

1. INTRODUCTION

- 1.1. This Planning Statement has been prepared by KR Planning on behalf of Permitted Development No 6 Ltd (the 'Client') in support of an Planning Application for proposals to develop twenty five residential units on the roof of the building at Bridge House, Uxbridge (the Site).
- 1.2. This report is to be considered alongside the:
- Scheme drawings by Brooks Murray
 - Design and Access Statement by Brooks Murray
 - Transport Report by Markides Consulting

2. THE PROPOSAL

- 2.1. The following Section briefly outlines the nature and scale of the proposals as full details are provided in the Design and Access Statement.
- 2.2. The Proposed Development will provide 25 residential units in place of the consented conversion works at 6th floor and by an additional floor. The unit mix is as follows:

	1 bed	2 bed	3 bed	
Sixth Floor	14	2	0	16
Seventh Floor	0	7	2	9
Total	14	9	2	25

- 2.3. Car and cycle parking will be provided for each unit.

3. THE SITE

- 3.1. The address of the site is Bridge House, Uxbridge, UB8 1HS. The site is located 650 meters from the centre of Uxbridge, a major town centre in West London. The bridge adjacent to the site, on Oxford Road, is officially called Wixan's Bridge, and is where the towns name derives from. Bridge House is surrounded by water on both sides. To the east is the Grand Union Canal which was completed in 1929 and linked London to Birmingham. To the west flows the River Colne, and beyond that farmland associated with New Denham.
- 3.2. There are a number of office and residential buildings situated adjacent to the site. One worth noting is the 1990's Parexel Building, designed and built in a successful Art-Deco

style.

- 3.3. On the opposite side of the canal is Willow Bank House, a relatively new development of commercial use. Denham Lodge is situated North of the site. It is a nine story block of flats in an unusual triangle shape.

4. PLANNING POLICY FRAMEWORK

- 4.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of planning applications must be made in accordance with the Development Plan unless material considerations indicate otherwise. The adopted Development Plan for the LBH comprises the following suite of documents:
- The London Plan (published March 2016, consolidated with alterations since 2011);
 - The Hillingdon Local Plan: Part 1 - Strategic Policies; and
 - The extant 2007 Saved Unitary Development Plan policies adopted as the Hillingdon Local Plan: Part 2.
- 4.2. Additional documents which can be classified as material considerations to the determination of the Proposed Development include the Government's overarching National Planning Policy Framework (NPPF), published March 2012, and Supplemental Planning Documents (SPD) or evidence base studies produced by the GLA and LBH.
- 4.3. This section will consider the overarching policies relating to sustainable development and the principle of the Proposed Development. It will then consider a raft of London Plan and Local Plan detailed land use and design policies, particularly with respect to the requirement for the change in land use, density, affordable housing, residential mix, internal residential space, play space and amenity space. Relevant environmental related planning policies in the context of noise, contamination, air quality and transport are considered in detail within the supporting technical assessments.
- 4.4. It is acknowledged that the planning application proposals are a departure from the development plan, as the adopted Local Plan allocates the Site for industrial use. Therefore, the Proposed Development will need to be determined against relevant material considerations, which demonstrate that planning permission should be granted. To that end, the fallback position is of direct relevance to the application.

National Themes

- 4.5. The National Planning Policy Framework (NPPF) was published in March 2012 and now forms the basis of the Government's planning policy. Paragraph 6 states that the purpose of the planning system is to contribute to achieving sustainable development of where are three dimensions-economic, social and environmental. Paragraph 7 sets out these roles, as follows:
- An economic role - contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirement, including the provision of infrastructure;
 - A social role - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of the present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
 - An environmental role - contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy."
- 4.6. Paragraph 8 of the NPPF recognises that these roles are mutually dependent and that they should be sought jointly and simultaneously to achieve sustainable development. The planning system should guide development to sustainable solutions. Every development proposal clearly has a relationship with these three roles and in this regard the proposals are of significant economic and social value.
- 4.7. The NPPF also states "pursuing sustainable development involves seeking positive improvements in the quality of the built environment, as well as in people's quality of life" (paragraph 9).
- 4.8. The NPPF seeks to ensure that plans and decisions take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas (paragraph 10).
- 4.9. The NPPF seeks to boost significantly the supply of housing land and states that councils should approve development proposals that accord with the Development Plan without

delay (paragraph 14). Paragraph 14 of the NPPF records that:

"At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking."

- 4.10. It is explained that, for decision-taking, this means that, unless material considerations indicate otherwise, development proposals that accord with the Development Plan should be approved without delay and that, where the Development Plan is absent, silent or relevant policies are out-of-date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits.
- 4.11. On 5th March 2018, the Government published the draft revised NPPF, with consultation on the draft revised text running until 10th May 2018. The draft NPPF incorporates policy proposals previously consulted on in the Housing White Paper (published 7th February 2017) and the Planning for the right homes in the right places consultation (published 14th September 2017).
- 4.12. The draft NPPF further emphasises the Government's objective of significantly boosting the supply of homes, with the focus on delivering "the right homes, with the right quality, in the right places". It also places importance on ensuring that a sufficient amount and variety of land come forward for housing where it is needed. The draft revised NPPF is a material consideration in the determination of this planning application.

London Plan

- 4.13. The London Plan is the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years. Local Plans prepared by London boroughs must be in general conformity with the policies contained within the London Plan.
- 4.14. The London Plan has set a minimum housing target for the London Borough of Hillingdon of 559 new homes per annum between 2015/16 to 2024/25. These new homes will provide a range of housing tenures, types and sizes in line with identified need. A sustainable development approach is encouraged, with community infrastructure provided to meet the needs of the Borough's expanded population. The London Plan is

supportive of the regeneration of brownfield sites and delivering sustainable growth across London.

- 4.15. On 1st December 2017, the GLA released the Draft London Plan for consultation, which ended on 28th March 2018. The examination in public is anticipated to be concluded in autumn 2017, with adoption forecast to be a year later in autumn 2019.
- 4.16. It set out under Policy H1 that the annual average housing delivery requirements for the Borough were increased from 559 units per annum to 1,553 units per annum. If adopted, this would lead to a significant increase in housing delivery requirements for the Borough. To this end, the development the subject of this application would contribute to the annual housing delivery requirements.
- 4.17. The draft London Plan also proposes the removal of the Density Matrix, in favour of focusing on the key elements that are required to deliver sustainable residential development. In addition, draft Policy T1 (Strategic approach to transport) states that "all development should make the most effective use of land, reflecting its connectivity and accessibility by existing and future public transport...". The draft London Plan has an ambitious aim to reduce Londoner's dependency on cars in favour of increased walking, cycling and public transport use. Emerging Policy T6 (Car Parking) states that "Car-free development should be the starting point for all development proposals in places that are (or are planned to be) well-connected by public transport".
- 4.18. The draft London Plan is a material consideration in the determination of this planning application.

The Hillingdon Local Plan: Part 1 -Strategic Policies (LPP1) (2012)

- 4.19. The Hillingdon Local Plan - Part 1 sets out the overall level and broad locations of growth within the borough up to 2026. It comprises a spatial vision, strategic objectives, a spatial strategy, core policies and a monitoring and implementation framework with clear objectives for achieving delivery.
- 4.20. LPP1 is a relatively recent adopted document and therefore the planning policies contained within it are relevant in the determination of planning applications.
- 4.21. The extant 2007 Saved Unitary Development Plan policies adopted as the Hillingdon

Local Plan: Part 2 (UDP). Hillingdon's UDP was adopted in 1998. The relevant development management policies were saved in 2007 and are designed to regulate development and the use of land in the public interest. The UDP provides detailed policies that help form the basis of the Council's decisions on individual planning applications.

- 4.22. However, whilst the saved 2007 UDP policies comprise part of the Development Plan for the borough, they are outdated, particularly in light of the emerging Local Plan Policies Part 2 (LPP2) (Submission Version) and Site Allocations and Designations 2015. Although not yet adopted, they have been submitted to the Secretary of State. The LPP2 has already been subject to public consultation and therefore significant but not determinative weight should be accorded to its policies.

5. MATERIAL CONSIDERATIONS

Principle of Development

- 5.1. The review of the planning policy context under Section 4 of this Statement, demonstrates that national, regional and local planning policy seek to promote sustainable development and regeneration through the efficient re-use of previously developed land in accessible locations. Paragraph 14 of the NPPF sets out that there should be a presumption in favour of sustainable development and that proposals which accord with the development plan should be approved without delay. This is further emphasised within the emerging NPPF which simply states that "decisions should apply a presumption in favour of sustainable development".
- 5.2. Paragraph 17 encourages the use of brownfield land and paragraph 111 goes on to say that the effective use of such land should be encouraged, provided it is not of high environmental value.
- 5.3. At a regional level, the London Plan is supportive of the regeneration of brownfield sites and delivering sustainable growth across London. The use of brownfield land is further encouraged within the London Plan, which seeks 96% of new residential development to be delivered on previously developed land, in accordance with London Plan Objectives 1, 4, 5 and 6.

- 5.4. At a local level, the LBH's LPP1 sets out a number of key strategic objectives to guide development in the Borough. These seek, amongst others, to deliver new housing through the creation of high quality, sustainable neighbourhoods, reduce reliance on car use, and address the impacts of climate change.
- 5.5. Reflecting the NPPF, Policy NPPF1 of the LPP1 states that:
- "when considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework"*
- 5.6. However, whilst the Proposed Development is a departure from the adopted Development Plan for the LBH due to the SIL designation, relevant material considerations indicate that the proposals are entirely appropriate in land use planning terms. The decision maker must also consider the potential in this case for a "fall back" position. We set out below the key cases relevant to "fall back" below.
- 5.7. In assessing a fall back use the High Court case of *R (Zurich Assurance Ltd) v North Lincolnshire Council* [2012] EWHC 3708 (Admin) clarifies the test of "likelihood".
- 5.8. In that case it was argued that not having a lawful development certificate for a retail use on a site prevented the "fall back retail development" being a material consideration. Importantly however the judge stated that the prospect of the "fall back" position does not have to be probable or *"even have a high chance of occurring"*. It has to be only *"more than a merely theoretical prospect,"* he said.
- 5.9. It was also concluded in the judgment that *"Where the possibility of the fallback position happening is 'very slight indeed' or merely an 'outside chance', that is sufficient to make the position a material consideration.*
- 5.10. In this case the overall site has extant permission for the conversion of the existing building, including the space at sixth floor. The works to implement this consent began last year, and remain on-going. The Applicant submits this should be given determinative weight in the decision making process.

Residential Use

5.11. The section on Housing in the London Plan opens (Paragraph 3.13) with the comments:

"The Mayor is clear that London desperately needs more homes in order to promote opportunity and real choice for all Londoners, with a range of tenures that meets their diverse and changing needs and at prices they can afford. To achieve these aims, he is committed to taking effective steps to encourage the provision of new homes through the policies in this Plan and in his London Housing Strategy."

5.12. The London Plan identifies that 'at least' an annual average of 42,389 net additional homes should be provided across London. The use of the words 'at least' clearly means that the Mayor supports the provision of housing over and above this level.

5.13. Hillingdon's new annual housing supply target has been calculated by the GLA through its Strategic Housing Market Assessment at 1,553 homes, a 178% increase from their previous target of 559 set within the current London Plan (Policy 3.3). This new minimum annual housing target for over the ten-year period from 2019/20-2028/29 is included within the draft London Plan.

5.14. The NPPF Chapter 6 'Delivering a wide choice of quality homes' sets out that local planning authorities should deliver a wide choice of sustainable homes and plan for a mix of size, type and tenure of accommodation to meet the specific need to the area.

5.15. Together with the above strategic targets, London Plan Policy 3.4 provides clear direction for boroughs to maximise the supply of housing by taking into account local context and character and optimising urban sites particularly where there is a good transport accessibility.

Affordable Housing

5.16. The NPPF recognises that to create sustainable, inclusive and diverse communities, a mix of housing based on demographic trends, market trends and the needs of different groups should be provided.

5.17. London Plan Policy 3.11 relating to Affordable Housing Targets seeks to maximum affordable housing provision per year in London over the plan period. In the context of Negotiating Affordable Housing on Individual Private Residential and Mixed Use Schemes, Policy 3.12 of the London Plan is to seek the maximum reasonable amount

of affordable housing.

- 5.18. London Plan Policy 3.8 Housing Choice states that new development should offer a range of housing choices in terms of mix and housing sizes and types. In terms of tenure split, London Plan Policy 3.11 aims for 60% of the provision to be affordable rent and 40% intermediate housing.
- 5.19. The Mayor of London published his new Affordable Housing and Viability SPG in August 2017, which includes ambitious targets for affordable housing across London, setting out a long term aim for all new homes to be affordable.
- 5.20. LPP1 Strategic Policy S07 seeks to address housing need in Hillingdon using appropriate planning measures. LPP1 Policy H2 states that housing provision is expected to include a range of housing to meet the need of all types of households. It sets out that the LBH will seek to maximise the delivery of affordable housing from all sites and that for sites with a capacity of 10 or more units, the Council will seek to ensure that the affordable housing mix reflects housing needs in the borough, particularly the need for larger family units.
- 5.21. The supporting text for Policy H2 sets an indicative target of 35% of all new units to be delivered as affordable. It also sets an indicative tenure mix of 70% social rented and 30% intermediate, but notes that housing market conditions in Hillingdon are complex and a blanket approach will not be appropriate for all areas in the borough.
- 5.22. With regard to emerging planning policy, LPP2 Policy DMH7 states that developments of 10 or more units should maximise the delivery of on-site affordable housing. Subject to viability, and if appropriate in all circumstances, a minimum of 35% of all new homes should be delivered as affordable with a tenure split of 70% social/affordable rent and 30% intermediate. The emerging policy dictates that that affordable housing should be built to the same standards as private housing, and should share the same level of amenity.
- 5.23. The LBH Affordable Housing SPD (2006) provides further guidance on the delivery of affordable housing within the borough, however, it is noted that the guidance is almost 12 years old and pre-dates the adopted Development Plan.

- 5.24. The LBH Planning Obligations SPD (2014) also provides guidance on affordable housing and how it should be secured. Paragraph 4.10 states that the minimum 35% level of provision of affordable housing will normally be assessed on the number of habitable rooms rather than the number of units, where this more appropriately delivers the highest acceptable proportion of affordable housing. Where a scheme does not propose a minimum of 35% affordable housing by habitable room, a viability assessment is required to support the planning application.
- 5.25. The level of affordable housing is subject to the review of a viability assessment submitted in support of the proposals. The Financial Viability Appraisal (FVA), prepared by Bidwells and submitted in support of the application proposals, provides additional information on affordable housing.

Unit Mix

- 5.26. With regard to unit mix, the Mayor's Housing SPG (March 2016) acknowledges that local housing requirements should not be the single determinant of housing mix sought on individual developments. Boroughs should have regard to housing needs beyond their own boundaries when setting their affordable housing policies and determining planning applications.

- 5.27. The Housing SPG highlights that:

"higher density development close to public transport facilities is especially suitable for one and two person households, particularly singles, couples and sharers, students and older people. Conversely, a lower proportion of family sized homes may be appropriate in town centres, as opportunities for play and other amenity spaces tend to be more constrained in these locations. Boroughs should consider applying local policies on unit size mix flexibly for town centre and edge of centre sites where there is good accessibility, recognising the particular suitability of these locations for 1 and 2 bedroom units."

- 5.28. At a local level, Saved UDP Policy H4 states that, wherever practicable, a mix of housing units of different sizes should be provided in schemes of residential development including in particular units of one or two bedrooms. Within town centres, schemes comprising of predominantly one and two bedrooms are preferred.

- 5.29. Regard is also had to the emerging planning policy context, with emerging LPP2 Policy DMH2 (Housing Mix) stating that developments should provide a mix of housing units of different sizes in order to meet the Council's latest information on housing need. Table 4.1 seeks the provision of 96% 3bed+ units within private tenure. Given the Town Centre location, and the mix of land uses in the immediate area, the mix is considered to be acceptable.
- 5.30. All units comply with the internal space standards of the Nationally Described Space Standards and the Mayor of London's Housing Design Standards. More information on the compliance of the scheme in this regard is contained within the accompanying Design and Access Statement.

Design and Townscape

- 5.31. A detailed Design and Access Statement is submitted in support of this application. It analyses the proposed Development and its wider surrounding context to understand the key issues that the scheme should address. Informed by this analysis, the Statement goes on to set the design vision for the Site and outlines the benefits the Proposed Development would deliver.
- 5.32. Paragraph 64 of the NPPF states that "permission should be refused for development of poor design that fails to take the opportunities available for Improving the character and quality of an area and the way It functions". Chapter 7 of the NPPF cites good design as a key aspect of sustainable development.
- 5.33. Chapter 7 of The London Plan 'London's Living Places and Spaces' requires development to be informed by their neighbourhoods, be in keeping with the character of the area and achieve the highest standard of accessible and inclusive design (Policies 7.1, 7.2 and 7.4). Policy 7.6 Architecture states "architecture should make a positive contribution to a coherent public realm, streetscape and wider cltyscape. It should Incorporate the highest quality materials and design appropriate to Its context."
- 5.34. Saved Policy BE13 of the UDP 2012 states that new development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the local planning authority considers it desirable to retain or enhance. Saved Policy BE19 of the UDP 2012 seeks to ensure that development within

existing residential areas complements or improves the amenity and character of the area whilst Saved Policy BE26 of the UDP 2012 further emphasises that within town centres the design, layout and landscaping of new buildings will be expected to reflect the role, overall scale and character of the town centres as a focus of shopping and employment activity.

- 5.35. Saved Policy BE35 of the UDP 2012 notes that major developments adjacent to or visible from rail connections, the Local Planning Authority will require the development to be of a high standard, design, layout and provide attractive views from these corridors. In addition, Saved Policy OE1 of the UDP 2012 prohibits proposals that are to the detriment of the character and appearance of the surrounding properties or area.
- 5.36. Saved Policies BE13 and BE19 of the UDP 2012 seek to ensure that new development makes a positive contribution to the character and amenity of the area in which it is proposed. Saved Policy BE13 of the UDP 2012 states that, in terms of the built environment, the design of new buildings should complement or improve the character and appearance of the surrounding area and should incorporate design elements which stimulate and sustain visual interest.
- 5.37. The Design and Access Statement submitted with the application provides an analysis of the constraints and opportunities presented by the development. It sets out the design objectives, design principles and building design principles which have informed the proposed development. It explains how the proposal contributes positively to its context, respects the historic context of the site and how the proposals contribute positively to the streetscape.
- 5.38. The area is characterized by mixed use development, but irrespective of its function built form in the immediate context is of substantial scale in both height and width of buildings. There is nothing of particular interest in the architecture they express, the built form is generally disposed to front the roads providing enclosure to these functional spaces. It is a site where para 60 of the NPPF would indicate there are few design constraints.
- 5.39. From this contextual assessment, the height of the application scheme will be entirely at ease in both its immediate and wider settings and this will be observed on the site visit.
- 5.40. At the height proposed, the facades will provide a visually comfortably proportionality to

the vistas they enclose and frame, whether the public realm or the private space within the site, all in accordance with national and Development Plan policy and known good practice. The height of the built form will be appropriate in its context in which the site is set, and observably so, whilst providing visual interest in the roofscape silhouette in both the narrow angle perspective views and in longer distance views of the site.

- 5.41. Massing is the perception of the height and layout and how it is affected by proximity, perspective and sight line geometry. From all public perspectives, the mass of the structure will be perceived to consistent with other developments within its immediate and wider context. The way the mass is refined and articulated, both horizontally and vertically, is a consequence of the way in which the internal and external spaces have been organized and arranged in response to the functionality of a mixed use development.
- 5.42. The articulated building line and set backs of the upper storey would respect the predominant grain of nearby development in the area, and would differentiate the new development from the less visually interesting Bridge House itself.

Amenity

- 5.43. The London Plan Policy 3.5 Quality and Design of Housing Developments sets out that internal and external quality should be high. Table 3.3 sets out minimum space standards for new residential development. The Mayor's Housing SPG sets out residential standards and guidance, advising that a minimum of 5 sqm of private amenity space should be provided for one-two person dwellings, with an extra 1 sqm provided for each additional occupant. The minimum depth and width of all balconies and other private external spaces should be 1.5m. The adopted London Plan Housing SPG seeks 10 sqm of dedicated playspace per child, whilst also recognising that appropriate and accessible facilities within 400m for 5-11 year olds and within 800m for 12 plus age groups may be acceptable alternatives. As explained, there are generous private areas of amenity and play space serving Blocks A and B, and C and D.
- 5.44. The London Plan Policy 7.6 states that buildings should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings in relation to privacy and overshadowing. The London Housing SPG states that the degree

of harm on adjacent properties within a proposed scheme should be assessed drawing on broadly comparable residential typologies within the area and of a similar nature across London.

- 5.45. The LBH's Saved UDP Policies BE20 and BE21 seek to prevent developments which would be detrimental to the amenity of nearby occupiers by way of their siting, bulk, proximity or loss of light. Saved Policy BE24 seeks to ensure that new developments do not have adverse impacts on the amenity of existing residential properties due to loss of privacy.
- 5.46. The internal layouts of the dwellings have been designed to provide living spaces that maximise views, ventilation and access to daylight and sunlight. Each dwelling is provided with private amenity space, either as a balcony, a terrace or internalised amenity space. More information is provided within the Design and Access Statement.
- 5.47. The LBH's design guide 'Residential Layouts' advises that for buildings with two or more storeys, adequate distance should be maintained in order to avoid over dominance. It sets out that a minimum distance of 15m is required between buildings, although this is dependent on the extent and bulk of the buildings proposed. The Hillingdon Design and Accessibility SPD provides further guidance with respect to privacy, stating that the distance between habitable rooms should be no less than 21m. Both of these distances are achieved.
- 5.48. As will be apparent from the review carried out above, every aspect of the proposals has been considered in the context of relevant planning policies, taken together, the assessments demonstrate that planning permission for the application proposals can and should be granted

6. CONCLUSION

- 6.1. The scheme offers substantial planning benefits, identified below:

- New homes in a sustainable location;
- Higher quality accommodation than is currently consented;
- On-site parking;
- Careful design which complements the existing character of the building and

area

- A contribution towards affordable housing.

9.3 In all these circumstances, planning permission can and should be granted in accordance with the submitted application. To do so would be wholly supported by the "presumption in favour of sustainable development" introduced by the NPPF. The proposals should be welcomed with enthusiasm.

6.2. In summary, the Proposed Development complies with the guidance in the NPPF, the London Plan and the policies and standards in the development plan. This scheme is considered to optimise the development potential of this Site. As such, planning permission should be granted for the development proposals