

## **Report of the Head of Planning and Enforcement**

**Address:** RAF WEST RUISLIP, HIGH ROAD ICKENHAM

**Development:** REDEVELOPMENT OF SITE FOR A MIXED USE COMPRISING 415 DWELLINGS (CLASS C3), AN 80-UNIT ELDERLY CARE HOME (CLASS C2), PLAYING FIELD AND OPEN SPACE WITH ASSOCIATED CAR PARKING (468 SPACES) AND ACCESS ARRANGEMENTS (INCORPORATING JUNCTION IMPROVEMENTS TO EXISTING HIGHWAYS) (OUTLINE APPLICATION).

**LBH Ref Nos:** 38402/APP/2007/1072

**Drawing Nos:** None

**Date applications approved at Committee** North Committee 09 July 2007

### **1.0 CONSULTATIONS**

#### **1.1 Internal Consultees**

Legal	A draft Deed of Variation to the existing S106 and S278 Agreements is currently under negotiation and is close to completion, subject to Committee Approval.
Highways Engineer	The occupation of no more than 30 residential units on the development site prior to substantial completion of highways works will not have a material impact on the operation of the highway network.

### **2.0 RECOMMENDATION**

#### **2.1 To proceed with a Deed of Variation to the Section 106 Agreement, namely:**

**That delegated authority be granted to the Head of Planning and Enforcement to negotiate and accept a Deed of Variation to the S106 Agreement dated 10 July 2007 and S278 Agreement dated 5 January for RAF West Ruislip, High Road Ickenham, to require the owner:**

**'To carry out the Works at its own expense in accordance with the approved Works Scheme employing a contractor approved by the**

**Council and to ensure the Works and the TRO Works are Substantially Completed prior to the Occupation of thirty (30) or more residential units on the land outlined in red on the plan attached to this Deed and marked completions plan'**

### **3.0 KEY PLANNING ISSUES**

3.1 Outline planning permission was granted for the redevelopment of the site on the 10<sup>th</sup> July 2007 following determination by the North Planning Committee on 9<sup>th</sup> July 2007. The outline planning permission is subject to S106 and S278 Agreements securing the following Heads of Terms:

- a) Education – The applicant provides a financial contribution towards nursery, primary and secondary school places and facilities in the locality commensurate with the estimated child yield of the development, or the transfer of land outside the development to satisfy the educational requirements associated with the development, in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled 'Educational Facilities' adopted in October 2003 or any subsequently approved amendments to this guidance.
- b) Health - The applicant provides a financial contribution of £131.50 per resident towards the provision of primary health care facilities in the locality in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled ' Health Care Facilities' adopted in December 2004.
- c) Affordable Housing – That at least 30% of the residential units constructed on the site, calculated on a habitable room basis, shall be reserved for the provision of affordable housing by or on behalf of a registered social landlord. Furthermore, of the affordable housing, 60% will be intermediate housing and 40% social rented as calculated on a habitable room basis. The social rented units will include as a minimum 24 x 1 bed elderly units, 24 x 2 bed elderly units and 20 x 2 bed age restricted units. The intermediate housing mix is to be agreed with the Council.
- d) Community Facilities – The applicant provides a financial contribution of £650 per residential unit for community facilities in the locality in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled 'Community Facilities' adopted in October 2003.'
- e) Children's Play Space – The applicant provides on-site one Locally Equipped Area for Play (LEAP) as described in the National Playing Fields Association guidelines, for the use of the new residents with an area of at least 3600sq.m, including a landscaped buffer around the activity zone. The applicant is also to provide for as many Local Areas of Play (LAP's) as required to satisfy the requirement of the National Playing Fields Association of a LAP being located within 1 minute walking distance from the home. Each LAP is to be of a size no smaller than 400sq.m including the buffer zone around the development. All

playground facilities are to be provided to the Council's standards. The space shall either be maintained in perpetuity by the developer, through a management company or, should the developer desire to dedicate the space to the Council and the Council agree to accept the space, a commuted sum for maintenance will be required prior to any handover. This maintenance sum shall be for a period of 10 years. The above provisions are in accordance with the Supplementary Planning Guidance (SPG) to the Hillingdon Unitary Development Plan entitled 'Community Facilities' adopted in October 2003.

- f) Recreational Open Space – The applicant provides a recreational open space in the form of a playing field in the southwest area of the site. This is also to include the provision of a Multi Use Games Area (MUGA). The space shall either be maintained in perpetuity by the developer, through a management company, or should the developer desire to dedicate the space to Council and Council agree to accept the space, a commuted sum for maintenance will be required prior to any handover. This maintenance sum shall be for a period of 10 years. Should the playing fields become a dual use facility with any future school development, any commuted sums are to be adjusted accordingly.
- g) Hillingdon Nature Trail Corridor Contribution – The applicant provides a financial contribution towards off-site works for improving the accessibility of the local nature reserve, in the sum of £30,000, in accordance with the Supplementary Planning Guidance (SPG) to the Hillingdon Unitary Development Plan Environmental Improvements.
- h) Community Safety Contribution – The applicant provides a financial contribution towards community safety in the sum of £75,000, in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled 'Community Facilities' adopted in October 2003.
- i) Highway Works –The applicant enters into a s278 agreement to deliver the off-site highways mitigation works, comprising a signalised junction at Aylsham Drive/ Ickenham High Road; a new signal controlled pedestrian crossing in Ickenham High Road, between Aylsham Drive and Heacham Avenue; signalisation of the existing zebra crossing in Long Lane adjacent to Swakeleys Road with a detector scheme for right turning traffic into Swakeleys Road and waiting restrictions in Heacham Avenue and extension of waiting restrictions in Aylsham Drive.
- j) Potential Highways Works - A contribution of £45,000 to cover reasonable costs of the Council to introduce a Parking Management Scheme in the affected areas as a result of displaced parking.
- k) Cycleway Contribution – The applicant provides a financial contribution in the sum of £30,000 towards the London Cycle Network Link 93/ Route 89 Uxbridge.
- l) Travel Plan – The applicant prepares and implements a travel plan, following approval by the local planning authority.

- m) Protection of trees – The applicant shall not allow the felling of any trees on-site without the prior written approval of the Local Planning Authority until such time as a tree preservation order is made. The Council shall not unreasonably withhold permission. If any trees are removed on-site without prior approval, the applicant shall replant such trees in accordance with a replanting scheme to be approved.
- n) Construction Training Contribution – The applicant shall either submit for prior approval a construction training scheme to be operated on the site or provide a financial contribution in accordance with the formula contained within the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled ‘Economic Development, Training and Employment’ adopted in October 2003.
- o) That the applicant meets Council's project management and administration costs as set out within the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled ‘Planning Obligations Strategy’.

- 3.3 Reserved Matters approval was subsequently granted on the 5<sup>th</sup> January 2009.
- 3.4 The development is underway on site and a schedule of highways works have been agreed with the Council's Highways Department. It should be noted that delays have occurred to the implementation of the highway works that have been beyond the applicant's control.
- 3.5 The current S106 and S278 Agreements attached to the planning permission require that all aspects of the Highways Works referenced within Head of Term i) above be completed prior to the occupation of any part of the development.
- 3.6 The applicant has requested that the agreements be amended in order to allow a small level of occupation prior to Substantial Completion of the highway works and that this amendment is necessary in order to ensure the scheme is deliverable.
- 3.7 The Council's Highways Engineer has reviewed the information which was submitted alongside the original planning application and considers that the occupation of 30 units could take place on site prior to the completion of the approved highways works without detriment to the operation of the highway network.
- 3.8 Accordingly, the proposal is considered acceptable and it is recommended that the Council enter into a Deed of Variation to the existing S106 and S278 agreements to enable the occupation of no more than thirty (30) of the residential units prior to Substantial Completion of the required Highways Works.

## **OBSERVATIONS OF BOROUGH SOLICITOR**

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

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

Article 6 deals with procedural fairness. If normal committee procedures are followed, it is unlikely that this article will be breached. Article 1 of the First Protocol and Article 8 are not absolute rights and infringements of these rights protected under these are allowed in certain defined circumstances, for example where required by law. However any infringement must be proportionate, which means it must achieve a fair balance between the public interest and the private interest infringed and must not go beyond what is needed to achieve its objective. Article 14 states that the rights under the Convention shall be secured without discrimination on grounds of 'sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status'.

## **OBSERVATIONS OF THE DIRECTOR OF FINANCE**

The report indicates that the costs of the development will be fully met by the developer, and the developer will make a Section 106 contribution to the Council towards associated public facilities. The developer will also meet the reasonable costs of the Council in the preparation of the Section 106 agreement and any abortive work as a result of the agreement not being completed. Consequently, there are no financial implications for this Planning Committee or the Council.

### **Reference Documents**

- (a) Central and South Planning Committee Agenda 9th July 2007. report for application reference 38402/APP/2007/1072 RAF West Ruislip (Item 1).
- (b) Central and South Planning Committee Minutes 9th July 2007. report for application reference 38402/APP/2007/1072 RAF West Ruislip (Item 1).

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# HILLINGDON

LONDON

## North Planning Committee

**Date:** MONDAY 9<sup>TH</sup> JULY 2007

**Time:** 7.00 PM

**Venue:** COMMITTEE ROOM 5, CIVIC  
CENTRE HIGH STREET, UXBRIDGE

### To Councillors on the Committee:

Bruce Baker (Chairman)  
Michael White (Vice-Chairman)  
Allan Kauffman  
Michael Markham  
Ian Oakley  
David Allam  
Anita Smart

### Conservation Area Advisory Members

Michael Platts / Chris Groom (Eastcote)  
Clive Pigram (Ruislip)  
John Ross / Michael Dent (Harefield)  
Michael Hirst (Canal Locks)  
Pamela Jeffreys (Ickenham)

**Publication Date:** 29<sup>th</sup> June 2007

**Contact Officer:** Nadia Williams

### Visiting the Civic Centre:

Members of the Public and Press are welcome to attend this meeting. Please note that recording of meetings is not permitted.

Bus routes 427, U1, U3, U4 and U7 all stop at the Civic Centre. Uxbridge underground station, with the Piccadilly and Metropolitan lines, is a short walk away. Please enter from the Council's main reception where you will be directed to the Committee Room.

Please switch off your mobile phone when entering the room and note that the Council operates a no-smoking policy in its offices.

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available in  
large print



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INVESTOR IN PEOPLE

David Brough - Head of Democratic Services

## Agenda

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1. Apologies for Absence
  2. Declarations of Interest in matters coming before this meeting
  3. To confirm that the items of business marked Part 1 will be considered in Public and that the items marked Part 2 will be considered in private
  4. Consideration of the reports from the Director of Planning and Community Services
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### **Reports - Part 1 – Members, Public and the Press**

Reports are split into ‘major’ and ‘non-major’ applications. The name of the local ward area is also given in addition to the address of the premises or land concerned.

#### **Major Application**

(We have been advised that there is a possible petition forthcoming on this item).

	<b>Address</b>	<b>Ward</b>	<b>Description &amp; Recommendation</b>	<b>Page</b>
1.	RAF West Ruislip High Road Ickenham	Ickenham	Redevelopment of site for a mixed use development comprising 415 dwellings (Class C3), an 80 unit elderly care home (Class C2), playing field and open space with associated car parking (468 spaces) and access arrangements (incorporating junction improvements to existing highways) (Outline application).  <b>Recommendation: Approval subject to a Section 106 agreement</b>	1

5. Any business transferred from Part 1
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#### **Other Business**

**SPECIAL MEETING**

**A**

**Item No.1                      Report of the Corporate Director of Planning and  
Community Services**

**Address:**                      RAF WEST RUISLIP, HIGH ROAD, ICKENHAM

**Development:**              REDEVELOPMENT OF SITE FOR A MIXED USE  
DEVELOPMENT COMPRISING 415 DEWLLINGS (CLASS  
C3), AN 80 UNIT ELDERLY CARE HOME (CLASS C2),  
PLAYING FIELD AND OPEN SPACE WITH ASSOCIATED  
CAR PARKING (468 SPACES) AND ACCESS  
ARRANGEMENTS (INCORPORATING JUNCTION  
IMPROVEMENTS TO EXISTING HIGHWAYS) (OUTLINE  
APPLICATION)

**LBH Ref Nos:**                38402/APP/2007/1072

**Drawing Nos:**                WR/OPA/PLA/01, WR/OPA/PLA02 Rev01a, WR/OPA/PLA/03  
Rev01a, WR/OPA/PLA/04, WR/OPA/PLA/05,  
WR/OPA/PLA/06, WR/OPA/PLA/07, WR/OPA/PLA/08,  
WR/OPA/PLA/09; EIA – Environmental Statement (Volume  
One – Main Report) (document reference WR/OPA/DOC/03);  
Environmental Statement (Volume Two – Appendices)  
(document reference WR/OPA/DOC/04); and Non-technical  
Summary (document reference WR/OPA/DOC/05);  
Sustainability Appraisal (document reference  
WR/OPA/DOC/06); and Transport Assessment and Travel  
Plan Framework (document reference WR/OPA/DOC/08).  
Received 11/04/2007.

Supporting documents not forming part of the outline  
application: Planning Support Statement (document reference  
WR/OPA/DOC/01); Open Space Statement (document  
reference WR/OPA/DOC/01/A); Design and Access Statement  
including addendum (Document reference WR/OPA/DOC/02);  
Statement of Community Involvement (document reference  
WR/OPA/DOC/07). Received 11/04/07.

Response to Officer and Community Comments and  
Amendments to Planning Application document and plans  
received 19/06/07.

Revised amendment to the housing mix received 22/06/07



**Date of receipt:** 11/04/2007

**Date(s) of Amendment(s):** 08/05/2007;  
19/06/2007; 22/06/07

## **1.0 SUMMARY**

- 1.1 This planning application is an outline application for the redevelopment of an 8.5 hectare site known as RAF West Ruislip. The application seeks approval of the principle of a mixed use comprising 415 dwellings, an 80-unit elderly person's care home (class C2), a playing field, open space, 468 car parking spaces, and means of access (including junction improvements to existing highways). All other matters namely layout, scale, appearance and landscaping are reserved for future determination.
- 1.2 The submission includes indicative plans to illustrate how the development could occur, including layout and building heights. However these details are not part of the application and cannot therefore be considered at this time.
- 1.3 The site was previously used by the Ministry of Defence for a variety of military purposes between 1934 and 1980 after which the site was occupied by the United States Visiting Forces who vacated part of the site in 2006 and will vacate the remainder later this year. Land surrounding the site is predominantly residential, while part of the northern boundary adjoins West Ruislip Station (London Underground and mainline railway services).
- 1.4 63 objection letters and 1 letter of support have been received. The main issues raised relate to traffic and parking impacts, overdevelopment, excessive density and height and concerns about increased pressure on health services and local schools.
- 1.5 The development is considered to meet Council policies and standards and, as such, approval is recommended subject to a Section 106 agreement.

## **Consultations**

Before the application was submitted, the applicant undertook two extensive consultation exercises in November 2006 and February 2007. The first consultation was regarding the Preliminary Development Proposal and the later consultation was on the Preferred Option. Both consultations included a preview evening for key stakeholders followed by 2 days where an exhibition was open to the public. For each consultation, 3,500 invitations were hand delivered to local homes and adverts were placed in the Uxbridge Gazette and Hillingdon Times to publicise the events.

The applicant states that the responses received as a result of the pre-application consultation were taken into account in progressing the proposals, in particular:

- the total number of residential units was reduced from 600 to 495
- the density of the scheme was reduced to more closely reflect the neighbouring Brackenbury estate
- a significant proportion of elderly units were included

- a significant proportion of family sized homes were included
- the playing field was retained for community use
- the need for other community uses were identified

A Statement of Community Involvement was submitted in support of the application which provides details of the consultation methodology, the stakeholders consulted, an analysis of comments received and the subsequent revisions proposed to the development.

The submitted outline planning application was advertised by means of site and press notices as a major development under Category A and B of Article 8 of the Town and Country Planning (General Development Procedure) Order 1995. A total of 2297 consultation letters were sent by the Council to local people, residents' associations, stakeholders and statutory consultees.

Sixty three letters of objection and one letter of support have been received. The objection letters include responses from the Ickenham Residents' Association, the Jaykay Residents' Group and St Giles' Church, Ickenham. The remaining objection letters were received from local residents and a Cabinet Member.

The following concerns have been raised (the number alongside each represents the number of letters that specifically refer to the objection):

- (i) Exacerbation of existing traffic and parking problems (49);
- (ii) Excessive density (17);
- (iii) Increased pressure on health services (15);
- (iv) Too few car parking spaces proposed (14);
- (v) Increased pressure on schools in the area (14);
- (vi) Overdevelopment (13);
- (vii) The excessive heights of the buildings proposed are out of character with prevailing development in the area (10);
- (viii) Negative impact on character of area (9);
- (ix) Traffic lights at the junction of Aylsham Drive and High Road will exacerbate traffic problems on the High Road (7);
- (x) Too many flats proposed (5);
- (xi) Too many sets of traffic lights are proposed on too short a length of the High Road (5);
- (xii) Too much social housing (3);
- (xiii) Loss of trees (3);
- (xiv) Disputes the claim that the old USVF activity generated traffic that was comparable to what is proposed (3);
- (xv) The traffic generated by the development will have an adverse impact on air quality in the area (2);
- (xvi) Insufficient green space is proposed (2);
- (xvii) Insufficient private amenity space proposed (2);
- (xviii) Concern about the use of the playing fields at night – excessive noise and light (2);
- (xix) Does not preserve or enhance the character of the adjoining Conservation Area (2);
- (xx) Access via Aylsham Drive and Heacham Avenue is poor (1);

- (xxi) Provision should be made for shops (1);
- (xxii) The development will further congest the Central Line (1);
- (xxiii) Too much elderly accommodation (1);
- (xxiv) Proposed car parking backing onto the rear boundaries of several existing dwellings will result in a negative impact on the existing dwellings amenity (1);
- (xxv) Public transport in the vicinity is not capable of handling the increase in residents (1);

In response to a number of comments raised during the formal consultation process, the applicant has made a number of amendments to the outline planning application. These assist in illustrating how the proposal could be accommodated on site, although were not necessary for an outline application. These amendments include:

- a reduction in the height of the building on the corner of Austin's Lane and the High Road from a 3/4 storey building to a 3 storey building. There are now no buildings taller than 3 storeys south of Aylsham Drive;
- a reduction in height of a 3 storey building adjoining 41 Aylsham Drive to 2.5 storeys and the setting back of the proposed building from number 41 to reduce its bulk; and
- an increase in rear setbacks of a number of proposed terrace dwellings to an average of 21 metres in accordance with policy.

In response to concerns from Housing Services, the applicant has agreed on to ensure that 30% of habitable rooms will be for affordable housing, of which 60% will be intermediate housing and 40% social rented. Furthermore, the social rented units will include as a minimum 24 x 1 bed elderly units, 24 x 2 bed elderly units and 20 x 2 bed age restricted units. The intermediate housing mix is to be agreed with the LB Hillingdon.

### **Elected representatives**

Local ward Councillor	Generally support the proposed number of dwellings on the site although some concerns about increased traffic movements, inadequate parking, the block on the fringe of the Conservation Area and the absence of a medical centre on site.
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### **External Consultees**

Defence Estates and RAF Northolt	No objection in principle. The MOD is concerned about the potential of the development to attract bird species hazardous to air traffic and suggests conditions to ensure that roosting and breeding opportunities for 'hazardous' bird species are minimised.
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London Underground Ltd (LUL)	No objection in principle although a method statement for all building work along the railway boundary will have to be
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submitted to LUL for approval by LUL engineers before any such work commences.

LUL advises that the six storey building close to the railway should not contain any balconies overlooking the railway for safety reasons and to minimise the possibility of vandalism.

Network Rail

Network Rail has no objection in principle subject to the following:

A 1.8 metre high trespass resistant fence be erected parallel to but separate from the railway fence. Additional or increased flows of surface water should not be discharged onto Network Rail land or into Network Rail's culvert or drains. No excavations should be carried out near railway embankments, retaining walls or bridges. The design and siting of buildings should take into account the possible effects of noise and vibration and the generation of airborne dust resulting from the operation of the railway. Should the development include proposals for external lighting, this may conflict with Network Rail's signalling system.

Environment Agency

No objection in principle provided that conditions are imposed regarding surface and foul water drainage works; surface water source control measures; an 8 metre vegetated buffer zone; no light spill into the Ickenham Stream and no storage of materials within 8 metres of the Ickenham Stream.

English Heritage  
(Archaeology)

No objection in principle. The site is in an area where archaeological remains may be present and any archaeological deposits may be affected by the development proposals. The archaeology should be protected by means of a condition that secures a programme of archaeological work.

The truss roofed warehouse buildings in the centre of the site and the purpose built cinema to the north of Aylsham Drive have some historic interest. However, English Heritage are not seeking to List these structures, and would consider that a programme of building recording would be appropriate in this instance. This can be achieved through a condition.

National Grid – Gas

National Grid refer to the presence of the low pressure mains on part of the proposed site and state that any diversion works will be chargeable.

London Fire Brigade

The London Fire Brigade advise the applicant to ensure that the plans conform to Part B of Approved Document of the Building Regulations.

Metropolitan Police

No response

London Ambulance Service	No response
Sport England	No objection subject to conditions to secure the provision of facilities for the grass sports pitch and multi-use games area, a maintenance implementation programme and a community use agreement.
Natural England	No objection in principle. Natural England advises that the applicant should produce an ecological management plan for the site. In particular there would appear to be an opportunity for off-site enhancement of the adjacent ditch network that could then act as an ecological corridor enabling wildlife to colonise and disperse from the site.
Department for Environment Food and Rural Affairs (DEFRA)	No response
Hillingdon Primary Care Trust	The Hillingdon Primary Care Trust has requested a contribution in line with the relevant adopted SPG.
Electricity	No response
London Wildlife Trust	No response
Thames Water	No response
Transport for London (TfL) (Street Management)	TfL London Streets do not object to the application, although suggest that the borough seeks contributions where possible to support the use of alternative transport modes.
Transport for London (TfL) (Signals)	TfL have assessed the Transport Assessment and have no objection to the application as it would have little or no impact on the trunk road network. TfL agree in principle to the introduction of a pedestrian crossing in this area as it will improve access and reduce severance. The proposal will also have a beneficial impact on delays for right turning traffic into Swakeley Road. There will still need to for the developer to undertake detailed design as part of any S278 agreement if the planning approval is successful.  As this is part of the Borough's roads, it is expected that the developer and the Borough will work with DTO to deliver a scheme once approval has been given.
Ickenham Residents' Association	The following concerns are raised: i) Does not preserve or enhance the character of the adjoining Conservation Area;

- ii) The four storey building proposed on the southern High Road corner will have an adverse impact on the adjoining Conservation Area;
- iii) Excessive density does not represent the character of the area;
- iv) Excessive number of flats;
- v) Excessive number of four bedroom flats;
- vi) The proposed private amenity space is deficient;
- vii) The ground and first floor flats adjoining West Ruislip Station will not receive sufficient light due to the adjoining hill;
- viii) Negative impact on amenity of area;
- ix) Proposed building heights are out of keeping with prevailing development heights in the area;
- x) Trees on High Road will not be retained;
- xi) A health centre should be provided instead of a community centre;
- xii) Proposal will exacerbate parking and traffic problems in the area;
- xiii) Disputes the claim that the old USVF use generated traffic that was comparable to what is anticipated;
- xiv) The single day traffic count may be non-indicative and leads to inaccurate results;
- xv) The Transport Assessment fails to demonstrate that the increase in traffic resulting from the development can be adequately accommodated on the adjoining highway network;
- xvi) The parking does not comply with policy AM14 of the UDP because only 468 car parks are being provided;
- xvii) The traffic generated by the development will have an adverse impact on air quality in the area.

Jaykay Residents' Group

The following concerns are raised:

- (i) Exacerbation of existing traffic and parking problems;
- (ii) Disputes the claim that the old USVF use generated traffic that was comparable to what is anticipated;
- (iii) The traffic generated by the development will have an adverse impact on air quality in the area.

St Giles' Church, Ickenham

The following concerns are raised:

1. Exacerbation of existing traffic and parking problems;
2. Traffic lights at the junction of Aylsham Drive and High Road will exacerbate traffic problems on the High Road;
3. Loss of the Church will create pressure on adjoining churches.

### **Internal Consultees**

Policy & Environmental      The proposal is considered to be acceptable in that it is in

Planning (PEP)

accordance with the UDP.

#### Residential Density

The Hillingdon Density Matrix identifies densities of 200-250 hr/ha (50-80u/h) for a residential scheme comprised mainly of flats in a suburban location, with a PTAL score of 2-3. The applicants have indicated a proposed residential density of 58 units per hectare (200-250 hr/h), falls within the prescribed standards and therefore is compliant with policy H6.

#### Affordable Housing

The proposal identifies 30% affordable housing. London Plan Further Alterations, adopted December 2006, sets out a London-wide strategic requirement for 50% affordable housing.

PEP has no objection to this application.

Environmental  
Protection Unit (EPU)

#### Noise

No objection in principle although a condition should be applied to mitigate noise impacts.

#### Air Quality

The development is within the Air Quality Management Area (AQMA) and the assessment indicates that there will be an increase of NO<sub>2</sub>. Although slight, the increase contributes further to the decrease in the air quality in the area. The increase in NO<sub>2</sub> in this area is due to the increase in traffic. EPU would therefore look for some mitigation measures to take place and suggest the following:

- Travel planning
- Electric charging points for electric cars and motorcycles.
- Renewable energy in dwellings and energy efficient design techniques within the development.
- Hillingdon's Air Quality Action Plan measures.

Urban Design

These comments are made on the indicative details provided, although they do not form part of this present application for approval.

#### Layout

A larger, coherent area of the playing fields has been retained intact at the south of the area, in accordance with previous advice, which is positive. In addition, minor change has been undertaken with regards to the layout in the north-eastern part of the scheme, which has resulted in a better layout, where proposed built elements have been broken up, and green edges have been introduced to the eastern boundary, which will result in a softer interface with adjoining properties.

The southern most enclave of housing results in a more compact, heavy built form to the end of the site, creating a long, dense, unbroken façade, along High Road Ickenham, at the southern outpost of the scheme. Given the exposed location, it would be advisable to break up the scale, and to create a more elegant finish to the southern end of the scheme in the forthcoming design process.

It would also be advisable to create a coherent buffer zone of vegetation along the northern boundary towards the underground station area, in order to achieve a green, visually attractive screen between the proposed development and the adjacent station tracks.

#### Building heights

The curved built element close to the underground station is a very strong form in itself and the three different sequences of heights may inhibit the potential to create an attractive and interesting building, and a landmark approach, as well as a strong sense of place. The building ought to retain one coherent height along its northern edge, whilst the height should be reduced to the south, with additional set backs of the upper most storey.

#### Permeability, home zones

The home zone approach is supported in principle, although this needs to be fully integrated in the reserved matters streetscape design. The scheme offers good connectivity within the site, and is well connected to adjacent pedestrian and cycle routes.

#### Sustainability

The ambition to introduce renewable energy sources, the use of recycled building materials as well as natural ventilation into this major new development scheme is supported. The principle of using sustainable drainage systems is endorsed, although this approach needs to fully influence the detailed design of the open spaces, in order to be successful.



## Conservation

No objection in principle. Building recording could be dealt with by condition. The scale, footprint and massing of the proposed blocks, particularly that at the south western end of the site, as currently proposed would be damaging to the setting of the CA.

With regard to the archaeology of the site this could be dealt with by way of a condition.

A particularly sensitive area in conservation terms is the south west of the site where it adjoins the Conservation Area (CA). The proposed block (up to 15 m in height- 4 storeys) is too tall, even if set back from the road and partially tree screened. Its potentially large footprint is greatly at odds with the small scale of development directly opposite, which is typical of the village character of the CA. The other large blocks fronting the High Road, most of which it appears would contain sheltered accommodation, also need to be broken down into smaller units to reflect the established grain of the area.

(Note that these issues will be addressed at the reserved matters stage.)

## Trees/Landscape

There are many trees on the site, most of which comprise the tree belt and clumps close to the southern part of the High Road frontage (western boundary) and contribute to the landscape and character of the locality. The tree masses are large-scale features with high amenity values, which provide a buffer to the road and contribute to the biodiversity of the site. They should, in terms of policy BE38 (and DC19), be retained and therefore constrain the redevelopment of the site.

The majority of trees will be unaffected by the development. The proposal outlines appropriate tree protection measures and includes recommendations that should be adopted for the successful integration of the proposed redevelopment with the retained trees.

Overall, the scheme is expected to provide a high quality safe and attractive landscaped residential environment. The landscape strategy, masterplan and planting principles aim to maintain the large-scale landscaping on the site frontage, such that the existing feature / buffer will be extended northwards to afford some screening of the built edge. The masterplan includes spaces for landscaping and tree planting within the site, in particular along the 'green corridors' and in the 'homezones'.

The protection of the trees at this stage of the process, while the site is Crown land owned by the MOD, is complicated particularly as this is an outline application. The various options to secure the long-term retention and management of the trees

should be carefully considered. It is not expedient to make a tree preservation order at this stage, but to require and secure the retention of the trees (until such time as a full permission is granted and/or an order is made) by a planning obligation.

Subject to the above and a number of conditions the scheme is acceptable in terms of policies BE38 (UDP) and DC19 (RCSP).

Highways Engineer

#### Traffic

Traffic modelling has been carried out using the VISSIM model and assessed by TfL. The model extends from the Woodlane/Kingsend roundabout to the Swakeleys Road/Ickenham High Road junction. The concept and methodology of the proposals have been accepted by TfL subject to a detailed design, under a Section 278 Agreement, of the signal related mitigation works.

The traffic impact assessment is considered to be robust as the trip generation is based on 499 housing units with no allowance for reduced trip generation from the care home. No reduction in traffic generation has been applied in the assessment for the potential modal shift afforded by the travel plan. Without any mitigation measures the results show an increase in journey time of 30 seconds for southbound traffic during the AM peak and 2 minutes for northbound traffic during the PM peak.

#### Parking

468 car parking spaces are proposed for 415 residential units and 80 care home flats. The indicative master plan shows all the spaces in communal car parking areas. However greater parking provision would be required if curtilage parking is proposed at reserve matters stage.

Waiting restrictions are proposed in Heacham Avenue and the extension of waiting restrictions in Aylsham Drive up to the junction with Heacham Avenue. The displaced commuter parking is likely to impact on surrounding streets. A contribution of £ 45,000 is required to enable the Council to introduce a Parking Management Scheme in the affected streets.

The units fronting Pentland Way should be set back to allow carriageway widening to accommodate on street parking for visitors, maintaining a wide footway and protective grass verge between footway and carriageway to allow safe access to the school.

The application is acceptable on highway grounds subject to the following Conditions:

1. Applicant to enter into a s278 agreement for off-site highway

mitigation works, including a signalised junction at Aylsham Drive/ Ickenham High Road; a new signal controlled pedestrian crossing in Ickenham High Road, between Aylsham Drive and Heacham Avenue; signalisation of the existing zebra crossing in Long Lane adjacent to Swakeleys Road with a detector scheme for right turning traffic into Swakeleys Road and waiting restrictions in Heacham Avenue and extension of waiting restrictions in Aylsham Drive.

2. A contribution of £45,000 to cover the costs of the Council introducing a Parking Management Scheme in the affected areas as a result of displaced parking.

3. Subject to the traffic impact from the proposed development on the highway network, measured in terms of maximum queue lengths and increases in journey times, demonstrated by the detailed design and modeling, not exceeding the figures stated in the submitted Transport Assessment.

4. All existing gated vehicular accesses to Ickenham High Road to be closed to vehicular traffic and cross-overs reinstated to footways.

5. Subject to the submission of a detailed Construction Management Plan restricting construction access to Aylsham Drive and no construction traffic to enter or leave the site via Heacham Avenue.

The Travel Plan should be submitted as part of a Section 106 agreement.

Traffic Services

No response

Transportation DC

Support increased access to public transport, including pedestrian access and cycle provision.

Green Spaces Team

The applicant has stated that they are providing for 2.5ha of open space on site. This includes the pitch and children's play space.

This does not include amenity spaces or private gardens. Therefore from the National Playing Fields six acre standard formula we have calculated the following:

415 (dwellings) x 2.36 (pop from dwellings) = 979.4 total population  
 $979.4 \times 2.4\text{ha} = 2.35\text{ ha}$  is required for the development to meet the National Playing Fields Standard.  
 Based upon these figures, 2.5ha – 2.35ha equates to the applicant having provided a 0.15 ha surplus of open space on

site. Therefore, the Green Spaces Team consider that the S106 package concerning the provision of children's play space and playing fields is sufficient to meet recreational open space requirements.

#### CCTV Service

The CCTV Service propose that CCTV cameras be located as follows:

Camera 1: To be positioned outside the West Ruislip Underground Station. The CCTV Service predict an upturn in passengers using the underground service. There will also be an increase in people in the late evening when they are waiting for taxis and public transport.

Camera 2: High Road, Ickenham. This camera will, in the main, be used to monitor matters alongside and feeding into the development site. To maximise the benefit of this camera location it should be at the junction of the Green, Oak Avenue and Aysham drive.

Camera 3: To be positioned at the Junction of Austin's Lane and Ickenham High Road. This will be used not only to monitor matters alongside and feeding into the development site but also to offer a level of protection to the older person's residential accommodation.

The associated budget costs, which include the provision of fibre optic transmission, the provision of a power source, all of the camera hardware / equipment and finally the control room equipment to receive the images transmitted, would be £25k per networked camera. This would amount to £75k.

#### Housing Services

Housing Services supports in principle the development of this site to provide new homes, as it provides the opportunity to secure much needed affordable housing on site through planning obligations.

##### Social rented/shared ownership split

The Council indicated in the pre-application discussions that it would consider a greater proportion of shared ownership properties than its published policy requires and expected a 50:50 split.

##### Proposed affordable rental provision

Housing Services is content with the proposed social rented provision for older people.

##### Affordability of shared ownership properties

There is concern about the unaffordability of, and lack of demand for, the proposed 44 4-bed shared ownership properties in West Ruislip. The balance should be shifted towards a majority of 2-bed houses, with some 3 bed and the possibility of trialling a small number of 4-bed properties.

It should be noted that in response to the above concerns, the applicant has stated on 22<sup>nd</sup> June 2007 that the intermediate housing mix is to be agreed with the LB Hillingdon. Housing Services consider this to be acceptable.

#### Scheme standards

Housing Services require new affordable housing to achieve Secure by Design certification.

The applicant will have to meet the requirements of the Housing Corporation Design and Quality Standards, paying particular attention to Housing Quality Indicators on size and layout.

Any affordable housing units should be virtually indistinguishable in design terms from the open market units i.e. in terms of balconies, car parking and external finishes.

At least 10% of all new affordable housing should be provided to full wheelchair accessibility standard.

#### Delivery of affordable housing

The Council expects affordable housing delivered as a planning obligation to be transferred to a registered social landlord.

Corporate Property	Corporate Property have indicated that a community services contribution should be made available for the improvement and extension of existing facilities in the locality. These could include the Council owned facilities at Community Close (Library and Scout/Guide premises) and the Village Hall (in private ownership).
Education	Education have agreed to a financial contribution towards nursery, primary and secondary school places and facilities in the locality commensurate with the estimated child yield of the development, or the transfer of land outside the development to satisfy the educational requirements associated with the development.
Estates & Valuation	Affordable Housing should be provided to support Council requirements.
Leisure Services	Leisure Services value the opportunity for development of services for children and young people to be considered within the context of existing services provided by the Youth Service North Area Team, from Ruislip Young People's Centre in Bury Street.
Access Officer	A condition should be attached requiring 100% of the units to be

built to Lifetime Homes standards and that 10% of the units are to be wheelchair accessible.

Waste Strategy

Storage for refuse and recycling bins should be provided in accordance with the relevant Council standards for dwellings and flats. Bin chambers should be constructed to the required Council standards.

## **2.0 RECOMMENDATIONS**

**2.1 That delegated powers be given to the Director of Planning and Community Services to grant outline planning permission subject to the following:**

**(a) The Council enters into an agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) and/or Section 278 of the Highways Act (as amended) and all appropriate legislation to ensure that:**

- **Education – The applicant provides a financial contribution towards nursery, primary and secondary school places and facilities in the locality commensurate with the estimated child yield of the development, or the transfer of land outside the development to satisfy the educational requirements associated with the development, in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled 'Educational Facilities' adopted in October 2003 or any subsequently approved amendments to this guidance.**
- **Health - The applicant provides a financial contribution of £131.50 per resident towards the provision of primary health care facilities in the locality in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled ' Health Care Facilities' adopted in December 2004.**
- **Affordable Housing – That at least 30% of the residential units constructed on the site, calculated on a habitable room basis, shall be reserved for the provision of affordable housing by or on behalf of a registered social landlord. Furthermore, of the affordable housing, 60% will be intermediate housing and 40% social rented as calculated on a habitable room basis. The social rented units will include as a minimum 24 x 1 bed elderly units, 24 x 2 bed elderly units and 20 x 2 bed age restricted units. The intermediate housing mix is to be agreed with the Council.**

- **Community Facilities** – The applicant provides a financial contribution of £650 per residential unit for community facilities in the locality in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled ‘Community Facilities’ adopted in October 2003.
- **Children’s Play Space** –The applicant provides on-site one Locally Equipped Area for Play (LEAP) as described in the National Playing Fields Association guidelines, for the use of the new residents with an area of at least 3600m<sup>2</sup>, including a landscaped buffer around the activity zone. The applicant is also to provide for as many Local Areas of Play (LAP’s) as required to satisfy the requirement of the National Playing Fields Association of a LAP being located within 1 minute walking distance from the home. Each LAP is to be of a size no smaller than 400m<sup>2</sup> including the buffer zone around the development. All playground facilities are to be provided to the Council’s standards. The space shall either be maintained in perpetuity by the developer, through a management company or, should the developer desire to dedicate the space to the Council and the Council agree to accept the space, a commuted sum for maintenance will be required prior to any handover. This maintenance sum shall be for a period of 10 years. The above provisions are in accordance with the Supplementary Planning Guidance (SPG) to the Hillingdon Unitary Development Plan entitled ‘Community Facilities’ adopted in October 2003.
- **Recreational Open Space** – The applicant provides a recreational open space in the form of a playing field in the southwest area of the site. This is also to include the provision of a Multi Use Games Area (MUGA). The space shall either be maintained in perpetuity by the developer, through a management company, or should the developer desire to dedicate the space to Council and Council agree to accept the space, a commuted sum for maintenance will be required prior to any handover. This maintenance sum shall be for a period of 10 years. Should the playing fields become a dual use facility with any future school development, any commuted sums are to be adjusted accordingly.
- **Hillingdon Nature Trail Corridor Contribution** – The applicant provides a financial contribution towards off-site works for improving the accessibility of the local nature reserve, in the sum of £30,000, in accordance with the Supplementary Planning Guidance (SPG) to the Hillingdon Unitary Development Plan Environmental Improvements.

- **Community Safety Contribution – The applicant provides a financial contribution towards community safety in the sum of £75,000, in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled ‘Community Facilities’ adopted in October 2003.**
- **Highway Works –The applicant enters into a s278 agreement to deliver the off-site highways mitigation works, comprising a signalised junction at Aylsham Drive/ Ickenham High Road; a new signal controlled pedestrian crossing in Ickenham High Road, between Aylsham Drive and Heacham Avenue; signalisation of the existing zebra crossing in Long Lane adjacent to Swakeleys Road with a detector scheme for right turning traffic into Swakeleys Road and waiting restrictions in Heacham Avenue and extension of waiting restrictions in Aylsham Drive.**
- **Potential Highways Works - A contribution of £45,000 to cover reasonable costs of the Council to introduce a Parking Management Scheme in the affected areas as a result of displaced parking.**
- **Cycleway Contribution – The applicant provides a financial contribution in the sum of £30,000 towards the London Cycle Network Link 93/ Route 89 Uxbridge.**
- **Travel Plan – The applicant prepares and implements a travel plan, following approval by the local planning authority.**
- **Protection of trees – The applicant shall not allow the felling of any trees on-site without the prior written approval of the Local Planning Authority until such time as a tree preservation order is made. The Council shall not unreasonably withhold permission. If any trees are removed on-site without prior approval, the applicant shall replant such trees in accordance with a replanting scheme to be approved**
- **Construction Training Contribution – The applicant shall either submit for prior approval a construction training scheme to be operated on the site or provide a financial contribution in accordance with the formula contained within the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled ‘Economic Development, Training and Employment’ adopted in October 2003.**
- **That the applicant meets Council's project management and administration costs as set out within the Supplementary**



**Planning Guidance to the Hillingdon Unitary Development Plan entitled 'Planning Obligations Strategy'.**

- (b) That Officers be authorised to negotiate and agree detailed terms of the proposed agreement.**
- (c) That the applicant meets the Council's reasonable costs in the preparation of the Section 106 agreement and any abortive work as a result of the agreement not being completed.**
- (d) If a Section 106 agreement has not been signed within 6 months or any other period as agreed by the Director of Planning and Community Services, then the application is to be referred back to Committee for further consideration.**
- (e) That subject to the above, the application be deferred for determination by the Head of Planning and Community Services under delegated powers subject to the completion of the Agreement under Section 106 and other appropriate powers with the applicant.**
- (f) That if the application is approved, the following conditions be attached:**

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| 1. | <b>(OUT1) Time Limit – outline planning application</b>  | 1. | <b>(OUT1) Standard</b> |
| 2. | <b>Application for approval of the following reserved matters shall be made to the local planning authority before the expiry of three years from the date of this permission: -</b><br>* (a) <b>Layout</b><br>* (b) <b>Scale</b><br>* (c) <b>Appearance</b><br>* (d) <b>Landscaping</b> | 2. | <b>(OUT2) Standard</b> |
| 3. | <b>Approval of the details of the Layout, Scale, Appearance and the landscaping of the site (hereinafter called the "reserved matters") shall be obtained from the local planning authority in writing before any development is commenced</b>   | 3. | <b>(OUT3) Standard</b> |
| 4. | <b>Plans and particulars of the reserved matters referred to in condition 2 shall be submitted in writing to the local planning authority and shall be carried out as approved.</b>  | 4. | <b>(OUT4) Standard</b> |
| 5. | <b>(M1) Details/ Samples to be Submitted</b>   | 5. | <b>(M1) Standard</b>   |
| 6. | <b>(M5) Means of Enclosure – details</b>   | 6. | <b>(M5) Standard</b>   |
| 7. | <b>(OM2) Levels</b>  | 7. | <b>(OM2) Standard</b>  |

8. (OM14) Secured by Design	8. (OM14) Standard
9. (DIS3) Parking for Wheelchair Disabled People	9. (DIS3) Standard
10. (DIS4) Signposting for People with Disabilities	10. (DIS4) Standard
11. (RPD5) Restrictions on Erection of Extensions, Garages, Sheds and Outbuildings	11. (RPD5) Standard
12. The net residential density across the site shall not exceed 231 habitable rooms per hectare or 68 units per hectare.	12. This density is a maximum control to ensure compliance with the London Plan and Policy H6 of the Hillingdon Unitary Development Plan.
13. The traffic impact from the proposed development on the highway network, measured in terms of maximum queue lengths and increases in journey times, demonstrated by the detailed design and modelling shall not exceed the figures stated in the submitted Transport Assessment (WR/OPA/DOC/08 – Transport Assessment and Travel Plan Involvement dated 11/04/07 and technical notes and supplementary information dated 3/05/07 and 18/06/07).	13. To ensure the highway system in the locality operates in a safe and efficient manner in accordance with Policies AM2 and AM7 of the Hillingdon Unitary Development Plan.
14. Prior to occupation of the development, all existing gated vehicular accesses from the site to Ickenham High Road shall be closed to vehicular traffic and cross-overs are to be reinstated to footways.	14. To ensure the highway system in the locality operates in a safe and efficient manner in accordance with Policies AM2, AM7 and AM8 of the Hillingdon Unitary Development Plan
15. No building proposed to the south of Aylsham Drive shall have a height greater than 3 storeys.	15. To safeguard the streetscape and amenity of the area in accordance with Policies BE13, BE21, BE35 and BE36 of the Hillingdon Unitary Development Plan.
16. The maximum building heights are to be in accordance with approved plan WR/OPA/PLA/02 Rev 01a.	16. To safeguard the streetscape and amenity of the area

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| <p><b>17. A sustainability report, showing how the development promotes energy efficient design shall accompany the reserved matters application required by Condition 2. A minimum of 10% of the energy needs of the development is to be provided from renewable energy sources on site. Energy efficient design is the inclusion of energy efficient and renewable energy technology and design, including passive solar design, natural ventilation, borehole cooling, combined heat and power, community heating, photovoltaics, solar water heating, wind, fuel cells, biomass fuelled electricity and heat generating plant in new developments.</b></p>          | <p><b>17. To facilitate sustainable energy efficient development in accordance with the London Plan and draft LDF Core Strategy policy DC8 'Renewable Energy' and Policy OE12 of the Hillingdon Unitary Development Plan.</b></p>   |
| <p><b>18. A Green Travel Plan shall be submitted to and approved in writing by the Local Planning Authority before any development is commenced. The Green Travel Plan shall outline the means and methods of reducing private transport use and facilitate increased use of public transport. The Green Travel Plan shall be implemented for a minimum period of 5 years from the completion and occupancy of the buildings hereby permitted.</b></p>   | <p><b>18. To minimise the reliance on private transport and minimise pollution in accordance with Policies AM14 and OE6 of the Hillingdon Unitary Development Plan.</b></p>   |
| <p><b>19. No demolition or other development shall take place until details of a Demolition and Construction management plan has been submitted to and approved in writing by the Local Planning Authority. This plan shall be implemented as approved. This plan must incorporate:</b></p> <ul style="list-style-type: none"> <li><b>(i) A tree protection method statement as described in Condition 30.</b></li> <li><b>(ii) A programme that the most valuable or potentially contaminating materials and fittings can be removed from the site safely and intact for later re-use or processing.</b></li> <li><b>(iii) Provisions to ensure that all</b></li> </ul> | <p><b>19. To mitigate potential impacts during the construction phase to: protect trees; establish an 'audit trail' for demolition materials; ensure that the development does not cause danger and inconvenience to users of the adjoining highway; safeguard the amenity of surrounding residential</b></p> |

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| <p>construction vehicles are properly washed and cleaned to prevent the passage of mud and dirt onto the adjoining highway.</p> <p>(iv) A scheme for protecting surrounding dwellings from dust and noise emitted from demolition and construction activity.</p> <p>(v) Restricting construction access to the site to Aylsham Drive with no construction traffic entering or leaving the site via Heacham Avenue.</p> | <p>properties and the health of residents. in accordance with Policies OE6, BE38, AM7 and OE1 of the Hillingdon Unitary Development Plan</p>  |
| <p>20. All works associated with the demolition and construction of buildings on site shall occur between the hours of 0800 and 1800, Monday to Friday, and between the hours of 0800 and 1300 on Saturdays. No work shall occur on Sundays or Bank Holidays.</p>  | <p>20. To safeguard the amenities of surrounding residential properties in accordance with Policies OE1 and OE3 of the Hillingdon Unitary Development Plan.</p>   |
| <p>21. (OM5) Provision of Bin Stores</p> <p>22. (MRD7) Dustbin Siting</p> <p>23. (MCD10) Refuse Facilities</p> <p>24. Details of designated areas for the storage of waste recycling receptacles shall be submitted to and approved in writing by the Local Planning Authority. This recycling area shall be provided prior to the occupation of the development and thereafter permanently retained.</p>              | <p>21. (OM5) Standard</p> <p>22. (MRD7) Standard</p> <p>23. (MCD10) Standard</p> <p>24. To provide a designated area in addition to any bin stores for flats where occupants can store and handle waste before it is removed from the site in accordance with Policy OE13 of the Hillingdon Unitary Development Plan.</p> |
| <p>25. Communal glass recycling banks shall be provided on-site to service the development. The banks are to be adequately screened and landscaped. Details of the glass banks shall be submitted to and approved in writing by the Local Planning Authority. The glass banks shall be provided prior to the occupation of the development and thereafter permanently retained.</p>                                    | <p>25. To provide for glass recycling which is currently not available as a kerb side service in accordance with Policy OE13 of the Hillingdon Unitary Development Plan.</p>  |

26.	<b>(H1) Traffic Arrangements – submission of details</b>	26.	<b>(H1) Standard</b>
27.	<b>(TL1) Existing Trees – Survey</b>	27.	<b>(TL1) Standard</b>
28.	<b>(TL2) Trees to be Retained</b>	28.	<b>(TL2) Standard</b>
29.	<b>(TL3) Protection of Trees and Plans during Site Clearance and Development</b>	29.	<b>(TL3) Standard</b>
30.	<b>(TL4) Landscaping Scheme (standard)</b>	30.	<b>(TL4) Standard</b>
31.	<b>(TL6) Landscaping Scheme – implementation</b>	31.	<b>(TL6) Standard</b>
32.	<b>(TL7) Maintenance of Landscaped Areas</b>	32.	<b>(TL7) Standard</b>
33.	<b>A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, other than small, privately owned, domestic gardens, shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development or any phase of the development, whichever is the sooner, for its permitted use. The landscape management plan shall be carried out as approved.</b>	33.	<b>To ensure that the approved landscaping is properly maintained in accordance with policy BE38 of the Hillingdon Unitary Development Plan.</b>
34.	<b>(N1) Noise-sensitive Buildings – use of specified measures</b>	34.	<b>(N1) Standard</b>
35.	<b>(N5) Control of noise emission from the site</b>	35.	<b>(N5) Standard</b>
36.	<b>(DRC6) Contaminated Land – survey and remedial works</b>	36.	<b>(DRC6) Standard</b>
37.	<b>(AR3) Sites of Archaeological Interest – Scheme of Investigation</b>	37.	<b>(AR3) Standard</b>
38.	<b>No demolition or other development shall take place until the implementation of a programme of historic building recording has been secured in accordance with a written scheme that has been submitted to and approved in writing by the Local Planning Authority. Thereafter development shall only take place in accordance with the approved scheme. The recording shall be carried out by a suitably qualified body acceptable to the Local Planning Authority.</b>	38.	<b>A number of buildings on site have some historic interest and it is considered that these buildings should be recorded in accordance with Policy BE3 of the Hillingdon Unitary Development Plan.</b>
39.	<b>Surface and foul water drainage works shall be carried out in accordance with details which shall have been submitted to and approved in writing by the Local Planning Authority before development commences.</b>	39.	<b>To prevent the risk of flooding in accordance with Policy OE8 of the Hillingdon Unitary Development Plan.</b>
40.	<b>Surface water source control measures shall be carried out in accordance to details</b>	40.	<b>To prevent the risk of flooding and to</b>

which shall have been submitted to and approved in writing by the Local Planning Authority before development commences.

**41. An 8 metre vegetated buffer zone shall be provided of locally native plant species, of UK genetic provenance, alongside the Ickenham Stream. This buffer zone shall be measured from the top of the bank and shall be free of structures, hard standing and fences. All buildings including balconies and cantilevered structures, must be set back at least 8 metres from the bank top of the watercourse.**

**42. There shall be no light spill into the Ickenham Stream or adjacent river corridor habitat. To achieve this, and to comply with sustainability, artificial lighting should be directional and focused with cowlings to light sources in close proximity to the river corridor.**

**43. There shall be no storage of materials within 8 metres of the Ickenham Stream. This must be suitably marked and protected during development and there shall be no access within this area during development. There shall be no fires, dumping or tracking of machinery within this area.**

improve water quality in accordance with Policy OE8 of the Hillingdon Unitary Development Plan.

**41. To maintain the character of the watercourses and provide undisturbed refuges for wildlife using the river corridors and in order to avoid problems such as fragmentation of the buffer by fencing; the placing of garden rubbish near the bank; the introduction of non-native species into the buffer; and pressure for inappropriate bank retention works in accordance with Policy EC5 of the Hillingdon Unitary Development Plan.**

**42. Artificial lighting disrupts the natural diurnal rhythms of a range of wildlife using/inhabiting the river and its corridor habitat in accordance with Policy EC5 of the Hillingdon Unitary Development Plan.**

**43. To prevent solid materials from entering the watercourse and causing pollution. To reduce the impact of the proposed development on the**

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| <p><b>44. Ten percent of all new housing shall be designed to be wheelchair accessible and One hundred percent of all new housing is to be designed to Lifetime Homes standards.</b></p>  | <p><b>44.</b></p> | <p><b>buffer zone and the movement of wildlife along the river corridor in accordance with Policy EC5 of the Hillingdon Unitary Development Plan.</b></p>  |
| <p><b>45. A Design and Access Statement showing how the principles of inclusive design, including the specific needs of disabled people and how it meets 'Secure by Design', have been integrated into the proposed development shall be submitted in association with reserved matters applications required by Condition 2.</b></p>   | <p><b>45.</b></p> | <p><b>To ensure inclusive design in accordance with Policy H9 of the Hillingdon Unitary Development Plan .</b></p>   |
| <p><b>46. Good quality lighting shall be provided to appropriate public and communal areas, such as around the community facility, footpaths, communal parks and the internal road network. Details of such lighting is to be submitted to and approved in writing by the Local Planning Authority, in consultation with the Metropolitan Police. This lighting shall be provided prior to the occupation of the development and thereafter permanently retained.</b></p> | <p><b>46.</b></p> | <p><b>To facilitate crime prevention through environmental design in accordance with Policy BE18 of the Hillingdon Unitary Development Plan.</b></p>   |
| <p><b>47. The playing field shall have a minimum size of 1.32ha (Multi Use Games Area counted twice in accordance with the NPFA Six Acre Standard).</b></p>   | <p><b>47.</b></p> | <p><b>To ensure that the development makes adequate provision for open space and is of a satisfactory size to contain a possible future school playing field in accordance with Policies R1, R4 and R5 of the Hillingdon Unitary Development Plan.</b></p> |
| <p><b>48. The existing floodlighting on the playing field and any new flood lighting proposed in the future shall not be lit between the hours of 2000 hours and 0800 hours.</b></p>  | <p><b>48.</b></p> | <p><b>To safeguard the amenities of surrounding residential</b></p>  |

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| <p><b>49. Bicycle parking details for the site shall be submitted to and approved in writing by the Local Planning Authority before any development is commenced and shall be implemented in accordance with the details approved.</b></p>   | <p><b>49. To ensure that cyclists are provided with adequate bicycle parking facilities in accordance with Policy AM14 of the Hillingdon Unitary Development Plan.</b></p>   |
| <p><b>50. There shall be no curtilage car parking within the site.</b></p>   | <p><b>50. To ensure adequate car parking provision in accordance with Policies AM14 and BE13 of the Hillingdon Unitary Development Plan.</b></p>   |
| <p><b>51. No development shall take place until details for the provision of facilities for the grass sports pitch and multi-games area have been submitted to and approved by the Local Planning Authority. The timing of the provision of the facilities shall be agreed with the Local Planning Authority prior to the commencement of any development and implementation shall be in accordance with the agreed details and timetable.</b></p> | <p><b>51. To ensure that the provisions for the grass sports pitch and multi-games area comply with the required statutory guidelines in accordance with Policy R1 of the Hillingdon Unitary Development Plan.</b></p> |
| <p><b>52. No development shall take place until a scheme has been submitted to and approved by the Local Planning Authority for the improvement and maintenance of the grass sports pitch. The scheme shall include details of the arrangements for its implementation. Maintenance shall be carried out in accordance with the approved scheme.</b></p>   | <p><b>52. To ensure that the grass sports pitch is properly maintained in accordance with Policy R1 of the Hillingdon Unitary Development Plan.</b></p>  |
| <p><b>53. Prior to the commencement of development, a management agreement for the community use of the grass sports pitch and multi-games area shall be submitted to and approved by the Local Planning Authority. The agreement shall include</b></p>  | <p><b>53. To ensure that the grass sports pitch and multi-games area are available and accessible for community use in</b></p>   |



<p>details of the arrangements for its implementation.</p>	<p>accordance with Policy R1 of the Hillingdon Unitary Development Plan.</p>
<p>54. An ecological management plan shall have been submitted to and approved in writing by the Local Planning Authority before development commences. The plan should provide details of how the site's future biodiversity potential can be fully realised and maintained throughout the lifetime of the site. The plan shall be in accordance with Natural England's standards.</p>	<p>54. To enhance the site's biodiversity in accordance with Policy EC5 of the Hillingdon Unitary Development Plan.</p>
<p>55. No buildings facing the adjoining railway line to the north shall have any balconies that overlook the railway.</p>	<p>55. To ensure a safe railway system and minimise the possibility of vandalism to the railway in accordance with Policy AM11 of the Hillingdon Unitary Development Plan.</p>
<p>56. A facilities contract shall have been submitted to and approved in writing by the Local Planning Authority before development commences. The contract will outline measures to be undertaken to stop the roosting and breeding of gulls on any building with a flat roof.</p>	<p>56. To minimise the potential of the development to attract bird species hazardous to air traffic using RAF Northolt.</p>
<p>57. A minimum of 468 car parking spaces shall be provided within the development.</p>	<p>57. To provide an adequate level of car parking for future users of the site in accordance with Policy AM14 of the Hillingdon Unitary Development Plan.</p>
<p>58. (OM7) Refuse and Open-Air Storage 59. No development shall take place until details of a Closed Circuit Television system that monitors the grounds of the community facility is submitted to and approved in writing by the Local Planning Authority, in consultation with the Metropolitan Police. This shall be implemented as approved.</p>	<p>58. (OM7) Standard 59. To facilitate crime prevention through environmental design in accordance with Policies AM11 and BE18 of the Hillingdon Unitary Development Plan.</p>

## **INFORMATIVES**

- 1. (3) Building Regulations – Demolition and Building Works**
- 2. (6) Property Rights/Rights of Light**
- 3. (7) Design Guidance – Reserved Matters**
- 4. (8) Reserved Matters**
- 5. (9) Community Safety – Designing Out Crime.**
- 6. (11) The Construction (Design and Management) Regulations 1994**
- 7. (13) Asbestos Removal**
- 8. (15) Control of Environmental Nuisance from Construction Work**
- 9. No bonfires shall be lit on the construction site**
- 10. All plant equipment shall be regularly maintained to ensure that emissions of smoke are minimised. No plant shall be operated on the construction site which emits black smoke.**
- 11. (18) Storage and Collection of Refuse**
- 12. (19) Sewerage Connections, Water Pollution etc.**
- 13. (21) Street Naming and Numbering**
- 14. (24) Works affecting the Public Highway – General**
- 15. (25) Consent for the Display of Advertisements and Illuminated Signs**
- 16. (34) Access to Buildings and Facilities for Persons with Disabilities**
- 17. To promote the development of sustainable building design, you are encouraged to investigate the use of renewable energy resources which do not produce any extra carbon dioxide (CO<sub>2</sub>) emissions, such as solar, geothermal and fuel cell systems.**
- 18. 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 Acts.**
- 19. Native tree and shrub removal should be minimised. Professional tree surgery should be carried out in preference to removal.**
- 20. With regard to surface water drainage it is the responsibility of the applicant to make proper provision for drainage to ground, water courses or surface water sewer. It must not be allowed to drain to the foul sewer, this is the major contributor to sewer flooding. Thames Water recognises the environmental and economic benefits of surface water source control, and encourages its appropriate application, where it is to the overall benefit of its customers.  
Hence, in the disposal of surface water, Thames Water will recommend that the applicant:
  - a) Looks to ensure that new connections to the public sewerage system do not pose an unacceptable threat of surcharge, flooding or pollution;**
  - b) Check the proposals are in line with advice from the DEFRA, which encourages, wherever practicable, disposal 'on site' without recourse to the public sewerage system; for example in the form of soakaways or infiltration areas on free draining soils;**
  - c) Looks to ensure the separation of foul and surface water sewerage on all new developments.****

Thames Water, requests that a bacterial or enzyme dosing unit should be fitted on all waste discharge points from kitchen sinks and floor drains prior to discharging to the public sewerage system, to avoid back-flow at a later date. If the recommendation is ignored the property may at a later date suffer from back-flow and result in flooding.

Thames Water recommend that Petrol/oil interceptors be fitted in all car maintenance /parking/ washing facilities. Failure to enforce the effective use of Petrol/Oil interceptors could result in oil polluted discharges entering the local watercourse.

21. The development of this site is likely to damage archaeological remains. The applicant should therefore submit detailed proposals in the form of an archaeological project design. This design should be in accordance with the appropriate English Heritage guidelines.
22. The demolition and building works on the part of the site adjoining the railway line will have to be undertaken in accordance with London Underground Ltd "Special Conditions for Outside Parties working on or near the Railway".
23. Under the terms of the Water Resources Act 1991 and the Land Drainage Byelaws 1981, the prior written consent of the Environment Agency is required for any proposed works or structures in, under, over or within 8 metres of the brink of the Ickenham Stream main river.  
Contact Samir Bougaci on 01707 632409 for further details.
24. Under the terms of the Water Resources Act 1991, the prior written consent of the Environment Agency is required for any discharge of sewage or trade effluent into controlled waters (e.g. watercourses and underground waters), and may be required for any discharge of surface water to such controlled waters or for any discharge of sewage or trade effluent from buildings or fixed plant into or onto ground or into waters which are not controlled waters. Such consent may be withheld.  
Contact Consent Department on 08708 506506 for further details.
25. Under the terms of the Water Resources Act 1991, the prior written consent of the Environment Agency is required for dewatering from any excavation or development to a surface watercourse.  
Contact consent Department on 08708 506506 for further details.
26. The Affordable Housing provided on site should meet the Housing Corporation's Design and Quality Standards (April 2007).
27. The decision to GRANT outline 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).
28. Your attention is drawn to the Building Regulations 1991 Part M: ACCESS AND FACILITIES FOR DISABLED PEOPLE and to requirements of the Chronically Sick and Disabled Persons Act 1970 and other related legislation. The enclosed leaflet gives guidance on the requirements of this legislation and the Council's policies and standards on disabled access and facilities. These may affect the detailed design and layout of your proposed development. For further information and advice, contact -

**Building Control Services, Civic Centre, Uxbridge, UB8 1UW (Telephone 01895 250804 / 805 / 808)**

29. **The developer is requested to maximise the opportunities to provide high quality work experience for young people (particularly the 14 - 19 age group) from the London Borough of Hillingdon, in such areas as bricklaying, plastering, painting and decorating, electrical installation, carpentry and landscaping in conjunction with the Hillingdon Education and Business Partnership.**  
**Please refer to the enclosed leaflet and contact Peter Sale, Hillingdon Education and Business Partnership Manager: contact details - c/o British Airways Community Learning Centre, Accommodation Lane, Harmondsworth, UB7 OPD. Tel: 020 8897 7633. Fax: 020 897 7644. email: [p.sale@btconnect.com](mailto:p.sale@btconnect.com)"**
30. **Your attention is drawn to the fact that outline planning permission does not override any legislation designed to protect European Protected Species, including The Conservation (Natural Habitats etc) Regulations 1994. You should contact English Nature (Tel: 020 7831 6922) if you require further information.**
31. **The decision to grant Outline Planning Consent has been taken having regard to the policies and proposals in the Unitary Development Plan, namely policies BE13, BE18, BE19, BE20, BE21, BE22, BE23, BE24, BE36, BE3, BE4, BE10, BE38, OL3, OL16, OL26, EC5, OE, OE2, OE3, OE4, OE5, OE6, OE12, OE13, H4, H5, H6, H8, H9, H10, H11, R1, R4, R5, R6, R10, R17, BE35, AM2, AM6, AM7, AM8, AM9, AM10, AM11, AM12, AM13, AM14, AM15, OL17, OL18 & OL19 and to all relevant material considerations, including the London Plan, the Hillingdon Local Development Framework, national policy guidance and Supplementary Planning Guidance.**

### **3.0 CONSIDERATIONS**

#### **Site and Locality**

- 3.1 The site is 8.5 hectares in area and adjoins Ickenham High Road to the west and the West Ruislip Station which is to the north. West Ruislip Station is served by the Marylebone to Birmingham railway line and London Underground's Central Line.
- 3.2 Ickenham High Road has a mix of predominantly detached and semi-detached suburban style residential and commercial uses with building heights predominantly two-storey with some three storey buildings. Ickenham Green is also located to the west of the site.
- 3.3 To the north of the railway line there is a four storey nursing home, a large commuter car parking area, various light industrial and commercial land uses and RAF Blenheim Crescent, which currently provides administrative facilities and a medical centre. Further north, land accommodates predominantly two storey detached and semi-detached dwellings along with a golf course to the north west.

- 3.4 To the east of the site is a residential area, known as the Brackenbury Estate, some of which is occupied by USVF personnel. This area contains predominantly terraced dwellings with some flatted development. There is a small shop and a medical centre located within the estate along with a large park and playground. Building heights are between two storeys and three storeys. To the south of the estate lies Ickenham Station, which is served by London Underground's Metropolitan and Piccadilly Lines.
- 3.5 The site's southern boundary is defined by Austin's Lane and abuts the Ickenham Conservation Area, which is mainly residential in character and includes a public house. A Grade II listed barn is located on Austin's Lane, close to the corner with the High Road, directly across from the subject site. Numerous Grade II and Locally Listed buildings are located in the Conservation Area. Ickenham Town Centre is to the south west of the site.
- 3.6 Adjoining the site on the corner of Pentland Way and Tweeddale Grove is the West Ruislip Elementary School, which form part of the RAF West Ruislip complex, but is located outside the planning application site boundary.
- 3.7 Vehicular access is off Ickenham High Road via Aylsham Drive, Heacham Avenue and Pentland Way. The U1 bus route (Hillingdon Hospital - Brunel University - Uxbridge - Ickenham - Ruislip) and the U10 bus route (Hill Lane - Ruislip - Ickenham - Swakeleys Road - Uxbridge) run along the Ickenham High Road. Pedestrian only access is off Austin's Lane and the Hillingdon Trail runs adjacent to the site along Austin's Lane and follows the Ickenham High Road through to Ickenham Green.
- 3.8 The site was originally built in 1915 to serve the airfield at RAF Northolt. It was developed as a depot between 1934 and 1960 and was initially occupied by the RAF, followed by the United States Visiting Forces (USVF), from 1980 onwards. The site provided a mix of welfare and recreational facilities for USVF personnel and their families. The part of the site to the north of Aylsham Drive was vacated in 2006 while the rest of the RAF West Ruislip site is due to be vacated later this year.
- 3.9 The site has a relatively flat topography and contains a variety of buildings. The greatest concentration of built development is to the north of Aylsham Drive, which consists of predominantly single storey utilitarian buildings interspersed with areas of car parking. The buildings include a Navy Exchange retail store, community centre, small retail outlets, children's day-care/nursery, petrol station, bank, post office, club/bar, cinema, fast food restaurant and offices. The part of the site located between Aylsham Drive and Heacham Avenue contains a single storey church, an outdoor basketball court, grassed open space and a large area of car parking. The area to the south of Heacham Avenue contains a fitness centre, racquetball/tennis court, baseball diamond, and recreational open space along with floodlighting.

- 3.10 There are numerous existing trees on site, which form an important part of the leafy character of the area. The trees are predominantly located on the periphery of the site, along the road boundaries, with some significant trees also within the site.
- 3.11 Between the northern part of the site that adjoins West Ruislip station and the Ickenham High Road there is a 1 to 1.5 storey rise in ground level up to the High Road. This slope is on a narrow strip of land, which is outside the site boundary.
- 3.12 The majority of the application site has a Public Transport Accessibility Level (PTAL) of 2, which is relatively low within a possible range of 1 to 6, with the north western part having a higher rating of 3.

## **Scheme**

### Background

- 3.13 The proposed development at RAF West Ruislip forms part of a major investment and restructuring programme for the Defence Estate in London, known as Project MoDEL (Ministry of Defence Estate in London). Project MoDEL aims to redevelop RAF Northolt as the core site for military activities in London and this is to be funded through the disposal of six sites in London that are surplus to the Defence Estates' requirements, including RAF West Ruislip.

### The proposed development

- 3.14 Outline planning permission is sought for approval of the principle of a mixed use comprising:
- 415 dwellings (C3) comprising of the following mix:
    - 24 one bedroom flats for elderly persons (assisted-living units);
    - 24 two bedroom flats for elderly persons (assisted-living units);
    - 20 two bedroom flats (age-restricted to over 55's);
    - 25 one bedroom flats;
    - 160 two bedroom flats;
    - 19 three bedroom houses; and
    - 143 four bedroom houses.
  - an 80-unit elderly person's care home (class C2), comprising 60 one bed and 20 two bed units,
  - a playing field,
  - open space,
  - 468 car parking spaces, and
  - means of access (including junction improvements to existing highways).
- 3.15 Whilst the above housing mix is indicative, the applicant has advised that they are willing to enter into a Section 106 agreement to provide 30% of

dwellings as affordable housing, calculated on a habitable room basis, comprising a split of 60% intermediate housing and 40% social rented. The social rented units will include as a minimum 24 x 1 bed elderly units, 24 x 2 bed elderly units and 20 x 2 bed age restricted units. The intermediate housing mix is to be agreed with the Council.

### Means of Access

- 3.16 The means of access is the only matter for which permission is now sought in this present application. The application proposes the following highway works:
- The creation of a signal controlled junction at the Ickenham High Road and Aylsham Drive intersection;
  - A new signal-controlled pedestrian crossing across Ickenham High Road between Aylsham Drive and Heacham Avenue; and
  - The replacement of the existing zebra crossing on Ickenham High Road adjacent to Swakeleys Road with a signal controlled pedestrian crossing.

### Other Details

- 3.17 All other details including the layout of the site, the scale of development, the detailed design and external appearance of buildings, the layout of open spaces, including public open space and amenity areas, the details of landscaping and all other details relating to car parking areas are not part of this application. However an indicative site layout has been provided to illustrate to the Council how development could occur, as summarised by the following:
- Density - The average net density across the site is 231 hrph or 68 units per hectare. An indicative plan showing the range of densities by a number of plots indicates a variation from between 176 habitable rooms per hectare (hrph) to 213 hrph south of Aylsham Drive and between 201 hrph to 324 hrph for dwellings in the north of the site adjoining West Ruislip Station.
  - Car parking – The outline application seeks approval for 468 car parking spaces, which is calculated on the basis of 1 space per 4 retirement units plus 1 space per warden; 1.5 spaces per house; 1 space per 2 bed flat and 0.5 space per 1 bed flat.
  - Scale and Layout – An indicative plan shows proposed building heights ranging from a minimum 2 storeys (7 metres) to a maximum 6 storeys (21 metres). Development adjacent to West Ruislip Station and Ickenham High Road will be up to 6 storeys (maximum 21 metres) in height and will taper down to 4 to 3 storeys further south along the High Road forming a linear frontage along the length of the High Road. There will be no buildings taller than 3 storeys south of Aylsham Drive. Development towards the centre and east of the site

will be predominantly 3 storeys in height with some 2 or 2.5 storey development adjoining parts of the eastern site boundary.

- Public open space - An indicative site layout plan submitted with the application shows a playing field with an area of 1.32 hectares including a multi use games area (MUGA) that has an area of 685 sq m in the far southern section of the site, bordering Tweeddale Grove and Austin's Lane. The indicative site layout plan also indicates further areas of public open space including children's play areas within the site. The total area of outdoor sport and children's play space amounts to 2.5 hectares.

### Submission Documents

3.18 The applicant has submitted a number of detailed technical papers and supporting information that describe the development and assess the impact of the proposal together with mitigation measures. These are briefly summarised below:

- Planning Support Statement

3.19 This statement provides a description of the site and surroundings, key features of the development proposal, relevant planning policy framework, the principle of the development, the key issues raised by the development and benefits relating to the scheme. It concludes that the proposal is in accordance with planning policies, has been prepared in close consultation with the local community and key stakeholders, and that it has shaped by the Environmental Impact assessment.

- Design and Access Statement

3.20 This report and its addendum set out the aims and objectives of the proposed development and demonstrate how the principles of good design and access will be applied. It sets out the design and access policies and guidance relevant to the development and provides an evaluation of the site and its context, identifying those site characteristics, which inform the design and access concept. Finally, the statement seeks to demonstrate how design and access objectives, policy review and site appraisal inform the proposed design concept.

- Tree Survey and Impact Assessment

3.21 This report provides a survey of the existing trees on the site and an arboricultural inventory to record the results, recommendations and protective measures. It concludes that the majority of trees on site will be unaffected by the demolition of existing buildings on site.



- Statement of Community Engagement
- 3.22 This statement sets out the details of the consultation strategy and subsequent activities relating to the proposals for the site.
- Sustainability Appraisal
- 3.23 The Sustainability Appraisal addresses the issues of sustainability and climate change during the preparation of the proposal. The applicant has attempted to prepare a proposal that reflects sustainable development best practice and that complies with related planning policy requirements. The appraisal concludes that the application scheme is a sustainable proposal which will support the achievement of sustainable development objectives operating at national, regional and local levels.
- Environmental Impact Assessment
- 3.24 This report reviews the key environmental issues associated with the development proposal and outlines mitigation measures where appropriate. The topics addressed are archaeology and cultural heritage; ecology water resources; townscape and visual character; transport, movement and access; air quality and greenhouse gas emissions; noise and vibration; soils, geology and contamination; socio-economic factors and waste.
- Transport Assessment
- 3.25 This report considers the traffic and transportation issues expected to arise from the development. The report sets out measures that will ensure that there is compliance with relevant national, regional and local planning guidance. It concludes that the development proposal will not compromise the capacity, efficiency and safety of the surrounding highway network.
- Open Space Statement
- 3.26 The study assesses the amount and the quality of the existing open space, sport and recreation facilities within the local area. The study concludes that the provision of outdoor space for sport and play in the study area has been well provided for, although there is an under supply of children's play space and the quality of some of the open space assessed had some shortcomings.

### **Planning History**

- 3.27 Planning permission was granted on the 28<sup>th</sup> of February 2007 for the use of land to the north of Aylsham Drive for class B1 (business), class B8 (storage and distribution) and class D1 (non residential institutions) uses for a temporary period of 2 years. Prior to this, all development on the site took place with the benefit of Crown Immunity from the planning system,

although the local planning authority was consulted by means of a Notice of Proposed Development.

## **Planning Policies and Standards**

### **National Policy**

PPS1	Delivering Sustainable Development'
PPS3	'Housing'
PPS9	'Biodiversity and Geological Conservation'
PPS10	'Planning for Sustainable Waste Management'
PPG13	'Transport'
PPG15	'Planning and the Historic Environment'
PPG16	'Archaeology and Planning'
PPG17	'Sport and Recreation'
PPS22	'Renewable Energy'
PPS23	'Planning and Pollution Control'
PPG24	'Planning and Noise'

### **London Plan**

Policy 3A.1	Increasing London's supply of Housing
Policy 3A.2	Borough Housing targets
Policy 3A.4	Housing choice
Policy 3A.7	Affordable housing targets
Policy 3A.20	Health impacts
Policy 3A.1	Education facilities
Policy 3C.22	Parking strategy
Policy 4B.11	Heritage conservation
Policy 4C.11	Conservation Areas
Policy 4C.21	Design statements
Policy 6A.5	Planning obligations

### **Unitary Development Plan (UDP) Designation**

#### Unitary Development Plan (UDP) Designations

Developed area.

The following designations are also of relevance:

- Ickenham Village Conservation Area adjoins the site to the south
- Ickenham Town Centre adjoins the site to the south
- The site is within an area sensitive to high buildings
- The site falls within an Air Quality Management Area
- There are green belt areas to the south east and north west of the site.

### **UDP Policies**

The following UDP policies are considered relevant to the application:

Part 1 Policies:

- Pt1.7 To promote the conservation, protection and enhancement of the archaeological heritage of the Borough.
- Pt1.8 To preserve or enhance those features of Conservation Areas which contribute to their special architectural and visual qualities.
- Pt1.10 To seek to ensure that new development will not adversely affect the amenity and character of the Borough's residential areas.
- Pt1.16 To provide wheelchair and mobility standard housing.
- Pt1.17 To seek to ensure the highest acceptable number of new dwellings are provided in the form of affordable housing.
- Pt1.21 To seek publicly accessible recreational open space in association with proposals for development where appropriate.
- Pt1.22 To seek the retention of existing recreation open space where there is an identified demand for such a facility or it makes a significant contribution to the visual amenity of the built up area.
- Pt1.30 To promote and improve opportunities for everyone in Hillingdon, including in particular women, elderly people, people with disabilities and ethnic minorities.
- Pt1.31 To encourage the development and support the retention of a wide range of local services, including shops and community facilities, which are easily accessible to all.
- Pt1.33 To promote the construction of new roads or the widening of existing roads only where they would improve safety; promote pedestrian movement, cycling or public transport, or the improvement of the environment; reduce local congestion in a cost effective way; or are required to accommodate traffic likely to be generated by new development.
- Pt1.34 To maintain the road hierarchy set out in the Development Plan and accordingly seek to segregate different types of traffic by the function of the various tiers of the hierarchy through traffic management schemes, road signing and planning control over development.
- Pt1.35 To accord priority to pedestrians in the design and implementation of road construction and traffic management schemes, and to seek to provide a network of cycle routes through the Borough.
- Pt1.36 In consultation with public transport operators to improve facilities at bus and rail interchanges, and in consultation with LT and bus operators to promote bus priority traffic management measures.
- Pt1.38 To seek a reduction in road accident casualties through highway improvements including traffic calming and the design of new highway schemes.
- Pt1.39 To seek, where appropriate, planning obligations to achieve benefits to the community related to the scale and type of development proposed.

## Part 2 Policies:

- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity.
- AM6 Measures to discourage the use of local distributor and access roads by through traffic having no need for local access.
- AM7 Consideration of traffic generated by proposed developments.
- AM8 Priority consideration to pedestrians in the design and implementation of road construction and traffic management schemes.
- AM9 Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities.
- AM10 Incorporation in new developments of additions to the proposed cycle network.
- AM11 Improvement in facilities and promotion of safety and security at bus and rail interchanges; use of planning agreements to secure improvement in public transport services.
- AM12 The promotion of traffic management measures which give priority to buses.
- AM13 Increasing the ease of movement for frail, elderly people and people with disabilities.
- AM14 New development and car parking standards.
- AM15 Provision of reserved parking spaces for disabled persons.
- BE3 Investigation of sites of archaeological interest and protection of archaeological remains.
- BE4 New development within or on the fringes of conservation areas.
- BE10 Proposals detrimental to the setting of a listed building.
- BE13 Layout and appearance of new development.
- BE18 Enhancement of pedestrian security.
- BE19 New development within residential areas.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE22 Residential extensions/buildings of two or more storeys.
- BE23 External amenity space and new residential development.
- BE24 Design of new buildings - protection of privacy.
- BE35 Major development adjacent to and visible from major road and rail connections.
- BE36 Proposals for high buildings/structures in identified sensitive areas.
- BE38 Retention of topographical and landscape features, and provision of new planting and landscaping in development proposals.
- OL3 Green Belt - retention and improvement of existing landscape.
- OL16 Public access to the countryside for informal leisure activities.
- OL17 Retention and extension of existing public rights of way network.
- OL18 New development, footpaths and public rights of way.
- OL19 Access to and use of the countryside by the community.
- OL26 Protection of trees and woodlands.
- EC5 Retention of ecological features and creation of new habitats.
- OE1 Character of surrounding properties.
- OE2 Environmental Assessments.
- OE3 Buildings or uses likely to cause noise annoyance.

- OE4 Mitigation of noise and vibration on buildings from roads and railways.
- OE5 Siting and design of noise-sensitive developments.
- OE6 Air quality impacts arising from proposed developments.
- OE12 Energy conservation and new development.
- OE13 Recycling facilities in major developments and other appropriate sites.
- H4 Mix of housing units.
- H5 Dwellings suitable for large families.
- H6 Density.
- H8 Change of use from non-residential activity to residential.
- H9 Housing for people with disabilities.
- H10 Residential accommodation for people in need of care.
- H11 Affordable Housing.
- R1 Recreational open space.
- R4 Proposals that would involve the loss of recreational open space.
- R5 Proposals that would involve the loss of recreational open space.
- R6 Promoting participation in recreational activities.
- R10 Proposals for new meeting halls and buildings for education, social, community and health services.
- R17 Use of planning obligations to supplement the provision of recreation, leisure and community facilities.

### **Relevant Local Development Framework (LDF) Policies**

The LDF Preferred Options Core Strategy was published for consultation in February 2007. Whilst planning applications are now determined on the basis of the adopted UDP, the LDF will gain greater weight over time. Future planning applications will therefore be assessed against the LDF policies, should these be the determining policies at the time.

The relevant draft LDF Core Strategy policies are:-

- CP1 Hillingdon's Growth
- CP2 Residential Development Matrix
- CP3 Mixed Use Development
- CP4 High Quality Design
- CP5 Affordable Housing – 50% Borough-Wide Target
- CP6 Affordable Housing Mix
- CP7 Community Cohesion
- CP8 Connecting Communities
- CP9 Climate Change
- CP10 Local Causes of Pollution
- CP11 Open Environment
- CP12 Built Heritage
  
- DC1 Design
- DC2 Accessible Buildings
- DC4 Location and Density of New Development
- DC7 Redevelopment, Conversion and Change of Use to Residential

DC19 Trees and Landscaping  
 DC21 Protecting Open Space  
 DC22 Built Heritage and Conservation  
 DC23 Archaeological Priority Zones, Areas and Sites and Investigation  
 DC24 Conservation Areas  
 DC26 Listed Buildings  
 DC27 Travel Planning  
 DC28 Sustainable Transport  
 DC29 Parking  
 DC31 Specialist Housing  
 DC33 Maintaining Adequate Health and Education Facility Provision  
 DC34 Health and Education Services and Facilities  
 DC36 Sustainable Design and Construction  
 DC37 Energy Conservation  
 DC38 Renewable Energy  
 DC39 Development and Pollution  
 DC40 Recycling  
 DC43 Air and Water Quality

Appendix 2 Health and Education Pressure Areas – The site is in an area of growing Primary and Secondary Education pressure and additional capacity is likely to be required in the future.

The draft Site Allocations Development Plan Document (March 2006) within the LDF contains policy SA6, which is a Site Allocation policy for RAF West Ruislip. The policy states that the site is allocated primarily for residential, education and public open space land uses. Proposals should provide the following:

- (i) Residential development not exceeding 30-50 units per hectare (uha) on those parts of the site with a public transport accessibility level (PTAL) of 2 and 60-80uha on those parts of the site with a PTAL of 3;
- (ii) 35% affordable housing;
- (iii) A primary school;
- (iv) Local community facilities; and
- (v) Public open space.

### **Relevant Supplementary Planning Guidance (SPG) and Documents (SPD)**

The following documents are also relevant:

Council's Revised Parking Standards (December 2001)

SPG Air Quality  
 SPG Air Quality and Noise  
 SPG Community Facilities  
 SPG Community Safety  
 SPG Community Safety by Design  
 SPG Economic Development, Training and Employment  
 SPG Educational Facilities

SPG Environmental Improvements  
 SPG Health Facilities  
 SPG Land Contamination  
 SPG Land Contamination, Recycling and Waste Management and  
 Flooding  
 SPG Noise (draft)  
 SPG Planning Obligations Strategy  
 SPG Transport, Accessibility and Movement  
 SPD Accessible Hillingdon  
 SPD Affordable Housing  
 SPD Noise  
 SPD Public Realm (consultation draft)  
 SPD Residential Layouts  
 SPD Transport Interchanges

### **Main planning issues**

3.28 The main planning issues are considered to be:

- (i) Principle of the use
- (ii) Density, building scale and layout
- (iii) Housing mix
- (iv) Access, parking and traffic generation
- (v) Impact on residential amenity
- (vi) Impact on the Conservation Area, adjoining listed building and historic interest of existing buildings on site
- (vii) Impact on local services and facilities
- (viii) Open space
- (ix) Planning obligations

#### **(i) Principle of the use**

3.29 Policy H8 of the UDP provides for the change of use from non-residential to residential land use provided a satisfactory residential environment can be achieved, the existing use is unlikely to meet a demand for such and the proposal is consistent with the other objectives of the plan.

3.30 The RAF West Ruislip site has been identified for disposal as part of a Ministry of Defence rationalisation programme for London, known as Project MoDEL. It is evident that RAF West Ruislip has been under utilised for some time, with many of the buildings being vacant. The disposal of RAF West Ruislip will not result in a noticeable impact on employment in the area as the applicant's planning support statement advises that half of the site has already been vacated while the other half is to be vacated at the end of this year. Part of the site has temporary planning permission for class B1 (business), class B8 (storage and distribution) and class D1 (non residential institutions) uses. However, it is considered that the under utilisation of RAF West Ruislip and the general provision of suitable employment land elsewhere in the borough provides justification for the site's redevelopment to residential purposes in compliance with Policy H8 of the UDP.

3.31 The site falls within the definition of previously developed land as per PPS3 'Housing'. The residential development of the site will represent an appropriate use of previously developed land within a largely residential area in compliance with local, regional and national planning objectives. The site is well located in proximity to Ickenham Town Centre and a variety of local services, facilities and transport infrastructure. The use of the site as a military barracks is redundant and a satisfactory residential environment can be achieved as required by Policy H8 of the UDP.

**(ii) Density, building scale and layout**

3.32 The application seeks approval of the principle of a mixed use including 415 dwellings and an 80-unit elderly person's care home (class C2). The average proposed net density across the site is 231 habitable rooms per hectare (hrph) or 68 units per hectare (uha). An indicative plan indicates that density on site will range from between 176 hrph to 213 hrph south of Aylsham Drive and between 201 hrph to 324 hrph for development adjoining the rail station north of Aylsham Drive. The indicative plans also show the principle of locating a 4 to 6 storey building in the northern corner of the site near West Ruislip Station and a series of 3 to 4 storey buildings along the western High Road frontage of the site to assist in achieving this density. Development towards the centre and east of the site will be predominantly 3 storeys in height with some 2 or 2.5 storey development adjoining parts of the eastern site boundary.

3.33 The key planning policy documents that need to be taken into account when assessing residential density at this site are the Hillingdon UDP, PPS3, the London Plan, the draft LDF and SPD 'Transport Interchanges'.

3.34 Policy H6 of the Hillingdon UDP states that the density of development depends on a balance between the full and effective use of available housing land and the building's compatibility with its context. As a guide, new housing is expected to be in the range of 100-200 hrph. Applications with densities above 150 hrph need to demonstrate that the layout and design of the schemes are of a quality that produce good environmental conditions and that harmonise with the surroundings.

3.35 PPS3 'Housing' encourages more intensive housing development. It advises that local planning authorities should:

- avoid developments with a density of less than 30 dwellings per hectare;
- encourage housing development which makes more efficient use of land; and
- seek greater intensity of development at places with good public transport accessibility such as town centres or around major nodes along good quality public transport corridors.

3.36 The London Plan provides guidance on density. Policy 4B.3 advises that boroughs should ensure that development proposals achieve the highest



possible intensity of use compatible with local context, the design principles in Policy 4B.1 and with public transport capacity. Table 4B.1 provides some guidance in this regard recommending densities of 150 to 200 hrph for a public transport accessibility level (PTAL) of 1 in suburban locations, up to a high density of 650 to 1100 hrph for a PTAL 4 to 6 in a large town centre location.

- 3.37 The LDF provides policy SA6 in the draft Site Allocations Development Plan Document within the LDF which is a Site Allocation policy for RAF West Ruislip. This policy states that residential development should not exceed 30-50 uha on those parts of the site with a PTAL of 2 and 60-80 uha on those parts of the site with a PTAL of 3.
- 3.38 West Ruislip Station is classified as a Category B Transport Development Area in Council's SPD 'Transport Interchanges'. The SPD promotes higher density development around this station seeking 50 to 80 uha on those parts of the site with a PTAL of 2 and 50 to 110 uha on those parts of the site with a PTAL of 3.
- 3.39 The northern part of the site that adjoins West Ruislip Station has a PTAL of 3, which equates to a recommended density in the London Plan of 200 to 450 hrph and 50 to 150 uha and the rest of the site has a PTAL of 2, which equates to a density of 150 to 250 hrph and 30 to 80 uha. In light of the above policy guidance, it is considered that the density is in compliance with local, regional and national planning objectives.
- 3.40 Some objection letters have raised concerns with the density, building scale and layout of the proposal, including that:
- (a) It is inconsistent with UDP guidance;
  - (b) It is incompatible with the density in the surrounding area; and
  - (c) There is no evidence that the development can be accommodated on-site.
- 3.41 The following provides a response to the issues a) to c) above.

*(a) Inconsistency with UDP Guidance*

- 3.42 Policy H6 of the UDP expects that new housing is to be in the range of 100 to 200 hrph, although these figures are guidance rather than incorporated into the wording of policy H6 itself. The London Plan supersedes this guidance and the proposed density of between 176-324 hrph complies with the London Plan. It is recommended that a condition be placed on any outline planning consent that the net residential density across the site shall not exceed 231 hrph or 68 uha to ensure that proposals at the reserved matters stage do not have a greater density.

*(b) Incompatibility with Density in the Surrounds*

- 3.43 In the Planning Support Statement that accompanied the application, it is estimated that the neighbouring Brackenbury Estate to the east of the site has a density of 57 uha. This compares with the average proposed net density across the site of 68 uha. Furthermore the indicative plans shows the highest proposed densities on plots 1 and 2, which are closest to West Ruislip Station and lower densities elsewhere, which enables those plots to closely resemble the existing densities on the neighbouring estate.
- 3.44 A number of submissions have argued that the proposed density should be reduced to the level of the Brackenbury Estate or the residential area to the west of the site. However there is no planning requirement that applications must mirror the dwelling density in an adjoining area and therefore there are no planning grounds to recommend refusal on that basis. The application site adjoins a major public transport node where planning policy and guidance seeks for the density of new developments to be relatively high. The indicative plans have taken into consideration the densities of the adjoining area. Furthermore, the proposal complies with the density sought by the London Plan, the draft Site Allocations Development Plan Document within the LDF and the Council's SPD 'Transport Interchanges'.

*(c) No evidence that the development can be accommodated on-site*

- 3.45 Policy H6 of the UDP advises that applicants will be expected to submit sufficient details to demonstrate that the layout and design of the scheme will produce good environmental conditions and harmonise with the surroundings.
- 3.46 Some objectors have indicated that the illustrative layout submitted does not achieve the above because:
- The excessive heights of the buildings proposed are out of character with prevailing development in the area;
  - Impact on existing trees;
  - Not enough open space and private amenity space on-site.
- 3.47 Excluding the north western corner of the site, the indicative plan shows the height of the proposed development to be predominantly 2 to 3 storeys, which generally reflects the heights of prevailing development in Brackenbury Estate and the adjoining Ickenham Town Centre. Northwards towards West Ruislip Station, the ground level along Ickenham High Road gradually rises resulting in a reduction of the perceived height of the proposed development as it rises to 6 storeys adjoining the rail lines. At the station the difference in ground level between the site and the High Road is 1 to 1.5 storeys. This height difference, along with the screening provided by the Station and the landscaping proposed, will have a notable affect in reducing the impact that the proposal will have on the streetscape and the amenity of the area. The existing 4 storey nursing home to the north of the station not only sets a precedent for taller buildings adjoining the station, but also benefits from a similar ground level difference to the High Road. The visual impact this building has on the streetscape and the amenity of the area is considered to be relatively modest. The fact that the largest building

adjoining the station has been designed as a series of three elements rising from 4 to 6 storeys further reduces its overall visual impact, while the 6th storey which adjoins the rail line is a relatively small part of the building as a whole. The mature trees which are located on a large proportion of the site's boundary will be retained and provide screening while selective tree planting will reinforce this "leafy" character and provide further screening in the future.

- 3.48 Concern was raised in the formal consultation about the overshadowing impact that the higher land next to West Ruislip Station would have on the proposed dwellings that will be adjoining it to the south. However, it is considered that there would be no significant overshadowing on the proposed dwellings due to their relative location. Notwithstanding this, the illustrative plan does not form part of the application because layout, scale, appearance and landscaping are 'reserved' matters.
- 3.49 The Council's Tree Officer considers that the majority of trees will be unaffected by the development and that the accompanying information outlines appropriate tree protection measures and includes recommendations that should be adopted for the successful integration of the proposed redevelopment with the retained trees. It is recommended that tree protection is secured by means of a legal agreement and other measures by conditions attached to any planning approval.
- 3.50 The issues regarding public open space and private amenity space are dealt with under viii) below.
- 3.51 It is considered that the proposed 415 dwellings and care home can be adequately accommodated on the application site and meet the London Plan and local planning policies. Details relating to layout, scale, appearance and landscaping would be addressed at the reserved matters stage.

### **iii) Housing mix**

- 3.52 Concerns have been raised regarding the proportion of flats proposed on the site. The proposal includes 162 houses (39%) and 253 flats (61%). The dwelling mix consists of 22% 1 bed units, 49% two/three bed units and 29% four bed units. Given that the site is in a relatively accessible location, officers consider that this mix is acceptable.
- 3.53 The mix includes 3 types of elderly housing (an 80 bed retirement home, affordable assisted living units and affordable age restricted flats for older persons). Housing Services support the provision for elderly accommodation, which may free up family accommodation elsewhere in the area. There is also a demand for affordable assisted living units.
- 3.54 Given the London Plan Policies 3A.7 and 3A.8, Policy H11 of the UDP and Hillingdon's Affordable Housing SPD adopted in May 2006, there is a

requirement to seek the maximum reasonable provision of affordable housing on the site.

- 3.55 The application provides 30% affordable housing, of which 60% will be intermediate housing and 40% social rented as calculated on a habitable room basis. The social rented units will include as a minimum 24 x 1 bed elderly units, 24 x 2 bed elderly units and 20 x 2 bed age restricted units. The intermediate housing mix is to be agreed with the Council. Housing Services has no objection to this tenure split.
- 3.56 Given that the affordable housing proportion is below 50%, a financial viability appraisal has been provided in line with Hillingdon's Affordable Housing SPD. The conclusion of an external independent assessor is that 'this proposal amounts to a major development in the Borough which will provide much needed affordable housing and elderly units which may well release larger under-occupied residential properties locally.' The report further states that the key factor as to why a higher proportion of affordable housing is not achievable on the site is 'apparently perfectly legitimate, namely that the product is being locally returned in the form of funding shortfalls at RAF Northolt which the MoD has confirmed in principle rather than in detail. As such, the authority is presented with 'exceptional costs' which could well be considered as sufficient justification for a policy compromise.'
- 3.57 The MoD has publicly stated that RAF West Ruislip forms part of Project MoDEL, which involves a £180m capital investment to redevelop RAF Northolt to create an integrated core site in London. This is to be funded through the disposal of six sites in London, one of which is RAF West Ruislip. Given these 'exceptional costs' and reportedly unavoidable costs, that relate to the application site, the site cannot achieve a higher level of affordable housing than proposed.

#### **(iv) Access, parking and traffic generation**

##### Access and Traffic Generation

- 3.58 The primary accessibility and movement policies in the UDP that apply to the development are AM2, AM6, AM7, AM8, AM9, AM10 and AM13. These policies relate to traffic generation impacts, access to public transport and cycle facilities. The development's performance against each of these key policies is discussed below.
- 3.59 Policy AM2 advises that all proposals will be assessed against their contribution to traffic generation and their impact on congestion, particularly on the principal road network and the potential of public transport to satisfy additional demands generated. The traffic generation and impact of the development have been assessed as discussed under Policy AM7 below. TfL London Streets have not objected to the application, although suggest that the borough seeks contributions where possible to support the use of alternative transport modes. The applicant has agreed to provide a number

of sustainable transport measures to address TfL's comments, including a Travel Plan, cycle network improvements, pedestrian links adjacent to the site for the nature reserve trail, and pedestrian crossing improvements, which will be secured by means of a legal agreement.

- 3.60 Policy AM6 advises that the Council will take appropriate measures to discourage the use of local distributor and access roads by through traffic having no need for local access. Aylsham Drive and Heacham Avenue already provide access to the adjoining Brackenbury Estate and they are the roads that provide sole access to the site. The relative location of the application site to the Brackenbury Estate is such that it is unlikely to result in any "rat-runs" through the site that result from the proposed development.
- 3.61 Policy AM7 requires that the Council will not grant planning permission for developments whose traffic generation is likely to:
- (a) Unacceptably increase demand along roads or through junctions which are already used to capacity, especially if part of the strategic London road network; or
  - (b) Prejudice the free flow of traffic or conditions of general highway or pedestrian safety; or
  - (c) Diminish materially the environmental benefits brought about by new or improved roads; or
  - (d) Infiltrate streets classed as local roads in the Borough Road Hierarchy unless satisfactory traffic calming measures can be installed.
- 3.62 The development's consistency with UDP policy AM7 is discussed below:
- (a) Transport for London has assessed the traffic modelling carried out using the VISSIM model, which is a microscopic, real time and behaviour based simulation model that has been developed to model urban traffic and public transport operations and is particularly beneficial in the evaluation of congested networks where modelling the interaction between junctions is crucial. It assesses the 'whole route' effect of the proposals. The model extends from the Woodlane/Kingsend roundabout to the Swakeleys Road/Ickenham High Road junction. The concept and methodology of the proposals have been accepted by TfL subject to a detailed design, under a Section 278 agreement, of the signal related mitigation works. TfL therefore consider that the development will not unacceptably increase demand on any of the roads in the area.
  - (b) In the light of TfL's comments, the Council's Highways Engineer has advised that the High Road and local road system has adequate capacity to cater for a development of 415 dwellings and an 80-unit elderly person's care home (class C2) subject to conditions including a requirement for the applicant to enter into an agreement under Section 278 for the delivery of the off-site highway mitigation works to include a signalised junction at Aylsham Drive/ Ickenham High Road, a new signal controlled pedestrian crossing in Ickenham High Road, between Aylsham Drive and Heacham Avenue and signalisation of the existing zebra crossing in Long Lane adjacent to Swakeleys

Road with a detector scheme for right turning traffic into Swakeleys Road to the satisfaction of Transport for London and the Council.

- (c) Issue (c) above does not apply.
- (d) Traffic from the proposed development will not generally travel through the neighbouring Brackenbury Estate to the east, because the roads on this estate have no through access to any other location. The streets off the High Road to the west of the site are generally no through roads and are not convenient for “rat-run” usage. Therefore, traffic to and from the proposed development will predominantly utilise Aylsham Drive and Heacham Avenue for access and the Ickenham High Road and Swakeleys Road which are the local distributor roads. These local distributor roads will lead the majority of traffic to and from the A4180 (West End Road) and the A40 (Western Avenue).

- 3.63 Policy AM8 and AM13 requires the Council to accord priority to the needs of pedestrians in the design of roads and traffic management schemes. The objective of this policy would be achieved with the inclusion of a new signal controlled pedestrian crossing in Ickenham High Road, between Aylsham Drive and Heacham Avenue and signalisation of the existing zebra crossing in Long Lane adjacent to Swakeleys Road. These facilities would improve safety for future and existing pedestrians.
- 3.64 Policies AM9 and AM10 require the Council to take into account the needs of cyclists and incorporate additions to the cycle network shown in the UDP where appropriate. The proposed development will contribute to the maintenance of the existing cycle lane on the Ickenham High Road and the applicant is required to contribute by means of a Section 106 agreement to the costs of improvements to the London Cycle Network in the area. A condition in any planning approval will require the provision of bicycle parking spaces within the development in accordance with the Council's standards.
- 3.65 The Council's Highways Engineer has stated that traffic surveys show highest hourly flows from 07.30 to 08.30 and from 17.00 to 18.00 although there is little variation in traffic volumes between 07.00 to 09.15 and 16.15 to 18.45. This peak spreading indicates a network operating at or close to current capacity. The total traffic generation from the residential development during the AM peak hour is 110 vehicles exiting the site and 35 entering the site and during the PM peak hour 100 entering the site and 60 exiting the site. The trips associated with the primary school, which is outside the application site, but have been included in the analysis are 81 vehicles entering the site and 80 exiting during the AM peak and 7 entering and 8 exiting during the PM peak. The traffic impact assessment is considered to be robust as the trip generation is based on 499 housing units with no allowance for reduced trip generation from the care home. No reduction in traffic generation has been applied in the assessment for the potential modal shift afforded by the travel plan.

- 3.66 Without any mitigation measures the results show an increase in journey time of 30 seconds for southbound traffic during the AM peak and 2 minutes for northbound traffic during the PM peak. Overall, it is considered that the proposed development will not have a significant negative impact on the operational efficiency of the highway network, and subject to the proposed junction and pedestrian crossing improvements, the key junctions relating to the site will generally operate in a manner no worse than at present. The scheme is therefore considered to be acceptable in terms of access and traffic.

### Parking

- 3.67 The main car parking policy from the UDP is AM14 which seeks to ensure that new development will only be permitted where it is in accordance with the UDP Revised Car Parking Standards. The Council's SPD 'Transport Interchanges' seeks to ensure that parking provision at new developments in accessible public transport locations should be lower than elsewhere. The London Plan Policy 3C.22 seeks to ensure that on-site car parking at new developments is the minimum necessary and that there is no over-provision that could undermine the use of more sustainable non-car modes. PPG 13 'Transport' states that local authorities should encourage lower levels of car parking in accessible areas such as those in town centres and others which are close to major transport interchanges
- 3.68 The Council's parking standards require a maximum of 1.5 spaces per dwelling for flats and houses without individual curtilages with communal parking in garages or open car parking areas and a maximum of 2 spaces for dwellings with curtilage parking. The standard for elderly persons homes is 1 space per 4 resident bedspaces and 1 space per 2 staff. The London Plan requirements as set out in Table A4.2 (Maximum Residential Car Parking Standards) states 1 or less space for mostly flats; 1.5 – 1 space for terraced houses and flats and 2 – 1.5 spaces for detached and semi-detached houses.
- 3.69 The application seeks approval for 468 car parking spaces, which is calculated on the basis of 1 space per 4 retirement units plus 1 space per warden; 1.5 spaces per house; 1 space per 2 bed flat and 0.5 space per 1 bed flat. In addition the illustrative plan indicates a further 82 un-allocated spaces can be accommodated on the new roads proposed within the site, that could cater for visitors and be managed through parking control measures to avoid commuter parking. Furthermore, approximately 30% or 148 of the residential units proposed in this application will be providing accommodation specifically for elderly persons. Vehicle movements associated with this type of housing are generally lower than other housing types.
- 3.70 The Council's Highways Engineer has noted that:
- the indicative plan shows all the spaces in communal car parking areas. A greater parking provision would be required if curtilage parking is proposed at reserve matters stage.

- Waiting restrictions are proposed in Heacham Avenue and extension of waiting restrictions in Aylsham Drive up to the junction with Heacham Avenue. The displaced commuter parking is likely to impact on surrounding streets. A contribution of £ 45,000 is required to enable the Council to introduce a Parking Management Scheme in the affected streets.
- The units fronting Pentland Way should be set back to allow carriageway widening to accommodate on street parking for visitors, maintaining a wide footway and protective grass verge between footway and carriageway to allow safe access to the school.

3.71 The application description specifically refers to 468 car parking spaces and therefore it is recommended that a condition be attached to any planning approval to ensure that it relates to communal parking only. The applicant has agreed to the payment of the sum required to enable the Council to introduce a Parking Management Scheme in the streets affected by waiting restrictions in Heacham Avenue and Aylsham Drive. The 'set back' referred to by the Highways Engineer is a matter that can be dealt with at the reserved matters stage, given that the illustrative plan does not form part of the application.

3.72 In light of the above, the proposed car parking provision complies with development plan policies, particularly given that the standards of the UDP and London Plan specify maximum numbers of spaces. The site has relatively good access to public transport given its proximity to West Ruislip Station, Ickenham Station and bus services. The proposed provision therefore is in accordance with PPG 13 'Transport' which encourages lower levels of car parking in accessible areas.

3.73 The UDP requires 10% of all car parking spaces to be designed to accommodate drivers with disabilities and this will be a condition of any planning approval.

**(v) Impact on residential amenity**

3.74 Policy BE19 advises that the Local Planning Authority will seek to ensure that new development within residential areas complements or improves the amenity and character of the area.

3.75 Some objections have been made on the basis that the 3-6 storey buildings, some of which will contain flats, do not fit in with the character of the area. The Council's Urban Design and Conservation Officer has no objection in principle with the overall heights of the buildings, the details of which are to be considered at the reserved matters stage. The indicative plans show a building height of up to 3 storeys across most of the site, stepping up to 4 storeys along the Ickenham High Road and up to 6 storeys near West Ruislip Station. The 6 storey building is considered to be a focal point of the development and its perceived height is reduced by the ground level rising along Ickenham High Road. The building will not dominate the neighbouring Brackenbury estate as the only location that it would be visible



from the Brackenbury estate is at the flats on Cranston Close some 135m away. The siting of the taller buildings is such that there would be no overshadowing or loss of visual amenity arising from them.

- 3.76 Hillingdon's Design and Accessibility Statement (HDAS) SPD 'Residential layouts' recommends a 21 metre vision splay between adjoining dwellings to achieve an acceptable level of privacy and 15 metre separation to neighbouring gardens to minimise over domination.
- 3.77 In response to concerns regarding potential overlooking on Plot 5, the applicant has submitted an amended indicative plan showing more generous set back distances between these proposed dwellings. Amended plans have also been submitted to show a better separation between no 41 Aylsham Drive and the proposed unit to the west, with also a reduction in height of the proposed building to 2 storeys.
- 3.78 A 21m setback distance has been achieved between the proposed dwellings and the existing dwellings. Furthermore, with the exception of the proposed "flats over garages", the 21m setback distance has been achieved between the rear of the residential units proposed. However, within some of the home zone areas to the north east of Aylsham Drive, there are instances where this setback distance has not been achieved between the frontages of residential units separated by a street. In these instances, the indicative front setbacks are not less than 16m, which is considered acceptable given the reduced privacy that street frontages generally offer to habitable rooms that face onto them.
- 3.79 The proposed "flats over garages" will have a maximum height of 2.5 storeys (7m to 10.5m) and will provide surveillance and overlooking of the car parking areas they front. Where the "flats over garages" buildings face each other the indicative front setbacks proposed between them is 16m. In this instance this setback is considered acceptable given the reduced privacy that the car parking area will offer to the habitable rooms that face onto them. These buildings have indicative rear setbacks to adjoining proposed dwellings of between 8m and 16m. The applicant has outlined that there will be no windows on the rear facades of the "flats over garages" and they will be designed with a low height, narrow plan and roof form that will reduce the detrimental impact that they will have on the adjoining proposed dwellings they will abut to the rear. Officers are satisfied that the "flats over garages" proposed will not have a significant negative impact on the residential amenity of the adjoining proposed dwellings to the rear and due to their design will not result in overdomination. Notwithstanding this, the details of the layout is indicative only and will be determined at the reserved matters stage.
- 3.80 The redevelopment of the RAF site would be required to incorporate adequate amenity space on-site to protect the character of the area including the retention of trees and to provide adequate informal communal and/or private amenity space on-site and ensure adequate building separation. Issues relating to open space are considered under viii) below.

- 3.81 Some concern has been raised about noise and pollution from cars. Officers in the Council's Environmental Protection Unit have advised that whilst the increase in NO<sub>2</sub> is slight, as the development is within an Air Quality Management Area, mitigation measures should be sought. The applicant has agreed to the inclusion of a Travel Plan in the legal agreement and conditions would be attached to any planning approval to require renewable energy and energy efficient design within the development.
- 3.82 An objection has been received concerning the proposed car parking which backs onto the rear boundaries of several existing dwellings in the Brackenbury Estate on the eastern boundary of the site. This impact could be mitigated by boundary screening. The provision of car parking to the rear of dwellings is an urban design characteristic of the Brackenbury Estate. The provision of car parking to the rear of dwellings reflects prevailing development in the area and also provides good Secure by Design, as only residents will be able to access these gated car parking areas.
- 3.83 An objection has been received regarding the impacts of noise and light from the use of the playing fields at night. There are no limitations to the hours of use of the current sporting facilities on site although the effects of floodlighting and noise associated with a more intensive use of the playing field and multi use games area on residential amenity would be considered at the reserved matters stage. A condition is therefore necessary to limit the hours of operation of the floodlighting, the playing field and the multi use games area.

**(vi) Impact on the Conservation Area, the adjoining listed building and historic interest of existing buildings on site**

- 3.84 Ickenham Village Conservation Area and Ickenham Town Centre are both located to the south of the site. In this area development includes terraced, semi-detached and detached dwellings, sheltered dwellings for the elderly, public houses and a variety of commercial land uses in the Town Centre. Building heights are between single storey and three storeys.
- 3.85 A Grade II listed barn is located on Austin's Lane, close to the corner with the High Road and directly across from the application site. The listed building will be over 55 metres from the proposed 3 storey building on the corner of the High Road and Austin's Lane. The Conservation Area and the listed building are screened from the application site by a dense strip of mature trees and vegetation on the site's southern and western boundary.
- 3.86 The Council's Conservation Officer raised concerns about the impact of the proposal on the Conservation Area and the listed barn and in particular the building heights of the proposed block at the south west of the site where it adjoins the Conservation Area. In recognition of this concern, the applicant has submitted revised plans to reduce the height of this building to 3 storeys. The cross section plans that the applicant has provided of the

development and the adjoining buildings in the Conservation Area, including the listed barn, show that there will not be a significant difference in height between the proposal and prevailing development and that there would be no detrimental impact on the setting of the listed barn or on the visual qualities or the character and appearance of the Conservation Area.

- 3.87 In terms of design and appearance and the impact of the proposal on the local street scene and the adjoining Ickenham Village Conservation Area, the development is considered consistent with policies BE4, BE13, BE19 and OE1 of the UDP.
- 3.88 English Heritage have advised that the existing truss roofed warehouse building and the purpose built cinema within the application site and to the north of Aylsham Drive have some historic interest. While no listing is being sought prior to the buildings being demolished, it has been recommended that a programme of building recording be completed, which can be achieved through a condition on any planning approval.

**(vii) Impact on local services and facilities**

- 3.89 Concerns have been raised by residents that the development will result in impacts on a variety of services and facilities. These have included: general practitioners, dentists, hospitals, school places, public transport, and green spaces.
- 3.90 Policy R17 of the UDP advises that the Council will seek to supplement the provision of recreation open space and other community, social and education facilities through planning obligations in conjunction with development proposals. The Council has developed Supplementary Planning Guidance on Planning Obligations to address this issue. These policies apply to all planning applications and specifically address primary care trust requirements, education requirements, public transport and leisure and recreational facilities. In terms of planning assessment and legal obligations, an applicant is usually required to provide funding to expand local facilities to cater for the new development, such as funding to build additional classrooms to house any additional children. Furthermore, it should be noted that planning obligations are not to be used to address any existing deficiencies, they may only be used to address the impact a development has on the surrounding area. It is recommended that the applicant enter into a legal agreement for planning obligations in order to address policy R17.
- 3.91 Concerns have specifically been raised concerning the pressures on health services. The Primary Care Trust has indicated that a financial contribution by means of a legal agreement would be appropriate, based on the formula in the Planning Obligations Supplementary Guidance on Health Facilities.
- 3.92 Concerns have also been raised concerning education facilities in the locality. The applicant has agreed to the provision of a financial contribution towards nursery, primary and secondary school places commensurate with

the child yield of the development or the transfer of land outside the application site to satisfy the education requirements associated with the development.

- 3.93 With regard to the provision of community facilities, the applicant has agreed to provide a financial contribution in accordance with the Council's Planning Obligations Supplementary Guidance on Community Facilities. This could be made available to improve existing facilities in the locality such as the Library and Scout/Guide facilities at Community Close or the Village Hall.
- 3.94 The applicant stated in the Supporting Statement an intention to transfer the adjoining school site to the Council and part of this site could be made available for shared community use. The school site is not part of the application site and as such does not form part of the proposal.

**(viii) Open space**

- 3.95 There have been objections on the basis of insufficient open space provision. The proposals have been assessed in terms of public open space and private amenity space provisions.
- 3.96 With regard to public open space, the indicative plans provide for 2.5 hectares (ha) of public open space including a 1.32 ha playing field, multi-use games area, a locally equipped area for play, 4 local areas of play and further informal landscaped areas. In addition the applicant has agreed to a financial contribution for off-site access improvements to the Hillingdon Nature Trail.
- 3.97 According to the Council's Green Spaces Team, the layout and urban form of the development is acceptable. The applicant's open space study, which assessed the open space content and quality within a 2.5 kilometre radius of the site, concluded that the provision of outdoor space for sport and play in the study area equated to 3.52 ha per 1,000 population, which is well in excess of the National Playing Fields Associations (NPFA) 2.4 ha standard. However, the analysis revealed that there is an under supply of children's play space and the quality of some of the open space assessed had some shortcomings. The Green Spaces Team have estimated that 2.35 ha of public open space would be required as a result of the proposed development to meet the NPFA standard. As a result of this, no site monetary contribution will be sought, although a legal agreement is proposed to secure the provision and maintenance of the children's play areas, playing field and multi-games area.
- 3.98 Sport England have no objection in principle to the proposal subject to conditions to secure the provision of facilities for the grass sports pitch and multi-use games area, a maintenance implementation programme and a community use agreement.

- 3.99 Officers consider that with the proposed conditions and legal agreement, the proposal complies with UDP policies R1, R4 and R5
- 3.100 With regard to private amenity space, the indicative plans incorporate 10,300 sq m of space for the 162 houses, which equates to an average of 63.6 sq m of amenity space per house. The average private outdoor amenity space proposed exceeds the minimum requirements of Council's HDAS SPD 'Residential Layouts' for a 3 bed house, which is 60 sq m but does not meet the standard for a 4 bed house, which is 100 sq m. However the amenity space proposed in this application is considered to be acceptable given the amount of open space provided on site. Furthermore it is considered that the size, layout and character of the private amenity space is generally compatible with parts of the Brackenbury Estate.
- 3.101 Given that this is an outline application, no details are provided with regard to the amenity standards for the flats. HDAS SPD 'Residential Layouts' sets out the minimum shared amenity space size standards for flats. The applicant has indicated that the bulk of the amenity space requirements will be met through the provision of balconies. The provision of balconies and other shared amenity areas will be considered at the reserved matters stage. The indicative plans incorporate sufficient public open space for the benefit of all residents.
- 3.102 Officers consider that in terms of shared amenity space provision, this outline application is acceptable given the overall open space provision on site.

**(ix) Planning obligations**

- 3.103 Policy R17 of the Council's Unitary Development Plan states that: 'The Local Planning Authority will, where appropriate, seek to supplement the provision of 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'.
- 3.104 The proposed development represents a significant increase in population that will result in a wide range of impacts on the local community within which it is located. In order to address and in some cases mitigate this impact wherever possible, the applicant will be required to enter into an agreement under Section 106 of the Town and Country Planning Act 1990 (as amended). A full list of necessary planning obligations are included in the report's recommendations.
- 3.105 Taking into account the conclusions of the independent assessment of the Financial Appraisal that was submitted by the applicant, it is considered that the level of planning benefits sought is adequate and commensurate with the scale and nature of the proposed development and is necessary to deal with the likely impacts of the proposal and is in compliance with UDP policy R17.

### **Comments on public consultations**

3.106 The issues raised in the submissions have been addressed in the main body of this report under the relevant headings.

#### **4. OBSERVATIONS OF THE BOROUGH SOLICITOR**

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

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

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

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

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

#### **5. OBSERVATIONS OF THE DIRECTOR OF FINANCE**

5.1 The officer recommendations are based upon planning considerations only and therefore, if agreed by the Planning Committee, they should reduce the risk of a successful challenge being made at a later stage. Hence, adopting the recommendations will reduce the possibility of unbudgeted calls upon the Council's financial resources, and the associated financial risk to the Planning and Community Services Group and the wider Council.

## 6. CONCLUSION

- 6.1 This is an outline application that seeks approval for the principle of a mixed use comprising 415 dwellings, an 80-unit elderly person's care home (class C2), a playing field, open space, 468 car parking spaces, and means of access (including junction improvements to existing highways). All other matters are reserved for future determination. The proposal is considered to be acceptable in principle. It represents an appropriate balance between open land and built form. The number of proposed units and associated car parking and open space provisions are consistent with the guidelines in the London Plan and UDP.
- 6.2 Residential amenities would not be unduly affected by the proposed development, subject to sensitive layout, landscaping and high quality design, which the Council maintains control over through a reserved matters application. In terms of traffic generation and parking, neither the Council's Highways Engineer or TfL have raised objections subject to conditions and a legal agreement that are reflected in the recommendation. There have been a number of objections to the proposal. However it is not considered that a sustainable planning objection can be raised to the outline planning application. The proposal would make good use of a brownfield site and would provide much needed affordable housing and elderly units. As such the application is recommended for approval subject to the proposed legal agreement, conditions and informatives.

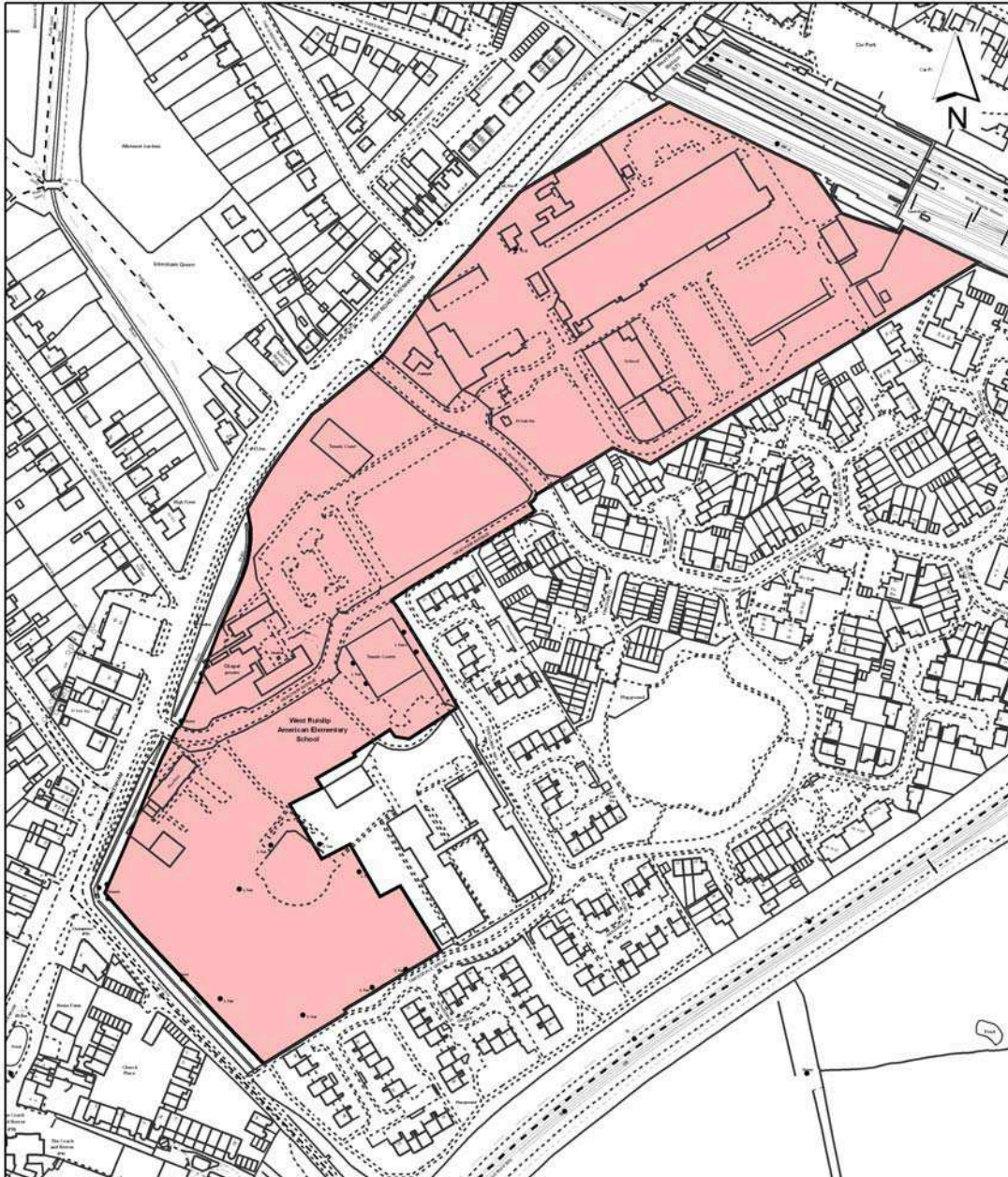
### Reference Documents:

- (i) Unitary Development Plan
- (ii) Circular 6/1998 'Planning and Affordable Housing'
- (iii) Circular 09/1998 'Playing Fields'
- (iv) Circular 5/2005 'Planning Obligations'
- (v) PPS1 'Delivering Sustainable Development'
- (vi) PPS3 'Housing'
- (vii) PPS9 'Biodiversity and Geological Conservation'
- (viii) PPS10 'Planning for Sustainable Waste Management'
- (ix) PPG13 'Transport'
- (x) PPG15 'Planning and the Historic Environment'
- (xi) PPG16 'Archaeology and Planning'
- (xii) PPG17 'Sport and Recreation'
- (xiii) PPS22 'Renewable Energy'
- (xiv) PPS23 'Planning and Pollution Control'
- (xv) PPG24 'Planning and Noise'
- (xvi) PPS25 'Development and Flood Risk'
- (xvii) The London Plan
- (xviii) Council's Revised Parking Standards (December 2001)
- (xix) SPG Air Quality
- (xx) SPG Air Quality and Noise
- (xxi) SPG Community Facilities
- (xxii) SPG Community Safety
- (xxiii) SPG Community Safety by Design

- (xxiv) SPG Economic Development, Training and Employment
- (xxv) SPG Educational Facilities
- (xxvi) SPG Environmental Improvements
- (xxvii) SPG Health Facilities
- (xxviii) SPG Land Contamination
- (xxix) SPG Land Contamination, Recycling and Waste Management and Flooding
- (xxx) SPG Noise (draft)
- (xxxi) SPG Planning Obligations Strategy
- (xxxii) SPG Transport, Accessibility and Movement
- (xxxiii) SPD Accessible Hillingdon
- (xxxiv) SPD Affordable Housing
- (xxxv) SPD Noise
- (xxxvi) SPD Public Realm (consultation draft)
- (xxxvii) SPD Residential Layouts
- (xxxviii) SPD Transport Interchanges
- (xxxix) LDF Preferred Options Core Strategy (draft 2007)
- (xl) Letters of objection

**Contact Officer:** BRETT HENDERSON      **Telephone Number:** 01895 277 824





<p><b>Notes</b></p> <p> Site boundary</p> <p>For identification purposes only.</p> <p>This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act). Unless the Act provides a relevant exception to copyright.</p> <p>© Crown Copyright. All rights reserved. London Borough of Hillingdon 100019283 2007</p>	<p>Site Address</p> <p style="text-align: center;"><b>RAF West Ruislip High Road Ickenham</b></p>		<p><b>LONDON BOROUGH OF HILLINGDON</b></p> <p><b>JEAN PALMER</b> Director of Planning &amp; Community Services</p> <p>Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</p>
	<p>Planning Application Ref:</p> <p style="text-align: center;"><b>38402/APP/2007/1072</b></p> <p>Planning Committee</p> <p style="text-align: center;"><b>North</b></p>	<p>Scale</p> <p style="text-align: center;"><b>1:3,000</b></p> <p>Date</p> <p style="text-align: center;"><b>June 2007</b></p>	 <p style="text-align: center;"><b>HILLINGDON</b> LONDON</p>

## NORTH PLANNING COMMITTEE

Meeting held at the Civic Centre on Monday 9<sup>th</sup> July 2007 at 7.00pm

Councillor Bruce Baker (Chairman)  
Councillor Michael White (Vice-Chairman)

**Councillors:** Allan Kauffman                      David Allam  
Michael Markham                      Anita Smart  
Ian Oakley

**Advisory Members**

*	Michael Hirst	Canal Locks Conservation Panel
	Chris Groom	Eastcote Conservation Panel
+	Clive Pigram	Ruislip Conservation Panel
+	John Ross/ Michael Dent	Harefield Village Conservation Panel
	Pamela Jeffreys	Ickenham Conservation Panel

\* Denotes apologies received  
+ Denotes other member absent

**Also Present:** Councillors Phillip Corthorne, Brian Crowe and John Hensley

### 1. BUSINESS TO BE CONSIDERED IN PUBLIC

The Committee agreed that all its business would be conducted in public.

### 2. DECLARATION OF INTERESTS

There were no interests declared.

### 4. DECISIONS ON APPLICATIONS

Decisions on applications are shown below and are based on Agenda and reports for the meeting, and an Addendum sheet circulated at the meeting.

Item No.	Address	Ward	Proposal	Application No.
1.	RAF West Ruislip High Road Ickenham	Ickenham	Redevelopment of site for a mixed use development comprising 415 dwellings (Class C3), an 80 unit elderly care home (Class C2), playing field and open space with associated car parking (468 spaces) and access arrangements (incorporating junction improvements to	38402/APP/2007/1072

			existing highways) (Outline application).	
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Condition 13 was amended to read as follows:

'Prior to commencement of the development the detail design and modelling for the traffic impact from the development on the highway network, measured in terms of queue lengths and increases in journey times, shall be submitted to the LPA for its approval and the development shall not commence until such approval has been granted, shall not exceed the figures stated in the submitted Transport Assessment( WR/OPA/DOC/08 - Transport Assessment and Travel Plan Involvement dated 11/04/07 and technical notes and supplementary information dated 03/05/07 and 18/06/07)'.

The Committee heard from a petition representative who expressed concerns about the development. A Ward Councillor addressed the meeting and whilst acknowledging officer's efforts in working closely with the developers to build a quality development, he indicated that he would like to see the petitioners' suggestions taken into consideration as far as possible.

Members were also addressed by a Ward Councillor from a neighbouring ward who reiterated one of Ickenham Residents' Association's concerns about preserving Austin's Lane, one of the oldest traditional lanes in the County of Middlesex. The applicant then addressed the meeting in support of the development.

In response to a Member's concern about the provision of affordable housing, the Legal advisor explained that provision of housing for the elderly at reduced cost could be considered as affordable housing.

Following debate the Committee attached an additional informative requesting the applicant in the interest of preserving the military past of the base, to bear this in mind when it came to naming streets.

**RESOLVED – That delegated powers be given to the Director of Planning and Community Services to grant outline planning permission subject to the following:**

**(a) The Council enters into an agreement with the applicant under Section 106 of the Town and Country Planning Act 1990 (as amended) and/or Section 278 of the Highways Act (as amended) and all appropriate legislation to ensure that:**

- **Education – The applicant provides a financial contribution towards nursery, primary and secondary school places and facilities in the locality commensurate with the estimated child yield of the development, or the transfer of land outside the development to satisfy the educational requirements associated with the development, in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled 'Educational Facilities' adopted in October 2003 or any subsequently approved amendments to this guidance.**

- **Health** - The applicant provides a financial contribution of £131.50 per resident towards the provision of primary health care facilities in the locality in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled 'Health Care Facilities' adopted in December 2004.
- **Affordable Housing** – That at least 30% of the residential units constructed on the site, calculated on a habitable room basis, shall be reserved for the provision of affordable housing by or on behalf of a registered social landlord. Furthermore, of the affordable housing, 60% will be intermediate housing and 40% social rented as calculated on a habitable room basis. The social rented units will include as a minimum 24 x 1 bed elderly units, 24 x 2 bed elderly units and 20 x 2 bed age restricted units. The intermediate housing mix is to be agreed with the Council.
- **Community Facilities** – The applicant provides a financial contribution of £650 per residential unit for community facilities in the locality in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled 'Community Facilities' adopted in October 2003.
- **Children's Play Space** –The applicant provides on-site one Locally Equipped Area for Play (LEAP) as described in the National Playing Fields Association guidelines, for the use of the new residents with an area of at least 3600m<sup>2</sup>, including a landscaped buffer around the activity zone. The applicant is also to provide for as many Local Areas of Play (LAP's) as required to satisfy the requirement of the National Playing Fields Association of a LAP being located within 1 minute walking distance from the home. Each LAP is to be of a size no smaller than 400m<sup>2</sup> including the buffer zone around the development. All playground facilities are to be provided to the Council's standards. The space shall either be maintained in perpetuity by the developer, through a management company or, should the developer desire to dedicate the space to the Council and the Council agree to accept the space, a commuted sum for maintenance will be required prior to any handover. This maintenance sum shall be for a period of 10 years. The above provisions are in accordance with the Supplementary Planning Guidance (SPG) to the Hillingdon Unitary Development Plan entitled 'Community Facilities' adopted in October 2003.
- **Recreational Open Space** – The applicant provides a recreational open space in the form of a playing field in the southwest area of the site. This is also to include the provision of a Multi Use Games Area (MUGA). The space shall either be maintained in perpetuity by the developer, through a management company, or should the developer desire to dedicate the space to Council and Council agree to accept the space, a commuted sum for maintenance will be required prior to any handover. This maintenance sum shall be

for a period of 10 years. Should the playing fields become a dual use facility with any future school development, any commuted sums are to be adjusted accordingly.

- **Hillingdon Nature Trail Corridor Contribution** – The applicant provides a financial contribution towards off-site works for improving the accessibility of the local nature reserve, in the sum of £30,000, in accordance with the Supplementary Planning Guidance (SPG) to the Hillingdon Unitary Development Plan Environmental Improvements.
- **Community Safety Contribution** – The applicant provides a financial contribution towards community safety in the sum of £75,000, in accordance with the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled ‘Community Facilities’ adopted in October 2003.
- **Highway Works** –The applicant enters into a s278 agreement to deliver the off-site highways mitigation works, comprising a signalised junction at Aylsham Drive/ Ickenham High Road; a new signal controlled pedestrian crossing in Ickenham High Road, between Aylsham Drive and Heacham Avenue; signalisation of the existing zebra crossing in Long Lane adjacent to Swakeleys Road with a detector scheme for right turning traffic into Swakeleys Road and waiting restrictions in Heacham Avenue and extension of waiting restrictions in Aylsham Drive.
- **Potential Highways Works** - A contribution of £45,000 to cover reasonable costs of the Council to introduce a Parking Management Scheme in the affected areas as a result of displaced parking.
- **Cycleway Contribution** – The applicant provides a financial contribution in the sum of £30,000 towards the London Cycle Network Link 93/ Route 89 Uxbridge.
- **Travel Plan** – The applicant prepares and implements a travel plan, following approval by the local planning authority.
- **Protection of trees** – The applicant shall not allow the felling of any trees on-site without the prior written approval of the Local Planning Authority until such time as a tree preservation order is made. The Council shall not unreasonably withhold permission. If any trees are removed on-site without prior approval, the applicant shall replant such trees in accordance with a replanting scheme to be approved
- **Construction Training Contribution** – The applicant shall either submit for prior approval a construction training scheme to be operated on the site or provide a financial contribution in accordance with the formula contained within the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan

entitled 'Economic Development, Training and Employment' adopted in October 2003.

- That the applicant meets Council's project management and administration costs as set out within the Supplementary Planning Guidance to the Hillingdon Unitary Development Plan entitled 'Planning Obligations Strategy'.
- (b) That Officers be authorised to negotiate and agree detailed terms of the proposed agreement.
- (c) That the applicant meets the Council's reasonable costs in the preparation of the Section 106 agreement and any abortive work as a result of the agreement not being completed.
- (d) If a Section 106 agreement has not been signed within 6 months or any other period as agreed by the Director of Planning and Community Services, then the application is to be referred back to Committee for further consideration.
- (e) That subject to the above, the application be deferred for determination by the Head of Planning and Community Services under delegated powers subject to the completion of the Agreement under Section 106 and other appropriate powers with the applicant.
- (f) That if the application is approved, the conditions and informatives in the Officer's report be attached.

The meeting closed at 9:05pm.