

Agenda Item

PLANNING COMMITTEE

12th January 2017

nikolas.smith@hounslow.gov.uk

References:

P/2015/5555 00505/EY/P18
P/2015/5560 00505/EY/AD22

Address:

Land at Chiswick Roundabout, Great West Road,
Chiswick, W4

Proposal:

00505/EY/P18

Redevelopment of site to provide a mixed use building of one part ground plus 31 storeys and one part ground plus 24 storeys, comprising 327 residential units (Use Class C3), office (Use Class B1) and retail/restaurant uses (Use Class A1-A3), basement car and bicycle parking, resident amenities and hard and soft landscaping with all necessary ancillary and enabling works. The application is accompanied by and Environmental Statement.

00505/EY/AD22

Erection of three internally illuminated fascia signs to proposed building.

Ward:

Turnham Green

Reason for determination by Planning Committee

The high level of local interest of these applications constitutes an exceptional circumstance and the Interim Director of Economy, Environment and Enforcement has referred decision making on them to Planning Committee in accordance paragraph 13.1.3 of the Leader's Scheme of Delegation to Directors and Statutory Officers.

1.0 SUMMARY

- 1.1 Planning permission is sought for the erection of a mixed-use tower building with a maximum height of 32 storeys (120m AOD). The proposed development would cause harm, including substantial harm, to a wide range of heritage assets through harm to their settings. The standard of design proposed would not be outstanding or of the highest quality and the proposed provision of affordable housing at the site would not maximize affordable housing delivery or promote mixed and balanced communities.

- 1.2 The refusal of planning permission, subject to Stage II referral to the GLA, is recommended.
- 1.3 Advertisement consent is sought for the display of three illuminated signs on the proposed building. The adverts would undermine the quality of the design of the building and would conflict with the character of the area.
- 1.4 The refusal of advertisement consent is recommended.

2.0 SITE DESCRIPTION

- 2.1 The site has an area of 0.28ha. Chiswick Roundabout is to the south, Gunnersbury Avenue (North Circular Road) is to the east, Larch Drive is to the north and Great West Road (A4) and the elevated M4 are to the west. It is currently vacant and hoarded, but for 3 large illuminated advertisements around the site.
- 2.2 The location of the site is shown below in an extract taken from the applicant's Design and Access Statement:



- 2.3 The built environment around the site includes B&Q and its car park to the north on the other side of Larch Drive, Power Road Industrial Estate on the opposite

side of Gunnersbury Avenue, to the east, which includes car dealerships, offices and other light industrial uses. To the west is a petrol filling station and offices with car dealerships and Brentford Fountain Leisure Centre beyond them. To the south and southeast, on the other side of the roundabout are houses and flats.

- 2.4 Whilst the site has no formal designations, it is located within the Great West Corridor, on a stretch of the Great West Road known as the 'Golden Mile', reflecting its important economic function. The Local Plan identifies the Great West Corridor as having capacity for change and growth in homes and jobs with new infrastructure over the plan period, with the Golden Mile becoming an employment-led mixed use corridor connecting to the commercial district to the east. It is currently identified in the London Plan as a Strategic Outer London Development Centre and in Hounslow's Local Plan as a potential Opportunity Area. The status of the policies that will promote growth in this area is described elsewhere in this report.
- 2.5 Planning permission was granted in June 2014 for development at and around Lionel Road South, to the southwest of the site, beyond the Leisure Centre. That development will include a new stadium for Brentford Football Club and various other uses, including residential, which would be provided in up to 11 towers, the tallest of which would be no taller than 17 storeys in height.
- 2.6 Permission has also been granted for a mixed-use development of up to eight storeys at Wheatstone House, 650 Chiswick High Road, which is also to the southwest of the site, on the east side of the Leisure Centre.
- 2.7 A planning application has recently been submitted for a mixed-use development including a bus depot and up to 550 dwellings at Capital Interchange Way, to the southwest of the site. The buildings would be up to 20 storeys in height. That application is currently out for consultation and no decision has been made on it.
- 2.8 Whilst there are no heritage assets at the site, there are a wide range of assets near to it and in the area around it. These include a number of listed buildings at grades I, II* and II, Conservation Areas, Grade I and II* Registered Parks and Gardens and the Royal Botanic Gardens Kew World Heritage Site. The southern edge of the site is designated as falling within an Archaeological Priority Area.
- 2.9 The registered landscapes at Gunnersbury and Chiswick Parks and Duke's Meadow are designated as Metropolitan Open Land.
- 2.10 Kew Bridge Railway Station is around 550m to the southwest of the site and Gunnersbury station is around 700m to the east of it. The site has a Public Transport Accessibility Level (PTAL) of 4 (good).

3.0 HISTORY

3.1 Planning history at the site relevant to these applications is set out below:

Applications for planning permission	
00505/EY/P1	Erection of a 26 storey office building Withdrawn: 09 th September 2000
00505/EY/P2	Erection of a 13 storey building comprising office building with basement car parking (Tricorn) Refused: 05 th May 2001
00505/EY/P3	Redevelopment of site for 13 storey office building (Outline application). Approved: 09 th January 2002
00505/EY/P4	Redevelopment of site for offices Refused: 18 th April 2002
00505/EY/P5	Erection of 13 storey building comprising office building with basement car parking (Outline Application) Approved: 09 th September 2002
00505/EY/P6	Erection of advertising tower. Appeal Allowed: 07 th November 2003
00505/EY/P7	Redevelopment of site to erect a 15 storey building comprising four levels of underground car parking, show room and retail on ground and mezzanine floors with service area on side and a mixture of 222 one bedroom flats and 42 two bedroom flats on upper floors (levels two to fifteen) and plant room on the roof. Refused: 20 th July 2004
00505/EY/P9	Erection of a 5 storey office building comprising office / showroom at ground level and 9 illuminated panels projecting from the sides and roof of the proposed building Appeal dismissed: 19 th September 2006

00505/EY/P10	Retention of free standing advertisement tower Appeal dismissed: 06 th March 2008
00505/EY/P11	Retention of advertising tower with additional cladding for a temporary period of 2 years. Appeal dismissed: 11 th May 2009
00505/EY/P12	Erection of an advertising tower consisting of a V-shaped panel mounted on a 20m pole Appeal dismissed: 11 th May 2009
00505/EY/P13	Erection of a 5 storey 52m high 'Landmark Building' for office use incorporating 5 media screens and associated parking. Refused: 23 rd April 2010
00505/EY/P14	Erection of a landmark office building (B1 use) comprising of retail showroom at ground floor, with 8 office floors above and basement car park providing 6,606sqm total floorspace and incorporating 4 media advertising screens with LED shroud Approved: 24 th September 2012
00505/EY/P15	Erection of a temporary advertisement tower structure for the display of a backlit illuminated advertisement panel Appeal allowed: 09 th December 2011
00505/EY/P16	Erection of temporary advertisement tower structure and display of backlit illuminated advertisement panel Approved: 02 nd November 2011
00505/EY/P17	Erection of temporary advertisement structure to house temporary display of four banner style illuminated advertisements. Advert applications: Erection of temporary advertisement structure and temporary display of four banner style illuminated advertisements Withdrawn: 18 th July 2013

Applications for Advertisement Consent	
00505/EK/AD1	Retention of 2 internally illuminated 48 sheet advertisements affixed to tower Appeal allowed: 07 th November 2003
00505/EY/AD1	Retention of advertisement hoardings (A4 level) Approved: 10 th September 2002
00505/EY/AD2	Retention of illuminated static advertisement hoardings (A4 level) Appeal allowed: 07 th November 2003
00505/EY/AD3	Installation of 7 internally illuminated LED screens for advertisements Refused: 16 th September 2005
00505/EY/AD4	Installation of seven internally illuminated LED screens for advertisements Appeal dismissed 19 September 2006
00505/EY/AD5	Retention of advertisements <u>Appeal A</u> Appeal dismissed: 06th March 2008 <u>Appeal B</u> Appeal allowed 06th March 2008
00505/EY/AD6	Retention of 2 x advertisement poster display each 7m x 5m including internal lighting Appeal dismissed 11 th May 2009
00505/EY/AD7	Display of 2 internally illuminated adverts 7m x 5m in a

	<p>V shaped panel mounted on a 20 metre pole.</p> <p>Appeal dismissed: 11th May 2009</p>
00505/EY/AD8	<p>Retention of freestanding advertising displaying sequential LED illuminated digital advertisements</p> <p>Approved: 16th July 2009</p>
00505/EY/AD9	<p>Erection of five LED advertising screens to proposed buildings</p> <p>Appeal allowed: 24th November 2010</p>
00505/EY/AD10	<p>Retention of a freestanding advert display, displaying sequential adverts (changing every seven seconds) until 6 March 2010</p> <p>Appeal dismissed: 10th August 2011</p>
00505/EY/AD11	<p>Retention of nine advertisement panels</p> <p>Refused: 17th May 2010</p>
00505/EY/AD12	<p>Retention of nine advertisement panels</p> <p>Appeal allowed: 10th August 2011</p>
00505/EY/AD13	<p>Display of backlit illuminated advertisement panel</p> <p>Appeal allowed: 9th December 2011</p>
00505/EY/AD14	<p>Erection of temporary advertisement tower structure and display of backlit illuminated advertisement panel</p> <p>Approved: 23rd December 2011</p>
00505/EY/AD15	<p>Installation of four internally illuminated advertisement screens incorporated within the elevations of the proposed office development</p> <p>Approved: 11th December 2012</p>
00505/EY/AD16	<p>Erection of temporary advertisement structure and temporary display of four banner style illuminated advertisements</p>

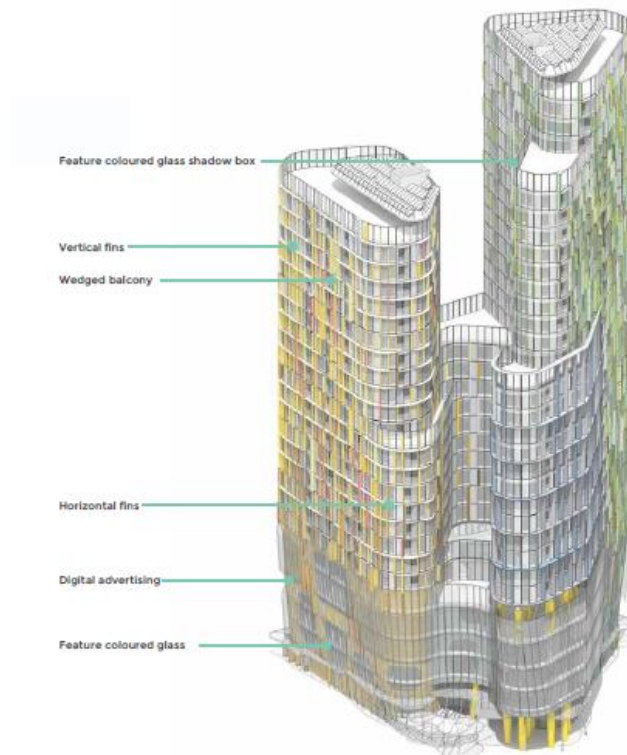
	Withdrawn: 18th July 2013
00505/EY/AD17	Installation of three internally illuminated landscape shaped Hoardings forming part of site screen Approved: 17 th October 2013
00505/EY/AD18	Erection of 3 internally illuminated poster panel hoardings Approved: 8 th January 2014
00505/EY/AD19	Proposed amendment to condition 9 of 00505/EY/AD18 (which approved the erection of three internally illuminated hoardings and the removal of nine existing poster panel hoardings) dated 8 January 2014 to vary the timing of advertisement changes from not more than once every 30 seconds to not more than once every 20 seconds Approved: 24 th March 2014
00505/EY/AD21	Installation of an internally illuminated 8m x 8m temporary advertisement panel for a period of 12 months Appeal allowed: 11 th August 2015

4.0 DETAILS

00505/EY/P18

- 4.1 Full planning permission is sought for the erection of a mixed-use building with a gross internal area of 40,386m² and a maximum height of 32 storeys (120m AOD) (plus two basement levels).
- 4.2 The height of the building on its west side would be 25 storeys. Those two elements of the building would be connected by a 17 storey section that would link the taller elements together.
- 4.3 The first six floors of the building would be used for offices, retail and/or café space and amenity space. There would be a public atrium on the ground floor. The floors above would contain 327 residential units.
- 4.4 The basement levels would provide car, motorcycle and cycle parking, space for refuse, plant, switch rooms and substations.

- 4.5 The elevations would be articulated by horizontal and vertical fins, 'wedged balconies' and coloured panels.
- 4.6 An extract from the applicant's Design and Access Statement showing the elevational articulation is shown below:



Retail/café space

- 4.7 459m² of flexible retail / cafe floorspace (Use Class A1/A3) would be located on the ground and first floors.

Office space

- 4.8 A total of 4,682m² (GIA) of flexible office floorspace would be provided on the 2nd, 3rd, 4th and 5th floors. The applicant sets out that this would be attractive for small and medium sized enterprises. They anticipate that around 450 jobs could be accommodated at the site. The office would be accessed from a separate entrance within the ground floor atrium.

Residential

4.9 The mix of 327 flats proposed are set out in the table below:

	Private Sale	Shared Ownership	Affordable Rent	Total
Studio	28	10	0	38 (12%)
1 Bedroom	117	18	0	135 (41%)
2 Bedroom	86	15	0	101 (31%)
3 Bedroom	44	9	0	53 (16%)
Total	275 (84%)	52 (16%)	0 (0%)	327 (100%)

- 4.10 The density of the development would be 1,168dph, or around 2,800 habitable rooms per hectare.
- 4.11 16% of the units (52) would be in an intermediate tenure (shared ownership). No affordable rented units would be provided at the site. The applicant would make a contribution of £10.5 million towards the delivery of rented units off-site. They anticipate that this could provide 79 units but would not allow for the acquisition of a site. No site for their delivery has been secured.
- 4.12 Communal external amenity spaces would be located on the 5th, 25th and 32nd floors.
- 4.13 The amenity space on level 32 would be made accessible to the public as a viewing platform for 10 days in any given year without charge.
- 4.14 Private amenity space would be provided in the form of internal winter gardens within each of the flats.
- 4.15 10% of the units would be designed to be for wheelchair users in accordance with Part M4(3) of the Building Regulations, whilst the remaining would be designed to be in accordance with Part M4(2) accessible and adaptable buildings of the Building Regulations.

The Public Realm

4.16 The following public realm improvements are proposed:

- New public realm within the application site, including a new arrival space, improved footpaths and cycleways and a new internal garden space.

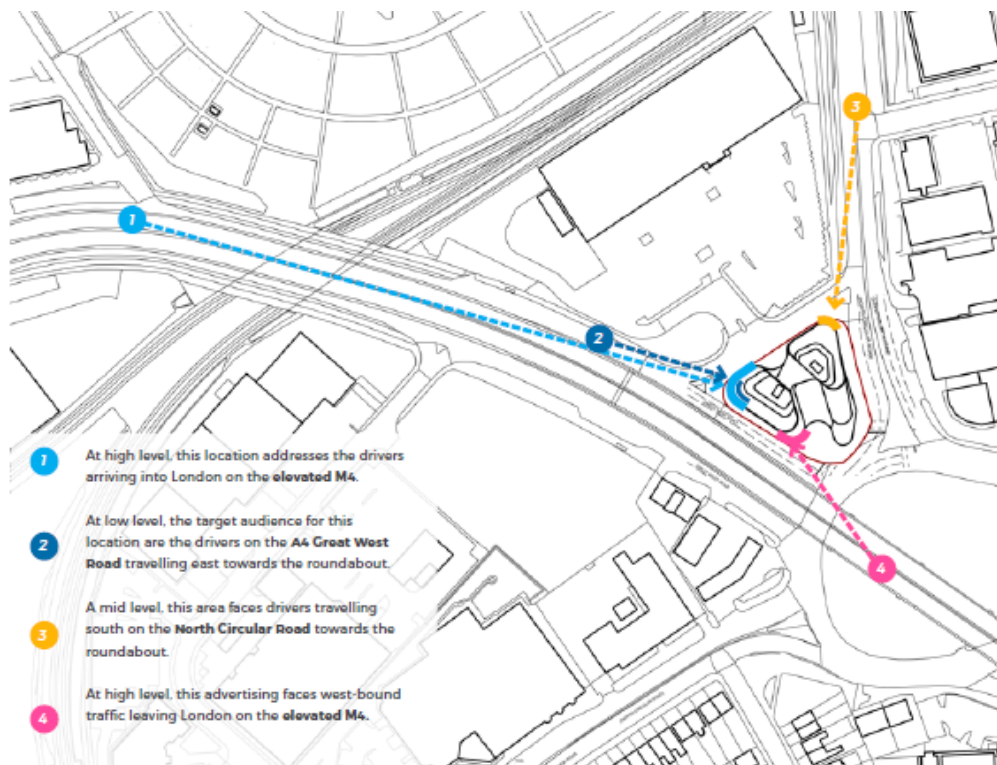
- Essential highway works to Larch Drive for access and egress from the site.
 - Enhancements below the M4 bridge and improved footpath and cycleways immediately around the site.
- 4.17 Further public realm enhancements are described in the application but are not proposed as part of the development. These are set out as 'aspirational'.

Access, Parking and Servicing

- 4.18 The principal pedestrian accesses into the development would be from the Larch Drive, Gunnersbury Avenue and Chiswick Roundabout frontages. The pedestrian routes within the vicinity of the site would be improved by the provision of a new footway along the southern side of Larch Drive, along the site frontage.
- 4.19 Vehicular access to basement level car parking would be located on the northern edge of the site from Larch Drive. Access would be through a 'left in, left out' arrangement.
- 4.20 The development would include 82 car parking spaces (72 for the flats, 8 for the office use and 2 car club spaces), 17 motorcycle spaces and 548 cycle parking spaces (484 for the flats, 62 for the offices and 2 for the retail/cafe).
- 4.21 78 of the cars would be parked within an automated car parking stacking system, whilst 4 would be provided at basement level 1, providing 2 spaces for the office floorspace and 2 car club spaces (with electric charging provision). 95% of the spaces would be provided as wheelchair spaces. 40 of the 82 spaces would have an electric charging provision.
- 4.22 Refuse and recycling collections would occur from a proposed loading bay on Larch Drive.

00505/EY/AD22

- 4.23 Advertisement Consent is sought for three illuminated adverts:
- a) Advertisement Screen 1 would be located on the western corner of the building, facing the elevated M4. It would be 21m wide and 7.8m tall. It would be positioned 15.6m above ground level.
 - b) Advertisement Screen 2 would also be located on the western corner of the building, facing the A4. It would be 10m wide and 7.8m tall. It would be positioned 3.9m above ground level.
 - c) Advertisement Screen 3 would be located on the northern corner of the building, facing the A406 North Circular Road. It would be 10m wide and 7.8m tall. It would be positioned 7.8m above ground level.
- 4.24 An extract from the applicant's Design and Access Statement Addendum showing the locations of the proposed adverts is below. Although Advertisement Screen 4 is still shown on this drawing, it is no longer proposed.



Environmental Impact Assessment

- 4.25 Owing to the nature of the proposal development, an Environmental Statement under the Environmental Impact Assessment Regulations was submitted. Before determining the application the Council must consider the environmental information contained in the Environmental Statement (ES), including the further information submitted, as well as representations from consultees about the environmental effects of the development.
- 4.26 The ES assesses likely environmental impacts from the development including its construction and operation, including cumulative impacts from other ongoing developments. The ES identifies the existing (baseline) environmental conditions, and the likely environmental impacts (including magnitude, duration, and significance) and identifies measures to mitigate any adverse impacts. A summary of potential positive and negative residual effects remaining after mitigation measures is also given.
- 4.27 The ES itself does not necessarily consider compliance with planning policies and so planning permission does not have to be granted or refused based on its findings, but these are material considerations. Where significant adverse effects are found, consideration will need to be given to mitigation proposed and then ultimately to whether any remaining impact (significant or otherwise) warrants refusal or if such harm is outweighed by other benefits.
- 4.28 The ES contains chapters that consider the following impacts:
- Construction Management

- Air Quality
- Daylight and Sunlight
- Ground Conditions and Contamination
- Noise and Vibration
- Socio-economics
- Sustainability and Climate Change
- Transport
- Water Resources, Flood Risk and Drainage
- Wind Microclimate
- Cumulative Impacts
- Townscape, Heritage and Visual Impact

4.29 Further information supplementing the ES was submitted by the applicant pursuant to Regulation 22 of the EIA Regulations.

4.30 Officers are satisfied that the ES (taken together with the further information received pursuant to Regulation 22) has adequately considered the potential environmental impacts of the development.

4.31 The Council carried out its consultation obligations in line with the requirements of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended).

5.0 CONSULTATIONS

5.1 Over 17,000 residents were consulted when the application was received and these 17,000 were notified again in November 2016 when the application was amended and further information was submitted. In addition, any other people who had commented were notified of the amended proposals in November 2016. Press and site notices were displayed on both occasions.

5.2 687 letters of objection were received, and 198 letters of support.

5.3 Responses received from statutory consultees, amenity groups and resident societies are set out below.

5.4 Greater London Authority (GLA) (conclusions)

London Plan policies on housing, design, climate change and transport are relevant to this application. The application broadly complies with the London Plan however, further information and/or confirmation, as detailed below, is required to comply fully.

Housing: Details of the independent assessment of the applicant's viability appraisal should be shared to demonstrate that the maximum reasonable amount of affordable housing has been achieved. Further discussion is required on the appropriate tenure mix of the development. Confirmation that the housing mix meets local needs should be provided. Further correspondence was received stating that the GLA can be supportive in principle of the proposals to provide affordable rent off site with intermediate on site. There are still some questions regarding detailed figures and the GLA will need a copy of the independent consultants report in order to satisfy ourselves that the offer on the table is the maximum reasonable amount. They also need to interrogate the amount of affordable units that the proposed contribution can deliver and there is a question mark about the alternative scenario of an on-site policy compliant tenure split, as this seemed to be a very severe drop from the initial intermediate only offer

The principle of a high-density development is acceptable subject to the highest quality design. The residential quality and play space provision is in accordance with the Mayor's guidance.

Design: The design and height of the development could potentially be supported subject to further information relating to public realm and detailed design and architecture. The views analysis demonstrates that the impact of the development could result in harm to heritage assets but further information is required to identify the degree of harm. If the harm is less than substantial it must nonetheless be given considerable importance and weight when assessing that harm against any public benefits delivered by the proposals. Following a presentation by the applicants to the GLA in October 2006, the GLA commented that they are satisfied that the additional work addresses the design and heritage issues raised at Stage 1.

Further information and discussion is required to fully understand the impact of the development upon Kew Garden World Heritage Site in particular.

Climate change: Overall a reduction of 178 tonnes of CO₂ per year in regulated emissions compared to a 2013 Building Regulations compliant development is expected, equivalent to an overall saving of 34%. The on-site carbon dioxide savings fall short of the targets within Policy 5.2 of the London Plan and short fall of 5.8 tonnes of CO₂ per annum should be met off-site.

Transport: The development is in accordance with the London Plan in terms of car and cycle parking. TfL have identified a number of issues relating to public realm oversailing which should be addressed. Conditions and a s106 legal agreement will be required to secure matters raised within this report and ensure that the development fully accords with the London Plan.

5.5 Historic England

Summary

The proposals are to clear the vacant site immediately north of the Chiswick Roundabout and to construct a tall building development consisting of two

principal tower elements; one reaching 120m AOD and the other 109m AOD. A mix of uses is proposed including retail, commercial and residential.

There are no heritage assets on the existing site, however, the Grade II* Gunnersbury Mansion within its II* registered landscape is in close proximity to the north and there are a number of conservation areas nearby. Due to the scale of the development, there are a high number of designated heritage assets affected by the proposals, including the Kew World Heritage Site (& CA), the Strand on the Green conservation area and the Kew Green conservation area.

Recommendation

For the reasons which have been outlined above, Historic England considers that the proposals would result in substantial harm to the special character and appearance of the Kew Green and the Strand on the Green conservation areas. Furthermore, it is considered there would be appreciable adverse harm to the OUV of the Kew World Heritage Site (and the significance of the Grade I listed buildings of Kew Palace and the Orangery therein) and harm to the Grade II* registered Gunnersbury Park.

The proposals are not considered to meet the criteria of sustainable development. In light of the clear conflict with statute and policy, we object to the proposals and recommend planning permission is refused.

The cumulative levels of harm identified combined with the significance of the heritage assets affected means that the proposals raise issues of more than local significance.

In that regard, should the London Borough of Hounslow be minded to grant permission Historic England will request that the Secretary of State call-in the application for his own determination.

5.6 Historic England response to re-consultation

Historic England remains of the opinion that the proposed development would cause harm to the Royal Botanic Gardens Kew World Heritage Site and substantial harm to the significance of the Kew Green (which forms part of the buffer zone of the World Heritage Site) and Strand-on-the-Green Conservation Areas.

The surroundings in which these designated heritage assets are experienced make a vital contribution to their special character and appearance. The setting of these conservation areas, along with the settings of the many individually listed buildings, which also derive some of their special interest from that shared context, would be permanently and negatively altered through the visual intrusion of a conspicuous tower block.

The dominant scale and incongruous design of the proposed tower is diametrically opposed to the historic scale, grain, materials and still legible rural setting from which the designated heritage assets primarily derive their

significance. As a result, the ability to appreciate the particular special character and appearance of the conservation areas is seriously affected and the significance of these designated heritage assets would be very much reduced.

Mindful of the above, we continue to urge the Council to refuse the application in light of the harm that would be caused to the historic environment.

5.7 Historic England (Archaeology)

No objection.

5.8 Royal Botanic Gardens, Kew

Objection for the following reasons:

Substantial harm would be caused to attributes contributing to Kew's Outstanding Universal Value as set out in the World Heritage Site Management Plan, namely:

- a) Kew's rich and diverse historic cultural landscape; and
- b) Kew's iconic architectural legacy, in particular, Kew Palace and the Orangery

And because of the harm the proposed building would cause to the setting of the WHS, particularly from Kew Green

5.9 Kew Gardens response to re-consultation

Paragraphs 2.23 to 2.25 of the ES summarise the attributes of Outstanding Universal Value set out in the WHS Management Plan: "of relevance to a development at some distance to the north east". These are identified as: "a rich and diverse historic cultural landscape providing a palimpsest of landscape design", and: "an iconic architectural legacy including the Palm House, the Temperate House and modern additions such as the Princess of Wales Conservatory". We identified these as the attributes affected by the proposed development in our letter of 9th February 2016.

The attribute: "a rich and diverse historic cultural landscape providing a palimpsest of landscape design" is subdivided further in the WHS Management Plan. Paragraphs 2.27 to 2.29 of the ES purport to deal with the attribute: Relationship with the River Thames and wider Arcadian landscape beyond. Instead the ES discusses the Thames Landscape Strategy, which is a separate policy document produced by a different organisation, albeit one with similar aims and objectives to ourselves. It appears that the discussion of the TLS is intended to distract from the importance placed on this attribute in the WHS Management Plan, discussed at paragraphs 3.9.7 to 3.9.10. Paragraph 3.9.8 in particular refers to the view of ICOMOS concerning the impact of the Haverfield estate towers, which: "seriously diminish the visual experience of Kew at several points in the Gardens".¹ The WHS Management Plan continues: "Current development proposals for Brentford may raise additional concern for potential visual intrusion within the visual envelope of the WHS".

In its discussion of the TLS, paragraph 2.30 of the ES states: “None of the other views and vistas identified within the TLS as being important to the arcadian landscape are views within which the proposed development would fall as a distant background element”. This appears to be a selective reading of the TLS. Paragraph 4.12.35 of the TLS (2012 update) includes the following: “It is important that view lines and their visual envelopes that extend outside the WHS Buffer Zone, but are an integral part of the site’s Outstanding Universal Value, should have additional consideration. Care must be taken for potential future intrusion within the visual envelope of Kew Gardens to be minimised as new developments in Brentford arise.

Paragraphs 2.31 to 2.38 of the ES discuss the attribute: “The Victorian garden layout”. Paragraph 2.33 referring to the partial loss of the 1840s layout over time, states: “This leaves the OUV of Kew invested more prominently in the value of its horticulture and its tree collections, rather than in its designed landscape, which has been compromised”. This is an interpretation by the applicant’s agent. Paragraph 3.9.11 of the WHS Management Plan, discussing the 1840s work by Hooker, Nesfield and Burton states: “The authenticity of this scheme is predominantly intact.

Key features now recognised as landmarks include the triangular lay-out of vistas juxtaposed with the Broadwalk promenade and the positioning of key buildings and garden structures within the overall landscape framework”. Policy 3D of the WHS Management Plan aims to recover vistas and sight lines where these have been lost with specific policies and actions to achieve this objective set out in the Action Plan.

Paragraph 2.34 discusses the “Entrance Zone” at Kew, selectively quoting the WHS Management Plan in an attempt to underplay its importance. In fact, as paragraph 3.5.2 of the WHS Management Plan describes, the Entrance Zone is the site of the original Botanic Gardens - the core of the Royal Botanic Gardens - and the former White House, as well as key extant buildings such as the Orangery.

Paragraph 2.35 notes that the WHS Management Plan acknowledges that: ‘Kew is surrounded by a predominantly urban environment’, including the rear of properties fronting, Kew Green, the standpipe tower on Kew Road, and the Haverfield Towers.

It is common ground that the Haverfield towers are harmful to Kew. In an attempt to justify the visibility of the proposed building, the ES goes on to assert that it is the design of these buildings, not their visibility, “that gives rise to negative visual effects”. We disagree with this assessment. In our view, it is the appearance of tall buildings in particular locations which is harmful. In particular where tall buildings are seen breaking the treeline, at the ends of vistas, or in backdrop of key buildings such as Kew Palace and the Orangery. On many days, particularly in winter, it is the form and mass of tall buildings that is the issue, not the design and detail.

Paragraph 2.35 also refers to visibility of the urban environment from raised positions such as the Temple of Aeolus mound. Our letter of 9th February does

not specifically refer to this viewpoint. However it is clear that from this position the new building will be very prominent seen to the left of and significantly taller than the BSI building, and generally out of scale with the urban landscape beyond Kew.

Paragraphs 2.36 to 2.38 of the ES refer to the setting of the Palm House, the Pagoda and parts of Kew Gardens further away from the proposed development, such as the Syon Vista zone. In particular, paragraph 2.36 states in reference to the Palm House Zone: “The proposed development will not affect this zone in any significant way...”, referring to views 17, 18 and 19 previously submitted. In fact, as we stated in our letter of 9th February, the proposed development will appear in view 20 seen across the Palm House Pond in relation to the Princess of Wales Conservatory.

Paragraphs 2.39 to 2.40 deal with the attribute: “Remaining aspects of William Chambers ‘Anglo-Chinese’ garden style”. As we point out in our letter of 9th February, the view northwards across the lawn recalls Chambers 1760s design and is relevant to a consideration of the proposed development

Paragraphs 2.41. to 2.41 of the ES deal with the attribute: “Remaining aspects of Capability Brown landscape incl. plantations, landform and ha-ha connection to river”. We would take issue with the assertion that: “The proposed development does not affect the remaining elements of the Capability Brown designed landscape”.

As our letter of 9th February states, there is high visibility along the river north to Brentford. The proposed development will be prominent from Syon Park, in the WHS buffer zone, and from the river itself. Paragraph 3.9.19 of the WHS Management Plan states: “Key to the integrity of the Capability Brown landscape is the relationship with Syon House estate across the River Thames... As such the Thames with its ‘serpentine line of beauty’ became not the edge but the centre of the composition”.

Paragraph 2.43 refers to the attribute: “Archaeological remains of the former Charles Bridgeman and William Kent landscape structures”. It is not our case that the proposed development affects this attribute.

Paragraphs 2.44. to 2.49 of the ES refer to the attribute: “A series of key vistas”. It is true that the proposed development does not lie on the projected line of any sight line shown in the WHS Management Plan. The proposed development will however serve to continue and reinforce the line of tall buildings of the Haverfield estate, and other more recent buildings, seen at the end of the Broadwalk.

We support Historic England’s assessment, referred to in paragraph 2.46 of the ES concerning the importance of the view of the Orangery from the path that emerges from the Arboretum to the south west, particularly seen from the triangular conjunction of the three paths. Further we support Historic England’s assessment, also referred to in paragraph 2.46, that the proposed development: “... would appear assertively above the treeline in juxtaposition with the Orangery”. The presence of the large tree between the viewpoint and

Orangery in view 36 does not place the proposed development “beneath the treeline” as paragraph 2.47 of the ES asserts.

Paragraphs 2.50 to 2.51 of the ES discuss the Arboretum. Again, it is not our case that the Arboretum itself is affected by the proposed development although clearly there is an issue on emerging from the Arboretum as discussed above.

Paragraphs 2.52 to 2.54 of the ES discuss the attribute: “Iconic architectural legacy”. Clearly we disagree with the statement at 2.54 that: “It is not considered that the setting of any of the listed buildings which form part of the landscape layout of the gardens will be harmed by the development”.

Paragraphs 2.55 and 2.56 discuss the attribute of Royal patronage and occupancy of the gardens, referring to surviving buildings such as Kew Palace. Our objection concerning the impact of the proposed development on the setting of Kew Palace was set out in our letter of 9th February.

Paragraphs 2.57 to 2.62 set out concluding remarks. Contrary to paragraph 2.61, the proposed development is not in accordance with policies 1d and 3c of the WHS Management Plan. Paragraph 2.6.2 states that the proposed development “... has been consciously designed to be in harmony with the landscape of Kew Gardens”.

On the contrary, the proposed development would appear as an arbitrary intrusion. 3.0 Kew Green Paragraphs 3.1 to 3.2 of the ES summarise the significance of Kew Green as a conservation area and location of a number of statutorily listed buildings, which also forms part of the buffer zone of the World Heritage Site: “The green was designated because of its ‘exceptional character as an historic open space, the associated high quality of the mostly C18th development and its superior riverside environment”.

Paragraphs 3.3 to 3.4 of the ES summarise Historic England’s assessment that: “the distinctive village green setting of Kew Green lies at the very heart of the special character and appearance of the area”. Historic England summarise the impact of the proposed development as: “an incongruous and disruptive feature on the skyline resulting in substantial harm to the special character and appearance of this conservation area”. We agree with and support these concerns.

Paragraphs 3.3 to 3.5 of the ES seeks to justify the proposed development not in relation to its effect on special character and appearance of Kew Green, but rather to: “... a demonstrably wider urban setting”, specifically: “... a number of buildings on the north bank of the Thames seen beyond the perimeter”. In that regard, we would refer to Local Plan policy CC3 f) which states that existing tall buildings in inappropriate locations should not be the justification for new tall buildings.

5.10 Historic Royal Palaces

Objection because of the potential harmful impact that the development could have on the setting of and views from Kew Palace and because of the harm that it would do to the Outstanding Universal Value of the World Heritage Site.

This objection was maintained in response to the Council's re-consultation exercise.

5.11 London Parks and Gardens Trust and the Garden Trust

The height of the two towers is disproportionately great and unrelated to any other development in the area, and will make the new building, which in itself is of no architectural distinction, unwarrantably conspicuous over a large area. It will have an adverse effect on many registered and unregistered heritage assets including Gunnersbury Park (grade II*), Kew Gardens (grade I and WHS), Syon Park (grade I), Westminster Cemetery, The Butts CA, Strand on the Green CA, and potentially on the grounds of Chiswick House, grade I and a site of international importance, as the development site is on or very close to the long axis of the ornamental lake.

The harm caused to the historic environment over a wide area greatly outweighs any benefits claimed for the scheme and that consent should be refused.

5.12 Georgian Group

Objection because of the harm that would be caused to heritage assets.

5.13 Transport for London (TfL)

Context

The site is located within the boundary of the Brentford Area Action Plan (BAAP), adopted in 2009. TfL notes that considerable growth is planned for this area, the cumulative delivery of which will impact on the strategic transport network. Importantly, the above site description highlights the site's location adjacent to the road network for which TfL has responsibility. The site is located within Hounslow Council's 'Golden Mile', identified as having capacity for change and growth with homes and jobs.

In 2012 planning permission was granted for the scheme known as the 'Octopus' comprising a retail show room with 3,318sqm of B1 office space, a basement car park (42 spaces) and external LED advertising on this site.

Prior to this, permission was granted in 2002 for a scheme known as 'Citadel' comprising 19,750sqm of B1 office space and 140 parking spaces. Hounslow Council has confirmed that work to implement this scheme was commenced in 2008 and the permission is extant. However the site is currently surrounded by 3 hoardings, vacant and not generating any trips.

The site is adjacent to the Brentford Community Stadium (BCS) development which was granted planning permission in June 2014 (P/2013/1811) and comprises the erection of a new stadium for Brentford Football Club

(approximately 20,000 spectator capacity), approximately 900 residential units, a hotel and other ancillary uses. It is understood that reserved matters applications have recently been submitted.

The above BCS development is one of a number of committed developments in the area that have been taken into account in the baseline of the TA.

Trip generation: existing site

Although there is an extant permission for the 'Citadel' scheme the site is vacant and not generating any trips. In accordance with TfL's TA Best Practice Guidance, TfL advised the applicant that the TA should set out the impact of the development against the measured number of trips that the existing site is generating at the time of the application. This ensures that the transport impact of the development can be quantified relative to existing conditions. The net impact compared to the extant 'Citadel' scheme was presented for reference only.

Trip generation: proposed development

A list of sites from the TRICS database which were agreed with TfL and Hounslow officers were used to derive person trip rates for which mode share could be established from Census data. This approach ensures consistency with other developments coming forward in the area.

Given the TRICS sites are only a reasonable match, London Travel Demand Survey (LTDS) was used to further verify the residential mode share. A similar approach was adopted for the B1 office trip generation.

The resulting trip generation is considered to be robust and enables TfL to understand the impact of this proposal at this strategic point in the transport network where any small impact might be an issue on an already congested network.

Highway assessment

A PICADY assessment of the Larch Drive access junction has been conducted and this indicates that there is reserve capacity at the junction. However, of greater concern to TfL is the strategic highway network surrounding the site which is operating very close to capacity. As a result additional vehicle trips from any development in the area will cause an increase in journey times and peak hour delays on the network, including for buses. To ensure consistency with other schemes of a similar quantum coming forward in the area, TfL requested that development flows were used to undertake a desktop exercise to indicate the effects of development trips on the operation of Chiswick Roundabout.

Although this only shows relatively low percentage increases in flows through the roundabout in the peak hours (1.47% in AM peak and 1.63% in PM peak), the surrounding network will be sensitive to any absolute increase in trips. Chiswick roundabout already operates at capacity so even a small increase

could have an impact. It is likely that this small increase will mean that queues on the approaches will increase. Bus journey times would be affected by an increase in overall flow and queue lengths on approaches. Trip generation from other committed developments is quite low and will be gradual so it should be possible to mitigate as traffic levels evolve. As set out in the TA traffic flows have fallen in recent years (from 35,958 in 2000 to 26,141 in 2014 on Chiswick High Road to the west of Chiswick Roundabout), and have remained fairly constant for the last 3 years, suggesting that with suitable mitigation it can cope with a slightly higher flow. Potential mitigation measures should be looked into further to gain an understanding of what can be done.

Further traffic impact assessment and modelling will need to be carried out in connection with any approvals required for works affecting the TLRN.

Buses

The site is served by several high frequency routes and although the site is located at the busiest point on these routes the net impact of the development trips is not expected to be significant. Bus stops in the vicinity of the site were audited as part of a PERS (pedestrian environment review system) audit and some deficiencies were identified. TfL expects mitigation to rectify these deficiencies to be secured through section 106/CIL.

London Underground and London Rail

It should be noted that Gunnersbury station is classified as both a national rail and Underground station because it offers London Overground as well as London Underground District Line services. Gunnersbury station is extremely busy, suffering capacity constraints in the AM peak and this is a considerable concern for TfL and local residents. The assessment indicates that there could be an additional 50 departures and 38 arrivals in the AM peak using Gunnersbury station.

There is reference in the TA to capacity increases on Underground services. However, these figures relate to the District Line as a whole and not just the Richmond branch. Service capacity increases will do nothing to relieve overcrowding within the station itself which is the prime concern. Because there is no spare station capacity to accommodate any increase in peak trips and there are no schemes to address this in the short term, additional peak time management measures may be required to ensure that the station can continue to operate safely. This is likely to require financial contributions through CIL from developments that generate additional trips at Gunnersbury station, an issue that will require further discussion between the applicant, TfL and Hounslow transport officers.

Public realm, Access, Pedestrians and Cycling

One vehicular access is proposed from Larch Drive. It is understood that this would operate left in, left out, in accordance with the extant permissions for the site but this is not clear from the submitted plan (see comments below). A loading bay on Larch Drive is proposed for delivery and servicing vehicles. The

detailed design of the access and servicing will need to be submitted to TfL and subject to approval as part of the section 278 agreement. Cycle access will be provided separately, giving direct access to dedicated lifts to the cycle stores; while pedestrian accesses will be provided at various points around the site.

The applicant is proposing to deliver public realm improvements around the site which would need to be delivered through a section 278 agreement with TfL. Although improvements to Larch Drive have the potential to enhance the setting of the development, further details will need to be submitted to TfL to ensure that the improvements deliver real benefits, do not compromise safety and conform to guidance. Changes to pedestrian and cycle routes along the site frontages to Great West Road and North Circular Road are also proposed. TfL is keen to meet the applicant to agree the details of all these changes which will also need formal approval through the section 278 agreement.

It is not clear what the arrangements are for future management of the foot and cycle ways and landscaping around the site. It should be clarified whether they will continue to form part of the adopted highway managed by TfL or whether they will be managed as part of the development. In either case there is a need for discussion with TfL to agree how the process of adoption and management will be addressed. If the land is adopted highway there will be a need to conform to relevant TfL guidance in design and use of materials.

TfL has concerns about the curved footpaths/cycle tracks and the surfacing materials proposed. The traction surface used for the cycle track could cause a trip hazard for pedestrians. Alternatively the surface of the pedestrian footpath may cause a slip hazard to cyclists when wet. Inconsistency of surfacing can destabilise cyclists. This will need to be resolved.

There is a safety issue of vehicles failing to give way at Larch Drive junction with the A406 which will be exacerbated with increased use of this junction. Any planting or improvements down the eastern side of the development must not negatively impact on visibility at the give way line or on the A406 North Circular Road.

It is not clear from the plan whether vehicles accessing the site will be able to turn right into the proposed access from Larch Drive although TfL had previously understood that the access was left in left out. Allowing a right turn could block back onto the A4 Great West Road and restrict access. There would need to be a physical restriction, or if numbers are relatively low, a right turn pocket might be appropriate. If the right turn in or out is banned there will be a need for enforcement measures to prevent these manoeuvres.

If the area remains under TfL management, all improvements will need to be either in line with our streetscape palate of materials or approval would need to be sought. Technical approval will need to be given by TfL Asset Management with regards to materials and construction methods. The future maintenance of all green spaces and landscaping would also need to be agreed with TfL Asset Management. Any proposed windscreens and planting should consider security. Pedestrians and cyclists should remain visible to either cars or the

development frontage to encourage use of the footway and cycle track and not compromise security.

The proposed planting covered under the heading of 6 on the drawings is unlikely to be acceptable to TfL. Stats located within the footway are likely to prevent most of this going ahead.

Currently there is an existing maintenance arrangement with the owners of the high-rise advertising screens on Chiswick roundabout which are not shown on any plans. The owner of these will need to be approached prior to any changes taking place in this area.

Section 278 and wider public realm improvements

The raised tables at the junction of Larch Drive with the A4 Great West Road are adjacent to a 40mph zone. These need to be set back and constructed so they do not destabilise motorcyclists, also the safety of pedestrians needs to be considered. TfL is concerned about the potential conflict of pedestrians and vehicles turning left into Larch Drive. There should be investigation into whether the kerb could be tightened to slow vehicles down as they approach Larch Drive where a speed limit of 20 mph applies without causing a safety issue in the carriageway. Design issues need to be ironed out. There is a real risk that these measures would increase the confidence of pedestrians in a location where there are hazards due to high speed vehicles. This also applies on the A406 side but the design would cater for lower speeds (30mph rather than 40mph).

TfL has initial concerns about whether the proposed paving on Larch Drive would stand up to the exiting vehicle numbers. It is essential that surfacing proposed at the pedestrian crossing points does not cause a slip hazard to cyclists or powered two wheelers using the circulatory.

Again maintenance of all green spaces and landscaping would also need to be agreed with TfL Asset Management. More detail is required on sculptural steps and lighting. TfL has carried out feasibility work on a lighting scheme under the A4 and any proposals should be compatible with that scheme. Lighting should be consistent with the proposed Hounslow lighting schemes under the M4 flyover at Claypods Avenue and Windmill Road. Proposals for way finding through Chiswick Roundabout should also be included as part of the wider public realm and funded through CIL.

General comments

All materials will need streetscape approval if not in the TfL palate of materials. All drawings will need to be subject to Road Safety Audits, TfL technical and TMAN approval. All lighting and landscaping proposals will need to be reviewed and approved by TfL. As stated above all surfaces used on crossing points will need to consider slip hazard for cycles and powered two wheelers.

TfL has developed proposals that will improve cycling and walking by widening the shared footway on the north side of Larch Drive. There are also proposals

to widen the footpath on the A4 Great West Road north of Larch Drive to the north side of the bus stop and share the area for pedestrians and cyclists. This was an issue identified within the PERS audit and should be funded through CIL.

Other improvements should be considered to link pedestrians and cyclists from the development into other proposed improvements such as those on Kew Bridge Road.

This should include improvements to enhance the visibility of the signal equipment outside the petrol station on the A4 Great West Road to mitigate the existing overshoot issue.

Cycling

484 cycle parking spaces are proposed for the residential development, 62 spaces for the office accommodation and 2 spaces for the cafe use. This level of provision will meet London Plan requirements and TfL is pleased to note that provision will also be made for adapted cycles. Internal long stay cycle parking will take the form of double stackers. Although this is acceptable, TfL recommends that mechanical or pneumatic assisted lifting is provided to access the upper level. Internal cycle parking will be reached by dedicated lifts leading to the basement levels. External short stay parking will be provided in the form of Sheffield stands.

It is recommended that cycle parking for the different land uses should be kept separate for reasons of security. For commercial uses showering and changing facilities will need to be provided in convenient locations. Confirmation is required that lift access will comply with guidance in Chapter 8 of the London Cycle Design Standards, <http://content.tfl.gov.uk/lcds-chapter8-cycleparking.pdf>.

TfL is developing proposals for cycle and pedestrian improvements on Kew Bridge Road. These will extend between Wellesley Road / Kew Bridge Road to just west of the Kew Bridge / Kew Bridge Road junction. The scheme should provide improved access from the development to Kew Bridge station reducing the number of crossing points for pedestrians from 4 to 2 at the Kew Bridge / Kew Bridge Road junction and improving cycle journeys through the junction

The scheme should address some of the deficiencies noted in the PERS audit and will improve conditions for cyclists. The TA acknowledges that the improvements are not fully funded and so CIL/S106 could be used as part funding. TfL will therefore be seeking section 106 funding or CIL which is ring fenced towards these improvements.

Car parking

A total of 82 car parking spaces are proposed comprising 72 spaces allocated to the 320 residential units and 8 spaces for the office development. In addition there will be 2 car club bays. The overall level of parking is acceptable to TfL taking into account the site's public transport access. The TA claims that 95%

of the parking spaces will be DDA compliant because they will be provided using an automated stacker system.

Details of how this would work have been provided in the TA appendices but its day to day operation and management, including allocation of spaces, management of queuing and the priority given to Blue Badge holders will need to be detailed in a car park management plan (CPMP) which will need to be secured by condition.

18 electric vehicle charging points will be provided and a total of 36 vehicles can be charged over a 24 hour period. The provision of electric vehicle charging will meet (and has the potential to exceed) London Plan requirements and is welcomed. It should be secured by planning condition.

Agreement has been reached with the car club provider ZipCar to provide 2 Car Club cars with the potential to increase this subject to demand. Residents will be provided with three year's free membership of the car club through the Travel Plan. TfL welcomes these commitments which will need to be secured as part of the section 106 agreement along with other measures in the Travel Plan.

Travel planning

A framework travel plan for the B1 office use and a full travel plan for the residential use have been submitted in support of the application. Both plans have been assessed using the ATTrBuTE tool and have passed.

Delivery and servicing

It is welcomed that a loading bay has been incorporated into the design of the development on the Larch Drive frontage. However, full details of servicing will need to be submitted to TfL for approval. TfL understands that there will be a fully managed system for receiving deliveries and for the collection of waste and recycling. A framework delivery and servicing plan (DSP) should be submitted in support of the application. This should confirm the number and timing of deliveries expected and how deliveries will be managed to minimise the impact of freight movements on the transport network. The DSP should be prepared in accordance with TfL guidance <http://content.tfl.gov.uk/delivery-and-servicing-plans.pdf>.

The final DSP should be secured by condition attached to any permission, to be submitted and agreed by TfL and the Council prior to occupation.

Construction Logistics Plan

A draft Construction Logistics Plan (CLP) has been submitted in support of the application. It is important that the full CLP and associated Traffic Management Plan is developed in collaboration with TfL. Reference is made in the draft document to liaison with the local highway authority but this needs to be extended to include TfL (highway authority for the A4, A406 and Larch Drive) and Highways England who manage the M4. The final CLP will need to be

submitted for approval and agreed by TfL and the Council prior to commencement. This should be prepared in accordance with TfL guidance <https://tfl.gov.uk/info-for/freight/planning/construction-logistics-plans>.

The site's location surrounded by TLRN means that TfL is particularly interested in the applicant's construction plans and requests further discussion on this matter. The site is constrained by both the site footprint and limited roadspace. Temporary lane closures and any other measures that disrupted traffic flow could only be allowed at night. It is unclear from the text why the pedestrian route/footpath alongside the A4 will need to be suspended as shown in the plan in appendix 1. A clear justification would need to be provided for any alterations to pedestrian or cycle routes and any disruption to road users should be minimised. The document refers to hours of operation and the need to protect residential amenity. However, given the site's location surrounded by major strategic roads which are heavily congested it would be advisable to restrict construction vehicle arrivals and departures to off peak periods including at night.

It is understood that the applicant is looking at securing a holding site on the adjacent B&Q site which would be helpful in reducing the impact on the highway network. This is not referenced in the draft CLP. Given the high levels of development and construction in the area, the CLP should also include commitments to working with other nearby contractors, including those working on the BCS development, to manage and minimise impact of these activities on the transport network.

Digital advertising and oversailing

TfL understands that the applicant is proposing four digital advertising screens on the exterior of the development which will show static images. Given the site's location surrounded by TLRN, TfL will need to apply vigorous tests and refer to the latest guidance such as that from the Institute of Lighting Professionals to ensure that advertisements visible from the TLRN do not pose a risk to road safety. Proposed advertising must not be distracting to drivers.

It appears that at least one of the proposed screens extends beyond the land ownership boundary and oversails the footway adjacent to the A4/Larch Drive. The proposals for digital advertising have not previously been discussed with TfL or Highways England and so a meeting will be required to discuss the implications for road safety and management of the road network before any agreement in principle can be provided by the relevant authorities.

TfL also requires further information on any other parts of the proposed development that oversail the ownership boundary onto highway land (including balconies, terraces, viewing platforms and landscaping). Generally oversailing should be avoided. Issues of safety will need to be considered if parts of the building oversail the highway or footway. TfL will need to understand the implications for management of the TLRN before any in principle agreement can be provided. If the proposals are agreed in principle, a licence under section 177 of the Highways Act will be required.

5.14 TfL final comments received March 2016

A comprehensive TfL response was sent to Hounslow Council on 27th January 2016 identifying a number of issues that will need to be resolved before the application is determined. Some initial feedback was received from the applicant's consultants prior to a planned meeting and this was reflected in TfL's comments included in the Mayor's stage 1 report dated 21st February 2016. Following a meeting with the consultants on 18th February 2016 and subsequent correspondence updated TfL comments on the application were received. These should be read alongside the comments in the Mayor's stage 1 report. Comments relating to trip generation, car and cycle parking, bus capacity and provision of Travel Plans, Delivery and Servicing Plans and Construction Logistics Plans were broadly agreed at the time of the stage 1 report.

Highways assessment

As previously stated the assessment only shows relatively low percentage increases in flows through Chiswick roundabout in the peak hours (1.47% in AM peak and 1.63% in PM peak). Although, the surrounding network will be sensitive to any absolute increase in trips and Chiswick roundabout already operates close to capacity, it should be possible to accommodate this level of increase. As set out in the TA, traffic flows have fallen in recent years (from 35,958 in 2000 to 26,141 in 2014 on Chiswick High Road to the west of Chiswick Roundabout), and have remained fairly constant for the last 3 years, suggesting that with suitable measures such as revised signal timings, the slightly higher flow as a result of the development could be accommodated and is therefore considered acceptable by TfL.

Although no further modelling or assessment of the highways network is required at this stage, proposed works affecting the TLRN that are to be secured through a section 278 agreement may require further traffic impact assessment and modelling in connection with the separate highways approval process.

Public transport impacts – Gunnersbury station

As previously stated Gunnersbury station is extremely busy, suffering capacity constraints in the AM peak. The assessment indicates that there could be an additional 50 departures and 38 arrivals in the AM peak using Gunnersbury station. These figures represent a relatively small percentage increase and on this basis the impact of the development on the station will not be significant. However, in the future there may be cumulative impacts as a result of a number of planned and potential developments in the area. Peak time management measures may be required should all the developments go ahead and so it would be appropriate to secure a financial contribution through CIL to mitigate any cumulative public transport impacts.

Public realm, Access and Pedestrian Routes, Design and Landscaping

TfL has now agreed in principle to the proposed changes to access arrangements, pedestrian and cycle routes and the surrounding public realm. Details of all these changes will require formal approval through the section 278 agreement.

The following issues have been agreed at a recent meeting:

Layout

- Encourage the separation of pedestrian and cycle routes from the road with planting wherever possible
- The notion of using trees and planting to create a semi enclosed arrival space in front of the building
- Inclusion of a new cycle route along the A4 side of the development

Hard landscape materials

- Use of a curvaceous landscape design language to complement the sinuous vernacular of the architecture
- Use of a coloured bound surface for cycle routes (Resin bound gravel not agreed but other alternatives to be explored with TfL Surface's technical team during the detailed design stage)
- Use of a concrete surface material for pedestrian areas suitable for detailing curvaceous shapes

Planting

- The introduction of lower level planting and mixed tree species (to account for long term climate change, alternatives to be considered during the detailed design stage)
- The general palette of ground level planting (grasses)
- The use and style of drought tolerant species
- The use of an appropriate below ground root growth strategy for new street trees (Stockholm tree pit details and methods to be considered during the detailed design stage)
- Need for succession plan and management plan (secured by condition)

Proposals beyond the application boundary

- Improvements to the pedestrian environment below the M4 flyover
- Proposals to enhance the biodiversity of the roundabout by creating a lower maintenance wildflower meadow

- Highways enhancements to Larch Drive to make it a calmer more aesthetically attractive setting
- Crossing improvements, especially between the flyover and Texaco garage

S278 Works to Larch Drive

The proposed works to Larch Drive including new site access, traffic calming, new and improved crossing facilities, and implementation of 20mph zone are acceptable in principle to TfL, with the detailed design to be resolved through the S278 process.

Oversailing

- The elements of oversailing are acceptable in principle to TfL, as they relate to fins and adverts
- Maintenance strategy as outlined in the Design and Access Statement
- Legals to be progressed post committee
- Oversailing license to be entered into post committee on payment of appropriate fees

As a result of the meeting, all public realm, design, landscaping and layout issues that directly affect the Transport for London Road Network (TLRN) should be capable of resolution through appropriate conditions and legal agreements.

Cycling

As previously stated, TfL is developing proposals for cycle and pedestrian improvements on Kew Bridge Road. The TA acknowledges that the improvements could benefit the development and provide better access towards Brentford and Kew Bridge but they are not fully funded. A section 106 agreement should be drawn up to provide part funding for the Kew Bridge Road improvements as mitigation for the impact of the development.

Construction works

As previously stated TfL will require more details and explanation than have been provided in the draft Construction Logistics Plan due to the sensitivity of the site's location. These concerns were set out in the Mayor's stage 1 report.

Digital advertising and oversailing

As previously set out, TfL understands that the applicant is proposing four digital advertising screens on the exterior of the development which will show static images. Given the site's location surrounded by strategic roads, proposals for advertising will need to comply with the latest guidance such as that from the Institute of Lighting Professionals to ensure that advertisements visible to drivers on the M4 do not pose a risk to road safety. Confirmation is

required from the applicant that the proposals will comply with all relevant TfL and national guidance. It is understood that Highways England (HE) who manage the elevated M4 in this location has raised some concerns about driver safety (as highlighted in the Environmental Statement) and that these issues are currently being addressed by the applicant.

As stated above the issue of oversailing was addressed at the recent meeting and TfL is now satisfied that any concerns can be resolved through the licensing process post committee

Unless specifically addressed here, TfL comments made in the Mayor's stage 1 report remain relevant and should be taken into account in the wording of conditions, associated legal agreements and the allocation of CIL contributions.

5.15 Highways England

No objection subject to the following conditions:

Condition 1- solar glare

The applicant shall demonstrate that the design and materials selected for external surfaces (windows and cladding) will not have an adverse effect on motorists using the M4 Elevated Motorway, and that mitigation measures have been provided to reduce the effect on glint and glare.

Reason: To ensure the safety for all road users on the M4 Elevated Motorway that they are not distracted by any glint or glare.

Condition 2 – wind effect

The applicant shall provide wind tunnel modelling to demonstrate that the proposed building will not have an adverse effect on the M4 Elevated Motorway. The assessment shall be submitted and approved by the local planning authority and Highways England before building works start on site.

Reason: To ensure the safety for all road users on the M4 Elevated Motorway, especially vulnerable users such as motorcyclist and high side vehicles and also satisfy Policy 7.7 of the London Plan: Spatial Development Strategy for Greater London.

Condition 3 – construction management

The applicant shall provide a Construction Management Plan prior to commencement of the building works for approval by the Local Planning Authority and Highways England. The plan shall detail Controls, Approvals and Operations relating to the use/operation of craneage, piling rigs and scaffold erection/dismantling, which could be considered a risk to the M4 Network. The plan shall also include details of the erection/dismantling of temporary cladding or other works that could affect the M4

Reason: To ensure the safety of motorists using the adjacent slip road and operation of the M4 Network in the event of plant failure, overturning and debris

falling onto the M4 motorway. To ensure that there will no loss of integrity to the M4 elevated motorway as a result of the building operations.

Condition 4 – public realm

The applicant shall provide a Construction Management Plan prior to commencement of the building works for approval by the Local Planning Authority and Highways England. The plan shall detail the landscaping, sculpture and lighting works and how access will be maintained for maintenance and inspections to the viaduct beams and abutment wall. Approval shall also be sought from Highways England for any proposed lighting installations that are to be fixed to the viaduct beams and abutment wall.

Reason: To ensure that safety access to the structure is available at all times for inspection and maintenance operations and to ensure that the integrity of the structure is not compromised.

Condition 5 -advertisements

- The intensity of the illumination of the signs shall not exceed 300 cd/sqm.
- Any change in advertisement display shall be instantaneous;
- The signs shall not display any moving, or apparently moving, images;
- The advertisements displayed on each panel shall not change more frequently than once in 24 hours, between midnight and 03:00am
- Consent should only be for 5 years.

5.16 NATS

NATS is satisfied that should Hounslow Borough Council be minded to grant the application, it would be willing to withdraw its objection subject to the imposition of an aviation condition and an informative on the consent, as detailed below:

Condition

No construction work greater than 10m above ground level shall commence on site until a Radar Mitigation Scheme (RMS), (including a timetable for its implementation during construction), has been agreed with the Operator and approved in writing by Hounslow Borough Council. The Radar Mitigation Scheme (RMS) shall thereafter be implemented and operated in accordance with the approved details.

REASON: In the interests of aviation safety and the operations of NATS En-route PLC.

Informative

It is recommended that the applicant submits a “Crane Operation Plan” in order for NATS to assess and manage any potential impact.

REASON: In the interests of aviation safety and the operations of NATS En-route PLC.

5.17 Secure by Design

From a security perspective and in recognition of the size of the development and periodic criminality in the area, it is recommended that ‘Secured By Design’ is considered as a condition for the development.

5.18 Sport England

No objection

5.19 Environment Agency

No objection

5.20 Thames Water

Waste Comments

Following initial investigation, Thames Water has identified an inability of the existing waste water infrastructure to accommodate the needs of this application. Should the Local Planning Authority look to approve the application, Thames Water would like the following 'Grampian Style' condition imposed. “Development shall not commence until a drainage strategy detailing any on and/or off site drainage works, has been submitted to and approved by, the local planning authority in consultation with the sewerage undertaker. No discharge of foul or surface water from the site shall be accepted into the public system until the drainage works referred to in the strategy have been completed”. Reason - The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in order to avoid adverse environmental impact upon the community. Should the Local Planning Authority consider the above recommendation is inappropriate or are unable to include it in the decision notice, it is important that the Local Planning Authority liaises with Thames Water Development Control Department (telephone 0203 577 9998) prior to the Planning Application approval.

Thames Water requests that the Applicant should incorporate within their proposal, protection to the property by installing for example, a non-return valve or other suitable device to avoid the risk of backflow at a later date, on the assumption that the sewerage network may surcharge to ground level during storm conditions.

There are public sewers crossing or close to your development. In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where the erection of a building or an extension to a

building or underpinning work would be over the line of, or would come within 3 metres of, a public sewer. Thames Water will usually refuse such approval in respect of the construction of new buildings, but approval may be granted in some cases for extensions to existing buildings. The applicant is advised to contact Thames Water Developer Services on 0800 009 3921 to discuss the options available at this site.

No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement. Reason: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to impact on local underground sewerage utility infrastructure. The applicant is advised to contact Thames Water Developer Services on 0800 009 3921 to discuss the details of the piling method statement.

'We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Groundwater discharges typically result from construction site dewatering, deep excavations, basement infiltration, borehole installation, testing and site remediation. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. Should the Local Planning Authority be minded to approve the planning application, Thames Water would like the following informative attached to the planning permission: "A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing wwriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality."

A Trade Effluent Consent will be required for any Effluent discharge other than a 'Domestic Discharge'. Any discharge without this consent is illegal and may result in prosecution. (Domestic usage for example includes - toilets, showers, washbasins, baths, private swimming pools and canteens). Typical Trade Effluent processes include: - Laundrette/Laundry, PCB manufacture, commercial swimming pools, photographic/printing, food preparation, abattoir, farm wastes, vehicle washing, metal plating/finishing, cattle market wash down, chemical manufacture, treated cooling water and any other process which produces contaminated water. Pre-treatment, separate metering, sampling access etc, may be required before the Company can give its consent. Applications should be made at

<http://www.thameswater.co.uk/business/9993.htm> or alternatively to Waste Water Quality, Crossness STW, Belvedere Road, Abbeywood, London. SE2 9AQ. Telephone: 020 3577 9200.

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

Thames Water recommends the installation of a properly maintained fat trap on all catering establishments. We further recommend, in line with best practice for the disposal of Fats, Oils and Grease, the collection of waste oil by a contractor, particularly to recycle for the production of bio diesel. Failure to implement these recommendations may result in this and other properties suffering blocked drains, sewage flooding and pollution to local watercourses.

Water Comments

The existing water supply infrastructure has insufficient capacity to meet the additional demands for the proposed development. Thames Water therefore recommend the following condition be imposed: Development should not be commenced until: Impact studies of the existing water supply infrastructure have been submitted to, and approved in writing by, the local planning authority (in consultation with Thames Water). The studies should determine the magnitude of any new additional capacity required in the system and a suitable connection point. Reason: To ensure that the water supply infrastructure has sufficient capacity to cope with the/this additional demand.

Supplementary Comments

Following initial investigation, Thames Water believes that the sewer network downstream of this development may be approaching capacity and an impact study is required. An impact study for the site has been scoped and once instruction to proceed has been received the Impact Study can commence. Please liaise with Thames Water Development Control Department (telephone 0800 0093921).

5.21 London Borough of Richmond upon Thames

Strong objection because of height of building and its impact on views and heritage assets.

5.22 London Borough of Hammersmith and Fulham

The applicant has failed to demonstrate that the proposed development would preserve or enhance the settings of The Mall Conservation Area, the Grade II* listed Hammersmith Bridge or the Grade II listed Nos. 1a to 6 (consec.), Grade II* listed No. 7, and Grade listed Nos. 8 to 16 (consec.) Hammersmith Terrace.

5.23 London Borough of Ealing

No objection

5.24 Strand on the Green Residents Association

The Strand on the Green Association (SoGA) objects to the proposed development on the grounds that:

- a. Its proposed height at 31 storeys will be out of character and too dominant over the adjacent residential area.
- b. The bulk of the building is too dense for the area of the site.
- c. The question of air quality and pollution has not been adequately addressed.

5.25 Brentford Community Council (00505/EY/P18)

Access and Servicing

Before considering the merits of this scheme we have looked at the problems of connecting this site to Brentford and Chiswick, and servicing it without further disrupting traffic flows.

As the application states, this is an isolated site, and we do not believe that 1200 people can enter and leave it at street level without disrupting the traffic. Access for the cars parked on the site and service vehicles would present further disruption.

If the application does proceed it would require a multi level solution to provide easy access for pedestrians, services and parking which do not impede traffic flows.

Urban Framework

This drawings show the proposal for this site in the context of a development proposal which the Council have been considering. This context plan is now shown in detail in "The Golden Mile Site Capacity Study, Final Report", which is a background paper for the Great West Corridor Plan. The Corridor plan is expected to take two years to prepare and, if agreed, could be adopted at the end of 2017.

The applicant has presented his scheme as an isolated tower, but the context plan shows the "enabling development for the Brentford Football Club stadium (approved subject to CPO) and the bus garage development on Capital Interchange Way (both 20 storeys) as well as further high rise buildings in the "Kew Gate Area".

Further development proposed includes other high rise buildings close to Chiswick roundabout as well as a 35/40 storey tower replacing Great West House at the sw corner of Boston Manor Road and the A4 and a further high development opposite Gillette.

Precedent for Other Development

While we appreciate that all applications are “judged on their merit” it is also widely recognised that it is difficult to successfully defend the refusal of an application at appeal where it follows local precedents.

If the council approves this scheme and proceeds with their Corridor Plans there could be no confidence that this application, if approved, would always be the pinnacle of the Golden Mile developments.

Comprehensive Development

When the Great West Corridor Plan has progressed further and been the subject of a rigorous analysis at a public local inquiry a more comprehensive scheme might be produced. It is understood that the B&Q site may then be available for development and there may be the basis for a redevelopment plan for the two sites and the intervening road.

The enlarged site would still be bounded by two dual carriageways carrying heavy traffic, but it may be clearer when transport improvements can be made to allow a higher PTaL and whether realistic measures are in sight to reduce the high levels of pollution.

Any improvements should be re-measured so that it was then clear what would be the appropriate mass and design for the enlarged site, how it might be united with Chiswick and Brentford and whether the planning brief should include any residential development together with the amenities they need.

Facilities and Infra Structure

Housing has been built in Brentford faster than the supporting infrastructure. On this isolated site there appears to have been no thought how the 800 residents will get to shops, doctors schools etc nor where these might be located.

Density

The scheme is massively over dense. This has led to failures to meet standards for amenity, space standards, overlooking distances, parking provision, sunlight and daylight which are considered below. Developments should confirm to the density appropriate to the present PTaL.

Quality of Life for Residents

Brentford needs family homes, 50% affordable, in mixed communities with easy access to all the facilities they need. This scheme proposes 320 (30% affordable) mostly in 1 bedroom flats with few facilities on site or nearby.

High Building Policies

The London Plan says that tall and large buildings should (a) be limited to sites in the CAZ, Opportunity Areas or Areas of Intensification or town centres that have good access to public transport. (b) Should only be considered where character would not be adversely affected, (c) relates well to the form,

proportion, scale and character of the surrounding buildings, urban grain and public realm particularly at street level.

This building would be the tallest in West London. It would be totally incompatible with the scale and grain of the predominantly 2/3 storey terrace housing around it.

The Local Plan identifies in broad terms the preferred locations for high buildings (more than 6 floors and/or significantly taller than adjacent buildings) but it does not yet show a specific strategy for tall buildings in East Brentford.

It would be inappropriate to agree to a building of 32 floors on this site until there is an adopted Local Plan which specifies maximum heights for the surrounding buildings.

Mass and Height and Profile

The mass, height and profiles of landmark buildings should be judged on grey days from ALL angles. Despite the use of light reflective materials the building is likely to dominate the skyline from many parts of west London.

Impact on World Heritage Site at Kew

The buffer zone for the WHS in Brentford was intended to protect vistas within the gardens from obtrusive high buildings. If buildings on the A4 rise to 30+ storeys the cumulative impact will cause unacceptable harm.

Impact on Conservation Areas

The application site is surrounded by designated Conservation Areas, mostly consisting of low rise residential buildings. The proposed building will be visible from many points inside these conservation areas and by virtue of its non-domestic scale would clearly cause harm.

There are already examples in Brentford where tall buildings have caused harm to distant conservation areas or Historic landscapes. One example is the view of the Great West Quarter 22 floor tower from Syon Park.

It is likely that the impact of this building would effect the quality of protected areas many miles from the site.

Planning for The immediate Context

The inspector at the Kew Bridge PLI ruled that the impact of a tall new building on its immediate surroundings was a serious indicator of over-development. Clearly the impact on buildings south and east of Chiswick High Road would be over-powering.

Facilities for Small Office Units

We welcome the provision of small office units with effective back-up and good communications. However the site does not have a high PTaL nor will the

offices have access to many of the 81 on-site parking bays which have also to provide for the 320 flats. We think this type of provision should be in a town centre site with a high ptal.

Provision of Residential Accommodation

The typical floor plan appears to show 1 3br,(10%) 2 2br (20%) and 7 1br (70%) flats. This mix will not meet the need for family housing. The Council has not welcomed residential development on the A4 sites.

It is noted that the previous applications for towers on this site have all been for offices. As the area is highly polluted both from noise and air quality, which is the worst in the borough, the site should be reserved for offices.

Private and Community Amenity Space

Hounslow is a suburban borough, where residents expect to have at least part of their amenity space on site out of doors. The Council require 5-7m² private amenity space plus 25m² of communal space per dwelling. This proposal offers only enclosed winter garden balconies or a covered community space.

This proposal does not meet the required standards. The communal amenity is sub-standard The proposal is in the most polluted area of the borough.

Privacy

The space between parallel 2 floor terrace houses should be 21m, In this scheme the two parallel wings, rising to about 24 floors are only 12m apart. All the rooms in the 3 BR single aspect flats are denied privacy as the glazed public access corridor on the other wing has direct views into all the rooms. This is not acceptable.

Sunlight and Daylight

The atrium faces SE so it will only enjoy sunshine early in the day. Most of the 320 flats are single aspect and many face only north or east. We have not yet seen projections of the shadows which would be cast by this tower on nearby buildings and public spaces.

Turbulence

There is a long history of unusable public spaces, which have been created close to tall buildings. It has yet to be demonstrated that turbulence will not be a problem here.

Parking Impact

Until all Hounslow streets are in well enforced CPZs there will always be pressure on street parking from each new development. This scheme will have only 81 parking spaces, shared by about 800 residents in 320 flats,

400 office workers and those who service the building. This will clearly not meet the demand. Any consent should include an enforceable restriction to prevent residents in this building from parking on adjacent streets.

Public Transport

It is understood that the PTaL is medium (3 to 4). The scheme would be served by bus services and by trains at Kew Bridge station, giving access to Hounslow and Waterloo. These trains are already full at peak times. It would also be serviced by Gunnersbury where TfL do not own enough land to improve an over-used station. It is noted that other developments (like earlier Alpha Laval applications) on the A4 have proved to be unviable as access was too poor. Access by public transport to this site is clearly inadequate.

Highway Movement

The site is correctly described as an "isolated island". This isolation may have been the reason why the National Westminster closed its 2 storey bank many years ago. The proposals to link the site across the North Circular Road and the A4 with pedestrian crossings, which will be the only access for the 400 office workers and the 800 residents. will inevitably affect the traffic flows on the radials leading to the Chiswick roundabout and will increase the delays there and at Kew Bridge. These areas are already grid-locked at peak times, even before the 910 BFC flats and the 20,000 stadium fans become part of the problem.

Summary and Conclusion

We conclude that this is an isolated site, which has not been developed over many years because investors appreciate that it is a poor development location. This scheme should not be approved. When comprehensive multi-level access and servicing proposals are incorporated and when the Council have adopted a comprehensive master plan incorporating adjacent sites which has been subjected to consultation and inquiry and has been approved by the Secretary of State will the true potential be realisable.

We consider that the innovative approach to the design could lead to an interesting development in a central London or Docklands site, but that it would be one which was inappropriate here.

We believe that this scheme should be refused as premature and as an unacceptable over-development.

When the A4 Corridor plan has been approved the brief should be reviewed and that it should then be possible for a more modest commercial development to be welcomed on this site, which would not harm the Conservation Areas, the World Heritage site or the setting of listed buildings.

5.26 Brentford Community Council (00505/EY/AD22)

We note that policy CC5 of the adopted Local Plan states that " all advertisements must respect their context with a suitable regard to

considerations of amenity and public safety." and we wish to object to the proposed four internally illuminated LED-lit screens as they would be too large and too intrusive. The screens would be 25meters x 7 meters, 10 meters x 7.8 meters, 10meters x 7.8 meters, 15 meters x 7.8 meters high. The screens would be close to the height of the M4 so they would be very visible from ground level, the motorway and the surrounding area from all sides of the building.

The number and size of the screens is greater than those associated with previous applications for this site.

5.27 Brentford Community Council Response to re-consultation

The Previous Application

The BCC considers that the objections raised originally apply to the revised application and asked that the revised application be refused.

Before the application was put to the BCC Planning Committee four local Amenity Societies convened a public meeting in April 2016, which was attended by the Leader of the Council and our MP. It was also widely reported in the press and on TV.

At the meeting our MP, Ruth Cadbury, expressed her opposition to the proposal.

Subsequent Events: Access and Servicing

In November 2016 Chris Grayling, Secretary of State for Transport replied to a parliamentary question by our MP, Ruth Cadbury, asking about improvements to the M4 associated with a third runway at Heathrow. He said ".....improvements are needed to local roads in West London, and the M4 is one of those where plans are afoot to deliver improvements way before we have a new runway in place (at Heathrow).

Clearly these improvements could have a major effect on the area around the site of the proposed Chiswick Curve.

When the Council granted planning consent for the new Brentford Community Stadium the officer report referred to the Management Plan to help fans cross Chiswick Roundabout at the end of the match, halting, for a time, traffic on the North and South Circular Roads and on the A4.

The current proposal to allow London Irish and BFC to play in the stadium would reduce traffic flows on 42 occasions each year.

The revised proposals do not take account of these uncertainties which would complicate the measures proposed to link the island Chiswick Curve site at grade across heavily trafficked roads.

The Mayor is now consulting on plans to exclude diesel vehicles from roads inside the North and South Circular roads, which meet at the Chiswick roundabout. His proposals could lead to increased traffic using these roads and

the A4/M4 corridor to Heathrow. Increased air pollution could result making the site even more unsuitable for residential development.

It is more than ever apparent that the recommendation we made in February 2016 (see para 1) "that the site requires a multi-level solution to provide easy access for pedestrians, services and parking which does not impede traffic flows" is now imperative.

Urban Framework

Para 2 of BCC759 noted that this application was then being put forward in advance of any contextual plan. Since then progress on the Great West Road Plan Review has fallen behind programme and completion is not expected before 2019. No update appears to have been carried out on the Golden Mile Site Capacity Study.

Instead it is understood that other sites close to the Chiswick Curve are being put forward for development. These include:

- Capital Interchange Way Bus facility and 550 flats: application submitted
- Telephone Building Land assembly with petrol station.
- Fountains Centre Cabinet decision to promote replacement with enabling development after preparation of a Master Plan.
- B&Q Development anticipated.

The cumulative effect of these developments could produce a massive restructuring of East Brentford. The Master Plan proposed for the Fountains Leisure site will not be prepared before much of this development has been submitted for planning consents. Most of these schemes could, like the Chiswick Curve, have been designed without a contextual Master Plan or a considered Planning brief.

In this situation the application for the Chiswick Curve is premature which is an additional reason to ask that it be refused

Summary

The site is a small traffic island in the middle of one of the busiest junctions in the country, with all the associated problems of access, air quality, lack of accessible open space and infrastructure. It is fundamentally unsuited to residential development. This is before the further increase in traffic flows that could follow from the Secretary of State's plans for short term road improvements and the Mayor plans for Air quality or expansion at Heathrow.

The proposal presents a gross over development making a nonsense of planning policy at national, regional and local level. Its impact on surrounding areas would cause substantial harm and there is no justification for such an impact.

The practical results of such over development can be seen in the complex and questionable solutions for car parking, cycle and refuse storage and amenity space.

Such intense developments can only be appropriate for city centre locations with maximum public transport accessibility levels. The public transport in this area was designed for a suburban level of development. It is already at capacity, and the amount of development being proposed in the area threatens to overwhelm all the transport systems.

Since we wrote to you in February 2016 the original application has been withdrawn and re-submitted. We note that none of the recommendations made to you then has resulted in significant improvements to the proposal. The only changes made have resulted in a slight reduction to the number of family units and to the number of affordable units.

These changes do nothing to alter the fundamental concerns which we have to the proposal. For the above reasons and those which have been previously stated in response to the previous application this application should be refused.

5.28 West Chiswick and Gunnersbury Society

It is recognised that the site may eventually be considered to be within the Great West Corridor (GtWC) and therefore subject to any new or modified policies that emerge from the Great West Corridor Partial Review. However, the boundary or extent of the GtWC has not yet been defined and the plan-making process has only just begun with an Issues Consultation*. The Partial Review is not expected to be completed before December 2017 (page 5 of Issues Consultation document). Policy SV1 of the Local Plan commits the Council to “work with residents and stakeholders to explore and identify the potential capacity for additional employment-led mixed use development along the Great West Corridor and co-ordinate its regeneration.”

This wording was required in order to make the Local Plan sound. The Inspector in his report section on the Great West Corridor (paragraphs 47 – 56) concluded (paragraph 54) that ‘this Partial Review is necessary to settle locally controversial issues such as the provision of adequate transport and other infrastructure, suitable locations for taller buildings, and the area's suitability or otherwise for large scale residential development.’ The applicant's Design and Access Statement (2.6) refers to the LBH Golden Mile Vision and Concept Masterplan (2014) as setting out the Council's vision and aspirations and outlining the opportunity to contribute to the ongoing regeneration of Brentford and Chiswick.

Many of the features of the proposed development, especially its height, scale and mixed use are then based on an assumption that all the controversial issues have been resolved and that the Council's aspirations will be translated into policy within the Local Plan. The Council has, however, not yet shared its vision or aspirations with residents (even the current Issues consultation issued at the end of December 2015 is not addressed to them but only to key

stakeholders and community representatives). The majority of affected residents are, as yet, unaware of such a “Masterplan” let alone its implications for their quality of life. The applicant’s assumption is therefore extremely premature.

With respect to this application, no weight should be given to this vision or to the underlying aspirations for significant development in the GtWC.

Meanwhile, any application for a site that may be within the GtWC should be assessed against the policies in the current Local Plan as adopted in September 2015 and should conform with the London Plan and the NPPF.

Issue 9 of this consultation is the need for an Interim Planning Framework for the “Kew Gate” Area – the area of the GtWC in which the application site lies according to the proposed map shown in Issue 1. While the six-week consultation period for Great West Corridor Plan Issues Consultation is due to end on 22 February, the key documents necessary to respond on this issue (Questions 22 and 23) were still not available on 9th February.

Summary

The West Chiswick and Gunnersbury Society (WCGS) objects in the strongest terms to the development proposed within this application and requests that planning permission is refused.

The Society shares the overarching vision of the Local Plan that “The quality of life and health of residents will be improved by the provision of supporting infrastructure and high quality and responsive design that respect and enhance local character. Significant local character, natural and heritage assets will be protected and enhanced to maximise their benefits to local residents and businesses.” We consider that the proposed development fails utterly to live up to that vision; it fails to meet many Local Plan and London Plan policies and does not conform to the central dictum of the NPPF that resultant development must be sustainable. Paragraph 7 of the NPPF states “There are three dimensions to sustainable development” and gives them as the economic, social and environmental role. The economic role includes the provision of infrastructure, the social role includes supporting strong, vibrant and healthy communities ... with accessible local services that reflect the community’s needs and support its health, social and cultural well-being and the environmental role includes contributing to protecting and enhancing our natural, built and historic environment.

The Introduction to the Local Plan under Policy and Context states (1.6) “It is the role of the planning system to balance these three dimensions of sustainable development – economic, social and environmental and environmental - to ensure that new development has a beneficial impact on the local economy, environment and people’s quality of life, and to mitigate or protect the area from significant adverse impacts.” (1.8) The London Plan is also part of the statutory development plan for the borough and has to be taken into account in the determination of planning applications.

WCGS considers that the proposed development would have a detrimental impact on the local economy, environment and the quality of life of existing residents and any future residents of the development. The social need for housing is understood but Local Plan Policy SC1 Housing Growth requires that this is provided in a manner that is consistent with sustainable development principles and refers (para 5.3) to the central dictum of the NPPF. Para 5.8 describes some of the essential attributes of sustainability in relation to planning decisions for all new developments. These attributes are governed by other chapters of the Local Plan.

Key objections include:

- Unsuitability of site for residential use
- Lack of infrastructure
- Negative impact on traffic and public transport
- Negative impact of building on heritage and low-rise residential areas
- Negative impact of media screens on heritage and low-rise residential areas
- Unsuitability of site for Residential Use

WCGS considers that the constrained site surrounded by major roads in a highly polluted (air and noise) locality is, in principle, totally unsuitable for residential use. Any development on this site should be non-residential.

This site is at the junction of A4/overhead section M4 with Gunnersbury Avenue (N Circular) and is next to the Chiswick Roundabout. It is in the most inappropriate place for residential use. The local road network is already at saturation at peak times and there is frequent grid-lock at the roundabout. This heavy traffic is the major cause of air and noise pollution and makes for a very hostile environment for pedestrians and cyclists. The entire borough is an Air Quality Management Area (AQMA) for NO₂ and PM₁₀ and the Council's maps of Air quality and Noise (Context and Character Study, pages 29 and 30) shows that the site suffers from some of the highest levels of air and noise pollution in the borough. The serious health impacts of such pollution are well known and acknowledged in the Local Plan.

We consider that the cumulative impact of development in the area (completed, under construction and in the pipe-line) on the road network will give rise to severe congestion that will significantly increase air pollution in the vicinity of the Chiswick Roundabout (see section on Traffic below). The applicant's Environmental Statement ES (Section 7) includes data showing how bad the air pollution already is and that is likely to be getting worse. For example, the "objective level" for annual mean NO₂ (40µg/m³) has been significantly exceeded in all years shown from 2010 to 2014 with the most recent value (61.4µg/m³) being the highest. ES 7 argues that the development is acceptable in air quality terms because its projected addition to the existing high pollution will be negligible.

It also states, however, that the proposed development's transport emissions are above the relevant Air Quality Neutral benchmarks and states (7.144) "While the development itself has no significant adverse impact on local air quality, the road traffic movements predicted for the scheme cause the development to exceed the benchmark derived for an average development of this nature in outer London. It calls for mitigation measures in addition to Travel Plans etc. in order to meet the requirements of the GLA's SPG. Some elements of the Travel Plans are, in any case, most unlikely to be effective and other are likely to give rise to negative health and social outcomes (see Paragraph 8 below).

The severe traffic problems in the area are such that the applicant is expecting a high proportion of the residents to rely on local public transport. They will therefore be exposed to the hostile environment of the site and will need to negotiate the major roads surrounding the Chiswick Roundabout on foot on a daily basis.

While Public realm improvements are proposed to try and mitigate some of the negative features of the locality, these are considered to be either impractical or undeliverable or both. Those proposed for the site itself, while welcome, would do little to ameliorate the situation. The applicant is not in a position to deliver those proposed to the wider surroundings. TfL is responsible for the Chiswick Roundabout and the TLRN; any proposals which reduce traffic flow are likely to be ruled out. The safety problems arising from large numbers of people trying to cross busy main roads is one of the issues under discussion by GSAT.

Landscaping - It is questioned whether the landscaping and type of planting proposed to improve the public realm would be viable and sustainable in this location, especially as it is intended to serve as the main route for football supporters between the new Brentford stadium and Gunnersbury station. (See Annex)

Meanwhile, measures proposed by the applicant to mitigate air and noise pollution for future residents of the development (eg locating residential on 6th floor and above and replacing balconies with winter gardens*) only address the internal environment of residential units. Whenever residents leave the building they will be exposed to the unacceptable environmental conditions of this site. This will militate against the residents adopting active, healthy lifestyles including active travel modes (walking, cycling) or engaging in social interaction. The concept of a development where residents are encouraged to remain confined indoors is reflected in Travel Plans that are inter alia designed to... try to reduce the need for people to travel in the first place (by provision of broadband internet to every dwelling to enable home working, online shopping). Leading the sedentary, socially isolated lives thus envisaged will be detrimental to the physical and mental wellbeing of residents and to community cohesion. How can our Council reconcile such a dystopian forecast of life in the 2020s with the vision of our recently adopted Local Plan?

Standard 4.10.1 of the Mayors Housing SPG defines Private amenity space as outdoor space (ie private gardens, balconies and terraces). Winter gardens

(enclosed balconies) do not provide outdoor space; they are, in effect, an extension of the internal space of residential units. We do not agree that “Enclosing balconies as glazed, ventilated winter gardens can be considered an acceptable alternative to open balconies”. The need to adopt such an alternative merely demonstrates the unsuitability of the site for residential use in terms of noise and air pollution.

We recognise that the Council, acting alone, cannot reduce the unacceptably high levels of air and noise pollution associated with the major road network in this area. It does, however, have the power, as the Local Planning Authority (LPA), to refuse permission for a development which would (i) increase the pollution due to increased traffic (see below) and (ii) introduce new “receptors” into such an unsuitable area.

We conclude that the proposed development is not “sustainable development” and, if the Council were to approve this application, the policies of the Local Plan with which it would not comply include (but are not restricted to):

Policy SC1Housing Growth see above

Policy EQ 4 Air Quality: We will achieve this by (b) Encouraging air quality-sensitive development to be located in the most appropriate places,

Policy EQ 5 Noise: We will achieve this by (b) Directing noise-sensitive development to locations outside those areas identified where noise exposure is likely to cause adverse effects in terms of public health and well-being

Policy CI 13 Health Facilities and Healthy Places: Our Approach We will ... while making the borough an environment which encourages healthy living.

We will achieve this by (c) promoting measures which help to prevent the health issues identified in the Hounslow JSNA or subsequent assessments and make the borough a healthy place to live.

We will expect development proposals to (d) Contribute to the health and well-being of the local community where possible, using guidelines such as Active Design; and (e) Where required, use the outcomes of a Health Impact Assessment (HIA) to mitigate negative impacts and health risks arising from the scheme.

Paragraphs 8.12 and 8.13 refers to the London Plan Policy with respect to HIA.

Policy CC2 Urban Design and architecture: Paragraph 6.8 Urban design and architecture are also important contributors to health outcomes, particularly through the encouragement of more active lifestyles.

In addition, the Council, has public health duties under the Health and Social Care act 2012, which came into force on 1st April 2013. Section 12 of the 2012 Act introduced a new duty for all upper-tier and unitary local authorities in England to take appropriate steps to improve the health of the people who live in their areas.

Our objection is supported by the following:

A 15-storey residential development (264 units) (00505/EY/P7) was refused in 2004 and no Appeal was submitted. Amongst the reasons for Refusal was “4. The proposed location of the development on a busy road junction and in close proximity to a busy and elevated main traffic interchange road creates a poor noise and air quality environment that is unsuitable for residential development. This is contrary to [...UDP policies].” Since then traffic has increased together with the associated air and noise pollution; no subsequent applications for this site have included residential use.

Local Plan Inspector Report section on the Great West Corridor (see above). His report also states “However such residential development is not referred to in Policy ED3 or other Examination Plan policies and it has not been included in the public consultation on the Local Plan or assessed in the sustainability appraisal.”

1-3 Great West Road The Site by Site Analysis included in the Golden Mile Site Capacity Study (ED04 in Local Plan Library) states under Land uses for 1-3 Great West Road, just across the A4/M4 from the application site, “Given the sites proximity to the raised M4 the site should remain a non-residential use.” No entry was provided in this analysis for the application site, presumably because it was assumed that it would be occupied by the “Octopus”.

Lack of infrastructure

A mixed-use development of the scale proposed would add unacceptably to the pressure on infrastructure both community and transport. So much major development has recently been built or is in the pipe-line in Brentford and Chiswick, that no more should be built until the necessary community and transport infrastructure is in place. There is a now a critical need for an “infrastructure catch-up” before any more development is allowed.

Such is the unmet need to provide community infrastructure (especially schools) for the existing borough population, the Council is permitting these to be built on the borough’s open spaces (public and private). The low child-yield predicted by the applicant is likely to be exceeded, as property prices are such that, in reality even small units are occupied by families with 1 or more children.

We conclude that the proposed development is not “sustainable development” and, if the Council were to approve this application, the policies of the Local Plan with which it would not comply include (but are not restricted to):

Policy IMP 1 Sustainable development: Our approach We will take a plan-led approach to all growth and development within the borough that is considered to be in accordance with the principles of sustainable development as set out in the NPPF, with a balance of social, environmental and economic dimensions. We will achieve this by (a) Implementing the Local Plan in accordance with the principles of sustainable development as set out in the NPPF.

Policy IMP 3 Implementing and monitoring the Local Plan: Our approach We will implement the Local Plan working with strategic partners and the local community.... We will ensure that new development in the borough contributes towards the provision of infrastructure needed for growth. We will achieve this by (a) Delivering the infrastructure needed to support the growth set out in the development plan...(h) Ensuring that development does not proceed unless the delivery of critical and necessary infrastructure to support the development is assured.

Policy SC1 Housing growth:

We will expect development proposals to (k) be completed in balance with existing and planned infrastructure and contribute to the provision of further infrastructure to achieve sustainable development and sustainable mixed communities.

Our objection/position is supported by the following:

Recent decisions of the Cabinet and Planning Committee in relation to new schools, eg Planning Committee, 3 December 2015.

Inspector's Report on Local Plan The need to fully co-ordinate development with improvements to public transport infrastructure resulted in several modifications to the Local Plan in order to make it sound eg MM7 modifying Policy ED1 and MM32 modifying IMP2 (now IMP3 – see above).

Threats in the Golden Mile Vision and Concept Master Plan (ED04b in Local Plan Library) show how the miss-match between development and infrastructure can lead to economic damage. Threats include: "Failure to establish significant improvements to the public transport network within the area, stifling development potential and adding to the existing strain on the road infrastructure." And "Uncoordinated and not properly managed development activities may harm the functioning and viability of existing businesses in the area and drive out sources of employment."

Impact on traffic and public transport

Adding more vehicles to the strategic and local road network and more users to the local public transport system will have significant negative economic, social and environmental impacts. The Council is well aware of the negative impact on the local transport system arising from the increase in commuters in recent years and of the pressure that will be exerted by other major developments in the pipeline, in particular the Brentford Football Stadium and its 910 residential units. Despite the very large amount of committed development in the area (recently completed, under construction and in the pipe-line), no significant transport improvements have been obtained. Existing businesses and residents are already struggling with the inadequacy of the existing transport network. At a meeting on Plans for the Great West Road, on 10 February 2014, Urban Initiatives consultant director Kelvin Campbell stated "Hounslow has always been a focus for London's blue chip companies but the

single biggest issue has always been the saturated road network and poor provision of public transport" <http://www.greatwestmagazine.com/news.html>

This issue also affects other local businesses, including many SMEs, major employment sites such as the Chiswick Business Park and major visitor attractions including the Royal Botanic Gardens, Kew and the London Museum of Water and Steam.

Traffic

The local road network is already at saturation at peak times and there is frequent grid-lock at the roundabout. The cumulative impact of committed development in the area is such that congestion of the road network is forecast by TfL to increase with significant impact on journey time reliability and on bus performance. Any increase as a result of this large-scale mixed-use development will have a very negative impact for all using this section of the TLRN.

While restricted parking for the proposed development may reduce car ownership and result in fewer car journeys by residents, account needs to be taken of the resulting increase in journeys to and from the site by delivery vehicles, especially as residents are to be encouraged to shop on-line rather than supporting local shops by visiting them on foot (see paragraph 8).

Construction phase The scale and footprint of the development, together with the site characteristics, would lead to major disruption during the lengthy construction phase, especially as it will most likely coincide with the construction of other major developments in the area.

Public transport

The applicant's expectation that residents and workers within the development will be able to rely on public transport is unrealistic. See under Policy EC2 Strategic Transport Connections below. WCGS has a clear understanding of the current inadequacies of local public transport. We know, from our lengthy experience of constructive engagement* with key stakeholders including transport providers, the Council and major businesses and developers, how difficult it is to obtain any real improvements. Even when improvements are recognised as essential, the time-scale for delivery together with lack of commitment by stakeholders can thwart progress.

WCGS has taken action on a range of transport issues; it is currently a member of the Gunnersbury Station Action Team (set up at our request) and of the Lionel Road Liaison Group.

Bus Additional bus services or increased frequency of existing services are most unlikely to be delivered in the short to medium term due to the congested road network. A recent TfL consultation <https://consultations.tfl.gov.uk/buses/routes-70-and-27> responded to a WCGS proposal to extend Route 70 beyond the northern end of the Chiswick Business

Park by stating “Extending it would expose it to heavy traffic around Chiswick Roundabout which would affect reliability.”

Underground and rail. The applicant makes reference to the proximity of various means of public transport such as stations and to the good PTAL of the site. However, PTAL values only reflect proximity and frequency of service; station access and capacity are of equal importance. Both Gunnersbury Station and Kew Bridge Station have significant access problems and Gunnersbury Station also has severe capacity problems.

As the Council is well aware, the use of Gunnersbury station has increased significantly in recent years due to the Chiswick Business Park (currently approx 7000 workers rising to approx 10,000 on occupation of Building 7) and other significant developments in the area. These numbers will be augmented by residents from other consented developments including the 910 units in the Brentford Football Stadium scheme in Lionel Road South and the station is also expected to handle large numbers of football supporters from the new stadium.

The overcrowding at the station is such that TfL currently operates crowd control measures during peak hours. This is necessary because of the conflicting movements of local residents entering the station and local business employees leaving the station during the morning peak and vice versa in the evening. The conflict is caused by the constricted size and shape of the ticket hall, the limited number of ticket gates and, especially, the narrow, two-way stairway to the single island platform, serving both Underground and Overground trains.

Active travel modes The immediate environment is such that uptake of these is unlikely to be significant (see paragraphs 7 & 8 above).

We conclude that the proposed development is not “sustainable development” and, if the Council were to approve this application, the policies of the Local Plan with which it would not comply include (but are not restricted to):

Policy EC1 Strategic Transport Connections: Our approach We will work with partners. We will achieve this by (a) to (j) all these are expressed as “Promoting” or “Supporting”,

The way that this policy is worded makes it clear that the Council does not have the power to deliver the necessary improvements to the strategic transport connections to support the scale of development proposed in this application and that it is dependent on other bodies.

Only two improvements in Table EC1.1 are “planned”. One is the Piccadilly Line upgrade for which the start date is to be confirmed (anticipated early 2020s). The other is the current District Line upgrade; although in principle an improvement, the increased train capacity may well exacerbate the station capacity problems at Gunnersbury.

Policy EC2 Developing a sustainable local transport network: We will expect development proposals to (f) Demonstrate they are located appropriately with

regard to public transport accessibility and capacity, road capacity and access to good quality walking and cycling networks. (g) Demonstrate that adverse impacts on the transport network are avoided.

Our objection is supported by the following:

GLA Planning Report D&P/3111a/02:18th February 2014

In commenting on the Brentford Football Stadium scheme, TfL stated:

Given the level of predicted vehicular trips within an already congested highway network, the applicant was advised to undertake area wide modelling. Using TfL's corridor VISSIM model, the applicant was recommended to consider the morning and evening network peak periods for a match day and non-match day, although only the latter was modelled. The modelling results indicate that the proposed non-stadium elements of the scheme will produce significant and noticeable increases in journey times on non-match days on the Transport for London Road Network (TLRN) at Kew Bridge, Kew Bridge Road and Gunnersbury Avenue. For example, the time for an evening peak journey along a kilometre section of Gunnersbury Avenue, Chiswick roundabout to Chiswick High Road would increase from 3.52 to 7.39 minutes; more than double. If the cumulative impact of committed development is modelled, the impact on journey times through the Kew Bridge area is greater and overall will have a significant impact on journey time reliability and on bus performance.

Subsequent discussions with the applicant have led to some acknowledgement that the proposals will increase highway congestion. In response, they have offered a S106 contribution of £35,000 to fund a study investigating potential improvements that could address the traffic consequences of comprehensive development in Brentford. Whilst such measures and obligations are a step in the right direction, they are only a minor element of what would be required in order to minimise additional congestion on this part of the network. No physical highway mitigation has been identified nor is any likely to be accepted given TfL's desire to improve this part of the network for cyclists.

Given the scale of this development and the existing conditions of the road network in this part of west London, impacts on the operation of the highway network are unavoidable. It has already been noted that match day congestion would be acceptable due to its infrequent* and temporary nature which usually occurs outside the peak periods, and can also be mitigated through the STP and LAMP. The non-stadium uses (the enabling development) however, raises concerns based on the stadium only having permission for football but proposals are expected to follow in due course for rugby and other events as the Club's business plan depends on these additional sources of income.

Chiswick Business Park: The continuing absence of the footbridge between the business park and Bollo Lane and the time taken to extend bus services to the business park provide stark evidence of the Council's inability to deliver essential infrastructure in a timely manner. The need for the footbridge was recognised as early as 2001 and planning permissions have been granted in 2007, 2002 and 2015. See, for example, Report to Planning Committee for 10

December 2015. Extension of the Route 27 bus service, originally announced for Spring 2009, finally started in late 2012; there is still (Feb, 2016) no convenient bus stop at the Chiswick High Road end of the park. Extension of Route 70 was delayed from May 2015 until January 2016 because the bus-only barrier was wrongly sited.

Impact on surrounding heritage and low-rise residential areas

WCGS considers that the development would inflict severe and lasting harm on the natural and built environment of the area compromising its current qualities and undermining strategies for its enhancement. In addition to the harm to the visual amenity of the area caused by the scale of the building and the number and size of the digital media screens (see paragraphs 28 et seq), the negative impact on traffic and public transport would be detrimental to the quality of life of local residents and to the visitor experience and hence to the viability of the visitor attractions. We love our part of London and wish all who live and work here or visit to be able to enjoy and celebrate its rich heritage and natural assets and appreciate the delightful human-scale of its residential streets.

Heritage is our inheritance – it is the visible link with our history – it connects us to where we live. The Conservation Areas that would be affected have been designated by this Council or by neighbouring Richmond in recognition of their value and the contribution their character makes to the context and quality of people's lives. Buildings, parks and gardens are Listed in order to ensure they continue to educate, intrigue and delight us. World Heritage sites are designated by UNESCO in recognition of their international significance. The townscape is where we live — our streets and homes and the ultimate “receptors” are people. The views assessed in the ES provide snap-shots from a specific point but the impacts would be felt over a wide area. People move and how they experience their surroundings is dynamic; this very tall building will not suddenly disappear as people move from the chosen view point to walk down their street, relax in their garden, look out from their window, stroll through the park, across the green, along the river tow-path or visit the cemetery. It would appear alien - demeaning and belittling the intimate, human scale of our neighbourhoods and destroying our sense of place. The change in scale is brutal and the impact would be inescapable.

London is of national and strategic importance as our capital city. Its natural and historic environment is too important to be treated in this cavalier fashion. It should be conserved and enhanced in accordance with the NPPF. The proposed scheme does not accord with the NPPF's concept of sustainability. Paragraph 9 indicates that “Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including ... improving the conditions in which people live, work, travel and take leisure...”

A significant part of the “pull” of London is the great variety of what it has to offer in terms of its built and natural environments. It is essential that development enhances and maintains this rich tapestry rather than leads to an homogenised city of poorly distinguished areas, sterile neighbourhoods and an

assortment of high-rise follies, competing for attention as they dominate the skyline.

London's heritage visitor attractions (such as Royal Botanic Gardens, Kew, Gunnersbury Park, The London Museum of Water and Steam) are vital to the UK tourist industry. It is therefore essential that they and their surroundings are treated in an exemplary fashion and their universal value and global appeal are fully protected and conserved.

The proposed development site is not in Central London, it is in a part of West London that spans two Outer London boroughs (Hounslow and Richmond). The site is in Chiswick, close to the border with Brentford and Kew.

While the Golden Mile is indeed to be celebrated, it is not, and must not become, the defining feature of the wider area. The big attraction of this area for visitors as well as those who live and/or work here is that, while easily accessible from Central London, it has significant heritage landscapes and a beautiful stretch of the Thames which, together with its predominantly low-rise buildings give much of it a generous, open, almost rural feel. This is complemented by its compact townscape of predominantly Victorian and Edwardian terraces, providing homes to its well-established, thriving residential communities. The special appeal of both is that they provide respite and retreat from the urban environment.

Having studied the application, including the Townscape, Heritage and Visual Impact section of the Environmental Statement (ES), the Society refutes absolutely the applicant's claim (D&A 2.14) that "the final proposal balances sensitivity to heritage assets with a strong positive visual marker to celebrate the eastern gateway of the Golden Mile" and the conclusion of the Environmental Statement "that the development will do no harm and that no likely effects have been assessed as having a negative impact".

By isolating the development site and narrowly defining the context, the applicant has sought to take cues from, and respect and respond to, only one aspect of the character of the area, that of the Golden Mile. *What is dismissed is the harmful, alienating impact on the surrounding heritage and on local residents in terms of the overall character of the local environment, visual amenity and light pollution/spillage.*

This bias has led to the conclusion that all the Major and Moderate impacts identified in the ES are Beneficial on the basis of the architectural quality of the design and the welcome urban legibility it contributes. See further comments under 26 Examples below.

This is tantamount to saying that the despoiling of the wider historic area is justified because its time this heritage was 'put in its place' and made to offer homage to the grand urban gesture of the Golden Mile and the major road infrastructure.

WCGS is opposed to any development at the Chiswick Roundabout that would increase the influence of the character-deforming presence of the M4 flyover

and the rest of the major road infrastructure. In the Conservation Area Character Appraisal for the Wellesley Road Conservation Area (2006), attention was drawn to the negative impact of the 20th century roads on the Victorian residential estates. In seeking to protect and enhance this CA, which has, never-the-less, retained much of its original splendour and its fine variety of Victorian properties, it is therefore essential to prevent “urban encroachment” and to mitigate rather than increase the influence of the major road network including the flyover. See further comments under Examples below.

We do not deny the design quality and that the building has some architectural merit. The issue that must be addressed here, however, is whether it is in the right place. The development might be seen as “an interesting addition” by those to whom it is a brief encounter on a motor journey. To those of us “groundlings” who would have to live with it constantly in our faces, it would be seen as an alien and alienating, out-of-scale, overbearing intrusion (as it would to those for whom it would appear as a totally incongruous element on the skyline). Many people live in the long established communities within the surrounding streets; they do not want the A4/M4 and its flyover to be the defining feature of their neighbourhood. See further comments under Examples below.

The proposed residential use, together with the digital media screens would compound and extend the building’s malign influence by creating a massive brightly-lit structure. Unlike commercial premises, high-rise residential buildings – assuming they are occupied – create light spillage and light glow. (see below)

The bias referred to above stems from only seeing the site as the Gateway to the Golden Mile on the Great West Road, A4/M4. Since the site is at Chiswick Roundabout, it is the meeting place for several major roads and should be seen in its full context, namely (going clock-wise), as the Gateway to: Gunnersbury Park and Ealing (Gunnersbury Avenue, North Circular, A406), Chiswick (Chiswick High Road, A315), Brentford and Kew (Chiswick High Road, A315/A406 leading to Kew Bridge Road and Brentford High Street, A315 and Kew Bridge, A205)

The large green space of the roundabout with its informal tree cover is a positive feature and performs an important function of signalling a change of scale and character to those approaching from the high-rise commercial sector of the Golden Mile to the West. At the roundabout, one is entering a different zone - a mosaic of low-to-medium rise commercial/light industrial properties and mainly Victorian residential properties (including two conservation areas) leading towards Chiswick town centre.

What is needed at this site in terms of built form is a landmark building that fully respects its context and its multiple “gateway functions”. It should serve to mediate between the very different scales of the Golden Mile and that of the other routes. It should not brutally impose a structure at an inflated scale of Golden Mile x 2. A building based on the footprint design of the current application but with the two main elements of the building being no more than 36 and 48m (9 and 12 commercial stories) with perhaps a slim, elegant element of no more than 60m might fit the bill.

As far as the Golden Mile is concerned, what we need is a full-stop, not an exclamation mark!

This proposal is supported by the following:

Wheatstone House (00248/U/P7) Granted on Appeal May 2015

3, 7 and 9-storey elements - 29m max height

250 Gunnersbury Avenue (00535/250/P12) approved by PC December 2015
30m 7-storey

1-3 Great West Road The Site by Site Analysis included in the Golden Mile Site Capacity Study (ED04 in Local Plan Library) states under Views, landmarks and marker buildings for 1-3 Great West Road, just across the A4/M4 from the application site, "The site has the potential to mark the entrance to the Golden Mile when travelling east along the raised section of the M4. The site is also on a prominent corner of the Chiswick Roundabout. As such it is deemed appropriate for this corner to be identified as a landmark. This, in this case, does not translate as a tall building, rather a building of high architectural quality or distinctiveness.

Heights: Building heights of 5 to 8 storeys are deemed appropriate, The scale and massing of the development should pay regard to the adjacent conservation area.

No entry was provided in this analysis for the application site, presumably because it was assumed that it would be occupied by the "Octopus".

Examples: Below are three examples chosen to demonstrate the issues raised above in paragraphs 21 – 25 and to be read in conjunction with them. The VS assessment of other views take the same approach (paragraph 25.1). For example, there are Major impacts on views 21 and 34 from Kew Green, a destination in its own right and part of the arrival experience for the Royal Botanic Gardens, for which the ES records:

The design of the development has much to commend it in this view. Its organic form makes it a gentle companion to the existing group of buildings, while being distinct enough not to be confused with them. Its sculptural form, surface texture and subtle colouration enables it to be appreciated as a high quality building, worthy of its position and prominence in a way which a simpler form would not. This special form and the 'personality' it expresses is appropriate in marking a future important place at a major traffic node. It provides, therefore, welcome urban legibility.

In the following examples ES text is in *italic* followed by any additional WCGS comment in Roman.

View 7 Clarence Road

Existing Clarence Road leads towards the South Circular Road, and then immediately on to Chiswick Roundabout. The view point is therefore very close

to the site, amongst the two and sometimes three storey Victorian houses of the Wellesley Road Conservation Area. The perspective of the houses in the street draws the eye north towards the end of the street, where there is a red horizontal fascia of the Esso Chiswick Flyover petrol station. The left side of the street is enhanced by mature trees.

The Esso Garage is low-profile and does not dominate.

Sensitivity of the View This view is considered to be of low sensitivity, despite its location within a conservation area. There is openness in the townscape which leads on to areas of a larger scale including the major road infrastructure at Chiswick Flyover.

The outlook from all the compact grid streets in an area of public open-space deficit are important and views are therefore of high sensitivity.

Quantitative Change The neighbouring large scale traffic network is made visually manifest by the larger scale of the proposed development. The mass is, however, broken down into a number of smaller scale elements.

Drawing attention to this is precisely what we do not need – it will have a profound impact -see paragraphs 25.1 – 25.4 above.

Magnitude of Change The change is of a high magnitude.

Qualitative Change The building is of high quality design both in sculptural form, surface texture and colouration. The addition of an aesthetically pleasing form, making (sic) a change in the city scale, is a change of a positive nature.

Our assessment Negative

Residual Effect The residual effect takes into account both the low sensitivity of the view and the high magnitude of change, giving rise to a 'moderate' effect that is 'beneficial' in nature. Moderate; Beneficial.

Our assessment Major; Negative

Cumulative Effect (See page 101) The Wheatstone House scheme is shown in a dotted red outline but is not sufficiently prominent to form a cumulative effect of any substance with the proposed development. No cumulative effect.

Perhaps not from that specific point but see comments above under 24; cumulative effects likely in real world

View 4 Gunnersbury Cemetery

Existing Gunnersbury Cemetery is not a place where people come to appreciate views, but there is an axial view looking south-east from the (unlisted) chapel. The foreground of the view includes gravestones and memorials, but none are designated. The chapel building occupies the middle ground. The background includes mature trees, although development beyond is visible, beyond the cherry tree in the right foreground, for example. While the

cemetery is within the conservation area, it is not part of the registered Gunnersbury Park, immediately to the north.

Sensitivity of the View Given the nature of the place and its location within the Gunnersbury Park Conservation Area, this is considered to be a view of medium-high sensitivity.

Quantitative Change The proposed development and its three articulated volumes can be seen rising behind the chapel building. A fourth element, the 'bridging' element that connects them, can just be seen above the winter treeline.

Magnitude of Change The magnitude of change is 'high'.

Qualitative Change The articulation of the three main volumes of the scheme successfully break down the scale of the building while the detailing of the facades, including the fins, carefully chosen materials and subtly changing colour palette all result in a building which does not impede on the open quality of the view but uplifts it by introducing an object of beauty into the view.

Gunnersbury Cemetery is a place where most visitors come for quiet contemplation and in times of bereavement and remembrance. A special feature within the cemetery is the Katyn Memorial. The ES makes no mention of this important monument and provides no view to assess the impact. However "beautiful" a building of this scale and nature may be considered, it is totally out of place here. It respects neither the primary purpose, context or character of the cemetery.

Also Local Plan GB 9 7.18 Cemeteries, ... cemeteries and churchyards also provide green, quiet areas for passive recreation and walking (often forming part of Green Chains and Corridors) and for biodiversity.

Residual Effect The residual effect would be 'major' and 'beneficial' owing to the above described enhancements to this view out of the conservation area. Major; Beneficial.

Our assessment Major; Negative

Cumulative Effect: (See page 93) The proposed development would make a 'major' and 'beneficial' contribution to the cumulative effect with the other committed developments (shown in red) in this view. Major; Beneficial.

Our assessment Major; Negative

In addition, it should be noted that a similar impact would be felt in many locations in the adjoining part of Gunnersbury Park. No relevant views have been provided

View 12 River bank, looking N towards Strand on the Green.

Existing Strand-on-the-Green includes a group of listed houses which front directly onto the Thames, creating a charming walkway on the north bank. Its

western most part is seen in this view, looking beyond the western tip of Oliver's Island. They form a coherent group and are located in the Strand-on-the-Green Conservation Area. The river provides a wide and reflective foreground of significant scale, more so when the tide is in. Looking further west, beyond the centre of the view, the coherence of the development on the riverbank breaks down, with later development set back from an immediate relationship with the river. In the background Vantage West and River House are experienced by the viewer as large horizontal elements in the view. The viewing place is a pleasant place to walk and those enjoying its views northwards are likely to be sensitive to the quality and visibility of new development.

Indeed they are – so why only medium-high sensitivity?

Sensitivity of the View This is a view of medium-high sensitivity.

Quantitative Change The proposed development will rise above the western part of Strand on the Green, its articulated elements clearly apparent. The kinetic nature of this view will emphasise the distance between the proposed development and the viewer, by the speed with which it moves in relationship with the strand on the green listed buildings is as the viewer moves west. Moving east from this point causes the development to be shielded by the trees on Oliver's island.

Magnitude of Change The change is medium in magnitude.

Why only medium?

Qualitative Change The current views, where the smaller scale buildings at the edge of the river are seen in the context of later, larger buildings of poor quality in the background, will receive a further backdrop building, but one of very high architectural quality. This will be identified in its sculptural form, its texture and its colouration.

Residual Effect The effect is moderate in relation to the openness of the view and is beneficial to it as a building of high quality with a landmark purpose.

Moderate; Beneficial

Our assessment Major; Negative

This impact on this view is catastrophic – see paragraphs 22 – 25, especially paragraph 23. How does this impact be reconciled with London Plan policies and the Thames Landscape Strategy?

Cumulative Effect (See page 119) Already consented schemes, including Wheatstone House and West London Volkswagon close to the application site and the large Brentford FC development further west, create a more profound and continuous backdrop to the view, but the proposed development is singular, identifiable and separate, by design, in cumulative terms. It remains a Moderate; Beneficial effect.

Our assessment Major; Negative

While the additional negative impact made by this development may seem minor in comparison to that of the consented schemes, the latter is such that no further negative impact should be contemplated

We conclude that the proposed development is not “sustainable development” and, if the Council were to approve this application, the policies of the Local Plan with which it would not comply include (but are not restricted to):

Chapter Six: Context and character:

We consider that the proposal has failed to positively engage with the purpose and core principles of this chapter, as articulated in Our Approach to Policy CC1 and to Policy CC4 and in paragraphs 6.1, 6.12 and 6.13. Rather than attempt to list all the relevant policies, we draw attention to some key examples:

Policy CC1 (ii) Responds to the wider context and history of the area, its communities, its natural landscape and its urban structure, form and function.

Policy CC2 (i) Create places that are easy to get to and through, foster active lifestyles, are easy to understand and navigate and feel safe during the day and night with a particular focus on pedestrians and cyclists;

Policy CC2 (j) function well in themselves and in their effect on the surrounding areas, having a positive impact on the amenity of current and future residents, visitors and passers-by and help create Lifetime Neighbours that foster social interaction and capital;

Policy CC3 Tall Buildings, especially paragraphs 6.10, 6.11 and criteria (i), (k), (l) (m) (o) (p) (q)

Policy CC5 see below

Media Screens

WCGS objects strongly to the proposal to locate four very large digital media screens on the lower five floors of this building. Our objections are on amenity grounds, although we would suggest that there might also be public safety grounds in view of the complex nature of the road network and the proximity of existing large digital advertising screens, especially the Chiswick Towers (CT) on the roundabout itself (granted on appeal in 2012). The applicant himself notes (6.1.1) that six roads converge at Chiswick Roundabout but suggests that this means that “There is the potential to provide advertising in four locations on the facades to maximise the amount of viewing exposure on each of these roads.”

In terms of amenity, media screens of the size and position proposed would compound/intensify many of the negative visual impacts resulting from the size and height of the development as described above. We point out that all four screens are taller than those on the roundabout (7.8m v 7.2m) and between approx. 2 to 5 times wider (25m, 15m and 2 @ 10m v 4.8m). They would be positioned at varying heights with the base of screens between 3.9 and 11.5 m above ground.

The elevated section of the M4 already exerts extreme pressure for high-rise advertising on buildings or structures to the detriment of the public realm and the quality of life of residents in the surrounding areas. We know from experience how damaging the CT screens, with a base of 11.5m are. They dominate the roundabout, impact on the amenity of nearby residential properties in the Wellesley Road Conservation Area and appear as incongruous discordant elements in views from as far away as Chiswick Bridge (a Listed structure, and gateway to the borough) and the adjacent Thames towpath.

The proposed much larger media screens, encircling the building would have an even more damaging impact over a wider area. They would be harmful not only in terms of the setting of the surrounding historic parklands but also in terms of their natural assets and biodiversity (light levels at night which would be detrimental to wildlife, especially invertebrates, bats and birds).

We would request that all the media screens are removed for the reason given above and because, in addition, they would detract from and seriously compromise the legibility and landmark status of the building:

Screen 2 at low level aimed at drivers on the A4 travelling east towards the roundabout; this would have a very negative impact on visual amenity for pedestrians and cyclists and the public realm, especially in conjunction with Screen 1 above it.

Screen 3 aimed at drivers travelling south on Gunnersbury Avenue; this would have a negative impact on Gunnersbury Park, the cemetery and the residential areas on the east side of this road.

Screen 4 aimed at west bound traffic leaving London on the M4, this high level screen on the front of the building and facing the roundabout would have a major negative impact on its surroundings, especially when seen together with the CT screens on the roundabout itself.

Screen 1 aimed at drivers arriving into London on the elevated M4. If retained, this screen should be significantly reduced in width.

When considering these digital media screens that are proposed to be located on the building, little weight should be given to any temporary adverts or structures that have been in place, with or without permission, from time to time around the empty site.

It is recognized that there are already lit structures along the M4/A4 corridor; their negative impact should not be intensified. The proposed media screens are massive and the building would be close to Gunnersbury Cemetery and a very sensitive area - the south-western part of Gunnersbury Park. The regeneration plan for the park recognizes this area, around the Potomac Lake and southern boundary mature trees, as one of the most important in terms of biodiversity. The maintenance of "dark corridors" is an important aspect of bat conservation.

The Society is actively supporting the current regeneration project for Gunnersbury Park being managed jointly by the London Boroughs of Hounslow and Ealing. We welcome the real attempt to restore it to its proper status as a valuable public amenity and realize the full potential of its unique combination of historic buildings and landscape, its natural habitats and its municipal park and sports facilities. Blighting the park's skyline with illuminated structures such as might be found in Piccadilly Circus or down-town Las Vegas is not the way to ensure the park's successful restoration and regeneration.

We conclude that the proposed development is not "sustainable development" and, if the Council were to approve this application, the policies of the Local Plan with which it would not comply include (but are not restricted to):

Policy CC5 Advertising: The entire policy for the reasons explained in its paragraph 6.14. The Society has been working with the Council for years to achieve these objectives, supporting the Council at several public inquiries, and advocating for their retention and reflection in the policy in the Local Plan. The location of the borough and the location and nature of its strategic road network are such that advertisements have the potential for major negative impacts on the built and natural heritage assets, the public realm and the residents of the borough (and those of neighbouring boroughs). We were gratified that the Local Plan Inspector endorsed our view that Policy CC5 should be confined to ensuring that any advertisements etc are acceptable in terms of amenity and public safety. See especially, criteria (g), (h), (i), (j) (k) (l) (n).

Our objection is supported by the following:

Open Letter from Council Leader, 20 January 2016 to the Planning Inspectorate to complain about the removal of the iconic Lucozade advertisement at York House, Brentford, in which he states:

Overall, I am concerned there is a lack of consistency with decisions for advertisements on the Great West Road. I appreciate there is a real pressure from advertisers to locate here, as one of the most valuable stretches of land for advertisements in the country. But it is mainly a residential area and local people are not happy about the brightness of the LED screens, which is completely different to the old style illuminated advert hoardings.

Local Plan Inspector Report section on report states (163) Main modification MM19 would therefore amend Policy CC5 to make it sound by concentrating on amenity and public safety to ensure consistency with national policy and the scope of the advertisement regulations.

Various appeal decisions dismissing appeals relating to advertisement proposals on nearby sites along the elevated section of the M4.

Examples: the appeal for digital media screens at Multimedia House, Kew Distribution Centre, Lionel Road, Brentford, TW8 9QR (APP/F5540/H/13/2201090) which was dismissed on amenity grounds on 22 January 2014. The application was for a blanket permission to replace the end

glazed elevations of the consented building with media screens "larger than the current largest advertisement located along the M4 / GWR corridor".

The appeal decision of 1 March 2012 (Ref APP/F5540/ H/11/2165003) concerning Land at Stonehill Road, Chiswick, London W4 2AH, where the appeal was dismissed on grounds of having a materially harmful effect on the character and amenity of the area and on highway safety. It is noted that Transport for London, lodged objections to the Stonehill Road proposals on highway safety grounds. The report by LB Hounslow indicated that "TfL are concerned that the advertisement panel would distract drivers whilst travelling down the A4 off-slip approach towards the Chiswick Roundabout.

The existing off-slip road is relatively free of signage with the exception of directional signage at present. It is considered that the proposal, which has the potential to distract drivers, would adversely impact on public safety."

Landscaping

Pollution in towns and cities is seldom from a single pollutant. Usually there are many pollutants and their total effect is often much greater than you would expect than knowing their individual effects. These include air pollutants, particulates and heavy salting in the soil during icy road weather. Injury from pollutants may make plants more susceptible to injury from some diseases and insects, shortens lifespan and will stunt growth.

Pollution soil salt levels and particulate levels are not mentioned in this report and are not mentioned in this report as an issue when it is known the levels are high. This lack of knowledge in the pollution effects are reflected in the planting scheme.

The planting scheme around the base of the building shows a few (e.g. grasses) but not a range of strong robust plants against continued pollution which should be the priority at this site. It is in my view that the planting is not satisfactory for a highly polluted urban area. The continual degrading of the health of these plants will not benefit the look or feel of the site. Also the tree selection used does not contain any trees with fine hairs on leaves or branches that would help cut down particulates. This shows a lack of understanding of the planting environment.

In general, the improvements on the roundabout and walkways are just suggestions and should not be put in the report as a benefit of this application.

The report also shows a lack of knowledge of the area. For example, the artistic impression of the greening of the flyover wall in pages 10 and 12 would not be possible without decreasing the width of the road or moving the flyover to produce a planting area and therefore is misleading (see Photos below).

5.29 WCGS response to re-consultation

There are no changes proposed to the scale, height or use of the building and the density has been increased. The amended proposals fail utterly to address

the major objections raised by our Society and by others, including statutory consultees. We would emphasise that many of these objections were based on the proposed development's lack of compliance with the policies of Hounslow's Local Plan, the London Plan and the NPPF. We would also emphasise that the nature and scale of the proposed development is such that key objections related to a wide variety of issues, including:

- Unsuitability of site for residential use
- Lack of infrastructure
- Negative impact on traffic and public transport
- Negative impact of building on heritage and low-rise residential areas
- Negative impact of media screens on heritage and low-rise residential area

This gross failure to comply with the Council's current planning framework is wholly unacceptable. All our objections of substance submitted in February (WCGS document dated 10 February 2016) still stand. The letter of notification we received indicated that we do not need to resubmit these comments. To avoid any doubt, we confirm that we wish our February 2016 comments to be taken fully into account.

Additional comments on the amended designs:

Lower floors

We consider that making improvements to the façade design of the lower floors is a completely inadequate response to the objections raised. Such changes are totally inadequate to mitigate the extreme harm that the development would inflict on the surrounding heritage and low-rise residential areas.

Media Screens 00505/EY/P18 and 00505/EY/AD22

We endorse the removal of digital advertising screen No 4 from the front of the building and, moreover, we maintain our request that all four screens are removed for the reasons given in our previous comments (paragraphs 28 to 34).

Without prejudice to that request we would seek the removal, in particular, of screen No 3 (aimed at drivers travelling south on Gunnersbury Avenue) on the grounds of its negative impact on Gunnersbury Park, the cemetery and the residential areas on the east side of this road. This negative impact would be compounded by the topography of this area. We note the proposed reduction in length of screen No 1 (aimed at drivers eastbound on the elevated M4) from 25 m to 21 m. If retained, this screen should be further reduced in width in such a way that it no longer wraps around the front of the building/is visible on the front façade.

Ealing Civic Society objects to this application on grounds of overdevelopment. The proposed bulk and massing is inappropriate and the proposed service/loading bay appears to be much too small for a development of this scale. The scheme would provide inadequate usable amenity space. Refuse collection, recycling arrangements and car parking provisions are unconvincing. In addition, the development would greatly exacerbate existing traffic congestion and excess pollution in the vicinity. The proposed height is unacceptable as, despite protestations by the applicant to the contrary, it would present a significant negative impact on Gunnersbury Park, Kew Bridge and Strand on the Green Conservation Areas, their many listed buildings and the Royal Botanic Gardens, Kew World Heritage Site. Furthermore, the proposed advertising panels would be unsightly and inappropriate as part of a residential development.

- 5.31 In addition to the comments received from statutory consultees and amenity societies, 687 letters of objection were received from residents. And 198 letters of support. The objections raised are all examined in the comments made by the amenity societies (above). The letters of support said that the site would create housing and jobs (including affordable homes), help invigorate a vacant site, be of distinctive design and the associated public realm improvements would improve safety and amenity for pedestrians.

6.0 POLICY

- 6.1 Planning decisions must be made in accordance with the development plan unless material considerations indicate otherwise. Local finance considerations must also be assessed.

The National Planning Policy Framework

- 6.2 The National Planning Policy Framework (NPPF) came into force on 27 March 2012, and from April 2014 National Planning Practice Guidance (NPPG) in the form of an online guidance resource to support the NPPF came into effect. The Local Planning Authority (LPA) considers that, where pertinent, the NPPF and NPPG are material considerations and as such, will be taken into account in decision-making as appropriate.

The Development Plan

- 6.3 The Development Plan for the Borough comprises the Council's Local Plan (adopted by the Council on 15 September 2015), the West London Waste Plan and the London Plan Consolidated with Alterations since 2011.
- 6.4 The London Plan and Local Plan are supported by a suite of supplementary documents that are referred to as appropriate in this report.
- 6.5 The Local Plan documents can be viewed on the Planning Policy pages of the Hounslow Council website.

7.0 ASSESSMENT

7.1 The material planning considerations in the assessment of these applications are:

- The principle of the proposed developments (para 7.2)
- The impacts of the development on heritage assets (para 7.27)
- Urban design the public realm and advertisements (para 7.131)
- Density, mix and tenure (para 7.180)
- Residential quality (para 7.222)
- The impacts on neighbouring land uses (para 7.293)
- Highways, transport and access (para 7.318)
- Energy and sustainability (para 7.352)
- Other environmental considerations (para 7.360)

The principle of the proposed developments

The principle of the development of this site in general

- 7.2 At the heart of the National Planning Policy Framework (NPPF) is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision taking.
- 7.3 The NPPF emphasises meeting local needs through providing high quality community services and good design, while protecting the local environment.
- 7.4 Policy IMP1 (Sustainable Development) of the adopted Local Plan states that the Council will take a plan-led approach to all growth and development within the Borough that is considered to be in accordance with the principles of sustainable development as set out in the NPPF, with a balance of social, environmental and economic dimensions. This policy re-iterates the presumption in favour of sustainable development established in the NPPF.
- 7.5 London Plan Policy 2.16 (Strategic Outer London development centres) lists the Great West Corridor as having greater than sub-regional importance in the media sector.
- 7.6 Policy SV1 (Great West Corridor Plan) of the Local Plan sets out that the Council will progress a partial Local Plan review to explore and identify the potential capacity for additional employment-led mixed use development along the Great West Corridor. The Partial Local Plan Review will, amongst other things, identify sites with suitability for tall buildings. This site will likely form part of the Great West Corridor plan area and the plan review may or may not, provide additional policy support for a form of development at the site.

- 7.7 The Council's Golden Mile Vision and Concept Masterplan formed part of the evidence base for the Local Plan. It shows the application site within the Kew Gate Regeneration Area which is identified as having potential to provide over 300,000m² of office, leisure and retail floorspace and around 1,230 new residential units. The Local Plan Review will determine where and how that development should be delivered.
- 7.8 Consultation on the Issues version of the Great West Corridor (GWC) Local Plan Review took place between December 2015 and February 2016. The Local Plan Review is at a very early stage in its development and that severely restricts the amount of weight that can be attributed to it in the assessment of this planning application.
- 7.9 The Development Plan provides a sufficient policy framework to make an assessment of the acceptability of these proposals in principle. Whilst it is clear that the Council does have aspirations to enhance the Great West Corridor (it is hoped that the area could acquire London Plan Opportunity Area status in the future) an assessment of these applications at this time needs to be carried out against existing policy and guidance, with weight attributed as appropriate to emerging policy. In the case of the Local Plan Review, that weight is very limited by the early stage of its development.

The principle of a tall building at this site

- 7.10 Planning permission was granted in 2002 for a 13 storey (a tall building) office building at the site (00505/EY/P5). That permission was implemented through the commencement of groundworks and could be built out now.
- 7.11 The Council's Urban Context and Character Study (2014) states that this site has some suitability for tall buildings.
- 7.12 London Plan policy 7.7 and Local Plan policy CC3 provide detailed criteria against which proposed tall buildings should be assessed and that assessment is carried out later in this report but the principle of a tall building at this site would be acceptable.

The principle of residential at the site

- 7.13 London Plan Policy 3.3 (Increasing housing supply) sets a target for the Borough of 882 new homes per year.
- 7.14 Local Plan Policy SC1 (Housing growth) states that the Council will seek to maximise the supply of housing in the borough to meet housing need in a manner that is consistent with sustainable development principles and is built at a rate that will exceed the London Plan annualized completion targets to achieve at least 12,330 new homes between 2015 and 2030.
- 7.15 This development would deliver 327 residential units, which would help to meet those targets.
- 7.16 The site is in a relatively hostile environment, surrounded by very busy roads. Whether or not the standard of accommodation provided at the site would be

acceptable in that context is assessed elsewhere in this report. Whilst the principle of some residential at the site may be acceptable, the issue to be considered is with the scale and intensity of residential use as part of a mixed use scheme

The principle of an office use at the site

- 7.17 London Plan Policy 2.16 (Strategic outer London development centres) lists the Great West Corridor as having greater than sub-regional importance in the media sector.
- 7.18 Policy 4.2 (Offices) states that boroughs should support the management and mixed use development and redevelopment of office provision to improve London's competitiveness and to address the wider objectives of the Plan, including enhancing its varied attractions for businesses of different types and sizes including small and medium sized enterprises.
- 7.19 Policy 4.3 (Mixed use developments and offices) states that mixed use development and redevelopment should support consolidation and enhancements to the quality of the remaining office stock.
- 7.20 Local Plan Policy ED1 (Promoting employment growth and development) states that the Council will secure the business opportunities stimulated by the London Borough of Hounslow's location close to Heathrow Airport and central London by ensuring that sufficient capacity is provided for anticipated sectors of employment growth. This will be accomplished by promoting new office-based employment in the borough's four town centres, as well as employment based growth within the Great West Corridor Strategic Outer London Development Centre in co-ordination with improvements to the public transport infrastructure, and other strategically and locally significant locations for employment.
- 7.21 Policy ED2 (Maintaining the borough's employment land supply) states that the Council will consolidate the London Borough of Hounslow's major industrial and office sites to secure the continued major representation of international companies, business headquarters and SMEs within the borough, and to ensure that the supply chain opportunities created by Heathrow Airport are retained within the borough.
- 7.22 In addition to this general policy support for office provision in this location, there is an extant planning permission for an office building at this site.
- 7.23 The applicant states that the development could create around 450 jobs and that the layout of the space would be attractive to small and medium sized business, including those in the media sector. This would be a notable benefit associated with the development and would acceptable in principle.

The principle of a retail and restaurant uses at the site

- 7.24 459m² of flexible floorspace would be created that could be for retail or restaurant uses. Local Plan Policy TC3 (Managing the growth of retail and other

main town centre uses) states that an impact assessment will be required where more than 500m² of retail floorspace would be provided outside of the boroughs town centres. That would not be the case here. The floorspace would likely provide an ancillary function to the residential and office uses at the site and would facilitate an active frontage at ground floor level of the building. The retail/restaurant use at the site would be acceptable in principle.

The principle of advertisements at the site

- 7.25 The site has a history for the display of advertisements. There have been many applications made for both temporary and permanent advertisements on this site, of varying size, scale, height and type of illumination.. Local Plan Policy CC5 (Advertisement Panels, Hoardings and Structures) provides detailed criteria against which the acceptability of individual advertisements should be assessed and that assessment is carried out elsewhere in this report. In addition, for advertisements, the Town and Country Planning (Control of Advertisements) Regulations 2007 outlines the considerations to be made when determining applications for consent to display advertisements.

Summary

- 7.26 For the reasons set out above, the principle of a development on this site is acceptable. It is now necessary to determine whether or not the proposals would comply with specific policies of the Development Plan and other material guidance.

The impacts of the development on heritage assets

The legal framework

- 7.27 S66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 7.28 S72(1) states that with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Material planning considerations

- 7.29 The NPPF sets out that in determining planning applications, local planning authorities should take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

- the desirability of new development making a positive contribution to local character and distinctiveness.
- 7.30 When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be.
- 7.31 Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.
- 7.32 Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.
- 7.33 Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- the nature of the heritage asset prevents all reasonable uses of the site; and
 - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
 - the harm or loss is outweighed by the benefit of bringing the site back into use.
- 7.34 Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 7.35 The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgment will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 7.36 Local Planning Authorities should look for opportunities for new development within conservation areas and within the setting of heritage assets to enhance or better reveal their significance.
- 7.37 London Plan Policy 7.8 (Heritage assets and archaeology) states that development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

- 7.38 Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.
- 7.39 Policy 7.10 (World Heritage Sites) states that development in World Heritage Sites and their settings, including any buffer zones, should conserve, promote, make sustainable use of and enhance their authenticity, integrity and significance and Outstanding Universal Value. The Mayor has published Supplementary Planning Guidance on London's World Heritage Sites – Guidance on Settings, to help relevant stakeholders define the setting of World Heritage Sites.
- 7.40 Development should not cause adverse impacts on World Heritage Sites or their settings (including any buffer zone). In particular, it should not compromise a viewer's ability to appreciate its Outstanding Universal Value, integrity, authenticity or significance. In considering planning applications, appropriate weight should be given to implementing the provisions of the World Heritage Site Management Plans.
- 7.41 London Plan Policy 7.7 (Location and design of tall and large buildings) states that the impact of tall buildings proposed in sensitive locations should be given particular consideration. Such areas might include conservation areas, listed buildings and their settings, registered historic parks and gardens, scheduled monuments, battlefields, the edge of the Green Belt or Metropolitan Open Land, World Heritage Sites or other areas designated by boroughs as being sensitive or inappropriate for tall buildings.
- 7.42 Policy 7.4 (Local Character) sets out that Buildings, streets and open spaces should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass and is informed by the surrounding historic environment.
- 7.43 Local Plan Policy CC4 (Heritage) states that the Council will identify, conserve and take opportunities to enhance the significance of the borough's heritage assets as a positive means of supporting an area's distinctive character and sense of history.
- 7.44 It will achieve this by:
- Collating a borough-wide Heritage Strategy to guide a long-term, ambitious strategy for the continued conservation, enhancement and enjoyment of the significance of the borough's heritage assets, in consultation with the borough's local history societies and residents;
 - Conserving and taking opportunities to enhance the significance of the borough's network of designated and non-designated heritage assets and their settings, identifying new assets where appropriate and recognizing the cumulative positive impact of heritage assets in a given area in consultation with the borough's local history societies and residents. The Council will use Article 4 directions where appropriate to enhance conservation of character or fabric;

- Promoting heritage-led regeneration, particularly where this brings long term value and sense of place to development, such as in our town centres and along the Golden Mile. The Council will aim to secure the regeneration of heritage assets at risk, including those within Gunnersbury Park, Hanworth Park, Boston Manor House and the former Hounslow Powder Mills sites;
- Working with Royal Botanic Gardens Kew World Heritage Site, London Borough of Richmond and Historic England to conserve and enhance the outstanding universal values of The Royal Botanical Gardens Kew World Heritage Site, its buffer zone and its setting, including views to and from this asset. This includes assisting in the implementation of the World Heritage Site Management Plan;
- Promoting the appropriate re-use of historic buildings and supporting schemes that conserve the significance of, and provide the heritage asset with a sustainable, long-term use;
- Working with our network of partners to ensure the borough's heritage is accessible, appreciated, valued and enjoyed by residents, workers and visitors;
- Conserving and enhancing the strategic and local views identified in the Urban Context and Character Study that give the borough its character, visual richness and coherence; and by maintaining and updating a schedule of views; and
- Conserving and enhancing the borough's beneficial and historic landmarks identified in the Urban Context and Character Study, which provide a strong visual and physical presence in the townscape.

7.45 The Council will expect development proposals to

- Conserve and take opportunities to enhance any heritage asset and its setting in a manner appropriate to its significance;
- Retain, conserve and reuse a heritage asset in a manner appropriate to its value and significance;
- Demonstrate that substantial harm to or loss of a heritage asset is avoided, unless exceptional circumstances can be demonstrated, consistent with the NPPF;
- Demonstrate that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset (see Glossary), this harm will be outweighed by the public benefits of the proposal, including securing its optimum viable use; or
- Have regard to any harm to, or loss of, the significance of a non-designated heritage asset, including from both direct and indirect effects. Non-designated heritage assets include locally listed buildings, Archaeological Priority Areas and areas of special local character.

- 7.46 Any development within or affecting a Conservation Area must conserve and take opportunities to enhance the character of the area, and respect the grain, scale, form, proportions and materials of the surrounding area and existing architecture.
- 7.47 Development must conserve and enhance the internationally recognised Outstanding Universal Value of the Royal Botanic Gardens Kew World Heritage Site, its buffer zone and its setting, including views to and from the site.
- 7.48 The Council will expect the development proposal to submit an Archaeological Evaluation Report if the proposal falls within or adjacent to an Archaeological Priority Area.
- 7.49 Development must conserve and enhance a scheduled ancient monument and its setting if affected. Proposals must assess and submit an evaluation report if the proposal affects a scheduled ancient monument.
- 7.50 Development must conserve and enhance any strategic or local views identified in the Urban Context and Character Study and undertake a visual impact assessment to demonstrate no adverse impacts on the designated view or on views from Royal Botanic Gardens Kew World Heritage Site.
- 7.51 Local Plan Policy CC3 (Tall buildings) states that the Council will expect development proposals to take opportunities to enhance the setting of surrounding heritage assets, the overall skyline and views.
- 7.52 Local Plan Policy GB1 states that development proposals will be expected to maintain the openness, setting and visual amenity where located near Metropolitan Open Land, with particular attention given to the location, setting, design, materials, height and landscaping.
- 7.53 Historic England has published a range of guidance to inform planning decisions relating to heritage, including Advice Note 3 - The Setting of Heritage Assets (2015) and Advice Note 4 – Tall Buildings (2015). The Royal Botanic Gardens Kew has published a range of guidance to inform planning decisions relating to heritage, including the Royal Botanic Gardens Kew World Heritage Site Management Plan (2011) and the Statement of Outstanding Universal Value. The Council has published a suite of Conservation Area Appraisals and these are relevant to the assessment of this proposed development where it would be in the setting of a conservation area.

The impacts of the proposed development on the historic environment

- 7.54 There are no heritage assets on the existing site, however, the Grade II* Gunnersbury Mansion within its Grade II* registered landscape is in close proximity to the north and there are a number of conservation areas nearby. Due to the scale, height and massing of the development, there are a high number of designated heritage assets affected by the proposals, including the Kew World Heritage Site (& CA), the Strand on the Green conservation area and the Kew Green conservation area. The impacts of the proposed development on heritage assets are described below.

Kew World Heritage Site

- 7.55 Royal Botanic Gardens, Kew is located south of the site within the London Borough of Richmond upon Thames. It was inscribed as a UNESCO World Heritage Site in 2003. It is also a Grade I Registered Park & Garden, Metropolitan Open Land and a conservation area. It contains 44 listed buildings.
- 7.56 The Outstanding Universal Value (OUV) of Kew Gardens includes:
- a rich and diverse historic cultural landscape providing a palimpsest of landscape design;
 - an iconic architectural legacy;
 - globally important preserved and living plant collections;
 - a horticultural heritage of keynote species and collections.
- 7.57 Illustrating significant periods in garden design from the 18th to the 20th centuries, this historic landscape garden includes work by internationally renowned landscape architects including William Kent, Charles Bridgeman, Capability Brown and William Nesfield.
- 7.58 It also houses 44 listed buildings designed by architects including William Chambers and Decimus Burton. The gardens contain extensive botanic collections (including living plants and trees) that have been enriched over three centuries. Since their creation in 1759, the gardens have made an internationally significant contribution to the study of botany and horticulture.
- 7.59 Buildings including Kew Palace, The Orangery and follies such as the Pagoda (all Grade I listed) highlight the royal significance of the earlier history of the gardens. Later buildings illustrate the development of a scientific collection in the 19th century, and include The Palm House (also Grade I), which is one of the most important 19th century iron and glass structures in the world, and remains a focal point within the site.
- 7.60 The outstanding universal values of the World Heritage Site specifically refer to the landscape design and the iconic architectural legacy of the Royal Botanic Gardens. A particularly important aspect of the many highly graded listed assets within the WHS is their designed landscape setting. Similarly, much of the significance of the grade I registered park & garden comes from the landscape design with its primary and secondary views, with formal and informal elements overlapping. Whilst certain viewpoints may be of particular value within the WHS, the experience of this unique asset is a kinetic one which clearly cannot be distilled to singular viewpoints.
- 7.61 The development will appear as an arbitrary new element on the skyline from within the World Heritage Site from a number of viewpoints. An important kinetic view affected would be of the Grade I listed Orangery as one approaches from the south west. Designed by William Chambers (1761), it is located in a prominent position within the gardens, being sited within the right angle formed

by the two sections of the Broad Walk. Built of brick and coated in Chambers' own custom recipe of durable stucco, it is the largest classical style building in the Gardens and is the only surviving plant house in the gardens designed by Chambers.

- 7.62 On approach from the triangular conjunction of paths to the south west, the Orangery emerges into view; framed in conjunction with the grand Chestnut Leaved Oak in the foreground and an expansive and varied tree-lined backdrop. This arboreal backdrop is currently intact to the north and east, with the Haverfield Towers to the North West being largely screened by mature evergreen trees along the west edge of the path.
- 7.63 The proposed tall building would appear assertively above the treeline in juxtaposition with the Orangery in this kinetic view. The landscape setting of the Orangery is a particularly important part of its special interest, given its symbiotic relationship with the Botanic Gardens. As noted earlier, the mature tree seen in juxtaposition with the Orangery and development scheme (and as shown in View 16) is a Chestnut Leaved Oak planted in 1846 and has been described as the "biggest, finest and unrivalled specimen of its type in the world."
- 7.64 It is recognised that the skyline to the west of the Orangery has already been partly compromised by the presence of the Haverfield Estate towers. In their report to UNESCO, when the site was being considered for inscription, ICOMOS International reported that the towers in the Haverfield Estate seriously diminished the visual experience at Kew. The proposed development would further exacerbate and contribute to that harm.
- 7.65 It is also noted that the scheme would be seen in conjunction with views of Kew Palace (Scheduled Ancient Monument and Grade I listed building). Whilst these would be oblique views they would be from within close proximity to the Palace and from a vantage point not currently affected by other tall buildings. The verdant garden setting of the Palace is an important part of its significance and was a key reason for it becoming a favourite Royal retreat. The presence of the tall building would impose an unwelcome urban context, eroding from the ability to appreciate the parkland setting of the Palace.
- 7.66 The development would cause demonstrable harm to the setting of the World Heritage Site. This harm would be serious but in NPPF terms, would be less than substantial.

Gunnersbury Park and Cemetery

- 7.67 Gunnersbury Park is a Grade II* registered landscape and a conservation area. Gunnersbury Park & Cemetery are also designated as Metropolitan Open Land. The park covers 186 acres and contains over 21 listed buildings including the Grade II* listed Gunnersbury Park House ('The Large Mansion'); Gunnersbury House ('The Small Mansion') and the II* listed Orangery. As a private estate, the park was home to a host of notable owners, including the 17th century lawyer and politician John Maynard; Princess Amelia, daughter of King George

II and the Rothschild family. The mansions and the park are currently the subject of extensive renovations supported by Heritage Lottery funding.

- 7.68 The adopted conservation management plan (currently being updated) identifies the landscape as 'perhaps its most significant asset'. Whilst it has evolved over time, it is recognised that its greatest contributors were William Kent and Sir William Chambers (both C18). Indeed, some of the landscaping could date from the early years of Princess Amelia's occupation, with the terrace, south lawn, Orangery and walls south of the house laid out in the C17. Significant funding by both the Heritage Lottery Fund and Historic England has been committed to restore the buildings and landscape under the Gunnersbury 2026 project.
- 7.69 Kensington Cemetery (laid out in 1929) lies to the south of Gunnersbury Park and is included within the Gunnersbury Park Conservation Area. The land historically formed part of the Gunnersbury Park estate and was purchased by the Borough from the Rothschild family. Its most notable architectural feature is the Katyn Memorial, a black obelisk designed by Louis Fitzgibbon (1976), and built as a memorial to those who died in the Katyn massacre of 1940.
- 7.70 A key feature of the Registered Park and Garden is the aesthetic value of the ornamental and picturesque buildings set within a designed landscape. The topography of the park enables views of it from other parts of the borough, and the open nature of the park extends into the adjacent cemetery.
- 7.71 The development would appear visible as a new urban element within the treeline in key views south from the Terrace of Gunnersbury Park. This would detract from the currently uncompromised view of the landscape currently seen from this terrace and would erode the intended primacy of the built elements within it, such as the Grade II* listed Conservatory.
- 7.72 It would represent a discordant feature out of scale with the generally suburban nature of the park's present context.
- 7.73 Some views in the park have been adversely affected by existing taller buildings but to the south and south-east trees screen much of the existing and consented commercial development. The proposed development, which is much taller than the other existing and consented buildings apparent from within the park, would be particularly dominant in views from the terrace outside the Large and Small Mansions and inside Gunnersbury cemetery. It would diminish the contribution made to the area's significance by its setting.
- 7.74 The development would cause demonstrable harm to the settings of the Grade II* listed registered landscape and the Gunnersbury Park Conservation Area. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.
- 7.75 The Temple in Gunnersbury Park is a Grade II* listed building within Gunnersbury Park. The proposed development, as seen in the principal view

from in front of the Temple, would diminish the contribution made to the Temple's significance by its setting.

- 7.76 Gunnersbury Park House is a Grade II* listed building within Gunnersbury Park. The immediate setting and the wider setting of views over the park are important to this building. The Proposed Development would affect the main views from the south and would cause harm (less than substantial harm) to the significance of Gunnersbury Park House.
- 7.77 The Conservatory (or Orangery) in Gunnersbury Park is a Grade II* listed building. The significance of the Orangery derives from its inherent architectural and historical interest, but also from historical connections to the designed landscape in which it stands and which provides its setting. The proposed development, appearing above the tree line in important views of the building in its sheltered location, would cause harm to the Orangery's significance.
- 7.78 There are a number of Grade II listed buildings in Gunnersbury Park. The proposed development would be visible from several points within the park (and in several places in views of some of the listed structures) and would introduce a discordant feature out of scale with the generally suburban nature of the park's present context.
- 7.79 The Park is designated as Metropolitan Open Land and Policy GB1 seeks to protect its openness. The introduction of such a large, prominent building within the setting of the Park would compromise that openness, contrary to the objectives of that policy.
- 7.80 The development would cause demonstrable harm to the setting of these Grade II* and Grade II listed buildings. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.
- 7.81 A view provided by the applicant within their Townscape and Visual Impact Assessment of the proposed development would viewed from Gunnersbury Cemetery is shown below.



Kew Green Conservation Area

- 7.82 Kew Green Conservation Area is focused around Kew Green and contains a high number of listed buildings. Those buildings not protected by statutory listing are included on LB Richmond's local list of buildings of townscape merit.
- 7.83 Much of the conservation area, including the Green, lies within the World Heritage Site buffer zone. Kew Green was designated due to its exceptional character as an historic open space, the associated high quality of the mostly C18th development and its superior riverside environment. It is a visually cohesive area with a clearly identifiable sense of place and distinctive character; still legible as the archetypal village green.
- 7.84 The entrance to Kew Gardens lies to the west of the Green, part of which is included within the WHS boundary due to the historic location of entrance lodges. The Green is surrounded by large 18th and 19th century houses, many of which are listed and which through the quality of their architecture add formal grace to the central area.
- 7.85 High boundary walls containing mature gardens provide a sense of privacy and enclosure. St. Anne's Church (Grade II* - 1710-14), in striking yellow brick, sits on the Green itself. There is some modern development which has respected the characteristic scale. The Riverside acts as foil to the Green and its peaceful semi-rural character.
- 7.86 The proposed development would appear as a prominent new urban element on the skyline of the Kew Green Conservation Area/ buffer zone of the Kew World Heritage Site.

- 7.87 The village green setting of the numerous individual listed buildings of Kew Green, particularly those along the northern edge, clearly contributes a key aspect of their significance. The aesthetic appeal of the buildings is drawn from their communal domestic and varied character and their relationship to the Green. The modest scale and appearance of these buildings is particularly vulnerable to harm arising from development of greater height and visual prominence within their setting.
- 7.88 The distinctive village green setting of Kew Green lies at the very heart of the special character and appearance of the area. The proposed development would intrude into key views as an incongruous disruptive feature on the skyline.
- 7.89 It would appear as a discordant feature at odds with the scale and character of existing development. It has been shown to appear distinctly over the buildings, many of which are listed, on the north side of the Green in a number of places. It would disturb the sense of enclosed space, which is noted in the Conservation Area Appraisal as a key characteristic. The same Statement also highlights the risk of 'Development pressure which may harm the balance of the river and landscape-dominated setting, and the obstruction or spoiling of views, skylines and landmarks'.
- 7.90 Whilst the Haverfield Estate tower blocks towards the north-west are already clearly visible on the skyline, the views to the north and north-east of the Green currently remain largely uncompromised by such development. The character and appearance of the Conservation Area has not been eroded by those buildings to the point where it no longer requires protection. This development would replicate the harm caused by that Estate.
- 7.91 The significance of views from the Green would be significantly undermined. The harm caused to important features of the Conservation Area would be so serious that the development would result in the significance of the heritage asset being very much reduced. Substantial harm would be caused to the heritage asset by this development in its setting.
- 7.92 The Parish Church of St. Anne is a Grade II* listed building within the Conservation Area. The proposed development would be visible from the north side of the church, above the terraced houses on the north side of Kew Green. The significance of St Anne's derives primarily from its inherent architectural and historical value, but that it also derives considerable significance from its setting on Kew Green.
- 7.93 The view north-eastwards from the south-western side of the church and the upper storeys of the Proposed Development would be visible above the trees on the perimeter of Kew Green. The development would cause harm to the appreciation of the building when approached from the south-west (a main approach).
- 7.94 There are a number of Grade II listed and locally listed houses on the north side of Kew Green. All of these houses face on to Kew Green and it provides their principal setting, where they are viewed from. The development would

introduce a discordant feature at odds with their scale and character. The proposed development would cause harm and in some cases notable harm to their setting as the development would be seen directly behind.

- 7.95 The development would cause demonstrable harm to the setting of these Grade II*, Grade II listed and locally listed buildings. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.
- 7.96 A view provided by the applicant within their Townscape and Visual Impact Assessment of the proposed development would viewed from Kew Green is shown below.



Strand on the Green Conservation Area

- 7.97 Strand on the Green Conservation Area lies on the banks of the Thames and is framed by the two river crossings of Kew Bridge and Kew Railway Bridge (both Grade II listed). It remains legible as a small riverside ribbon development of a fishing village from the 18th and early 19th centuries. Much of its special interest lies in its tranquil riverside setting and the advantageous views from the south side of the river. It includes an attractive assemblage of buildings including fishermen's cottages, boat builders' sheds, public houses and maltings, alongside larger and more elegant private houses.
- 7.98 The majority of the houses along the Thames path are listed. The largely consistent scale of the buildings and the tranquil river setting are unifying features.

- 7.99 The riparian banks of the conservation area are given further recognition through inclusion within the Dukes Meadow area of Metropolitan Open Land. This runs along the banks of the Thames to the eastern periphery of the Borough boundary and also includes the Grove Park and Chiswick House conservation areas.
- 7.100 The development would appear as a prominent and incongruous new element on the skyline in important views of the conservation area and its listed buildings (including the Grade II* Zoffany House). Those located along the river frontage clearly derive significance from their riverine setting. The development would result in a distinct and dominant intrusion on the skyline and would be a harmful addition to what are largely unspoilt views. The tranquil riverine setting goes to the very heart of the special character and appearance of Strand on the Green.
- 7.101 It would introduce a discordant feature at odds with the scale of development fronting the river. In views northwards from the south side of the Thames, on the Thames Path, the harm caused to the appreciation of the 16th to 20th century low riverside settlement would be serious. It is acknowledged that views from this area towards the northwest are affected by taller buildings of Brentford and around Kew Bridge. However, the tall point of the proposed development is distinct from these other buildings in Brentford and would stand out in the sky rising considerably further than other development as an isolated and out of scale tower, distracting from what is the key element of the conservation area: the historic riverside village along the foreshore. This issue is recognised in the Conservation Area Appraisal which notes that the area has 'picturesque charm' and is 'vulnerable to inappropriate changes on the skyline (as viewed) from Surrey side...'. Through its intrusion into the key views of the riverside village in its historic (and still for the most part appreciably low-rise) setting, the proposed development would very much reduce the significance of the Conservation Area as a whole.
- 7.102 The harm caused to important features of the Conservation Area would be so serious that the development would result in the significance of the heritage asset being very much reduced. Substantial harm would be caused to the heritage asset by this development in its setting.
- 7.103 There are a number of Grade II listed buildings at Strand-on-the-Green and immediately to the east of the rail bridge. The proposed development would have a significant effect on the background setting of this group, in particular those to the west of the island in the Thames.
- 7.104 These buildings are important because of their architectural and historical qualities as individual buildings, but also because of their connection to the river. The development would introduce a discordant feature at odds with their scale and character.
- 7.105 The development would cause demonstrable harm to the setting of these Grade II listed buildings. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.

- 7.106 A view provided by the applicant within their Townscape and Visual Impact Assessment of the proposed development in the context of the Strand on the Green Conservation Area is shown below.



Wellesley Road Conservation Area

- 7.107 The Proposed Development would be at odds with the suburban character of the area and its setting. In some views from the conservation area, the proposed development would have a dominating effect causing serious harm to views in the conservation area at the approach to the Chiswick Roundabout and of shopping parade on the south side Chiswick High Road and from Clarence Road.
- 7.108 The development would cause demonstrable harm to the setting of the Conservation Area. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.

Chiswick House Conservation Area

- 7.109 The proposed development would cause negligible harm to views within the grounds of Chiswick House but would be visible in the streets around on a north-west to south east axis within the conservation area.
- 7.110 Where it would be visible from the streets surrounding the gardens, the proposed development would be at odds with their suburban character. It would diminish the contribution made to the area's significance by its low-rise setting, albeit the change would be appreciable from fewer locations within the conservation area.

- 7.111 The development would cause demonstrable harm to the setting of the Conservation Area. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.

Grove Park Conservation Area

- 7.112 The Grove Park Conservation Area's primary interest derives from the historical value of it being the first large Victorian housing estate in Chiswick; its original character remains recognisable. Views of the proposed development from the conservation area would be limited but they would detract from the suburban nature of the asset's historic setting.

- 7.113 The development would cause demonstrable harm to the setting of the Conservation Area. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.

Kew Bridge Conservation Area and its listed buildings

- 7.114 The Kew Bridge Conservation Area's interest derives from the architectural and historical value of the pumping station and associated buildings, and also from the historical convergence of routes into London and over the river at this point. The conservation area's setting does not contribute greatly to its significance. It is however seen from the Thames Path National trail on the south side from the bend around Kew Gardens to Kew Bridge. The proposed scheme would introduce a quite different, metropolitan-scaled building within this area of outer-London suburbia that would conflict with that character and appearance of the Conservation Area and cause harm to its setting.

- 7.115 The development would cause demonstrable harm to the setting of the Conservation Area. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.

- 7.116 Kew Bridge Pumping Station and the Metropolitan Water Board Pump House Tower are Grade I Listed Buildings. The proposed development would fill the sky gap between the Pumping Station to the left and the Pump House Tower to the right and due to its size, materials and form and appearance between the Pumping Station and the Tower would cause harm to the visual relationship between the Grade I listed heritage assets.

- 7.117 The development would be partially obscured in these views by the consented Brentford Football Club development but it would cause some harm over and above that.

- 7.118 The development would cause demonstrable harm to the settings of these Grade I listed buildings. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.

Turnham Green Conservation Area

- 7.119 The primary significance of the Turnham Green Conservation Area derives from the open nature of the green itself, bounded by buildings of historic interest. The proposed development would be visible in views across the green, and would, in conjunction with the existing tall buildings present, serve to diminish slightly more the open nature of the green.
- 7.120 The development would cause demonstrable harm to the setting of the Conservation Area. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm.
- 7.121 *Thorney Hedge Conservation Area* The Thorney Hedge Conservation Area comprises a short length of the ancient thoroughfare of Chiswick High Road near Gunnersbury Station. It includes early properties on both sides of the road, the earliest being the former John Bull public house, a building of Local Townscape Character, which together illustrate a sequence from domestic to commercial use in a similar architectural style. The proposed development would be clearly visible from the Chiswick High Road section of the Conservation Area, and would present an overpowering feature to the west of the Conservation Area, blocking the openness of the original road feature that the Conservation Area was built upon.
- 7.122 The development would cause demonstrable harm to the setting of the Conservation Area. That harm would be serious but in NPPF terms, it would be less than substantial. Less than substantial harm does not mean that less than substantial weight should be afforded to that harm

Summary

- 7.123 The development would cause harm to a wide range of heritage assets through development in their setting. Those assets include the Kew Gardens World Heritage Site and its buffer zone, a Grade II* listed registered park, listed buildings of all grades and a number of conservation areas. In some cases, that harm would be substantial, in NPPF terms.
- 7.124 The surroundings in which these designated heritage assets are experienced make a vital contribution to their special character and appearance. The settings of these assets would be permanently and negatively altered through the visual intrusion of a conspicuous tower block.
- 7.125 The dominant scale and incongruous design of the proposed tower is diametrically opposed to the historic scale, grain, materials and still legible rural setting from which the designated heritage assets primarily derive their significance. As a result, the ability to appreciate the particular special character and appearance of these heritage assets would be seriously affected, and in some cases the significance of these designated heritage assets would be very much reduced.

- 7.126 The applicant, in their submissions, has placed great weight on the quality of the design of the building. In general terms, making the case that any impacts of the development on heritage assets would be mitigated or shaped by its outstanding architecture. In the cases of a number of assets, the applicant states that their settings would be improved by the ability to view the building.
- 7.127 Whether or not the building would be of excellent design quality is described elsewhere in this report. In any event, given the nature and character of the heritage assets affected, that general position is not accepted.
- 7.128 Planning permission has been granted for a building of 13 storeys at this site and that consent has been implemented and could be built. Whilst that development could impact on some of the heritage assets harmed by the proposed development, it would not cause anything like the scale of harm that would be caused by this building.
- 7.129 The legal and planning framework sets out the weight that must be afforded to these dis-benefits of the proposed development, which is significant. How this influences the planning balance is set out later in this report.

Archaeology

- 7.130 Historic England are satisfied that the development would not result in harm to archaeological heritage assets and those findings are accepted.

Urban design, the public realm and advertisements

- 7.131 The NPPF states that good quality design is an integral part of sustainable development and that decision takers should always seek high quality design. It states that achieving good design is about creating places, buildings or spaces that work well for everyone, look good, will last well, and adapt to the needs of future generations, with good design responding in a practical and creative way to both the function and identity of a place, putting land, water, drainage, energy, community, economic, infrastructure and other such resources to the best possible use. The NPPF also says 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. It is proper to seek to promote or reinforce local distinctiveness.
- 7.132 Planning permission should not be refused for buildings and infrastructure that promote high levels of sustainability because of concern about incompatibility with an existing townscape, if mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits).
- 7.133 The degree to which new development reflects and responds to the character and history of its surrounds is a key element of good design as defined within the NPPF. This relationship should be considered throughout the design process, and should inform the positioning, massing, height, and materiality of

development proposals. Developing a design solution that works with its surrounding context should not prevent or discourage appropriate innovation.

7.134 The London Plan requires all large scale proposals to be of the highest quality design especially in terms of impact on views, the wider and local townscape context and local environmental impact. The achievement of high quality urban design is also highlighted as a key factor in achieving a more attractive and green city.

7.135 London Plan Policy 7.4 (Local Character) sets out that buildings should provide a high quality design response to the urban grain, street pattern, natural features, human scale and the historic environment and is supported by Policy 7.6 (Architecture) which seeks to promote high architectural and design quality appropriate to its context.

7.136 Policy 7.6 (Architecture) states that buildings and structures should:

- a) be of the highest architectural quality
- b) be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm
- c) comprise details and materials that complement, not necessarily replicate, the local architectural character
- d) not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings
- e) incorporate best practice in resource management and climate change mitigation and adaptation
- f) provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces
- g) be adaptable to different activities and land uses, particularly at ground level
- h) meet the principles of inclusive design
- i) optimise the potential of sites

7.137 Policy 7.7 (Location and Design of Tall and Large Buildings) does not explicitly define such buildings in the policy, nor is there specific definition in the CABI Guidance on Tall Buildings on which the policy draws, but given the height of the proposal it can be argued that it would constitute a tall building (being substantially taller than its surroundings).

7.138 The policy does not seek to resist tall and large buildings in appropriate locations and notes that their location should be part of a plan-led approach with boroughs working with the Mayor to consider which areas are appropriate for such buildings and identify them through local policy. The following criteria are listed within the policy:

- *generally be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town centres that have good access to public transport;*
- *only be considered in areas whose character would not be affected adversely by the scale, mass and bulk of a tall or large building;*
- *relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level;*
- *individually or as a group, improve the legibility of an area, by emphasising a point of civic or visual significance where appropriate, and enhance the skyline and image of London;*
- *incorporate the highest standards of architecture and materials, including sustainable design and construction practices;*
- *have ground floor activities that provide a positive relationship to the surrounding streets;*
- *contribute to improving the permeability of the site and wider areas, where possible;*
- *incorporate publicly accessible areas on the upper floors, where appropriate;*
- *make a significant contribution to local regeneration.*

7.139 Adopted Local Plan policy CC1 (Context and Character) states that development proposals should have due regard to the Context and Character Study and Policy CC2 (Urban Design and architecture) states that the Council will retain, promote and support high quality urban design and architecture to create, attractive, distinctive, and liveable places.

7.140 The Urban Context and Character Study identifies and analyses the urban character of the Borough. By assessing the character of those areas of the Borough likely to undergo significant growth over the Local Plan period, the Context and Character Study can help new development to add to local character in ways which enhance positive qualities and address negative issues.

7.141 The Urban Context and Character Study defines a tall building in the borough as any building or structure which is over 20m in height and/or which is significantly taller than the surrounding townscape and/ or which recognisably changes the skyline. As the height of the tallest part of the development is over 21m it would constitute a tall building in terms of the Study and Local Plan.

7.142 Local Plan policy CC3 (Tall Buildings) outlines the Council's approach to tall buildings. To contribute to regeneration and growth, the Council will support

high quality tall buildings in identified locations which accord with the principles of sustainable development.

7.143 It goes on to list 12 criteria against which the Council would expect proposals for tall buildings to comply. These are:

- *Be sensitively located and be of a height and scale that is in proportion to its location and setting, and carefully relate and respond to the character of the surrounding area;*
- *Be of the highest architectural design and standards; be attractive, robust and sustainable;*
- *Be of a scale that reflects their relevance and hierarchical importance when located within a grouping/cluster of tall buildings;*
- *Be designed to give full consideration to its form, massing and silhouette including any cumulative impacts and the potential impact of this on the immediate and wider context;*
- *Relate heights to widths of spaces to achieve comfortable proportions, and provide a positive edge to the public realm and a human scale through the careful treatment of ground floors and lower levels;*
- *Provide for a comfortable and pleasant microclimate which minimises wind vortices and over-shadowing;*
- *Provide for biodiversity within the building form and be sensitive to surrounding open spaces including waterways to ensure minimal impact;*
- *Take opportunities to enhance the setting of surrounding heritage assets, the overall skyline and views;*
- *Carefully consider the façade and overall detailing to ensure visual interest, vertical and horizontal rhythms, an indication of how the building is inhabited, internal thermal comfort and the visual break-up of the building visually at varying scales;*
- *Use materials and finishes that are robust, durable and of the highest quality, with facades providing innate interest, variety and function;*
- *Incorporate innovative approaches to providing high quality, usable, private and communal amenity space where residential uses are proposed; and*
- *Comply with the requirements of the Public Safety Zone for London Heathrow Airport, where appropriate."*

7.144 The supporting text of Policy CC3 states that, way-marking can come from distinctiveness rather than size, so tall buildings should be placed in suitable locations where access to public transport is good and they provide a relevant

marker and focal point. It goes on to state that located in the right place and designed sensitively, tall buildings can add to an area's townscape and image, assist in regeneration, mark a town centre/public transport node or assist in way-finding.

- 7.145 The existing immediate context of the site is extremely fragmented, hard to access, and dominated by noise and fumes from the road infrastructure. The Council aspires to encourage development that incrementally solves this problem, supports the existing employment offer on the Golden Mile and realises the potential of the area around Chiswick Roundabout to become a 'place'. This aspiration is referred to in the Local Plan and its evidence base (Golden Mile Vision + Concept Masterplan and Golden Mile Site Capacity Study). The urban design strategy supporting the design of the proposed development refers to this aspiration and attempts to develop a concept around it that brings fragmented sites together and begins to establish a new identity for the area. The idea of a 'visual marker' for the Golden Mile at this location has meaning, though this could be achieved in many ways.
- 7.146 A successful design should respond to its context. There isn't a consistent, identifiable character around the site. This lack of coherence means there isn't necessarily an established form or materiality for a new mixed-use scheme to work to and much of the context is 'yet to come' as the area around the site emerges. How this might develop is documented in the Golden Mile Vision and Concept Masterplan, the Golden Mile Site Capacity Study, and the Kew Gate Interim Planning Framework.
- 7.147 Whilst the organic forms of the proposal are not reflected within the immediate site context, the application demonstrates how this form making has evolved and has been shown to have the ability to be extended beyond the site through public realm design. It is important that this development should set the standard for design quality in the local area through the introduction of a useful and appropriate mix of uses that supports local facilities and transport networks.
- 7.148 That the site is prominent on the Great West Road in an area with 'some suitability for tall buildings' means that a tall building in this location could be acceptable. There is no threat at this time of the proposal contributing to the creation of a 'wall of tall buildings' as it is an island site, and the immediate surroundings are so fragmented (as described in the Context and Character Study) that it is difficult to specify any specific 'character' for the proposal to respond to. To its advantage the proposal does contain an urban design strategy that addresses the site's challenges in terms of access and poor environmental quality.
- 7.149 The approach to form and massing of the proposed building as separate elements joined by enclosed public realm has been informed by analysis of the area, and as such represents a contextual design response. The positioning of active frontages on Gunnersbury Avenue is logical and has the potential to establish a sense of enclosure and create a street.

- 7.150 The elevational treatment would be striking and efforts have been made to articulate and bring interest to the facades. Amendments to the scheme have improved the interest and consistency in the elevations overall.
- 7.151 There is a laudable concept for the scheme, with the plan, form and elevations all informed by a comprehensive urban design analysis and environmental considerations. Efforts have been made to reflect the vegetation and materials palette that make up the foreground of key views, within the façade design of the proposal. Similarly, the decision to break the building into three distinct elements in a bid to create an elegant form in long distance views is an appropriate one.
- 7.152 The site is currently vacant, but for 3 illuminated advertisement panels and it does nothing to contribute positively towards the quality or character of the area. Its development with a modern, visually interesting building, especially taken together with public realm enhancements that are described below, would be intrinsically beneficial to the appearance of the site and its immediate surroundings.
- 7.153 However, the quantum of development proposed at the site is excessive and that has eroded the quality of the architectural design. This decision has caused the individual building volumes that are integral to the design concept to become difficult to identify from street level. The amount of development proposed for the modestly-sized site has created a massing that reduces the slenderness and elegance of the three tower form, and negates the efforts made in designing a series of innovative and memorable façades, and a distinctive ‘top’ to the building.
- 7.154 An extract from the applicant’s Design and Access Statement showing the west elevation of the building is shown below.



- 7.155 Good quality urban design should respond appropriately to its context. This building, because of its location and scale would sit within the settings of a wide range of heritage assets. This reports has described how the building would cause harm to many of those settings and so the scheme would not successfully integrate within the wider built environment.
- 7.156 Whilst the immediate context within which the site sits is fragmented, the wider context within which the building would be seen is characterised by low and mid-rise buildings with some tall buildings and with some tall buildings consented. This structure would be significantly taller than any other building in that wider context. It would stand, distinct and visually isolated from other larger buildings in the skyline. It may be that in time, the Council progresses with plans for the area around the site that would create a new character when viewed from distance - a new skyline could be created where a tall building on this site, which the Context and Character Study acknowledges there is some capacity for, could sit more comfortably. At this time, the building would appear as very large, distinct structure at odds with its wider urban and historic character of the

area. Considering the criteria in Policy CC3, this does not meet the criteria specified.

- 7.157 Reductions in the height and massing of the proposal would improve the overall quality of the building and allow it to better fulfill its aspiration as an elegant addition to the urban environment. As the plan arrangement and stacking of uses proposed does have merit, reducing the height in this manner would require a fundamental re-assessment of the proposal to ensure that the proportional relationship between its three component elements was as desired. Alternatively, the quantity of development on the site could be reduced to allow for the evolution of a scheme with two as opposed to three elements of a reduced height, retaining the concept of 'distinct forms' that again has merit.
- 7.158 Planning permission was granted for a tall office building at the site in 2002 (13 storeys). This development would have different impacts in terms of townscape and urban design, largely because it would be so much taller. A building of this scale should not be of any other standard than the highest quality given how visible it would be.

The proposed advertisements

- 7.159 Local Plan Policy CC5 (Advertisement Panels, Hoardings and Structures) states that all advertisements must respect their context with suitable regard to considerations of amenity and public safety.
- 7.160 The Council will achieve this by:
- a) Focusing advertisements in town centres, shopping parades and areas of commercial activity;
 - b) Ensuring that advertisements do not adversely impact on the setting of heritage assets, the skyline or the amenity of residential properties. Any impact will be assessed in terms of its significance;
 - c) Encouraging all corporate branding, signage and advertisements (including illuminated advertisements and lighting) positively contribute to an area and resisting adverts that will cause severe harm in terms of townscape, amenity and public safety;
 - d) Reviewing the existing Areas of Special Advertisement Control and where appropriate, designating additional areas for protection due to their sensitivities; and
 - e) Encouraging the use of temporary shrouds and advertising where these make a positive contribution to the appearance of an area during construction or on-site works;
- 7.161 The Council will expect development proposals to:
- f) Describe the advertisement and the supporting structures in every case;

- g) Demonstrate that the advertisement and associated structure are of a size, design, scale and degree of illumination that is compatible with the surrounding buildings, other advertising and the wider area;
- h) Demonstrate that the advertisement, the illumination and associated structure do not appear obtrusive or unduly dominant on the skyline, including during the hours of darkness. Reference should be made to the requirements of the ILP (Institute of Lighting Professionals) Technical Note 5;
- i) Be of a high quality design to support the enhancement of the borough's amenity. Advertisements on buildings should be integral to the building's design, working with the elevation and any architectural features, and relevant to the use and context. Proposals should not detract from the elevation or any architectural features to ensure that they are compatible with existing amenity. Free standing adverts should be well designed as architectural elements and avoid any impact on important views. A proliferation of stand-alone advertisements and billboards will be resisted as being harmful to townscape amenity;
- j) Demonstrate that the advert is sensitively placed and designed to not adversely impact the setting of heritage assets and strategic or local views;
- k) Demonstrate that the advertisement will not result in visual clutter or a proliferation of harmful advertising;
- l) Demonstrate that the advertisement and associated structure does not adversely impact on pedestrian and vehicle movement and safety;
- m) Contribute good quality hard and soft landscaping to enhance the appearance of the area; and
- n) Demonstrate that the advertisement, its illumination and associated structure will not adversely impact (or cumulatively impact) the amenity of residential areas or pedestrians.

7.162 The quantity and scale of the proposed advertisements would confuse the legibility of the building and interrupt and undermine the intended design approach. The reduction in number and scale of the advertisements has lessened the harm caused by them but not to an extent that their presence wouldn't conflict with the intended elegance of the building overall.

7.163 The three advertisements would all be of a very substantial scale. They would, in themselves, be dominating visual features that would fundamentally conflict with the use and character of the building. A building of an appropriately outstanding design quality in a location like this should act as its own advert. Adverts of this scale and nature would conflict, significantly, with the character of the area and would be seen for long distances, harming wider views towards the site. As has been set out, the wider context of the site is rich with heritage assets from which views of substantial, high level, illuminated advertisements would be entirely inappropriate.

- 7.164 The proposed advertisements would confuse and conflict with the character of the proposed building, undermining and diluting its overall quality and would cause harm to the amenity value of the immediate and wider contexts of the site.
- 7.165 The site does have a history of accommodating advertisements. These have predominately been standalone structures, making use of the site whilst it was vacant. Planning permission was granted for an office building comprising a number of advertising screens at a high level. That consent has expired and its value was found in its innovative and artistic approach to the display of adverts. The advertisements were genuinely integral to the design of that building. The applicant says that this would be the case here, but it is clear that the quality of the building would be improved by their omission and whilst it has been demonstrated that attempts have been made to integrate them in to the design of the building, those attempts have not been sufficiently successful. The history of advertisement consents at the site do not offer support for the approval of this proposal.
- 7.166 The history of refusals for advertisement consent, and the harm that large illuminated advertisements would have on the surrounding area is well documented in appeal decisions on the site. The Town and Country Planning (Control of Advertisements) Regulations 2007 states that the considerations for the determination of whether the display of an advertisement is acceptable are visual amenity and public safety.
- 7.167 S66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. S72(1) states that with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area

Summary

- 7.168 Aspects of this building have merit and the evolution of the design and its rationale are comprehensively documented in the submissions. Its scale and massing, though, would undermine the intended design approach. It would stand at a very substantial height, isolated in the skyline, conflicting with the wider character of the area around the site. The addition of three large illuminated advertisements (which would, in themselves, cause harm to the character and amenity of the area) and the many harmful impacts on the surrounding historic environment and setting of the listed buildings further reduce the overall quality of the building.
- 7.169 The architecture cannot be described as outstanding, or of the very highest standard. Given the significant and long lasting impact that a tall building in this location would have, it is essential that only one of the very best quality is consented there.

7.170 Planning permission has been granted for a building of 13 storeys at the site and that permission has been implemented and could be built out. Elements of that building were not of the highest standard either but it would be significantly less tall than the building currently proposed and it cannot justify supporting aspects of this scheme that are not satisfactory.

Public realm

7.171 London Plan Policy 7.5 (Public realm) states that development should make the public realm comprehensible at a human scale, using gateways, focal points and landmarks as appropriate to help people find their way. Landscape treatment, street furniture and infrastructure should be of the highest quality, have a clear purpose, maintain uncluttered spaces and should contribute to the easy movement of people through the space. Opportunities for the integration of high quality public art should be considered, and opportunities for greening (such as through planting of trees and other soft landscaping wherever possible) should be maximised. Treatment of the public realm should be informed by the heritage values of the place, where appropriate.

7.172 A number of public realm enhancements are proposed. These include:

- Landscaping improvements to the area at the southeastern tip of the site, in front of the entrance to the building and elsewhere within the site
- The introducing of sculptural lighting below the M4 to the southwest of the site to improve the pedestrian environment within it
- Improvements to crossings and cycle crossings
- Improvements to footpaths and cycle paths
- An internal courtyard area

7.173 In addition, a contribution of £200,000 is proposed towards future public realm enhancements at Larch Drive, to the north (the applicant estimates that the total cost of carrying out this work to a high standard would be £400,000). A further contribution of £100,000 is proposed towards achieving wider public realm enhancements associated with the Golden Mile.

7.174 Given the hostile environment around the site, the proposed public realm enhancements would represent a benefit associated with the development. The 'arrival space' in particular could significantly improve the quality of the area for pedestrians and other users of the space around the site.

7.175 The proposed works to the M4 'underbelly' would also be a benefit that would improve what is currently an unpleasant, traffic dominated environment.

7.176 The proposed Larch Drive contribution would be less valuable, given that it would not meet the cost of providing the scheme shown in the planning submissions and it is not clear who would deliver it if the remaining funds could be found. Similarly, a general contribution towards Golden Mile public realm

works can be afforded little weight in the planning balance given that no formal scheme has been designed and if it had been, its value would likely be far greater than the contribution proposed.

- 7.177 Works to crossings and footpaths and cycle ways would carry with them a benefit, but would be mostly required to ensure that the site was accessible for people who would live or work at the site, given its location, surrounded by busy roads.
- 7.178 The works would require detailed consultation with TfL but in the event of a recommendation for approval, could have been secured through a s106 agreement.
- 7.179 Overall, the public realm works would be positive. The applicant has set out how they consider that the works are deliverable and in accordance with the CIL Regulations.

Density, mix and tenure

Density

- 7.180 London Plan Policy 3.4 requires development to optimise housing output for different locations taking into account local context and character, design principles set out in London plan Chapter 7 and public transport capacity. Table 3.2 provides the density matrix in support of this policy.
- 7.181 Local Plan Policy SC4 (Scale and density of new housing development) states that the Council will ensure the scale and density of new housing development balances the need to make efficient use of land and achieves high quality design and accessibility, whilst responding to and reflecting local context and character and protecting existing residents' amenity. Large-scale developments will be required to include a mix of land uses and spaces to help create a sense of place and community. Housing outputs will be optimised, having regards to London Plan density ranges.
- 7.182 Based on the characteristics of the location, the site should be regarded as having an 'urban' setting with a moderate PTAL rating, in London Plan terms.
- 7.183 Based on that context, the London Plan matrix suggests a residential density in the region of 200-700 habitable rooms per hectare would be an appropriate density.
- 7.184 The net residential density of the proposed development is around 2,800 habitable rooms per hectare. That is clearly a very high density, far beyond that suggested by the London Plan. That said, the site is constrained and relatively small and the proposed building would be very tall and so a very high density would be expected.
- 7.185 High density is not, in itself, problematic, or necessarily an indicator of a poor scheme. Very high density developments can have various harmful impacts on things like townscape, quality of accommodation and neighbours' living conditions but they can also, if properly designed allow for the optimisation of

delivery at constrained sites. The particular impacts and benefits of this very high density proposal are addressed in this report.

Mix

7.186 London Plan policy 3.8 requires new developments to offer a range of housing choices, in terms of sizes and types, taking account of the housing requirements of different groups and the challenging roles of different sectors, including the private rented sector.

7.187 Policy SC3 (Meeting the need for a mix of housing size and type) of the Local Plan provides a housing mix as the starting point for consideration of all housing proposals, which is set out in the table below:

	One bedroom	Two bedroom	Three bedroom	Four bedroom
Market	30%	40%	25%	5%
Intermediate	35%	40%	16%	9%

7.188 The proposed housing mix, and how it relates to a policy compliant mix is set out in the table below:

	One bedroom	Two bedroom	Three bedroom	Four bedroom
Market	53% (+23%)	31% (-9%)	16%(-9%)	0% (-5%)
Intermediate	54% (+19%)	29% (-11%)	17% (+1%)	0% (-9%)

7.189 The proposed mix would include far more one bedroom units than would meet existing need in the Borough. This is particularly problematic given that 12% of the one bedroom units would be studios.

7.190 This reduces the weight that can be given to the provision of housing in the planning balance. Whilst a valuable contribution towards the borough's housing stock would be made, the provision would not fully meet local need in terms of unit mix.

Tenure

7.191 The National Planning Policy Framework states that Local Planning Authorities should ensure that their Local Plan meets the full needs for market and affordable housing. Where they have identified that affordable housing is needed, they should set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly

justified and the agreed approach contributes to the objective of creating mix and balanced communities.

- 7.192 London Plan Policy 3.8 (Housing choice) states that Londoners should have a genuine choice of new homes that they can afford and which meet their requirements for different sizes and types of dwellings in the highest quality environments.
- 7.193 Policy 3.9 (Mixed and balanced communities) states that communities mixed and balanced by tenure and household income should be promoted across London through incremental small scale as well as larger scale developments which foster social diversity, redress social exclusion and strengthen communities' sense of responsibility for, and identity with, their neighbourhoods. A more balanced mix of tenures should be sought in all parts of London.
- 7.194 London Plan Policy 3.11 (Affordable housing targets) states that the Mayor and the boroughs should seek to maximize affordable housing provision to ensure that at least 17,000 more affordable homes per year are delivered in London across the Plan period. 60% of the affordable housing provision should be for social and affordable rent and 40% for intermediate rent or sale. Priority should be accorded to provision of affordable family housing.
- 7.195 In setting their affordable housing targets boroughs are required to assess the economic viability of land for housing. This has recently been carried out at Local Plan Examination in Public (2015) and the policy target was based on a Viability Study which showed 40% onsite affordable housing was achievable, especially in higher value locations.
- 7.196 Policy 3.12 (Negotiating affordable housing) states that the maximum reasonable amount of affordable housing should be sought when negotiating on individual private residential and mixed use schemes, having regard to:
- a) current and future requirements for affordable housing at local and regional levels
 - b) affordable housing targets
 - c) the need to encourage rather than restrain residential development
 - d) the need to promote mixed and balanced communities
 - e) the size and type of affordable housing needed in particular locations
 - f) the specific circumstances of individual sites
 - g) resources available to fund affordable housing
 - h) the priority to be accorded to provision of affordable family housing
- 7.197 Negotiations on sites should take account of their individual circumstances including development viability, the availability of public subsidy, the

implications of phased development including provisions for re-appraising the viability of schemes prior to implementation ('contingent obligations'), and other scheme requirements.

7.198 Affordable housing should normally be provided on-site. In exceptional cases where it can be demonstrated robustly that this is not appropriate in terms of the policies in this Plan, it may be provided off-site. A cash in lieu contribution should only be accepted where this would have demonstrable benefits in furthering the affordable housing and other policies in this Plan and should be ring-fenced and, if appropriate, pooled to secure additional affordable housing either on identified sites elsewhere or as part of an agreed programme for provision of affordable housing.

7.199 The Mayor's Housing SPG (2016) provides guidance on the implementation of the housing policies within the London Plan.

7.200 Local Plan Policy SC2 (Maximising the provision of affordable housing) states that the Council has set a strategic target that 40% of additional housing delivered across the borough between 2015 and 2030 be affordable.

7.201 The Council will:

- i) Seek the maximum reasonable amount of affordable housing on a site by site basis on all sites with a capacity to provide ten or more homes with reference to the strategic borough-wide target of 40% of all new housing as affordable
- j) Employ a review mechanism upon partial or full completion of a development when financial viability assessments demonstrate that current market conditions will support less than 40% affordable housing
- k) Recognise that development proposals with a significant amount of existing floorspace will result in a lower CIL liability which could further enhance viability for the delivery of a greater proportion of affordable housing than would otherwise be achievable. Vacant Building Credit (VBC) will also be applied in this context whereby the Council will seek the maximum reasonable amount of affordable housing across areas of increased floorspace, recognising improvements in overall viability that may have been secured through the application of VBC on existing floorspace; and
- l) Deliver and support the delivery of affordable housing through other sources of supply, such as local authority new builds, reuse of empty homes and various forms of specialist housing.

7.202 The Council will expect development proposals to:

- a) Provide an open book financial viability assessment and any supporting evidence to demonstrate the maximum provision of on-site affordable housing is being proposed on sites with a capacity for 10 or more homes, with reference to the 40% strategic affordable housing target as well as the impacts of existing floorspace through VBC and reduced CIL liability. Developers may also be

asked to facilitate an independent viability assessment by a third party where requested by the council;

- b) Provide affordable housing on-site, unless the council considers that such provision is not practical or feasible, in which case off-site provision or appropriate cash in-lieu payments may be considered in exceptional circumstances;
- c) Deliver a mix of 60% affordable/social rented and 40% intermediate tenures on all qualifying sites; and
- d) Provide an appropriate mix of both housing size and tenure in accordance with housing need

7.203 The proposal is that 52 intermediate units would be provided at the site. The mix would be as follows:

Studio	10
1 bedroom	18
2 bedroom	15
3 bedroom	9
4 bedroom	0
Total	52

7.204 These units would be available to those with a mean household income of £45,000 per annum or less.

7.205 No units for affordable or social rent would be provided at the site.

7.206 A financial contribution of £10.5 million would be made towards the provision of affordable housing off-site. The applicant states that this sum could provide 79 affordable rented units based on an average floor space of 80m² per unit.

7.207 They say that the off-site contribution would meet the cost of building the units but it would not allow for the acquisition of a site to build them on. It would be for the Council or its partners to secure a site through alternative means or to use a site that it owns.

7.208 If a site was secured and the £10.5 million was sufficient to provide the 79 affordable rented units, the total number of affordable units provided as a result of the development would be 131, or 40% of the 327 units that are proposed. 60% of the units would be for affordable rent and 40% would be in an intermediate tenure.

7.209 The applicant has set out that they have explored alternative options for the provision of affordable housing at the site which include:

- a) providing 97 units (or 30%) in an intermediate tenure (with no affordable rented provision) (based on the previously proposed 320 units at the site)
- b) providing 52 units in an intermediate use and 47 units for affordable rent (a total of 31.5%) (based on the previously proposed 320 units at the site)

7.210 They conclude that these alternative options would fail to maximise affordable housing delivery because fewer units would be delivered on account of the impacts that these proposals would have on the development's financial viability. That said, the applicant acknowledges that the provision as proposed would not be viable (in so far as it would not result in a developer's profit of 20%) at the current time.

7.211 Affordable housing policy at all levels is clear that there is an overriding preference that affordable housing is provided on-site. The Local Plan is clear that off-site provision or appropriate cash in-lieu payments may only be considered in exceptional circumstances, where on-site provision has been proven to be not practical or feasible.

7.212 That would not be the case here. There is no evidence to suggest that a balanced tenure offering on-site would not be practical or feasible. Based on the current viability position, that on-site provision would likely be lower than 40% of the total number of units at the site, but it appears as though it could be provided.

7.213 If fewer than 40% of the units were provided, the development would be subject to a review mechanism, which would capture uplift over time. Given the viability position now, the applicant clearly anticipates that market conditions will improve.

7.214 Taking the proposed off-site contribution as offered (and its merits are described below), it could potentially deliver a larger number of affordable units more quickly than a mixed tenure on-site provision. That, in itself, is not the type of exceptional circumstance anticipated by the Local Plan Policy.

7.215 The applicant also relies on data to suggest that there is a greater need for intermediate units than rented units in this Ward but that is not accepted as factually correct and is therefore not an exceptional circumstance either. Furthermore, the Council's policy sets out a target tenure split across the Borough to meet identified need.

7.216 New developments should help to create mixed and balanced communities. By excluding the on-site provision of any rented units, this scheme would fail to do that sufficiently successfully. Given the large number of units proposed, it is particularly important that schemes like this one do so.

7.217 Even if exceptional circumstances had been demonstrated and an off-site contribution had been found to be acceptable, the proposal as presented would still not be a sound one.

- 7.218 Crucially, no site has been properly identified upon which the contribution could be spent to deliver rented units. The applicant has set out how they have searched for potential sites in Chiswick and the surrounding area unsuccessfully. They make reference to the potential redevelopment of Brentford Police Station but there is no planning application for residential development there at this time.
- 7.219 In the absence of an identified site, the Council can have no comfort that the contribution could be spent in a reasonable timeframe, or at all, to deliver what would be much needed affordable rented units. This is especially problematic given that the contribution proposed would not allow for the purchase of a site, which would severely limit potential options for delivering the units.
- 7.220 Added to that is a concern that the proposed contribution, even without allowing for the acquisition of a site, would not be sufficient to deliver the 79 affordable rented units proposed. The GLA has queried whether the sum would be enough and a recent example of a similar mechanism suggests that it would not be.
- 7.221 For the reasons described, the proposed tenure mix at the site and the affordable housing proposal as a whole would be unacceptable. It would not deliver housing that properly met identified need and would fail to create a mixed, balanced community. A more acceptable scheme could have been delivered, taking in to account the current viability context.

Residential quality

- 7.222 London Plan policy 3.5 (Quality and design of housing developments) states that they will ensure new housing development contributes to improving the quality and design of housing in the borough.
- 7.223 Local Plan policy SC5 (Ensuring suitable internal and external space) states that the Council will ensure new housing development contributes to improving the quality and design of housing in the borough.
- 7.224 Developments will be required to be of the highest quality internally and externally, and meet the demands of everyday life for the intended occupants, whilst offering flexibility to meet changing needs and respect the principles of good neighbourliness.

Noise

- 7.225 The NPPF states that planning system is required to contribute to and enhance the natural and local environment. Consequently, the aim is to prevent both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of noise pollution.
- 7.226 Planning policies and decisions should aim to:
- Avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development;

- Mitigate and reduce to a minimum other adverse impacts on quality of life arising from noise from new development, including through the use of conditions;
- Recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established; and
- Identify and protect areas of tranquility which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.

7.227 The Noise Policy Statement for England (NPSE) seeks to clarify the underlying principles and aims in existing policy documents, legislation and guidance that relate to noise. The statement applies to all forms of noise including environmental noise, neighbour noise and neighbourhood noise.

7.228 The statement sets out the long-term vision of the government's noise policy, which is to "promote good health and a good quality of life through the effective management of noise within the context of policy on sustainable development".

7.229 The statement details noise levels, at which the effects of an exposure may be classified into a specific category. The classification categories as detailed within NPSE are as follows:

- No Observed Effect Level (NOEL) – the level below which no effect can be detected. Below this level no detectable effect on health and quality of life due to noise can be established;
- Lowest Observable Adverse Effect Level (LOAEL) – the level above which adverse effects on health and quality of life can be detected; and
- Significant Observed Adverse Effect Level (SOAEL) – the level above which significant adverse effects on health and quality of life occur.

7.230 It is recognised that SOAEL does not have a single objective noise-based level that is applicable to all sources of noise in all situations and therefore the SOAEL is likely to be different for different sources, receptors and at different times of the day.

7.231 The Planning Practice Guidance (PPG) expands on the use of SOAEL and states that if the exposure is above this level the planning process should be used to avoid this effect occurring, by use of appropriate mitigation such as by altering the design and layout. Such decisions must be made taking account of the economic and social benefit of the activity causing the noise, but it is undesirable for such exposure to be caused.

7.232 The PPG has also introduced the concept of the Unacceptable Adverse Effect (UAE) which it describes as being at the highest extreme where noise exposure would cause extensive and sustained changes in behaviour without an ability

to mitigate the effect of noise. The impacts on health and quality of life are such that regardless of the benefits of the activity causing the noise, this situation should be prevented from occurring.

- 7.233 The Mayor of London has revised the London Plan in 2015. With specific reference to noise, the new London Plan contains Policy 7.15: Reducing Noise and Enhancing Soundscapes.
- 7.234 The London Ambient Noise Strategy aims to minimise the adverse impacts of noise on people living, working in and visiting London by using the best available practices and technologies within a sustainable development framework.
- 7.235 The Strategy aims to work towards more compact city development, while minimising noise. This requires careful consideration of the adverse impact of noise on, from, within or in proximity to a development.
- 7.236 Hounslow Local Plan Policy EQ5 (Noise) sets out the council's approach to reducing the impact of noise pollution. It will seek to reduce the impact of noise from aviation, transport and noise-generating uses, and require the location and design of new development to have considered the impact of noise, and mitigation of these impacts, on new users and surrounding uses according to their sensitivity
- 7.237 The Council will expect new development proposals to:
- Carry out noise assessments where major schemes or a change of use to a more noise sensitive use are proposed, detailing on site noise levels both internally and in any external amenity space, and the potential impact of the development on surrounding uses;
 - Minimise noise disturbance from adjoining uses by incorporating sound insulation or alternative forms of noise barrier, using appropriate materials and arranging and locating rooms appropriately (such as through stacking rooms of similar use above/adjacent to each other), including where conversions or change of use are proposed;
 - Ensure that noise mitigation measures are implemented, to demonstrate compliance with British Standard BS8233: 2014 – Guidance on sound insulation and noise reduction for buildings, as appropriate;
 - Demonstrate that new plant and machinery (including ventilation) does not harm the amenity of neighbouring properties and generates noise level that is at least 10dB below the background noise levels...
- 7.238 The site is within a relatively hostile noise environment, enclosed by busy roads. In recognition of this, residential accommodation would not be located below the sixth floor of the building.

7.239 The applicant has submitted a chapter on noise in the Environmental Statement that seeks to demonstrate that the living environment for future occupiers of the site would be acceptable. It concludes that:

- Without any mitigation in place, the likely effects of the proposed development would be moderate/major adverse in relation to the construction phase and the effect of noise on the site itself.
- Mitigation measures for the construction phase would revolve around a set of good practice procedures, in line with legislative and Local Authority requirements.
- Mitigation measures to ensure a site suitable for residential development taking into account the existing road traffic noise would include specialist acoustic double-glazing and acoustic ventilation systems and construction principles.
- The effects of noise from the operation of the development would be mitigated by a series of measures including screening of service yards, by the building structure and control of plant noise emissions.
- The residual effects of the construction phase of the development have been assessed as minor to moderate adverse. The residual effects of the operational phase of the development, both on existing and future receptors, have been assessed as negligible in all cases.

7.240 The applicant's technical work demonstrates that a scheme to protect future residents from excessive noise and vibration could be achieved. Mitigation required would mainly rely on effectively sealing the building envelope, with windows closed and acoustic glazing provided on all facades and mechanical ventilation installed to meet normal trickle ventilation and purge flow requirements. Cooling to cope with solar gain from the glass facades may also be required. Features like these have an impact on the quality of accommodation overall but are not uncommon in noisy environments like this one.

7.241 The exposed nature of the outdoor amenity areas would prevent mitigation but the applicant sets out that nearby parks could provide a quieter outside space for residents.

7.242 In the event that approval had been recommended, conditions requiring a detailed scheme to protect future residents from noise and vibration and details of noise generated by proposed mechanical plant would have been proposed.

Air Quality

7.243 One of the twelve core planning principles contained within the NPPF is that planning should contribute to...reducing pollution. To prevent unacceptable risks from air pollution, planning decisions should ensure that new development is appropriate for its location.

- 7.244 The NPPF states that the effects of pollution on health and the sensitivity of the area and the development should be taken into account. Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.
- 7.245 The PPG states that whether or not air quality is relevant to a planning decision will depend on the proposed development and its location. Concerns could arise if the development is likely to generate air quality impacts in an area where air quality is known to be poor. They could also arise where the development is likely to adversely impact upon the implementation of air quality strategies and action plans and/or, in particular, lead to a breach of EU legislation (including that applicable to wildlife).
- 7.246 The PPG sets out that assessments should be proportionate to the nature and scale of development proposed and the level of concern about air quality. It also provides guidance on options for mitigating air quality impacts, as well as examples of the types of measures to be considered. It states that mitigation options, where necessary, will be dependent on the proposed development and should be proportionate to the likely impact.
- 7.247 London Plan Policy 7.14 (Improving air quality) addresses the spatial implications of the Mayor's Air Quality Strategy and how development and land use can help achieve its objectives. It recognises that boroughs should have policies in place to reduce pollutant concentrations, having regard to the Mayor's Air Quality Strategy. Policy 7.14B(c), requires that development proposals should be at least 'air quality neutral' and not lead to further deterioration of existing poor air quality (such as designated Air Quality Management Areas (AQMAs)).
- 7.248 The overarching aim of the Mayor's Air Quality Strategy (MAQS) is to reduce pollution concentrations in London to achieve compliance with the EU limit values as soon as possible.
- 7.249 The MAQS also addresses the issue of 'air quality neutral' and states that the GLA will work with boroughs to assist in the development of methodologies that will allow an accurate assessment of the impacts of the emissions of new developments.
- 7.250 The GLA's SPG on Sustainable Design and Construction provides details on delivering some of the priorities in the London Plan. Section 4.3 covers Air Pollution. It defines when developers will be required to submit an air quality assessment, explains how location and transport measures can minimise emissions to air, and provides emission standards for gas-fired boilers, Combined Heat and Power (CHP) and biomass plant. It also sets out, guidance on how Policy 7.14B(c) of the London Plan relating to 'air quality neutral' should be implemented.

- 7.251 The GLA's SPG on The Control of Dust and Emissions During Construction and Demolition outlines a risk assessment based approach to considering the potential for dust generation from a construction site, and sets out what mitigation measures should be implemented to minimize the risk of construction dust impacts, dependent on the outcomes of the risk assessment.
- 7.252 The Hounslow Local Implementation Plan for Transport 2011-2031 includes policy HLIP16 which refers specifically to air quality and states that the Council will work to improve air quality by reducing transport related air pollution generated in Hounslow, and to promote use of cleaner-fuel vehicles.
- 7.253 Policies HLIP12, 13, 14 and 17 of the Plan relate to measures that will help to achieve policy HLIP16 and include sustainable transport measures, travel awareness and planning and car-free housing.
- 7.254 Local Plan Policy EQ4 (Air Quality) states that the Council will seek to reduce the potential air quality impacts of development and promote improved air quality conditions across the borough, in line with the Air Quality Action Plan by:
- a) Assessing the potential air quality impacts of development proposals;
 - b) Encouraging air quality sensitive development to be located in the most appropriate places, and requiring mitigation measures to minimise adverse impacts on end users through planning conditions; and
 - c) Ensuring that development does not exacerbate existing air pollution and wherever possible improves air quality, by promoting development that reduces and limits exposure to emissions through on-site mitigation and is 'air quality neutral', and through promoting sustainable design and seeking developer contributions where appropriate, consistent with the London Plan, the Mayor's Air Quality Strategy and the National Air Quality Strategy.
- 7.255 The Council will expect development proposals to:
- d) Carry out air quality assessments where major developments or change of use to air quality sensitive uses are proposed, considering the potential impacts of air pollution from the development on the site and neighbouring areas, and the potential for end users to be exposed to air pollution, consistent with requirements established in the Air Quality SPD, the London Plan and in government and European policy are met;
 - e) Incorporate mitigation measures where air quality assessments show that developments could cause or exacerbate air pollution, or where end users could be exposed to air pollution.
- 7.256 Air quality issues in the borough are well known. The council's Air Quality Action Plan (AQAP) designates the whole borough as an Air Quality Management Area (AQMA), and identifies road transport as the major source of air pollution, giving rise to nitrogen dioxide and particulate matter which can cause respiratory illnesses and other adverse health effects. Hounslow, like every

local authority, has a statutory duty to work towards air quality targets established in the Mayor's Air Quality Strategy and in government and European policy.

- 7.257 Where development is proposed in areas of poor air quality, planning considerations are twofold. Firstly, the contribution that the development makes to air pollution requires careful consideration so as to avoid exacerbation of existing problems. This may mean, for example, that developments in certain areas that may attract a high number of vehicle movements, or contribute to emissions through the use of biomass, should be avoided. Secondly, the health and well-being of end users needs to be protected and maintained, and as such specific measures regarding internal ventilation and air filtering may be required. Both of these considerations are particularly important in locations that exceed European Union limit values, like Great West Road.
- 7.258 The Council's Air Quality SPD states that the overall aim of an air quality assessment is to determine whether the development will have a significant impact on air quality or whether the existing air quality environment is unacceptable for the proposed development.
- 7.259 The Council declared an AQMA for nitrogen dioxide in 2002 within four areas; in 2006 the AQMA was extended to cover the entire borough. The Council has since developed an Air Quality Action Plan.
- 7.260 The Environmental Statement submitted with the application contains a chapter dealing with Air Quality.

The impacts of the development on air quality

- 7.261 The applicant proposes the following mitigation measures to ensure that the development would not worsen the existing air quality situation:

Construction Impacts

- Measures to mitigate dust emissions during the construction phase of the development in order to reduce impacts upon nearby sensitive receptors. These should be incorporated into a Dust Management Plan.

Road Traffic

- The preparation of 'Residential' and 'Framework Workplace' (for the B1 office space) Travel Plans including:
 1. secure cycle parking facilities, for the commercial units (for staff and visitors) and for every dwelling (for residents and visitors);
 2. electric car charging points and infrastructure to facilitate and encourage the use of electric vehicles;
 3. a new shared use foot/cycle way along the southern side of Larch Drive along the Site frontage;

4. a restricted quantity of resident car parking provision (0.3 spaces/unit); and
5. broadband internet to every dwelling to enable home working, online shopping, and access to travel-related websites etc; and
6. Travel information pack to every member of staff/each dwelling combining a wealth of sustainable travel information.

Energy Plant

- The energy plant flue will conform with the specifications to minimise air quality impacts set out in the GLA's Sustainable Design and Construction SPG (Ref 7.1), which includes the following requirements:
- the CHP must be designed such that it will operate with a minimum efflux velocity of 10 m/s to allow for good initial dispersion of emissions;
- installation of ultra-low NO_x boilers only, with emission rates below 40 mg/kWh and a CHP unit with a very low emission rate of 95mg/Nm³; and
- all stacks should discharge vertically upwards and be unimpeded by any fixture on top of the stack (e.g., rain cowls etc).

7.262 These mitigation measures could be controlled by planning conditions or planning obligations in the event of an approval but they would not result in air quality neutrality.

7.263 The road traffic movements predicted for the scheme would cause the development to exceed the benchmark derived for an average development of this nature in outer London. The development would not be air quality neutral. The London Plan, Local Plan and SPG set out that where this would be the case, measures should be secured to help mitigate this failure. In the event that the application was recommended for approval, those mitigation measures would have been negotiated and secured either through planning conditions or planning obligations.

The effect of local air quality for future residents of the development

The proposed flats

7.264 The applicant's technical study has satisfactorily demonstrated that air quality for future residents within the development would be acceptable. This is principally because no dwellings would be located below the sixth floor and the building would use mechanical extraction.

The proposed ground floor atrium

7.265 The proposed atrium would be a public space where there would be relevant exposure to the one hour mean nitrogen dioxide objective, since there would be openable doors to the space (which would allow polluted air in) and there would be the potential for some users in this space to spend one hour or more. The monitoring site on the other side of the roundabout shows that there would

be the potential for exceedance of the one hour mean objective in this location. Given that the doors would likely largely be closed, very many people are unlikely to spend more than an hour in this space and that the monitoring site is nearer to the road that the atrium would be, this would not be a fundamental concern.

Playspace

- 7.266 The proposed external and internal playspace areas located at fifth-floor level would be used by sensitive individuals (children) for more than one hour at a time. The applicant's technical assessment of this space shows that air quality levels in this area would be acceptable. Higher playspaces at the building would also be acceptable in terms of air quality.

Conclusions

- 7.267 The development would not be air quality neutral. Mitigation measures would be secured in the event of an approval.
- 7.268 The environment for future living conditions of the development would be acceptable.

Daylight and sunlight

- 7.269 The application has demonstrated that the vast majority of the habitable rooms at the proposed flats would meet or exceed the Average Daylight Factors for living rooms, kitchens and bedrooms and prescribed by the BRE Site Layout Planning for Daylight and Sunlight.

Privacy and outlook

Privacy

- 7.270 The location of the site and its relatively isolated, island position would ensure that overlooking between existing residents and proposed occupiers would not be problematic.
- 7.271 The very high density of the development would result in a less desirable relationship between proposed dwellings in some cases. Between levels 17 and 24 for example, the distance between habitable rooms in different flats would be as low as just over 12m. Where that would be the case, the following design features are proposed:
- Dwellings would be dual aspect
 - Living rooms and amenity space would be positioned to avoid direct overlooking
 - Opaque and frosted glazing would be used to minimize overlooking
 - Solar-shading fins would be orientated to provide an element of view guiding

7.272 Clearly, separation distances like those proposed between dwellings are modest and less than ideal. That said, very high density developments like the development will often require design responses to seek to address these types of relationships.

7.273 In the context of the otherwise high quality of the flats, the urban location and the constrained nature of the site, taken together with attempts to mitigate privacy concerns through design, the privacy afforded to future residents would be acceptable overall.

Outlook

7.274 The majority of the units proposed would have a dual-aspect. Where units would have a single aspect, they would not be north facing. Overall, outlook enjoyed by future occupiers would be of an acceptable standard.

Internal space standards

7.275 London Plan Policy 3.8, together with the Mayor's Housing SPG, seek to promote housing choice and a balanced mix of unit sizes in new developments, with particular focus on affordable family homes. Table 3.3 sets minimum space standards for dwellings of different sizes. This is based on the minimum gross internal floor area (GIA) required for new homes relative to the number of occupants, whilst also taking account of commonly required furniture and spaces needed for different activities and moving around. These standards are reflected in Local Plan policy SC5 which requires development proposals to demonstrate compliance with the Nationally Prescribed Space Standards.

7.276 All units would meet or exceed these minimum space standards.

Amenity Space

7.277 The Mayor's Housing SPG sets out that a minimum of 5m² of private amenity space should be provided for one and two person dwellings, with an extra 1m² provided for each additional occupant. The minimum depth and width of all balconies and other private external spaces should be 1.5m.

7.278 These private spaces would be provided by 'winter gardens' within the flats. Internal private amenity space like that proposed is less desirable than external space. But given the urban context and the hostile outside environment, they would be acceptable in this location in principle. The winter gardens would be of an acceptable size, layout and standard.

7.279 Local Plan Policy SC5 (Ensuring Suitable Internal and External Space) reflects the standards contained in the London Plan Housing SPG in respect of provision of private amenity space for flatted developments, but includes a requirement to provide communal external amenity space. 25m² for each flat with up to 3 habitable rooms, 30m² for each flat with 4 habitable rooms and 40m² per flat with over 5 habitable rooms (less a reduction for the area of private space provided for each flat) should be provided. That is, 8,440m² (274 x 1,2, and 3 hab rooms, and 53 x 4 hab rooms). If the amount of area of winter gardens

is subtracted the scheme has a deficit of around 6,800m² on-site amenity space. The quantitative space requirements will be applied with regard to exceptional design considerations.

- 7.280 The proposal is substantially lacking in amenity space for occupiers. Whilst it is appreciated that for such a high density development providing sufficient amenity space within the building is difficult, with this scheme, because of the small size of the site, and the fact that the proposed building covers much of the site, there is no ground level amenity space on site. Public amenity space within Gunnersbury Park is at least a 5 minute walk away across a hostile road without pedestrian crossing facilities.
- 7.281 The SPG seeks 10m² of dedicated play space per child. Based on the Mayor's 'Assessing child occupancy and play space requirements', the child yield expected for this proposal is 28, of which 16 would be under the age of five 5. The play space requirement for the development would be 283m².
- 7.282 A total of 752m² would be provided over three levels, 345m² of which would be external. This provision would exceed the SPG standard for playspace and would provide a good standard of amenity space for future occupiers of the development.

Accessibility

- 7.283 The London Plan states that 90% of new housing should meet Building Regulations requirements M4(2) 'accessible adaptable dwellings' with 10% meeting M4(3) 'wheelchair user dwellings' and should be designed to be wheelchair accessible or easily adaptable. This replaces Lifetime Homes Standards.
- 7.284 Local Plan Policy CC2 states that developments should be designed to be fully accessible to people with disabilities or impaired mobility.
- 7.285 The application demonstrates that 10% of the dwellings would be adaptable for wheelchair access. The remaining 90% would comply with Part M4(2): (Accessible and Adaptable Dwellings).

Waste and recycling

- 7.286 The London Plan outlines the Mayor's commitment to making better use of waste and its management. through policies 5.3 (Sustainable Design and Construction), 5.16 (Waste self-sufficiency), 5.17 (Waste capacity) and 5.18 (Construction, Excavation and Demolition Waste).
- 7.287 Local Plan policy EQ7 (Sustainable Waste Management) states that the Council will be working with the West London Waste Authority boroughs to meet its waste apportionment, whilst promoting the prevention, re-use, recycling and recovery of waste, consistent with the waste hierarchy.
- 7.288 Residents would be required to take their waste and recycling to the designated storage areas located on Basement Level 1 of the development. All refuse

storage areas would be accessible by internal lifts within the development. They would be locked and only accessible to residents and Building Management.

- 7.289 All refuse would be contained within the dedicated containers to avoid amenity issues associated with litter and vermin.
- 7.290 It is anticipated that the household waste arising from the development would be collected by the Council. On the specified collection day, Building Management would move the appropriate bins from the storage area on Basement Level 1 to the holding area located on the Ground Floor.
- 7.291 A dedicated refuse lift would operate from the Basement storage area directly into the Ground Floor holding area. The holding area would be adjacent to the service bay on Larch Drive. There would be a management plan in place to ensure only specified service vehicles could access the bay. This would ensure there would be space for the waste collection vehicles when they arrived. No steps/ramps are proposed between the holding area and the servicing bay.
- 7.292 These measures for waste and recycling storage and collection would be acceptable and could have been secured by planning condition in the event of an approval.

The impacts on neighbouring land uses

- 7.293 London Plan policy 7.6 states that buildings and structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate.
- 7.294 Local Plan policy SC4 states that development proposals should demonstrate compliance with prevailing day-lighting standards (BRE Guidance 2011). Policy CC2 seeks to protect existing residents' amenity.
- 7.295 The isolated location of the site would prevent harm being caused to existing neighbours through a loss of privacy or outlook. The scale of the building means that a detailed assessment of the impact of the development on sunlight and daylight received by windows is required and the application was supported by a chapter in the Environmental Statement dealing with sunlight and daylight.
- 7.296 The sunlight and daylight study assessed the impacts of the development on the nearest properties to it. These are on Chiswick High Road, Surrey Crescent and Cambridge Road to the southeast of the site. The 10 nearest properties were assessed in detail to demonstrate a worst-case scenario. It also compared the impact against that which would result from the consented, implemented 13 storey office building, were that constructed.
- 7.297 The construction of the new building on the site would have a gradual effect upon the levels of daylight, sunlight, overshadowing and solar glare as the massing of the proposed development increased over time. The effects upon light spillage and light pollution as a result of any portable lighting apparatus

used during the construction phase would be short term, local and of negligible significance to sensitive receptors surrounding the site.

Daylight

- 7.298 The VSC method of assessment is defined in the BRE Guidelines as the ratio of that part of illuminance at a point on a given vertical plane that is received directly from a CIE standard overcast sky, to illuminate on a horizontal plane due to an unobstructed hemisphere of this sky.
- 7.299 This ratio is the percentage of the total unobstructed view that is available, once obstructions (e.g. the proposed development), are placed in front of the point of view.
- 7.300 The assessment is calculated from the centre of a window on the outward face and measures the amount of light available on a vertical wall or window following the introduction of visible barriers, such as buildings. The VSC has been calculated by using a Waldram Diagram.
- 7.301 The Waldram Diagram is effectively a snapshot is taken from that point of the sky in front of the window, together with all relevant obstructions to it, i.e. the buildings. For calculation purposes, trees may be ignored unless they form dense continuous belts.
- 7.302 The maximum VSC value is almost 40% for a completely unobstructed vertical wall or window. In terms of assessment criteria, the BRE Guidelines state that if the VSC, with the development in place, is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight. The area lit by the window may appear more gloomy and electric lighting will be needed more of the time.
- 7.303 The BRE Guidelines provide that where room layouts are known, the effect on the daylight distribution can be calculated by plotting the NSL. In terms of the surrounding receptors, it was not possible to obtain room layouts for all of the properties and therefore layouts have been assumed where information is not available.
- 7.304 The NSL method is a measure of the distribution of daylight at the 'working plane' within a room. The 'working plane' means a horizontal 'desktop' plane 0.85m in height for residential properties. The NSL divides those areas of the working plane which can receive direct sky light from those which cannot. If a significant area of the working plane lies beyond the NSL (i.e. it receives no direct sky light), then the distribution of daylight in the room will be poor and supplementary electric lighting may be required.
- 7.305 The potential effects of daylighting distribution in an existing building can be found by plotting the NSL in each of the main rooms. For houses, this will include living rooms, dining rooms and kitchens. Bedrooms should also be analysed. The BRE Guidelines identify that if the area of a room that does receive direct sky light is reduced to less than 0.8 times its former value, then this would be noticeable to its occupants. The uniformity of daylight is

considered to be unsatisfactory if a significant part of the working plane (normally more than 20%) lies behind the no-sky line. Therefore, it is implied that an NSL of at least 80% would be considered satisfactory.

- 7.306 The BRE Guidelines state that If an existing building contains rooms lit from one side only and are greater than 5 m deep, then a greater movement of the no sky line may be unavoidable.
- 7.307 16 (29%) out of the 56 windows assessed would experience no change in VSC when comparing the proposed development to the consented scheme. One window would experience a marginal improvement in their levels of VSC. The remaining windows assessed would all experience losses of between 0-1% VSC in absolute terms which is unlikely to be noticeable to the occupant.
- 7.308 18 out of the 31 windows assessed (58%) would experience no change between the proposed and consented developments in NSL. A further 10 rooms would experience minor alterations below 3.25sq ft. which would be unlikely to be noticeable to an occupant. In addition, three rooms would experience minor improvements in their daylight distribution although in most cases this would be marginal and would be unlikely to be noticeable.
- 7.309 The levels of daylight enjoyed by neighbouring occupiers would be very similar to that were the consented office building constructed and would be acceptable.

Sunlight

- 7.310 Sunlight is measured using a sun indicator which contains 100 spots, each representing 1% of APSH. Therefore, where no obstruction exists the total annual probable sunlight hours would amount to 1486 and therefore each spot equates to 14.86 hours of the total annual sunlight hours.
- 7.311 The number of spots is calculated for the baseline and Proposed Development scenarios during the year and also during the winter period, and a comparison made between the two. This provides a percentage of APSH for each of the time periods for each window assessed. The BRE guidelines state that in housing, the main requirement for sunlight is in living rooms, where it is valued at any time of day, but especially in the afternoon. All main living rooms of dwellings...should be checked if they have a window facing within 90° of due south. Kitchens and bedrooms are less important, although care should be taken not to block too much sun.
- 7.312 If the main living room to a dwelling has a main window facing within 90° of due north, but a secondary window facing within 90° of due south, sunlight to the secondary window should be checked.
- 7.313 A south facing window will, in general, receive most sunlight, while a north facing one will receive it only on a handful of occasions. East and west facing windows will receive sunlight only at certain times of day.
- 7.314 The BRE Guidelines provide that a window may be adversely affected if a point at the centre of the window receives for the whole year, less than 25% of the

APSH, including at least 5% of the APSH during the winter months (21st September to 21st March) and less than 0.8 times its former sunlight hours during either period, and if there is a reduction in total APSH which is greater than 4%.

- 7.315 The applicant has set out that it was not possible to determine the room uses within each of the neighbouring properties, nor was it clear which window should be considered as the 'main windows'. Therefore, regardless of use, all the rooms with windows facing the Site and within 90 degrees of due south were considered in the assessment.
- 7.316 All 15 windows that were assessed would experience no change in APSH levels when compared to the situation were the consented office development built.

Summary

- 7.317 Whilst existing neighbours of the development would experience change, the impacts on the amount of sunlight and daylight received by habitable room windows would not be significant, especially not when benchmarking the proposed scheme against the consented office building, which has been implemented and could be built.

Highways, transport and access

- 7.318 The NPPF requires all developments that generate significant amounts of movement to be supported by a Transport Statement or Transport Assessment (TA). Decisions should take account of whether:
- The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
 - Safe and suitable access to the site can be achieved for all people; and
 - Improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be presented or refused on transport grounds where the residual cumulative impacts of the development are severe.
- 7.319 The London Plan recognises that transport plays a fundamental role in addressing the whole range of his spatial planning, environmental, economic and social policy priorities. It is critical to the efficient functioning and quality of life of London and its inhabitants. It also has major effects - positive and negative - on places, especially around interchanges and in town centres and on the environment, both within the city itself and more widely.
- 7.320 Policy 6.1 emphasises the importance of closer integration of transport and development and seeks to achieve this by:
- Encouraging patterns of development that reduce the need to travel, especially by car;

- Seeking to improve the capacity and accessibility of public transport, walking and cycling, particularly in areas of greatest demand;
- Supporting development that generates high levels of trips only at locations with high levels of public transport accessibility, either currently or via committed, funded improvements;
- Improving interchange between different forms of transport, particularly around major rail and Underground stations, especially where this will enhance connectivity in outer London;
- Facilitating the efficient distribution of freight whilst minimising its effects on the transport network;
- Supporting measures that encourage shifts to more sustainable modes and appropriate demand management;
- Promoting greater use of low carbon technology so that carbon dioxide (CO₂) and other contributors to global warming are reduced;
- Promoting walking by ensuring an improved urban realm; and
- Seeking to ensure that all parts of the public transport network can be used safely, easily and with dignity by all Londoners, including by securing step-free access where this is appropriate and practicable.

7.321 Policy 6.3, regarding the effects of development on transport capacity, highlights that new developments that will give rise to significant numbers of new trips should be located where there is already good public transport accessibility with capacity adequate to support the additional demand.

7.322 Policy 6.7 sets out a number of requirements for new developments in respect of cycling, as follows:

- provide secure, integrated and accessible cycle parking facilities in line with the minimum standards,
- provide on-site changing facilities and showers for cyclists,
- facilitate the Cycle Super Highways,
- facilitate the central London cycle hire scheme.

7.323 Policy 6.13 states that an appropriate balance must be struck between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use. New developments should not only adhere to the maximum car parking standards but also meet the minimum disabled and cycle parking standards specified. In addition, new developments should ensure that 1 in 5 parking spaces provide an electrical charging point to encourage the uptake of electric vehicles, with a further 10% to be provided in the future.

- 7.324 Policy EC2 (Developing a Sustainable Local Transport Network) of the adopted Local Plan has regard to transportation and seeks to secure a more sustainable local travel network that maximises opportunities for walking, cycling and using public transport, reduces congestion, improves the public realm and improves health and well-being. It echoes the London Plan in terms of standards established for car parking, cycle parking, motorcycle parking, coach parking, and electric vehicle charging, along with any additional standards set out in supplementary guidance.

Context

- 7.325 Planning permission was granted in 2002 for a scheme known as 'Citadel' comprising 19,750sqm of B1 office space and 140 parking spaces. Work to implement this scheme was commenced in 2008 and the permission is extant. However the site is currently surrounded by hoardings, vacant and not generating any trips. It is also subject to a substantial financial contribution towards public transport improvements under s106 should construction be carried forward.
- 7.326 The site is close to the Brentford Community Stadium (BCS) development which was granted planning permission in June 2014 (P/2013/1811) and comprises the erection of a new stadium for Brentford Football Club (approximately 20,000 spectator capacity), approximately 900 residential units, a hotel and other ancillary uses. Reserved matters applications have recently been submitted.
- 7.327 The above BCS development is one of a number of committed developments in the area that have been taken into account in the baseline of the TA.

Trip generation: existing site

- 7.328 Although there is an extant permission for the 'Citadel' scheme, the site is vacant and not generating any trips. In accordance with TfL's TA Best Practice Guidance, TfL advised the applicant that the TA should set out the impact of the development against the measured number of trips that the existing site is generating at the time of the application. This ensures that the transport impact of the development can be quantified relative to existing conditions. The net impact compared to the extant 'Citadel' scheme was presented for reference only.

Trip generation: proposed development

- 7.329 A list of sites from the TRICS database which were agreed with TfL and the Council were used to derive person trip rates for which mode share could be established from Census data. This approach ensures consistency with other developments coming forward in the area.
- 7.330 Given the TRICS sites are only a reasonable match, London Travel Demand Survey (LTDS) was used to further verify the residential mode share. A similar approach was adopted for the B1 office trip generation.

- 7.331 The resulting trip generation is considered to be robust and enables TfL to understand the impact of this proposal at this strategic point in the transport network where any small impact might be an issue on an already congested network.

Highway assessment

- 7.332 A PICADY assessment of the Larch Drive access junction has been conducted and this indicates that there is reserve capacity at the junction. However, the strategic highway network surrounding the site is operating very close to capacity. As a result additional vehicle trips from any development in the area will cause an increase in journey times and peak hour delays on the network, including for buses. To ensure consistency with other schemes of a similar quantum coming forward in the area, development flows were used to undertake a desktop exercise to indicate the effects of development trips on the operation of Chiswick Roundabout.
- 7.333 Although this only shows relatively low percentage increases in flows through the roundabout in the peak hours (1.47% in AM peak and 1.63% in PM peak), the surrounding network will be sensitive to any absolute increase in trips. Chiswick roundabout already operates at capacity so even a small increase could have an impact. It is likely that this small increase will mean that queues on the approaches will increase. Bus journey times would be affected by an increase in overall flow and queue lengths on approaches. Trip generation from other committed developments is quite low and will be gradual so it should be possible to mitigate as traffic levels evolve.
- 7.334 As set out in the TA traffic flows have fallen in recent years (from 35,958 in 2000 to 26,141 in 2014 on Chiswick High Road to the west of Chiswick Roundabout), and have remained fairly constant for the last 3 years, suggesting that with suitable mitigation it could cope with a slightly higher flow.

Public transport impact

- 7.335 The site is served by several high frequency routes and although the site is located at the busiest point on these routes the net impact of the development trips is not expected to be significant. Bus stops in the vicinity of the site were audited as part of a PERS (pedestrian environment review system) audit and some deficiencies were identified. Mitigation to rectify these deficiencies could be secured through section 106/CIL.
- 7.336 Gunnersbury station is classified as both a national rail and Underground station because it offers London Overground as well as London Underground District Line services. Gunnersbury station is extremely busy, suffering capacity constraints in the AM peak and this is a considerable concern for TfL and local residents. The assessment indicates that there could be an additional 50 departures and 38 arrivals in the AM peak using Gunnersbury station. These increases would be relatively modest and would not cause significant harm. Contributions from CIL or s106 may be required to mitigate the cumulative impacts of development coming forward in the area.

Public Realm, Access, Pedestrians and Cycling

- 7.337 The vehicular access is proposed from Larch Drive. This would operate left in, left out, in accordance with the extant permissions for the site. A loading bay on Larch Drive is proposed for delivery and servicing vehicles. The detailed design of the access and servicing would need to be submitted to TfL and subject to approval as part of the section 278 agreement. Cycle access would be provided separately, giving direct access to dedicated lifts to the cycle stores; while pedestrian accesses would be provided at various points around the site.
- 7.338 The applicant is proposing to deliver public realm improvements around the site which would need to be delivered through a section 278 agreement with TfL, who have raised concerns over a number of the proposed features.

Cycling

- 7.339 484 cycle parking spaces are proposed for the residential development, 62 spaces for the office accommodation and 2 spaces for the cafe use. This level of provision would meet London Plan requirements. Internal long stay cycle parking would take the form of double stackers. External short stay parking would be provided in the form of Sheffield stands.

Car parking

- 7.340 A total of 82 car parking spaces are proposed comprising 72 spaces allocated to the 320 residential units and 8 spaces for the office development. In addition there would be 2 car club bays. The overall level of parking would be acceptable taking into account the site's public transport access. The TA claims that 95% of the parking spaces would be DDA compliant because they will be provided using an automated stacker system.
- 7.341 Details of how this would work have been provided in the TA appendices but its day to day operation and management, including allocation of spaces, management of queuing and the priority given to Blue Badge holders would need to be detailed in a car park management plan (CPMP) which would have been secured by condition in the event of an approval.
- 7.342 18 electric vehicle charging points would be provided and a total of 36 vehicles could be charged over a 24 hour period. The provision of electric vehicle charging would meet London Plan requirements.
- 7.343 Agreement has been reached with the car club provider ZipCar to provide 2 Car Club cars with the potential to increase this subject to demand. Residents would be provided with three year's free membership of the car club through the Travel Plan.

Travel planning

- 7.344 A framework travel plan for the B1 office use and a full travel plan for the residential use have been submitted in support of the application. Both plans have been assessed using the ATTrBuTE tool and have passed.

Delivery and servicing

- 7.345 A loading bay would be incorporated into the design of the development on the Larch Drive frontage. Full details of servicing would need to be secured. As would a framework delivery and servicing plan (DSP). This should confirm the number and timing of deliveries expected and how deliveries would be managed to minimise the impact of freight movements on the transport network

Construction Logistics Plan

- 7.346 A draft Construction Logistics Plan (CLP) has been submitted in support of the application. A full plan would be secured by condition in the event of an approval.

Digital advertising and oversailing

- 7.347 Highways England has requested conditions be added should approval be given for the advertisements. These include a requirement to restrict the luminance of the proposed advertisements to 300cdm, to ensure that the advertisement display does not change more frequently than once every 24 hours (and that the change takes place in the middle of the night), to ensure that no advertisement displays have moving features and to limit the period of display to 5 years only.. With these conditions in place, there would be no highways safety concern relating to the display of the advertisements.
- 7.348 TfL has indicated that issues of oversailing the highway could be managed post decision if the application was approved.

Solar glare

- 7.349 Highways England has requested a condition requiring details of how solar glare would be avoided for users of the elevated M4, which is on an east/west axis and experiences low sunlight in the morning and evening peaks in the event of an approval.

Wind effects of the development

- 7.350 Highways England has requested a condition requiring wind tunnelling modelling be carried out to demonstrate that the impacts of the development on drivers and riders using the elevated M4 would be acceptable.

Summary

- 7.351 There would be no fundamental concerns relating to the highways and transport impacts of the development, subject to the applicants showing how issues could be addressed. Outstanding matters would need to be resolved through planning condition and planning obligations had the applications been recommended for approval.

Energy and sustainability

- 7.352 The broad aim of sustainable development is to ensure that the quality of social, economic and ecological environments are improved and maintained for future generations. The London Plan and adopted Local Plan encourage sustainable development through policies including promoting the use of energy efficient building design and materials, re-use of previously developed land and existing buildings, and location of development in or close to town centres and areas with good public transport. Sustainability is a clear thread running through the NPPF.
- 7.353 Developments are required to be sustainable in transport terms, to minimise waste, include energy efficiency measures and promote use of renewable energy, and not significantly increase the requirement for water supply or surface water drainage.
- 7.354 London Plan Policy 5.2 (Minimising carbon dioxide emissions) requires developments to make the fullest practicable contribution to minimising CO₂ emissions following the energy hierarchy:
- Be Lean: use less energy
 - Be Clean: supply energy efficiently
 - Be Green: use renewable energy
- 7.355 It goes on to state that major development proposals should include a detailed energy assessment to demonstrate how the targets for carbon dioxide emissions reduction outlined above are to be met within the framework of the energy hierarchy and that where it is clearly demonstrated that the specific targets cannot be fully achieved on-site, any shortfall may be provided off-site or through a cash in lieu contribution to the relevant borough to be ring fenced to secure the delivery of carbon dioxide savings elsewhere.
- 7.356 The Mayor aims to ensure that major developments reduce carbon dioxide emissions from buildings by 35% against a Building Regulations Part L (2013) baseline.
- 7.357 Policy EQ1 of the Hounslow Local Plan seeks to minimise the demand for energy and promote renewable and low carbon technologies and Policy EQ2 aims to promote the highest standards of sustainable design and construction in development. It goes on to state that where appropriate developments should make a financial contribution to an agreed borough-wide programme for carbon reductions where required reductions cannot be achieved on-site.
- 7.358 An Energy Statement and a Sustainability Statement have been submitted with the application which set out how the development would achieve carbon dioxide reduction.
- 7.359 The development would not be in a position to secure the required 35% carbon dioxide emissions reduction against a Building Regulations Part L (2013) baseline. The scheme would be able to achieve a cumulative carbon dioxide emissions reduction of 33.8%, and has therefore proposed a Carbon Offset

Fund payment to mitigate the shortfall (5.8 tonnes of CO₂ per year). Such a contribution would be in accordance with sustainability objectives and would be secured through a s106 agreement in the event that the application had been recommended for approval.

Other environmental considerations

Flooding & drainage

- 7.360 The Site is shown on the EA Flood Map for Planning to be located entirely in Flood zone 1 (Low Probability) which represents land assessed as having less than a 1 in 1,000 (0.1%) annual probability of flooding from rivers or the sea. Therefore, in accordance with the NPPF, the proposed development would be considered appropriate in flood risk terms. The Environment Agency has raised no concerns with the proposals.
- 7.361 Thames Water and the Lead Local Flood Authority is satisfied that the development could come forward, subject to conditions controlling a foul and surface water drainage scheme at the site having first investigated capacity.

Contaminated land

- 7.362 Owing to the history of uses, there may be some contamination at the site. The NPPF advises where there is suspicion, or where evidence suggests there may be some contamination, planning permission may be granted subject to condition that development may not start before site investigation and assessment have been done and that the development itself will incorporate any remedial measures necessary.
- 7.363 Policy 5.21 (Contaminated Land) of the London Plan and adopted Local Plan Policy EQ8 (Contamination) provide the policy context.
- 7.364 In the event of an approval, a condition would have been proposed to ensure that the risk of land contamination would be minimised.

Ecology

- 7.365 NPPF states that the planning system should contribute to and enhance the natural and local environment by:
- a) Protecting and enhancing valued landscapes, geological conservation interests and soils;
 - b) Recognising the wider benefits of ecosystem services;
 - c) Minimising impacts on biodiversity and providing net gains in biodiversity, where possible contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;"

- 7.366 London Plan Policy 7.19 (Biodiversity and access to nature) states that “development proposals should wherever possible make a positive contribution to the protection, enhancement, creation and management of biodiversity”.
- 7.367 Adopted Local Plan Policy GB7 (Biodiversity) seeks to protect and enhance the Borough’s natural environment and seeks to increase the quantity and quality of the Borough’s biodiversity.
- 7.368 The nature and location of the site limits its ecological value. In the event of a recommendation for approval, a planning condition could have secured a scheme for biodiversity enhancements at the site.

Aircraft safety

- 7.369 Heathrow Airport and NATS were consulted by the Council. Both were of the opinion that the development would cause no harm to safe travel of air traffic provided that conditions were imposed on any planning permission. Such conditions would have been imposed in the event of a recommendation for approval.

8.0 PLANNING OBLIGATIONS

- 8.1 Local Plan Policy IMP3 (Implementing and monitoring the local plan) seeks to ensure that development proposals fully mitigate the impacts of the development on the area through a Section 106 agreement, where necessary or appropriate, having regard to supplementary planning document and provide the CIL payments required by any charging scheduled, including the Mayor of London’s CIL. A payment or other benefit offered in a Section 106 agreement is not material to a decision to grant planning permission and cannot be required unless it complies with the provisions of the Community Infrastructure Levy Regulations 2010 (regulation 122), which provide that the planning obligation must be:
- a) necessary to make the development acceptable in planning terms;
 - b) directly related to the development; and
 - c) fairly and reasonably related in scale and kind to the development.
- 8.2 A Section 106 agreement may not address all of the impacts of a development since some of these may be addressed by CIL, in order to satisfy the Regulation 122 tests above.
- 8.3 The NPPG provides guidance on use of planning obligations, which may impose a restriction or requirement, or provide for payment to make acceptable development proposals that might otherwise not be acceptable in planning terms. The Council’s Supplementary Planning Document on Planning Obligations (adopted March 2008) contains guidance on imposition of planning obligations in compliance with such guidance. These obligations may offset shortfalls in the scheme or mitigate a development’s impacts.

- 8.4 Because elements of the proposed development were found to be unacceptable, the heads of terms that would be appropriate in the event of a recommendation for approval have not been agreed between the Council and the applicant. A number of financial contributions are proposed by the applicant, and these are described at the appropriate sections of this report.

9.0 EQUALITIES DUTIES IMPLICATIONS

- 9.1 The Council has to give due regard to its Equalities Duties and in particular with respect to its duties arising pursuant to the Equality Act 2010, Section 149. It is considered that there will be no specific implications with regard to the Council's duty in respect of its equalities duties and that, if approving or refusing this proposal, the Council will be acting in compliance with its duties.

10.0 COMMUNITY INFRASTRUCTURE LEVY

- 10.1 Some new developments granted planning permission are liable to pay Community Infrastructure Levy (CIL) to the Mayor of London and to the Council.
- 10.2 CIL is payable where a new dwelling is created or where the net floor area increase exceeds 100 m² at the following rates:

Mayor of London CIL (m ²): £35			
LB Hounslow CIL (m ²):			
Housing	Supermarkets, superstores and retail warehousing:	Health care, education and emergency services facilities:	All other uses:
£200	£155	£0	£20

- 10.3 This development would have been liable to pay a Community Infrastructure Levy charge in the event that planning permission was granted for it.

11.0 THE PLANNING BALANCE AND CONCLUSIONS

- 11.1 This development would bring with it a number of important benefits. It would bring forward 327 new homes in the Borough, which would make a significant contribution towards ensuring that the Borough continues to meet its housing need. The mix of housing proposed, though, would not relate well to identified need, with a large number of smaller units being provided, at the expense of larger, family type accommodation.
- 11.2 52 of the units would be affordable. There would be the potential for further affordable homes to be provided off-site. For the reasons outlined in this report, that affordable housing provision conflicts with policy requirements to create mixed and balanced communities and maximize affordable housing delivery and would be unacceptable. That said, the delivery of some affordable units is a benefit – although it does not assist greatly in the planning balance for the reasons described.

- 11.3 The site would create around 450 jobs. These could be attractive to small and medium sized businesses, including in the media industry. The applicant has described how a proportion of the office space could be 'affordable'. This would have a significant economic benefit and would be a significant benefit in favour of the development. The consented 13 storey office building would, of course, also have provided a significant number of jobs and that could be built out now.
- 11.4 There would be public realm enhancements that again, weigh in favour of the development. For the most part, those improvements would be directly required by users of the proposed building, but they would improve an area which is currently hostile for pedestrians and cyclists and so their wider benefits and the weight that can be afforded to them in the balance, especially considering the conclusions reached as to the usefulness of the proposed financial contributions, must be measured.
- 11.5 The site is currently vacant, but for advertisements and makes no positive contribution to the character of the area. Its development would improve that situation and would be a benefit. The weight that can be attributed to the improved appearance of the site through its development must be tempered by the conclusions reached that the proposed building would not be of outstanding or the very highest quality of design for the reasons described in this report.
- 11.6 The applicant sets out that the development of this site would act as a catalyst for the regeneration of the Golden Mile more generally. That may or may not be the case. The Council is currently progressing its Partial Local Plan Review for the area that will set out how it intends to deliver homes and jobs. That work is at an early stage and very limited weight can be afforded to it at this time. The area does not yet have London Plan Opportunity Area status, although it is hoped that it will have in time. Were either or both of those policy positions in place, and they supported the development of this site in a way like that proposed, they would add further weight to the regenerative benefits of the wider area.
- 11.7 The planning authority needs to make decisions with reference to the policy position as it stands now. The provision of homes and jobs at this site are a significant benefit that would be brought forward by the development but the weight given to those benefits cannot be amplified by references to wider policy aspirations that are not yet in place to an extent that significant weight can be attached to them.
- 11.8 The Council does have a vision for the Golden Mile and it is likely that this site will form part of that. At this stage, that vision is not sufficiently reflected in planning policy to allow weight in the planning balance to be attributed beyond that described.
- 11.9 That is not to say that a decision cannot be made on these applications at this time because they can, with proper reference to the current planning policy context.
- 11.10 Whilst there would be benefits associated with the development, there would also be dis-benefits.

- 11.11 This report has identified that the proposed development would cause wide ranging and serious harm to a large number of heritage assets. The NPPF is clear that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. This is reflected in the legal framework.
- 11.12 The more important the asset, the greater the weight should be. Harm has been identified to assets of great importance, including the UNESCO Royal Botanical Gardens Kew World Heritage Site and the Grade II* listed Gunnersbury Park. Harm has also been identified to a range of Grade I, II* and II listed buildings and to a number of conservation areas. In the cases of Strand on the Green and Kew Green Conservation Areas, that harm would be substantial, in that the harm caused would result in their significance being very much reduced.
- 11.13 The NPPF states that where a proposed development would result in substantial harm to the significance of a heritage asset, planning permission should be refused, unless it can be demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh that harm.
- 11.14 Where development proposals would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.
- 11.15 Given the number of heritage assets that would be harmed by the development, the significance and cumulative significance of those assets and the level of harm that would be caused, the weight that must be afforded against the development is very significant indeed. The public benefits that the development would bring forward would not come close to outweighing that harm and where substantial harm would be caused, that harm would not be necessary to bring forward substantial public benefits that could outweigh it. As such, planning permission should be refused.
- 11.16 The development would conflict with various policies of the Development Plan. The scale and design of this isolated structure would cause harm to heritage assets. The design quality of the building would not be of a sufficiently high standard for a tall building in this location and its scale and visual isolation would cause harm to the wider character of the area and the skyline. The proposed provision of affordable housing would not maximize delivery or promote mixed and balance communities. The quality of homes provided would not, on balance, be of an acceptable standard due to the lack of on-site amenity space provision. Whilst Gunnersbury Park is nearby, there is severance of pedestrian routes to get there. Any benefits of the development do not outweigh the lack of onsite amenity space for this density of development
- 11.17 The proposed advertisements would further erode the quality of the building and would cause harm to the amenity of the area in their own right. In addition they would adversely impact the character of the surrounding heritage assets through the scale and illumination. Harm would be caused to the openness of Metropolitan Open Land from the visual intrusion of the LED illuminations

11.18 Planning decisions should be made in accordance with the Development Plan unless material considerations indicate otherwise. No such material considerations have been found to exist at this time.

11.19 The proposals would not constitute sustainable development and permission should be refused.

12.0 RECOMMENDATION

00505/EY/P18

12.1 That planning permission be **refused** subject to Stage II referral to the GLA for the following reasons:

1. The development, by virtue of its location, scale and design, would cause harm, including substantial harm to a range of designated heritage assets including Royal Botanic Gardens Kew World Heritage Site, a Grade II* listed registered park, listed buildings of all grades, locally listed buildings and conservation areas through harm to their settings. It has not been demonstrated that the substantial harm would be necessary to achieve substantial public benefits that outweigh that loss or that the public benefits of the proposal would outweigh the harm caused. The development is contrary to policies 7.8 (Heritage assets and archaeology), 7.10 (World Heritage Sites), 7.7 (Location and design of tall and large buildings) and 7.4 (Local character) of the London Plan (consolidated with alterations since 2011), policies CC4 (Heritage), CC3 (Tall buildings) and GB1 (Greenbelt and Metropolitan Open Land) of the Hounslow Local Plan (2015) and the aims and objectives of the aims and objectives of the National Planning Policy Framework (2012).
2. The development, by virtue of its location, scale, mass and design would not constitute the very highest, outstanding quality of design required for a tall building in this location. It would cause harm to the character of the wider area around the site and the skyline. It would be contrary to policies 7.4 (Local character), 7.6 (Architecture) and 7.7 (Location of tall buildings and large buildings) of the London Plan (consolidated with alterations since 2011), policies CC1 (Context and Character), CC2 (Urban Design and architecture), CC3 (Tall Buildings) and CC5 (Advertisement Panels, Hoardings and Structures) of the Hounslow Local Plan (2015) and the aims and objectives of the National Planning Policy Framework (2012).
3. The development would fail to secure the delivery of an acceptable quantum and tenure mix of affordable housing and would fail to meet the objectives of maximising the delivering of affordable housing and creating mixed and balanced communities, contrary to policies 3.8 (Housing choice), 3.9 (Mixed and balanced communities) 3.11 (Affordable housing targets) and 3.12 (Negotiating affordable housing) of the London Plan (consolidated with alterations since 2011), The Mayor's Housing SPG (2016), Policy SC2 (Maximising the provision of affordable housing) of the Hounslow Local Plan (2015) and the aims and objectives of the National Planning Policy Framework (2012).

4. The lack of sufficient on-site amenity space for the proposed flats and the severance of route towards the nearest public amenity space provision would further diminish the quality of accommodation and would conflict with Policy SC5 of the Hounslow Local Plan and the London Plan Housing SPG and the aims and objectives of the National Planning Policy Framework 2012
5. In the absence of a completed legal agreement, the development would fail to mitigate all of its impacts on existing local infrastructure and the environment and would be in conflict with Policy IMP3 (Implementing and monitoring the local plan) of the Hounslow Local Plan (2015).

00505/EY/AD22

12.2 The advertisement consent is **refused** for the following reason:

1. The proposed advertisements, by virtue of number, size, , location, design and illuminance would adversely impact on the character and appearance of the area and would result in harm to the residential and visual amenity of neighbouring properties contrary to the National Planning Policy Framework and National Planning Practice Guidance and policies CC1 (context and character) and CC5 (Advertisement Panels, Hoardings and Structures. They would also cause harm to the quality and character of the building upon which they would be located, and would conflict with and cause harm to the character and amenity of the area, contrary to Policy CC5 (Advertisement Panels, Hoardings and Structures) of the Hounslow Local Plan (2015).)
2. The advertisement panels, by virtue of size, location and illumination would have a harmful impact on the setting of nearby heritage assets and would detract from the landscape and visual amenity of the Metropolitan Open Land contrary to the National Planning Policy Framework, National Planning Practice Guidance and policies CC1 (Context and Character), CC4 (Heritage), CC5 (Advertisement Panels, Hoardings and Structures) and GB1 (Green Belt and Metropolitan Open Land) of the Hounslow Local Plan 2015