Way round-about. The west and southern boundary are defined by St Andrews Road. There is an existing swale which runs parallel to the east side of the road. This forms an integral part of the comprehensive SUDS scheme for the St Andrews development and is to be retained. The site features two mature oaks on the northern boundary which are protected by TPO 736.

The scheme will provide a significant area of well designed soft landscaping to the north of the proposed building for the amenity of future occupiers and soft landscaping to the south as a buffer between the built form and St Andrew's Road. However the application originally proposed the removal of one of the protected trees and as such an objection to the scheme was raised by the Council's Landscape Architect. The scheme has since been amended to retain both of the protected trees and subject to the use of appropriate planning conditions to protect these trees during construction and beyond the objection has been removed.

Subject to the attachment of conditions Policy BE38 of the Hillingdon Local Plan: Part Two - Saved Policies (November 2012) and Policy DMHB 14 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies and the London Plan (2016).

7.15 Sustainable waste management

London Plan Policy 5.17 requires adequate provision to be made for refuse and recycling facilities for new development.

The submitted Lower Ground Floor Plan shows a large bin store positioned in the southeast corner of the building. The lower ground floor is accessible by lift from all other floors of the building. The bin store has capacity to store 9 no. 1280 litre capacity bins for domestic waste, of which 5 will be for recycling and 4 for non-recyclable waste; and 3 no. 1100 litre capacity bins and a 120 litre clinical waste bin for non-domestic waste. The areas for domestic and non domestic waste are separated from each other. This provision has been calculated in accordance with 'Waste management in buildings - Code of practice' (BS5906:2005). External double doors allow for the waste and recycling containers to be taken directly outside for collection, via the path leading to St Andrews Road (8.7 metres). Doors to the bin store will be louvered for ventilation.

The Council's Waste Management Officer was consulted on the proposals and raised a concern regarding the proposed location and accessibility of the waste storage areas proposed. These comments were forwarded to the applicant and the scheme has subsequently been amended. The Council's Waste Strategy Officer and the Council's Highways Engineer have both confirmed that the amended proposals are acceptable.

As such the scheme is considered to accord with Policy 5.17 of the London Plan (2016) and Policy DMHB 11 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

7.16 Renewable energy / Sustainability

Policy 5.3 of the London Plan requires development proposals to demonstrate sustainable design standards are integral to the proposal. It requires major development proposals to meet minimum sustainable design standards set out in the Mayor's SPG. Policy 5.2 of the London Plan seeks to minimise carbon dioxide emissions and requires major residential developments to achieve a zero carbon standard. However if this cannot be achieved, then a cash in lieu contribution will be sought.

The Council's Sustainability Officer has reviewed the submitted details and confirmed that insufficient information has been provided at this stage to determine whether the development proposed would achieve the appropriate standards. As such they have recommended that a condition be attached to any grant of planning consent which requires a full and complete Energy Strategy to be submitted and approved in writing by the Council. If the Energy Strategy indicates that a carbon off-set is required then this would be secured through a s106 legal agreement.

Subject to the above the development is deemed in accordance with Policy 5.3 of the London Plan (2016) and Policy DMEI 2 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies.

7.17 Flooding or Drainage Issues

Policies OE7 and OE8 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seek to ensure that new development incorporates appropriate measures to mitigate against any potential risk of flooding. The site falls outside any flood zones as defined in the Council's own Strategic Flood Risk Assessment (SFRA) and is within flood zone 1 on the Environment Agency maps. A flood risk assessment is therefore not a requirement, although a Drainage Strategy would need to demonstrate that it would incorporate sustainable drainage techniques and reduce the risk of flooding in accordance with the requirements of Policies 5.11, 5.12 and 5.13 of the London Plan and the NPPF.

The Council's Flood and Water Management Officer assessed the submitted documentation and following discussions and the submission of plan reference SKM_2581908021370 dated 2nd August the scheme is considered acceptable subject to attaching a Sustainable Urban Drainage condition to any grant of planning consent.

7.18 Noise or Air Quality Issues

AIR QUALITY

The application site is within Uxbridge Focus Area and in alignment with LBH planning system it is required to contribute actively to reduce emissions within the area. A total damage cost S106 contribution of £83,743 is due to support the implementation of LBH Local Action Plan. Should the travel plan be judged effective by transport colleagues a 10% discount can be applied.

The Council's Highways Engineer has confirmed that the proposed Travel Plan is acceptable and therefore the 10% discount has been applied resulting in an air quality contribution of £75,368. The Travel Plan and requisite bond are to be secured through a s106 legal agreement.

NOISE

The development site is not adjacent to any unusual activities or uses that would create any additional requirements in terms of noise attenuation measures. The Council's Environmental Protection Unit have reviewed the submitted details and confirmed that they have no objections to the development subject to the attachment of appropriate conditions.

7.19 Comments on Public Consultations

Consultation letters were sent to 63 local owner/occupiers and the North Uxbridge and Vine Lane Residents Associations on 09/04/19. The application was also advertised by way of site and press notices. No responses have been received.

7.20 Planning obligations

Policy R17 of the Hillingdon Local Plan: Saved Policies (November 2012) and Policy DMC1 7 of the Emerging Hillingdon Local Plan: Part 2 Development Management Policies are concerned with securing planning obligations to supplement the provision recreation open space, facilities to support arts, cultural and entertainment activities, and other community, social and education facilities through planning obligations in conjunction with other development proposals. These saved UDP policies are supported by more specific supplementary planning guidance.

Should the application be approved, a range of planning obligations would be sought to mitigate the impact of the development, in line with saved policy R17 of the of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

The obligations sought are as follows:

1. Occupation restrictions and level of care to secure Use Class C2
2. Air Quality contribution of £75,368
3. Carbon off-set contribution as required by an approved Energy Assessment
4. Travel Plan plus £20,000 bond
5. Parking permits restriction for future occupiers
6. Construction Training: A financial contribution to the sum of: Training costs: £2500 per £1m build cost plus Coordinator Costs - up to £9,600 per phase or an in kind scheme to be provided
7. Project Management & Monitoring Fee: A financial contribution equal to 5% of the total cash contributions

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, and the sum calculated for this application based on the floor area proposed is £1,175,895.57.

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 (as of the 1st of April 2019) 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, and the sum calculated for this application based on the floor area proposed is £553,500.00.

7.21 Expediency of enforcement action

No enforcement action is required in relation to this application.

7.22 Other Issues

None

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of

opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

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

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

9. Observations of the Director of Finance

Not applicable

10. CONCLUSION

The application proposes the development of part of the former RAF Uxbridge site, now known as St Andrew's Park, to provide a building containing 72 assisted living apartments and communal facilities (Use Class C2) with associated parking and landscaping.

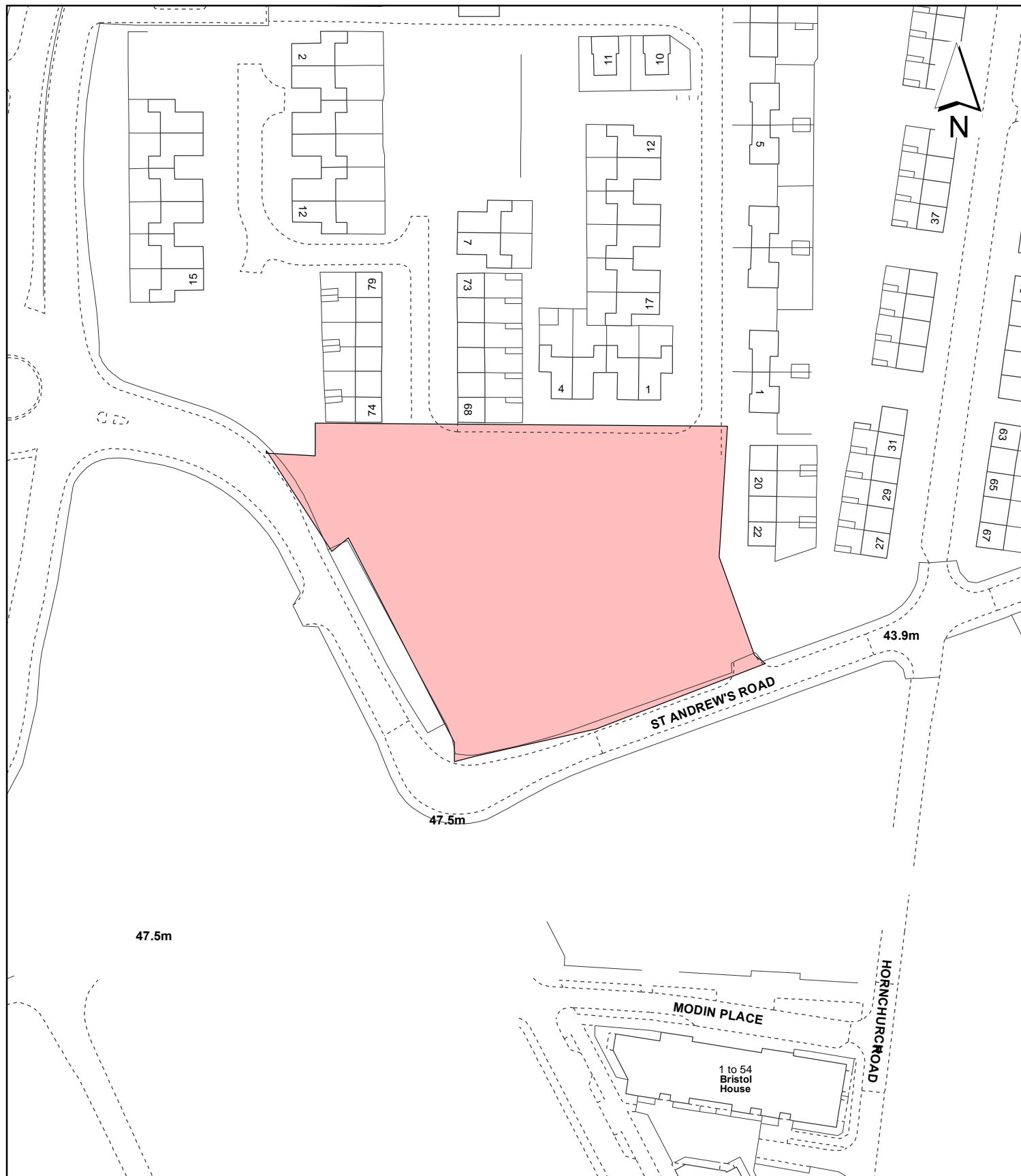
The proposed development is considered an appropriate use, scale and built form that is well designed and will enhance the locality. The provision of a Use Class C2 facility in this location was approved under the outline consent for the St Andrew's Park development and the proposed scheme is supported by local policy and the London Plan (2016). The application is therefore recommended for approval.

11. Reference Documents

The Hillingdon Local Plan: Part 1- Strategic Policies (November 2012)
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)
London Plan 2016
National Planning Policy Framework (NPPF) 2018
The Greater London Authority Sustainable Design and Construction (2006)
Council's Supplementary Planning Guidance - Community Safety by Design
Council's Supplementary Planning Document - Air Quality
Council's Supplementary Planning Document - Noise
Hillingdon Supplementary Planning Document: Accessible Hillingdon January (2010)
GLA Affordable Housing and Viability Supplementary Planning Guidance (SPG)
Emerging Hillingdon Local Plan: Part 2 Site Allocations and Designations
Emerging Hillingdon Local Plan: Part 2 Development Management Policies
Emerging Hillingdon Local Plan: Part 2 Policies Map

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Notes:



Site boundary

For identification purposes only.

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Site Address:

Phase 5 St Andrew's Park

Planning Application Ref:

585/APP/2019/829

Planning Committee:

Major

Scale:

1:1,250

Date:

August 2019

LONDON BOROUGH OF HILLINGDON

**Residents Services
Planning Section**

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LONDON