



# Central & South Planning Committee

Date:

**TUESDAY, 8 AUGUST 2017** 

Time:

7.00 PM

Venue:

COMMITTEE ROOM 5 -CIVIC CENTRE, HIGH STREET, UXBRIDGE UB8

**1UW** 

Meeting Details:

Members of the Public and Press are welcome to attend

this meeting

#### To Councillors on the Committee

Councillor Ian Edwards (Chairman)

Councillor David Yarrow (Vice-Chairman)

Councillor Shehryar Ahmad-Wallana

Councillor Roy Chamdal

Councillor Alan Chapman

Councillor Mo Khursheed

Councillor Peter Money BSC

Councillor John Morse

Councillor Brian Stead

Published: Monday, 31 July 2017

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Putting our residents first

Lloyd White

Head of Democratic Services

London Borough of Hillingdon,

3E/05, Civic Centre, High Street, Uxbridge, UB8 1UW

www.hillingdon.gov.uk

# Useful information for residents and visitors

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Watch a LIVE broadcast of this meeting on the Council's YouTube Channel: Hillingdon London

Those attending should be aware that the Council will film and record proceedings for both official record and resident digital engagement in democracy.



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#### A useful guide for those attending Planning Committee meetings

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#### **Petitions and Councillors**

**Petitions** - Those who have organised a petition of 20 or more people who live, work or study in the borough, can speak at a Planning Committee in support of or against an application. Petitions must be submitted in writing to the Council in advance of the meeting. Where there is a petition opposing a planning application there is also the right for the applicant or their agent to address the meeting for up to 5 minutes.

**Ward Councillors -** There is a right for local councillors to speak at Planning Committees about applications in their Ward.

**Committee Members** - The planning committee is made up of the experienced Councillors who meet in public every three weeks to make decisions on applications.

#### How the Committee meeting works

The Planning Committees consider the most complex and controversial proposals for development or enforcement action.

Applications for smaller developments such as householder extensions are generally dealt with by the Council's planning officers under delegated powers.

An agenda is prepared for each meeting, which comprises reports on each application

Reports with petitions will normally be taken at the beginning of the meeting.

The procedure will be as follows:-

- 1. The Chairman will announce the report;
- 2. The Planning Officer will introduce it; with a presentation of plans and photographs;
- 3. If there is a petition(s), the petition organiser will speak, followed by the agent/applicant followed by any Ward Councillors;

- 4. The Committee may ask questions of the petition organiser or of the agent/applicant;
- 5. The Committee debate the item and may seek clarification from officers;
- The Committee will vote on the recommendation in the report, or on an alternative recommendation put forward by a Member of the Committee, which has been seconded.

#### About the Committee's decision

The Committee must make its decisions by having regard to legislation, policies laid down by National Government, by the Greater London Authority - under 'The London Plan' and Hillingdon's own planning policies as contained in the 'Unitary Development Plan 1998' and supporting guidance. The Committee must also make its decision based on material planning considerations and case law and material presented to it at the meeting in the officer's report and any representations received.

Guidance on how Members of the Committee must conduct themselves when dealing with planning matters and when making their decisions is contained in the 'Planning Code of Conduct', which is part of the Council's Constitution.

When making their decision, the Committee cannot take into account issues which are not planning considerations such a the effect of a development upon the value of surrounding properties, nor the loss of a view (which in itself is not sufficient ground for refusal of permission), nor a subjective opinion relating to the design of the property. When making a decision to refuse an application, the Committee will be asked to provide detailed reasons for refusal based on material planning considerations.

If a decision is made to refuse an application, the applicant has the right of appeal against the decision. A Planning Inspector appointed by the Government will then consider the appeal. There is no third party right of appeal, although a third party can apply to the High Court for Judicial Review, which must be done within 3 months of the date of the decision.

#### Agenda

#### **Chairman's Announcements**

- 1 Apologies for Absence
- 2 Declarations of Interest in matters coming before this meeting
- 3 Matters that have been notified in advance or urgent
- To confirm that the items of business marked Part I will be considered in Public and that the items marked Part 2 will be considered in private

#### **PART I - Members, Public and the Press**

Items are normally marked in the order that they will be considered, though the Chairman may vary this. The name of the local ward area is also given in addition to the address of the premises or land concerned.

#### **Applications with a Petition**

	Address	Ward	Description & Recommendation	Page
5	10 Princes Park Lane	Botwell	Single-storey rear extension involving demolition of existing	1 - 10
	72808/APP/2017/2020		rear extension.	46 - 54
			Recommendation: Approval	
6	Land forming part of 12 Dagnall Crescent	Uxbridge South	Two storey, two-bed attached dwelling with associated parking	11 - 22
	72273/APP/2017/1211		and amenity space and creation of a new vehicular crossover to front.	55 - 58
			Recommendation: Refusal	

### **Applications without a Petition**

	Address	Ward	Description & Recommendation	Page
7	7 Nestles Avenue	Botwell	Variation of condition 5 (no other use including within Class D1)	23 - 34
	49059/APP/2017/1086		relating to planning permission ref. 49059/APP/2011/2790 dated 29-05-2012 (use as higher education college) to allow for use of building for primary education.  Recommendation: Refusal	59 - 63
8	14 Colbrook Close	Pinkwell	First floor side/rear extension, hip to gable conversion and rear	35 - 44
	35144/APP/2017/94		dormer window (Part Retrospective).	64 - 72
			Recommendation: Refusal	

PART I - Plans for Central and South Planning Committee 45 - 72



# Agenda Item 5

#### Report of the Head of Planning, Sport and Green Spaces

Address 10 PRINCES PARK LANE HAYES

**Development:** Single storey rear extension involving demolition of existing rear extension

LBH Ref Nos: 72808/APP/2017/2020

**Drawing Nos:** B-01 Rev. H

A-06 Rev. H A-05 Rev. H A-04 Rev. H A-03 Rev. H A-02 Rev. H A-01 Rev. H

Supporting Statement Prepared by Projection Architects

Date Plans Received: 02/06/2017 Date(s) of Amendment(s):

**Date Application Valid:** 19/06/2017

#### 1. CONSIDERATIONS

#### 1.1 Site and Locality

10 Princes Park Lane is a semi-detached dormer bungalow located on a residential street in Hayes, characterised by properties of a similar style and set back from the road frontage.

To the rear of the host dwelling, there is an existing conservatory and a gazebo. There is also a outbuilding/garage located within the rear garden, this structure is detached from the main dwellinghouse.

The house is typical of the street in that it is faced in painted render and has a clay tile roof. It has an access to the side which is shared with No.8. The garage in the rear garden is no longer usable for a car and it is proposed that it would be removed when the extension hereby proposed would be constructed.

The application site lies within a 'Developed Area' as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012).

#### 1.2 Proposed Scheme

The proposal would demolish the existing single storey rear extension which exists at the property. The proposed extension would be the full width of the house (6.92 m) and extend to 6 m from the original rear wall of the property. The roof would be a mono-pitched roof from front to back with a maximum height of 3.185 m, sloping down to 2.93 m. The proposed roof would contain 2 small rooflights.

The proposed extension is required to provide for the care needs of a child with complex medical requirements, supporting details have been provided to the Council and reviewed by Officers.

The additional rooms would consist of a bedroom, accessible bathroom and a kitchen/dining area.

#### 1.3 Relevant Planning History

27030/79/1187 10 Princes Park Parade Hayes

Householder development - residential extension(P)

**Decision Date:** 02-11-1979 Approved **Appeal:** 

27030/APP/2011/2163 10 Princes Park Parade Hayes

Conversion of roof space to habitable use to include a rear dormer and 2 front rooflights (Application for a Certificate of Lawful Development for a Proposed Development)

**Decision Date:** 04-11-2011 Refused **Appeal:** 

#### **Comment on Planning History**

The previously approved rear extension is to be demolished and replaced.

#### 2. Advertisement and Site Notice

**2.1** Advertisement Expiry Date:- Not applicable

2.2 Site Notice Expiry Date:- 20th July 2017

#### 3. Comments on Public Consultations

Consultation letters were sent to the neighbours to either side of the property and to the Kingway Surgery. No responses were received.

A petition with a total of 21 signatures was submitted in support of the application. The signatures included those of the immediate neighbours at Nos.8 and 12 Princes Park Lane. The petition was worded as follows:

"Our child affected with DMD needs his home to shape-up so it cater his needs. He must feel that his home is fully accessible to him and he can freely move over his wheelchair to any corner of the house.

This petition is to get 6 m extension to rear of our home so we can make his own bedroom, bathroom with provision of hoist and a kitchen where he can himself go and heat some food.

Life gave him a rare disease let's not limit him with the walls of our house. We need to extend so he appreciate place he is living in and call it home."

#### 4. UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

#### Part 2 Policies:

AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
LPP 3.5	(2016) Quality and design of housing developments

#### 5. MAIN PLANNING ISSUES

#### PLANNING POLICY

The development proposed has been assessed against the Development Plan Policies contained within Hillingdon Local Plan: Part 1, Saved Unitary Development Plan policies, the London Plan 2016, the NPPF and supplementary planning guidance prepared by both LB Hillingdon and the GLA.

Planning policy is generally supportive of new house extensions provided that they meet a number of criteria set out in the individual policies and the supporting guidance. These policies seek to ensure that the proposed development is designed so that it is suited to its location, complements the existing dwellings in the street scene and does not unacceptably impact on the living conditions of the residents of neighbouring properties.

#### PRINCIPLE OF DEVELOPMENT

The property is an established residential dwelling in the developed area of the Borough. Residential developments are acceptable in principle subject to compliance with all other Council policies and guidance.

#### **DESIGN**

Paragraph 5.6 of The National Planning Policy Framework (NPPF) (March 2012) states: "The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people".

Paragraph 6.4 of the NPPF states that "permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions".

Policy 7.4 of the London Plan states, "Development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. It should improve an area's visual or physical connection with natural features. In areas of poor or ill-defined character, development should build on the positive

elements that can contribute to establishing an enhanced character for the future function of the area".

Policy BE15 of the Hillingdon Local Plan Part two (Saved UDP Policies) requires alterations and extensions to existing buildings to harmonise with the scale, form and architectural composition of the original building and Policy BE19 ensures any new development complements or improves the amenity and character of the area.

Policies BE20, BE21 and BE24 seek to ensure that the amenity of neighbouring properties is not adversely affected by new development. Policy BE23 aims to ensure that sufficient external amenity space is provided to serve the proposed building and existing buildings surrounding the site.

The Council's Adopted SPD the Hillingdon Design and Accessibility Statement: Residential Extensions (December 2008) or HDAS, contains design guidance for all types of extensions advising that they should appear subordinate in scale to the original building. Rear extensions will only be allowed where there is no significant over-dominance, overshadowing, loss of outlook and daylight.

HDAS guidance requires the maximum depth for a rear extension for a semi-detached house should be no more than 3.6 m with the distance measured from the original house and not the subsequent extensions. The proposed extension would extend to 6 metres in depth and does not, therefore, comply with the guidance in the HDAS. However, both adjoining premises are extended at ground floor level and within the roof, such that the proposed extension would be seen in this context. The extension would not be visible from the front. Given its limited visibility the proposed extension is not considered to be out of character with the subject property and the wider area.

#### **AMENITY**

Sunlight and daylight needs to be considered in relation to the proposed extension and the surrounding buildings that may be affected. HDAS requires a minimum distance of 15 m between facing properties for sunlight and daylight, but a 21 m separation distance is required for preventing unacceptable overlooking of existing properties. The proposed development complies with this requirement.

Policy BE20 states that buildings should be laid out to allow adequate daylight to penetrate and amenities of existing houses safeguarded. It is considered that the extension is of a size and scale which would not significantly impact on the residential amenities of the occupiers of the adjoining properties from increased overshadowing, loss of sunlight, visual intrusion and over-dominance. Policy BE24 states that the proposal should protect the privacy of the occupiers and their neighbours

The proposed extension has a depth of 6m, which is well in excess of the Council's normal standards as set out in its adopted Supplementary Planning Document HDAS: Residential Extensions and would, in normal circumstances be considered unacceptable. However, consideration needs to be given to the fact that both adjoining properties are extended, at ground floor level, with No.8, the unattached property having a depth of 3.6m and No.12, the attached property, having a depth of 3m. The proposed extension would thus extend 2.4m beyond the rear of No.8 and 3m beyond the rear of No12. Given that the Council would normally consider a first generation extension with a depth of 3.6m to be acceptable in terms of its impact on adjoining occupiers and the proposed extension would be within this

limitation, it is considered that in this case, on balance the proposed extension would not have such an adverse impact on the amenities of adjoining occupiers as to justify refusal.

Amenity space standards have been applied to the remaining garden space for the existing house. HDAS requires 60 m2 of amenity space for houses of 3 bedrooms. The plans show that the retained garden area would be around 150 m2 and therefore consistent with the quidance.

The proposed extension includes 2 side-facing windows, which would serve the kitchen and the dining area. Both windows would face at close quarters a 1.8 m timber fence with 20 cm of trellis to the top, which forms the side boundary with No.8. The top of the windows would be 2.2 m above ground level so it is very unlikely that there would be any significant views into the neighbouring garden. The kitchen window would face towards a blank wall that forms the side elevation of the rear extension of No.8. Whilst the situation is not ideal, it is not anticipated that either of the windows would look directly into the house or garden of the neighbouring property and on balance, this aspect of the proposal is considered to be acceptable.

#### **HIGHWAYS**

No changes to highways are proposed, the existing off street parking provision will be retained.

#### **EXCEPTIONAL CIRCUMSTANCES**

It is noted that there are medical documents which have been submitted in support of this application to seek to demonstrate exceptional circumstances (held as confidential documents) to warrant a departure from policy and guidance to be allowed.

The medical evidence supplied consists of a statement from the applicant and two letters from the Hospital providing treatment.

The applicant's statement explains that the medical circumstances necessitate the use a wheelchair which cannot be accommodated within the existing property. Additional requirements in an accessible bedroom and bathroom, access to a hoist, storage space for equipment and kitchen/dining space. The medical needs statement is supported by evidence from the Hospital providing treatment.

Whilst the medical circumstances are of note and are a consideration, they do not outweigh the normal planning considerations, which have been set out above.

#### 6. RECOMMENDATION

#### APPROVAL subject to the following:

#### 1 HO1 Time Limit

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

**REASON** 

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

#### **2** HO2 Accordance with approved

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers B-01 Rev. H, A-01 Rev. H, A-02 Rev. H, A-03 Rev. H, A-04 Rev. H, A-05 Rev. H and A-06 Rev. H.

#### REASON

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

#### 3 HO4 Materials

The materials to be used in the construction of the external surfaces of the development hereby permitted shall match those used in the existing building and shall thereafter be retained as such.

#### **REASON**

To safeguard the visual amenities of the area and to ensure that the proposed development does not have an adverse effect upon the appearance of the existing building in accordance with Policy BE15 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

#### 4 HO7 No roof gardens

Access to the flat roof over the extension hereby approved shall be for maintenance or emergency purposes only and the flat roof shall not be used as a roof garden, terrace, balcony, patio or similar amenity area.

#### REASON

To prevent overlooking to adjoining properties in accordance with policy BE24 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

#### **INFORMATIVES**

#### **Standard Informatives**

- The decision to GRANT planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).
- The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

#### Part 1 Policies:

PT1.BE1 (2012) Built Environment

#### Part 2 Policies:

AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
LPP 3.5	(2016) Quality and design of housing developments

- You are advised this permission is based on the dimensions provided on the approved drawings as numbered above. The development hereby approved must be constructed precisely in accordance with the approved drawings. Any deviation from these drawings requires the written consent of the Local Planning Authority.
- You are advised that if any part of the development hereby permitted encroaches by either its roof, walls, eaves, gutters, or foundations, then a new planning application will have to be submitted. This planning permission is not valid for a development that results in any form of encroachment.
- Your attention is drawn to the need to comply with the relevant provisions of the Building Regulations, the Building Acts and other related legislation. These cover such works as the demolition of existing buildings, the erection of a new building or structure, the extension or alteration to a building, change of use of buildings, installation of services, underpinning works, and fire safety/means of escape works. Notice of intention to demolish existing buildings must be given to the Council's Building Control Service at least 6 weeks before work starts. A completed application form together with detailed plans must be submitted for approval before any building work is commenced. For further information and advice, contact Planning, Enviroment and Community Services, Building Control, 3N/01 Civic Centre, Uxbridge (Telephone 01895 250804 / 805 / 808).
- 6 You have been granted planning permission to build a residential extension.

When undertaking demolition and/or building work, please be considerate to your neighbours and do not undertake work in the early morning or late at night or at any time on Sundays or Bank Holidays. Furthermore, please ensure that all vehicles associated with the construction of the development hereby approved are properly washed and cleaned to prevent the passage of mud and dirt onto the adjoining highway. You are advised that the Council does have formal powers to control noise and nuisance under The Control of Pollution Act 1974, the Clean Air Acts and other relevant legislation. For further information and advice, please contact - Environmental Protection Unit, 4W/04, Civic Centre, High Street, Uxbridge, UB8 1UW (Tel. 01895 250190).

- 7 The Party Wall Act 1996 requires a building owner to notify, and obtain formal agreement from, any adjoining owner, where the building owner proposes to:
  - carry out work to an existing party wall;
  - build on the boundary with a neighbouring property;
  - in some circumstances, carry out groundworks within 6 metres of an adjoining building.

Notification and agreements under this Act are the responsibility of the building owner and are quite separate from Building Regulations, or Planning Controls. The Building Control Service will assume that an applicant has obtained any necessary agreements with the adjoining owner, and nothing said or implied by the Council should be taken as removing the necessity for the building owner to comply fully with the Party Wall Act. Further information and advice is to be found in "the Party Walls etc. Act 1996 - explanatory booklet" published by the ODPM, available free of charge from the Planning, Environment and Community Services Reception, Civic Centre, Uxbridge, UB8 1UW.

- Your attention is drawn to the fact that the planning permission does not override property rights and any ancient rights of light that may exist. This permission does not empower you to enter onto land not in your ownership without the specific consent of the owner. If you require further information or advice, you should consult a solicitor.
- 9 Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should ensure that the following are complied with: -
  - A) Demolition and construction works should only be carried out between the hours of 08.00 hours and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays Bank and Public Holidays.
  - B) All noise generated during such works should be controlled in compliance with British Standard Code of Practice BS 5228: 1984.
  - C) The elimination of the release of dust or odours that could create a public health nuisance.
  - D) No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit, 3S/02.

Civic Centre, High Street, Uxbridge, UB8 1UW (Tel.01895 277401) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

- You are advised that care should be taken during the building works hereby approved to avoid spillage of mud, soil or related building materials onto the pavement or public highway. You are further advised that failure to take appropriate steps to avoid spillage or adequately clear it away could result in action being taken under the Highways Act.
- To promote the development of sustainable building design and construction methods, you are encouraged to investigate the use of renewable energy resources which do not produce any extra carbon dioxide (CO2) emissions, including solar, geothermal and fuel cell systems, and use of high quality insulation.
- You are advised that care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense. For further information and advice contact Highways Maintenance Operations, Central Depot Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).

Contact Officer: Colin Blundel Telephone No: 01895 250230



#### Notes:



#### Site boundary

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Site Address:

#### 10 Princes Park Lane

Planning Application Ref: 72808/APP/2017/2020 Scale:

1:1,250

Planning Committee:

Central & Soակից 10

Date:

**July 2017** 

#### **LONDON BOROUGH** OF HILLINGDON **Residents Services**

**Planning Section** 

Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111



# Agenda Item 6

#### Report of the Head of Planning, Sport and Green Spaces

Address LAND FORMING PART OF 12 DAGNALL CRESCENT COWLEY

**Development:** Two storey, 2-bed attached dwelling with associated parking and amenity

space and creation of a new vehicular crossover to front

**LBH Ref Nos**: 72273/APP/2017/1211

**Drawing Nos:** Design and Access Statement

1625/02A 1625/03C

Date Plans Received: 29/03/2017 Date(s) of Amendment(s): 29/03/2017

**Date Application Valid:** 27/04/2017

#### 1. SUMMARY

The application seeks planning permission for the erection of a two storey, 2-bed attached dwelling with associated parking and amenity space and creation of a new vehicular crossover to front. The proposal is not considered to have a negative impact upon the visual amenity of the site or the surrounding area, would not result in an un-neighbourly form of development.

However, the proposed development would result in the loss of a car parking space serving the existing 3 bedroom dwelling, resulting in insufficient parking to serve the existing dwelling and, as such, an exacerbation of the parking stress already experienced on Dagnall Crescent.

The subdivision of the plot would also result in the existing and proposed dwellings both having external amenity space that fails to meet the minimum area requirement set out in the HDAS SPD and, therefore, would lead to unsatisfactory living conditions for the occupants of both properties.

#### 2. RECOMMENDATION

#### **REFUSAL** for the following reasons:

#### 1 NON2 Non Standard reason for refusal

The proposal has not demonstrated that sufficient off street parking/manoeuvring arrangements would be provided for the existing and proposed dwellings, and therefore the development is considered to result in substandard car parking provision, leading to on-street parking to the detriment of public and highway safety and contrary to policy AM14 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012), to Hillingdon's Adopted Parking Standards as set out in the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

#### 2 NON2 Non Standard reason for refusal

The proposed development, by virtue of its failure to provide amenity space of sufficient size and quality commensurate to the size and layout of the existing and proposed dwellings would result in an over-development of the site detrimental to the residential amenity of existing and future occupiers. The proposal is therefore contrary to Policies

BE19 and BE23 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

#### **INFORMATIVES**

#### 1 | 152 | Compulsory Informative (1)

The decision to REFUSE planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

#### 2 I53 Compulsory Informative (2)

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

AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
NPPF1	NPPF - Delivering sustainable development
NPPF6	NPPF - Delivering a wide choice of high quality homes
NPPF7	NPPF - Requiring good design

#### 3. CONSIDERATIONS

#### 3.1 Site and Locality

The application site comprises of a two storey semi-detached dwelling located on the South Eastern side of Dagnall Crescent which lies within the Developed Area as identified within the Hillingdon Local Plan - Saved UDP Policies (November 2012). The property

currently has a detached single garage and the frontage is laid to hardstanding. The side and rear garden of the host dwelling back onto the properties in Benbow Way to the South. It is noted that a new attached dwelling has been constructed at the nearby dwelling at Number 9 Dagnall Crescent.

#### 3.2 Proposed Scheme

The application seeks full planning permission for the erection of a two storey, 2-bed attached dwelling with associated parking and amenity space and extension to vehicular crossover to front.

#### 3.3 Relevant Planning History

72273/PRC/2016/232 Land Forming Part Of 12 Dagnall Crescent Cowley

Erection of single famile dwelling (Use class C3).

**Decision:** 17-02-2017 OBJ

#### **Comment on Relevant Planning History**

The application follows an application for pre-application advice for the erection of a two storey 3 bedroom attached dwelling. The conclusion of this application was:

"There is no 'in principle' objection to the proposed redevelopment of the site for residential use. However, the existing proposal appears to be excessive and results in the loss of existing external amenity space and provision of inadequate external amenity space."

Planning ref: 28188/APP/2006/1184 approved a 2 storey, 2 bedroom attached hosue and installation of a new crossover to the existing dwelling (No.9). The application was refused because it was considered by the Council to have an adverse imapct on the streetscene. The dwelling was nonetheless allowed at appeal in early 2007. The appeal decision was made was before the HDAS Residential extensions guidance was adopted. The officer report the subject of the appeal had no references to the HDAS Residential extensions guidance nor did the Inspector take it into consideration. The inspector was mindful though of policies BE13, BE15 & BE19 of the UDP and conluded the character and appearance of the streetscene would not be harmed by an extra dwelling. The inspector felt that although the proposed dwelling would not directly match the existing dwelling this in istelf did not justify refusing planning permission.

This proposal only has a material bearing on the proposed application as regards the principle of an additional dwelling and its visual impact on the stretescene under similar circumstances having a precedence. Nonetheless the current proposal would be subject to HDAS Residential extensions guidance and the 25 March 2015 technical housing standards for England. Furthermore the issue of parking stress will be very different now from over 10 years ago.

#### 4. Planning Policies and Standards

#### **UDP / LDF Designation and London Plan**

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

Part 1 Policies:

#### PT1.BE1 (2012) Built Environment

#### Part 2 Policies:

AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
NPPF1	NPPF - Delivering sustainable development
NPPF6	NPPF - Delivering a wide choice of high quality homes
NPPF7	NPPF - Requiring good design

#### 5. Advertisement and Site Notice

- **5.1** Advertisement Expiry Date:- Not applicable
- **5.2** Site Notice Expiry Date:- Not applicable

#### 6. Consultations

#### **External Consultees**

12 neighbouring properties were consulted by letter dated 2.5.17 and a site notice was displayed to the front of the site which expired on 1.6.17.

4 letters of objection and a petition signed by 22 signatories have been received raising the following concerns:

- 1. Loss of light and outlook.
- 2. Loss of privacy.
- 3. Loss of the trees.

- 4. Inadequate parking provision in an area which suffers from parking stress.
- 5. Building over a Thames Water Sewer.

Officer note: The issue of building over a Thames Water Sewer is not a planning consideration.

#### **Internal Consultees**

Highways Officer:

With regard to the latest drawing supplied by the applicant there is only one car parking space provided for the existing 3 bed house that currently has at least 2 car parking spaces and a detached garage. The new 2b dwelling is provided with 2 tandem parking spaces which is suitable.

I am concerned the existing dwelling will not have sufficient car parking space given the existing PTAL value (1b - very poor) and the existing parking stress in the street.

On the basis of the lack of parking I suggest you refuse the application.

#### 7. MAIN PLANNING ISSUES

#### 7.01 The principle of the development

The site lies within an established residential area where there would be no objection in principle to the intensification of the residential use of the site, subject to all other material planning considerations being acceptable, in accordance with the Hillingdon Local Plan (November 2012).

#### 7.02 Density of the proposed development

Policy 3.4 of the London Plan seeks to ensure that the new development takes into account local context and character, the design principles in Chapter 7 and public transport capacity development should optimise housing output for different types of location within the relative density range shown in Table 3.2. Development proposals which compromise this policy should be resisted.

The density matrix, however, is only of limited value when looking at small scale development such as that proposed with this application. In such cases, it is often more appropriate to consider how the development harmonises with its surroundings and its impact on adjoining occupiers.

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

Not applicable to this application.

#### 7.04 Airport safeguarding

Not applicable to this application.

#### 7.05 Impact on the green belt

Not applicable to this application.

#### 7.07 Impact on the character & appearance of the area

The NPPF (2012) notes the importance of achieving design which is appropriate to its context stating that 'Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.'

Policy BE1 of the Hillingdon Local Plan (November 2012) requires that all new development achieves a 'high quality of design in all new buildings, alterations and extensions'. In addition, Policy BE13 of the Hillingdon Local Plan (November 2012) acknowledges that 'development will not be permitted if the layout and appearance fail to harmonise with the existing street scene'. The emphasis placed on the impact of a development upon the character of the surrounding area is further emphasised under Policy BE19 of the

Hillingdon Local Plan (November 2012), which recognises that 'The Local Planning Authority will seek to ensure that new development within residential areas complements or improves the amenity and character of the area'. Paragraph 4.14 of the Residential Layouts HDAS SPD specifies that developments should incorporate usable, attractively laid out and private garden space conveniently located in relation to the property or properties it serves. It should be of an appropriate size, having regard to the size of the dwelling and character of the area. Paragraph 4.27 of the HDAS SPD gives advice that building lines within a new development should relate to the street pattern of the surroundings whilst the height of the development is best determined by reference to the proportions, siting and lines of surrounding buildings.

It is noted that the proposed dwelling would have the same depth and height as the host dwelling and would marginally exceed the width of the host dwelling. It is noted that there is a relatively recent similar example of development at Number 9, built as no. 9A Dagnall Crescent. The size and appearance of the current proposal matches that which was allowed at appeal by the Inspector under appeal reference APP/R5510/A/06/2033555. In that case the Inspector commented as follows:

"The appeal site is the side, and part of the rear, garden of No 9 Dagnall Crescent, a semi-detached house. The new house, attached to the side wall of the semi-detached property, would result in the formation of a terrace of three houses. The proposed house would be the same height and depth as the existing property and slightly wider. The design of the front elevation with a roof, windows and door and the use of brickwork and render would match the existing houses.

The only window at first floor level on the rear elevation would be a small high level window that would serve a bathroom. This means that, above a patio window and kitchen window the wall would be largely blank. Although this would not match the existing property it would not be visible from the street or be readily noticeable from the houses at the rear which are located about 40m away. In these circumstances I do not consider that the design of the first floor rear elevation of the house is so incongruous or harmful to the character and appearance of the street scene that it justifies the refusal of planning permission. I conclude that overall, the design of the house would comply with Policies BE13, BE15 and BE19 of the Hillingdon Unitary Development Plan (UDP)."

This appeal decision is considered to be a strong material consideration in this case as regards matetrs concerning character and appearance of the stretescene (it should be noted that the streetscene is similar now in appearance to when the inspector considered the appeal proposal, the only significant change being greater evidence of parking stress). As such, given the similarity to the development which was allowed at appeal, it is considered, on balance, that the visual impact of the proposed dwelling would not be sufficiently harmful to the visual amenities of the locality to justify a refusal of planning permission.

#### 7.08 Impact on neighbours

Policies BE20, BE21 and BE22 of the Hillingdon Local Plan: Part Two - Saved UDP Polices (November 2012) give advice that buildings should be laid out so that adequate daylight and sunlight can penetrate into and between them, and the amenities of existing houses are safeguarded.

Policies BE23 and BE24 of the Hillingdon Local Plan (Part Two) stress the importance of new buildings and extensions providing adequate amount of external amenity space, that not only protects the amenity of the occupants of the proposed development, but also of

those of the surrounding buildings, as well as protecting both parties privacy.

The Council's adopted HDAS SPD: Residential Layouts (July 2006) specifies in paragraph 4.9 that where a two or more storey building abuts a property or its garden, a minimum acceptable distance of 15 m should be maintained, so as to overcome possible overdomination, overbearing and overshadowing. Paragraph 4.11 of the HDAS SPD specifies that the Council's 45 degree principle will be applied and is designed to ensure that adequate daylight and sunlight is enjoyed in new and existing dwellings. The principle involves drawing a line from the mid-point of an existing/new window that is potentially affected by a new dwelling at an angle of 45 degrees towards the new building. Paragraph 4.12 of the HDAS SPD specifies that new residential development should be designed so as to ensure adequate privacy for its occupants and that of the adjoining residential property. It gives advice that the distance should not be less than 21m between facing habitable room windows.

Strong concerns have been received from the occupants of properties to the rear in Benbow Way that the proposed dwelling would result in an unacceptable loss of light, outlook and privacy to the rear of their properties, resulting in an over-dominant form of development. The proposed dwelling would however achieve the required 21m back to back separation distance between habitable windows in accordance with the guidance contained within the adopted SPD HDAS: Residential Layouts.

The proposed dwelling would allow greater overlooking of neighbours gardens than the existing dwelling does, it should be noted though that the existing circumstances are that the neighbours houses all overlook each others rear gardens, furthermore HDAS guidance focuses on overllokign of houses rather than overlloking of gardens. It is not therefore considered that a refusal reason relted to increased overlooking of rear gardens could be justified.

As such it is concluded that the proposal would not result in an unacceptable loss of light, outlook or privacy to the occupants of neighbouring properties in Benbow Way to the South. Therefore, it is considered that the proposed development would not constitute an un-neighbourly form of development in compliance with Policies BE19, BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two -Saved UDP Policies (November 2012).

#### 7.09 Living conditions for future occupiers

On 25 March 2015, the Government introduced new technical housing standards in England, which comprise of new additional 'optional' Building Regulations on water and access, and a nationally described space standard (referred to as "the new national technical standards"). These new standards came into effect on 1 October 2015. The Mayor of London has adopted the new national technical standards through a minor alteration to The London Plan.

The Housing Standards (Minor Alterations to the London Plan) March 2016 sets out the minimum internal floor spaces required for developments in order to ensure that there is an adequate level of amenity for existing and future occupants. A two bedroom (4 person), two storey dwelling is required to provide an internal floor area of 79 m2 which the proposal complies with. Furthermore the habitable rooms would enjoy a satisfactory outlook in accordance with the requirements of Policy 3.5 of the London Plan (2015).

It is however noted that the dimensions of the proposed dwelling is identical to that which was considered at the pre-application stage with the exception of the first floor layout. The current proposal includes a very large bedroom 1 which could be subdivided in future to

form two bedrooms. The subdivision of this bedroom would result in a substandard floor area and further increase the requirement for outdoor amenity space which cannot be met. It is considered that it would therefore be reasonable to impose a condition to ensure that the no internal room partitions are erected in the future to ensure that there is no intensification of the use of this site which would result in poor standards of residential amenity to future occupants.

Policy BE23 of the Hillingdon Local Plan (November 2012) recognises that new residential buildings should 'provide external amenity space which is sufficient to protect the amenity of the occupants of the proposed and surrounding buildings'. Submitted plans demonstrate that the host dwelling would retain a private amenity space of 44 square metres and the proposed dwelling would achieve 45 square metres. This would not comply with the requirements of the Council's SPD HDAS: Residential Layouts for two bedroom dwellings, which requires a minimum of 60 square metres.

Whilst it is noted that the area of the amenity space for both properties would be similar to the amount of amenity space provided with the dwelling approved on appeal at No.9, the Residential Layouts SPD had not been adopted at the time that the original recommendation was made and its contents were not considered by the Appeal Inspector when making their decision. The SPD is a material consideration and amenity space standards have been required to be met since its adoption, being used to refuse a number of applications and also being successfully defended at the planning appeal stage.

It is noted that there is public open space nearby, but this is not considered to overcome the very substandard rear gardens that are proposed in this case. The net housing gain is only one unit and both the existing and proposed dwelling would have garden sizes well below the Councils HDAS standard.

It is considered that the external space standards set out in the SPD directly relate to Policy BE23 and that, given the demonstrable shortfall in external amenity space provision, the proposed development does not fulfil the requirements of Local Plan Policy BE23.

#### 7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to ensure that all development is in accordance with the Council's adopted Car Parking Standards.

Whilst the parking arrangements for the proposed new dwelling, which consist of two 'tandem' spaces, are considered to be acceptable, the proposed development will result in the existing 3 bedroom dwelling losing one of its allocated off street car parking spaces and, as such, is likely to give rise to increased on street parking which would exacerbate the existing parking stress experienced on Dagnall Crescent and surrounding streets.

It is therefore considered that the proposal fails to satisfy the requirements of Local Plan Policy AM 14 and London Plan Policy 6.3.

#### 7.11 Urban design, access and security

The issues are addressed in the sections above.

#### 7.12 Disabled access

The Council's Access Officer has raised no objection subject to a condition requiring

compliance with the Building Regulations.

#### 7.13 Provision of affordable & special needs housing

Not applicable to this application.

#### 7.14 Trees, landscaping and Ecology

Saved policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate. The garden does contain a number of immature trees and shrubs. It is considered that it would be reasonable to impose a landscaping condition for hard and soft landscaping.

#### 7.15 Sustainable waste management

Not applicable to this application.

#### 7.16 Renewable energy / Sustainability

Not applicable to this application.

#### 7.17 Flooding or Drainage Issues

Not applicable to this application.

#### 7.18 Noise or Air Quality Issues

Not applicable to this application.

#### 7.19 Comments on Public Consultations

The comments received from consultees are addressed in the sections above.

#### 7.20 Planning obligations

The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014 and the Hillingdon CIL charge for residential developments is £95 per square metre of additional floorspace. This is in addition to the Mayoral CIL charge of £35 per sq metre.

Presently calculated the liabilities would be as follows;

LBH CIL £8.081.01

London Mayoral CIL £3,164.13

Total CIL £11,245.14

#### 7.21 Expediency of enforcement action

Not applicable to this application.

#### 7.22 Other Issues

No other issues raised.

#### 8. Observations of the Borough Solicitor

#### General

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

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

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

#### **Planning Conditions**

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

#### Planning Obligations

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

#### **Equalities and Human Rights**

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

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

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

#### 9. Observations of the Director of Finance

Not applicable to this application.

#### 10. CONCLUSION

The proposed development fails to provide sufficient off street parking facilities or usable external amenity space. It is therefore recommended that the application is refused for the reasons set out in this report.

#### 11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)

Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)

The London Plan (2016)

The Housing Standards Minor Alterations to The London Plan (March 2016)

Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016)

Hillingdon Design and Accessibility Statement: Residential Layouts Hillingdon Design and Accessibility Statement: Residential Extensions Hillingdon Design and Accessibility Statement: Accessible Hillingdon

National Planning Policy Framework

Contact Officer: Nicola Taplin Telephone No: 01895 250230



#### Notes:



#### Site boundary

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Site Address:

#### **Land Forming Part Of** 12 Dagnall Crescent

Planning Application Ref: 72273/APP/2017/1211 Scale:

1:1,250

Planning Committee:

Central & Soալելից 22

Date:

**July 2017** 

#### **LONDON BOROUGH** OF HILLINGDON **Residents Services**

**Planning Section** 

Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111



# Agenda Item 7

#### Report of the Head of Planning, Sport and Green Spaces

Address 7 NESTLES AVENUE HAYES

**Development:** Variation of condition 5 (no other use including within Class D1) of planning

permission Ref: 49059/APP/2011/2790 dated 29-05-2012 (use as higher education college) to allow for use of building for primary education

**LBH Ref Nos**: 49059/APP/2017/1086

**Drawing Nos:** School Travel Plan (Ref: P1022)

7NA-300-02 7NA-300-01 7NA-301-01

**Design and Access Statement** 

Date Plans Received: 27/03/2017 Date(s) of Amendment(s):

**Date Application Valid:** 03/05/2017

#### 1. SUMMARY

The proposed use of the building as a primary school, particularly given the wide catchment area of the school, would result in a significant increase in vehicular traffic as a opposed to that expected for the approved use.

Given the existing levels of parking stress on surrounding roads and the regular movements of Heavy Goods Vehicles associated with neighbouring industrial uses, it is considered that the proposal would result in a detrimental impact on the surrounding area in terms of parking and highway safety and would present considerable safety issues to pupils and other pedestrians using the school.

#### 2. RECOMMENDATION

#### **REFUSAL** for the following reasons:

#### 1 NON2 Parking, Traffic, Amenity and Pedestrian Safety Impact

The proposed use of the premises as a nursery and primary school does not adequately provide on-site pick up and drop off facilities to the detriment of child safety and fails to have regard to existing highway and pedestrian safety concerns. The excess demand for car parking generated by the use of the premises as a school would increase demand onstreet and also heavily conflict with movements of Heavy Goods Vehicles (which do turning manouveres in front of the proposed site) and other traffic using Nestles Avenue to the detriment of highway and pedestrian safety.

The proposed use would result in an increase in parking stress within the surrounding area which is already subject to considerable pressure. Furthermore, the increase in traffic on a congested road that is subject to HGV movements associated with surrounding industrial uses would create an environment that would present considerable hazard to pupils and other pedestrians and will be disruptive to residents of neighbouring dwellings. The proposed use is therefore in conflict with Policies AM7, AM14, BE13, BE19, BE25, OE1 and R16 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 6.10, 6.13, 7.4 and 7.5 of the London Plan (2016).

#### **INFORMATIVES**

#### 1 I52 Compulsory Informative (1)

The decision to REFUSE planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

#### 2 I53 Compulsory Informative (2)

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

	· ,
LPP 3.16	(2016) Protection and enhancement of social infrastructure
LPP 3.18	(2016) Education Facilities
LPP 6.10	(2016) Walking
LPP 6.13	(2016) Parking
LPP 7.3	(2016) Designing out crime
LPP 7.4	(2016) Local character
LPP 7.5	(2016) Public realm
LPP 7.15	(2016) Reducing and managing noise, improving and enhancing the
	acoustic environment and promoting appropriate soundscapes.
LPP 8.3	(2016) Community infrastructure levy
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
BE19	New development must improve or complement the character of the area.
BE25	Modernisation and improvement of industrial and business areas
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
LE2	Development in designated Industrial and Business Areas
OE1	Protection of the character and amenities of surrounding properties and the local area
R10	Proposals for new meeting halls and buildings for education, social, community and health services
R16	Accessibility for elderly people, people with disabilities, women and children
NPPF	National Planning Policy Framework

#### 3. CONSIDERATIONS

#### 3.1 Site and Locality

The site is occupied by a unit which has been created through the subdivision of a larger building. The street facade is two-storeys in height with a flat roof and brick elevations that are painted on the frontage. The unit is largely contained within this two-storey element although it does extend partially into the large single-storey element to the rear. There is a

hard standing area to the front of the building which can be accessed from Nestles Avenue via a dropped kerb and gate. This hard standing area is otherwise enclosed with approximately 1.8 metre high mesh fencing. There are a total of 11 car parking spaces, including one disabled bay, provided within this hard standing area.

The site is located within the Nestles Avenue Industrial and Business Area (IBA) which is characterised by single and two-storey buildings on the northern side of Nestles Avenue and Viveash Close which predominantly house industrial and warehousing uses. Close by, to the south-east of the site is the former Nestle factory site for which a comprehensive scheme for redevelopment which would incorporate residential, retail, community, leisure and commercial uses has recently been submitted. The southern side of Nestles Avenue, as well as a number of smaller streets branching from it, is lined by a dense, linear arrangement of dwellings. These dwellings are set slightly back from the road, in a linear arrangement, and a large proportion have had the front amenity space converted to vehicular parking with associated dropped kerb access. The street itself is relatively narrow, with pavement on both sides.

#### 3.2 Proposed Scheme

The proposal involves varying condition 5 of the planning approval for the conversion of the building to allow for Unit 7 to be used as a Primary School. The condition currently prohibits the unit being employed in any D1 use other than as a Higher Education College. A Travel Plan has been submitted which sets out measures that could be taken to reduce the use of private vehicular transport has been included as part of the application.

The application follows the occupation of the unit by the school, which has now ceased after enforcement action and a subsequent stop notice being served.

Tarbiyyah Primary School is an independent faith (Islamic) mixed school for pupils aged 3 to 11. It was first registered with the Department for Education in 2011 and was previously located in Hounslow (that use ceased following enforcment action by LB Hounslow) . The most recent OFSTED inspection report (December 2016) stated that 163 full-time pupils were on roll. The report notes that there were no children with an Education, Health & Care plan (special educational needs and/or disability). Pupils at independent schools do not form part of a borough pupil census and therefore it is not known how many pupils are currently enrolled or how many of these are Hillingdon residents. Information on early years pupils is collected for funding purposes. The latest data is for the spring term 2017. At that time, 50 three and four-year-olds were at the school, of which 19 were Hillingdon residents and 31 were out of Borough.

#### 3.3 Relevant Planning History

49059/APP/2006/1040 7 Nestles Avenue Hayes

CHANGE OF USE FROM WAREHOUSE (CLASS B8) TO CONFERENCE AND BANQUETING CENTRE (CLASS D1)

Decision: 30-05-2006 Refused

49059/APP/2011/2790 7 Nestles Avenue Hayes

Part retrospective change of use from Class B8 (Storage and Distribution) to use as a higher educational college.

Decision: 22-05-2012 Refused Appeal: 12-12-2012 Allowed

49059/APP/2011/945 7 Nestles Avenue Hayes

Part change of use from Class B8 (Storage and Distribution) to Class D1 (Non-Residential

Institutions) for use as an educational college (Part Retrospective)

Decision: 05-08-2011 Refused

#### **Comment on Relevant Planning History**

The original approval for the conversion of the unit to D1 was granted following an appeal. A condition was imposed restricting the D1 use to Higher Education purposes only. This condition was attached in order to protect the character and amenities of surrounding properties. It should be noted that the applicant proposed a use which involved young adults rather than children and therefore it was much more realistic to assume that public transport would be extensively used.

#### 4. Planning Policies and Standards

#### **UDP / LDF Designation and London Plan**

(2012) Built Environment

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

#### Part 1 Policies:

PT1.BE1

	(2012) Sant Environment
PT1.CI1	(2012) Community Infrastructure Provision
PT1.E1	(2012) Managing the Supply of Employment Land
Part 2 Policies	S:
LPP 3.16	(2016) Protection and enhancement of social infrastructure
LPP 3.18	(2016) Education Facilities
LPP 6.10	(2016) Walking
LPP 6.13	(2016) Parking
LPP 7.3	(2016) Designing out crime
LPP 7.4	(2016) Local character
LPP 7.5	(2016) Public realm
LPP 7.15	(2016) Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
LPP 8.3	(2016) Community infrastructure levy
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.

BE19	New development must improve or complement the character of the area.
BE25	Modernisation and improvement of industrial and business areas
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
LE2	Development in designated Industrial and Business Areas
OE1	Protection of the character and amenities of surrounding properties and the local area
R10	Proposals for new meeting halls and buildings for education, social, community and health services
R16	Accessibility for elderly people, people with disabilities, women and children
NPPF	National Planning Policy Framework

#### 5. Advertisement and Site Notice

- 5.1 Advertisement Expiry Date:- 8th June 2017
- **5.2** Site Notice Expiry Date:- Not applicable

#### 6. Consultations

#### **External Consultees**

The site notice was positioned on a lamp post to the front of the site and a notice was also displayed in the local press. In addition, letters were sent to occupants of neighbouring dwellings and businesses, notifying them of the proposed development and inviting a response.

A total of four letters of objection were received, the contents of which are summarised below:

Increase in traffic and pressure on car parking spaces;

Increase in noise:

Encroachment into warehousing to the rear of the site and negative impact on neighbouring businesses;

Dropping off arrangements may work but this approach could not be used for picking up.

The applicant also provided a survey which had been signed by 23 individuals living on neighbouring roads. This included a number of comments, predominantly positive. It was not submitted as a formal petition.

#### **Internal Consultees**

**HIGHWAYS**:

There are waiting restrictions on Nestles Avenue outside the premises that have been implemented to ensure free flowing traffic on this busy road. There are high levels of parking stress on Nestles Avenue and surrounding streets and it is clear that finding an on-street parking space in this area is very difficult. The proposal is to change the existing Adult College use to one where primary school children are taught in the building. The layout plan shows 11 car parking spaces at the front of the building which are used for staff parking. There is a small drop-off zone shown on Nestles Avenue in front of the pedestrian entrance which is contrary to safety principles as it is important to provide good visibility for motorists to see parents and children entering and leaving the premises. Any sort of drop-off zone should be located within the site and not directly outside it hence the use of 'School Keep Clear' markings used outside many primary schools. From previous inspections of the site it is

clear that parents park outside the school disrupting the free flow of traffic and causing annoyance to neighbouring premises. There are no pedestrian crossing facilities provided or proposed to support the needs of parents and children crossing Nestles Avenue to or from the school which suggests the applicant does not understand the importance of this aspect of the proposal. The site has a PTAL value of 4 (good) but there are no bus services along Nestles Avenue. The DAS suggests that the school has approximately 160 pupils and over 50% of them come by car, which will mean that there are a large number of children being dropped off in the vicinity of the school and a large number crossing local roads.

Officer Comment: Statitics provided by the applicant have varied as regards car usage. What is clear is that a very high proportion of pupils live some distance from the school and this is spread over an exceptionally large and wide catchment.

ACCESS OFFICER:

No comment to make.

**ENVIRONMENTAL PROTECTION UNIT:** 

No adverse comments.

#### 7. MAIN PLANNING ISSUES

#### 7.01 The principle of the development

The site is located within the built-up area and utilises an existing building. The National Planning Policy framework (NPPF) instructs that planning applications should be determined with an overall presumption in favour of sustainable development. Paragraph 14 of the NPPF clarifies that compliance with relevant local, national and regional planning policies will provide an indication as to whether a proposed scheme can be considered as sustainable development.

Policy R10 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) encourages the provision of educational facilities subject to compliance with other relevant planning policies whilst Policy 3.16 of the London Plan (2016) promotes social infrastructure development that is accessible and located within easy reach by walking, cycling and public transport.

The principle of the change of the use of the building from industrial to D1 has already been allowed following the original approval and, as such, the application is not subject to the considerations of Local Plan Policy LE2 which seeks to prevent the loss of commercial usage within IBA's.

It is considered that the unit, in its current status, provides the opportunity for valuable social infrastructure in the form of a higher education college and, as such, any refusal for its use as a primary school would not have a negative impact on social infrastructure provision within the surrounding area.

Whereas there is a benefit in any proposal which provides new educational facilities the Council has consitently sought to manage education demand and the Hayes area has seen significant investment in new primary school age educational facilities including a new primary school at Lake Farm. The proposal is for an independent school and the most recent OFSTED inspection report (December 2016) stated that 163 full-time pupils were on roll. The report notes that there were no children with an Education, Health & Care plan (special educational needs and/or disability). Information provided through a travel plan

indicates the majority of pupils are out of Borough, thus reducing the education benefit to the Borough from the proposal. It is considered that all of these factors limit the overall education benefit of the proposals and that the significant highway safety concerns substaintially outweigh the education benefits of the proposal.

#### 7.02 Density of the proposed development

Not applicable to the proposed scheme.

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

No heritage assets would be impacted upon by the proposed development, given its nature and siting.

#### 7.04 Airport safeguarding

Not applicable to the proposed development.

#### 7.05 Impact on the green belt

Not applicable to the proposed development.

#### 7.06 Environmental Impact

The Council's Environmental Protection Unit were consulted with regards to the proposed use and have not raised any objections on environmental impact grounds.

#### 7.07 Impact on the character & appearance of the area

The proposal is for change of use only and does not include any material changes in the size, appearance or positioning of the existing building.

The primary school that would occupy the unit is a faith school and, as such, would draw on a wider catchment area than normally expected for such a facility. The accompanying Travel Plan indicates that 67% of pupils arrived at the school by car prior to the stop notice being served.

Statitics provided by the applicant have varied as regards car usage. What is clear is that a very high proportion of pupils live some distance from the school and this is spread over an exceptionally large and wide catchment. The location of many pupils is such that it is considered unlikely that a large modal shift away from car usage would be possible, hence it is extremely likely that a high proportion of pupils would arrive by car and site visits have identified that this does impact on the surrounding area and raise very serious highway/pedetrain safety cocnerns explaiend in more detail elsewhere in this report.

The use of the building as a Higher Education College would not generate the same volume of vehicular movements due to the age of pupils meaning they are more likely to arrive unaccompanied and by walking or public transport.

As a result of the significant increase in vehicular movements that would arise as a result of the proposed use, it is considered that the character of the area would be adversely impacted upon, with the additional noise and disruption detracting from the amenities enjoyed by the occupants of neighbouring dwellings.

It should be noted that, in approving the original scheme, the planning appeal inspector endorsed the Council's suggested condition to restrict the D1 use of the unit for Higher Education purposes only due to concerns that other D1 uses would have an adverse impact upon the character of the area.

It is therefore considered that the proposal conflicts with Local Plan Policies BE 13, BE 19, BE 25 and OE 1 and London Plan Policies 7.4 and 7.5.

#### 7.08 Impact on neighbours

It is considered that the proposed change of use would have a detrimental impact upon the

occupants of neighbouring dwellings for the reasons set out in section 7.07 of this report.

#### 7.09 Living conditions for future occupiers

No applicable to the proposed development.

#### 7.10 Traffic impact, Car/cycle parking, pedestrian safety

The proposed variation of condition will allow the unit to be occupied by a faith school, with an anticipated amount of 160 pupils, that would travel from a wider catchment area than would be expected for the current approved D1 use as a Higher Education College.

The application is accompanied by a Travel Plan which states that 67% of pupils travelled to and from the school by private transport during the time that it was operating as an unauthorised use of the site. This presents a significantly different scenario to the travel patterns set out in the approved Travel Plan for the Higher Education use, with vehicular movements increasing to a degree that would be disruptive to neighbouring residents and present highway safety implications given the amount of parked and waiting cars, the increase in pedestrians and the movements of Heavy Goods Vehicles associated with neighbouring industrial sites.

As part of the earlier enforcement investigation, the Council's Highway Engineer visited the site and assessed traffic impacts during operations. The officer set out the following concerns:

- · There are no 'School Keep Clear' markings installed outside the school entrance and parents cars obstruct the entrance/exit;
- · There are no warning signs installed so motorists are unaware of the presence of a school and are not expecting children and parents to cross Nestles Avenue in large numbers;
- · There are no school wardens to assist with school children/parents crossing Nestles Avenue:
- The land is immediately adjacent to industrial uses and large vehicles are often using the adjacent Viveash Close and are not expecting parents and children to be crossing the road
- · On 4th May 2017 between the hours of 1450 hours and 1520 hours, approximately 25 cars connected to the current use of the land parked outside the school or in nearby streets in order to meet children at the end of the afternoon school session;
- On 4th May 2017 between the hours of 1450 hours and 1520 hours, approximately 150 vehicles travelled along Nestles Avenue; and
- · There is little or no available on-street parking within 200m of the land so nearly all on-street parking is illegal and that means there are safety issues with cars parked on corners of streets interfering with sight lines and pedestrian movement.

Whilst signage and and other measures such as wardens could be secured by way of a Section 106 agreement, the fundamental nature of the street, which is subject to parking stress, exacerbated by the number of dropped kerb access driveways, and also to regular HGV movements, it is not considered that a safe environment could be provided for pupils entering and leaving the site. Furthermore, the distribution of pupils means that private transport represents the most likely method of transport for a large proportion of pupils and this would result in an escalation of existing parking issues on the street.

In conclusion the proposed use of the premises as a nursery and primary school does not adequately provide on-site pick up and drop off facilities to the detriment of child safety and fails to have regard to existing highway and pedestrian safety concerns. The excess demand for car parking generated by the use of the premises as a school would increase demand on-street and also heavily conflict with movements of Heavy Goods Vehicles (which do turning manouveres in front of the proposed site) and other traffic using Nestles Avenue to the detriment of highway and pedestrian safety.

The proposed use would result in an increase in parking stress within the surrounding area which is already subject to considerable pressure. Furthermore, the increase in traffic on a congested road that is subject to HGV movements associated with surrounding industrial uses would create an environment that would present considerable hazard to pupils and other pedestrians and will be disruptive to residents of neighbouring dwellings. The proposed use is therefore in conflict with Policies AM7, AM14, BE13, BE19, BE25, OE1 and R16 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 6.10, 6.13, 7.4 and 7.5 of the London Plan (2016).

#### 7.11 Urban design, access and security

Condition 10 of the original approval required, within three months of the date of the permission, a scheme to minimise the risk of crime and to meet the specific security needs of the application site, together with a timetable for implementation, to be submitted for approval in writing by the local planning authority. No such scheme has been received to this date and, as such, the condition would be carried over to any approval if granted.

The proposal does not involve any material alterations to the external appearance of the dwelling and, as such, urban design is not a consideration in determining this application.

Site access is discussed in section 7.10 of this report.

#### 7.12 Disabled access

The Council's Access Officer has not objected to the proposed scheme.

#### 7.13 Provision of affordable & special needs housing

Not applicable to the proposed development.

#### 7.14 Trees, landscaping and Ecology

No trees or other landscaping would be affected by the proposed development.

#### 7.15 Sustainable waste management

Condition 6 of the original approval required, within three months of the date of the permission, a scheme for the collection of litter, the on-site storage of refuse (including any open air storage) together with details regarding method and times for collection and disposal and an implementation timetable to be submitted for approval in writing by the local planning authority. No such scheme has been submitted and, as such, this condition would be carried over should approval be granted.

#### 7.16 Renewable energy / Sustainability

A condition requiring details of a scheme to promote the use of renewable energy and energy saving measures, together with an implementation timetable to be submitted to the Local Planning Authority was attached to the original approval. No such scheme has been submitted and this condition would be carried over, should the application be approved.

#### 7.17 Flooding or Drainage Issues

The unit would continue to utilise existing drainage arrangements and there would be no additional surface area coverage as a result of the proposal. As such, flooding and drainage issues are not a material consideration in determining this application.

#### 7.18 Noise or Air Quality Issues

Central & South Planning Committee - 8th August 2017 PART 1 - MEMBERS, PUBLIC & PRESS

Condition 12 of the original approval required, within three months of the date of the permission, a scheme for protecting the occupants of the college hereby permitted from noise from the neighbouring premises, together with an implementation timetable, to be submitted for approval in writing by the local planning authority. A similar condition would be carried over to any approval to ensure noise insulation measures were adopted.

#### 7.19 Comments on Public Consultations

The issues raised are considered in the main body of the report.

#### 7.20 Planning obligations

The proposal, if approved, would not be liable for any CIL payments as no new floor space would be created.

#### 7.21 Expediency of enforcement action

Members have already considered the expediency of enforcement on this site in relation to the unauthorised use of the site as a primary school, which has now ceased and resulted in the application under consideration. It is understood that the school provided alternative education arrangements for existing pupils.

#### 7.22 Other Issues

There are no additional issues to be considered.

#### 8. Observations of the Borough Solicitor

#### General

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

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

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

#### Planning Conditions

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

#### Planning Obligations

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

Central & South Planning Committee - 8th August 2017 PART 1 - MEMBERS, PUBLIC & PRESS

**Equalities and Human Rights** 

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

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

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

#### 9. Observations of the Director of Finance

Not applicable to the proposed development.

#### 10. CONCLUSION

The proposed use of the building as a primary school, particularly given the wide catchment area of the school, would result in a significant increase in vehicular traffic as a opposed to that expected for the approved use.

Given the existing levels of parking stress on surrounding roads and the regular movements of Heavy Goods Vehicles associated with neighbouring industrial uses, it is considered that the proposal would result in a detrimental impact on the surrounding area in terms of parking and highway safety and would present considerable safety issues to pupils and other pedestrians using the school.

The report is considered to demonstrate that the proposed scheme fails to comply with numerous Planning Policies and, therefore, it is recommended that the application is refused.

#### 11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012) Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)

The London Plan (March 2016)

National Planning Policy Framework (NPPF)

Contact Officer: James McLean Smith Telephone No: 01895 250230



#### Notes:



#### Site boundary

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Site Address:

#### 7 Nestles Avenue

Planning Application Ref: 49059/APP/2017/1086 Scale:

1:1,250

Planning Committee:

Central & Southge 34

Date:

**July 2017** 

#### **LONDON BOROUGH** OF HILLINGDON **Residents Services**

**Planning Section** Civic Centre, Uxbridge, Middx. UB8 1UW

Telephone No.: Uxbridge 250111



#### Agenda Item 8

#### Report of the Head of Planning, Sport and Green Spaces

Address 14 COLBROOK CLOSE HAYES

Development: Conversion of roof space to habitable use to include a rear dormer and

conversion of roof from hip to gable end and first floor side/rear extension

(Part Retrospective)

LBH Ref Nos: 35144/APP/2017/94

**Drawing Nos:** 3173-05/SP

3173-04/SP 3173-03/SP 3173-02/SP 3173-01/SP 3173-06/SP 3173-07/SP

Date Plans Received: 10/01/2017 Date(s) of Amendment(s):

**Date Application Valid: 23/01/2017** 

#### 1. CONSIDERATIONS

#### 1.1 Site and Locality

The application site is located on the north side of Colbrook Close. The site comprises a semi-detached two storey dwelling with substantial extensions that are under enforcement investigation. There is a hip to gable and rear dormer roof alteration, a two storey side and part two storey rear extension plus a single storey rear extension. To the west of the site is located 13 Colbrook Close and to the east are the rear gardens of dwellings on Mildred Avenue, which have detached garages abutting the boundary with the application site.

The site is situated within a developed area as identified in the policies of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

#### 1.2 Proposed Scheme

The proposal is for a first floor side/rear extension which incorporates conversion of the roof from hip to gable and a rear dormer window. The application has been submitted in order to address the concerns raised in the extant enforcement notice, as upheld on appeal. The proposal is largely retrospective although the proposal includes amendment of the first floor side/rear extension. The description was amended in discussion with the agent.

#### 1.3 Relevant Planning History

28867/B/88/1430 14 Colbrook Avenue Hayes

Erection of single storey rear extension.

**Decision Date:** 19-08-1988 Approved **Appeal:** 

35144/A/84/1785 14 Colbrook Close Hayes

Section 53 certificate (P)

**Decision Date:** 21-11-1984 Refused **Appeal:** 

35144/APP/2013/3828 14 Colbrook Close Hayes

Erection of a single storey rear extension, which would extend beyond the rear wall of the original house by 6 metres, for which the maximum height would be 3 metres, and for which the height of

the eaves would be 3 metres

**Decision Date:** 29-01-2014 PRN **Appeal:** 

35144/APP/2014/1893 14 Colbrook Close Hayes

ERECTION OF HIP TO GABLE LOFT CONVERSION WITH REAR DORMER.

**Decision Date:** 18-06-2014 NFA **Appeal:** 

35144/APP/2014/1906 14 Colbrook Close Hayes

single storey side extension

**Decision Date:** 09-06-2014 NFA **Appeal:** 

35144/APP/2014/3065 14 Colbrook Close Hayes

Conversion of roof space to habitable use to include a rear dormer, 2 front rooflights and conversion of roof from hip to gable end (Application for a Lawful Development Certificate for an

existing use/development)

**Decision Date:** 03-11-2014 Refused **Appeal:** 

35144/APP/2014/3083 14 Colbrook Close Hayes

Two storey side extension and first floor rear extension

**Decision Date:** 22-10-2014 Refused **Appeal:**19-AUG-15 Dismissed

35144/APP/2014/646 14 Colbrook Close Hayes

Two storey side extension and first floor rear extension

**Decision Date:** 02-05-2014 Refused **Appeal:** 

35144/APP/2016/2134 14 Colbrook Close Haves

Part two storey, part single storey side/rear extension and conversion of roofspace to habitable use to include a rear dormer and conversion of roof from hip to gable end (Part Retrospective)

**Decision Date:** 02-09-2016 Withdrawn **Appeal:** 

35144/B/84/1946 14 Colbrook Close Hayes

Householder dev. (small extension,garage etc) (P)

**Decision Date:** 14-01-1985 Approved **Appeal:** 

35144/C/87/1929 14 Colbrook Close Hayes

Erection of carport at side

**Decision Date:** 10-11-1987 Approved **Appeal:** 

35144/PRC/2015/13 14 Colbrook Close Hayes

Two storey side extension, first floor rear extension, roof extension and front porch

**Decision Date:** 28-04-2015 OBJ **Appeal:** 

#### **Comment on Planning History**

The extended property as existing has planning consent for a single storey rear extension, granted under the Prior Approval legislation (application 35144/APP/2013/3828), albeit that this proposed a 6.0m extension and the submitted plans show the extension to have a depth of 5.75m. An application was refused for a Lawful Development Certificate for the conversion of the loft (application 35144/APP/2014/3065) as the submitted drawings failed to show the property in its current form. As the property has a two storey side extension, the volume of the roof alteration could not be determined as the plans did not show the two storey side extension. Furthermore, it could not be ascertained that the hip to gable roof alteration and rear dormer were constructed and significantly completed as an independent building operation prior to the construction of the two storey side extension. The property has been significantly extended without benefit of planning permission and, as such, the more recent history has been associated with proposals to address the issues emerging from the unauthorised nature of the development.

An application was refused for a two storey side extension and first floor rear extension (application ref. 35144/APP/2014/3083). This application was refused as it was deemed to be detrimental to the character and appearance of the existing dwelling, the street scene and the open character of the area, would fail to appear as a subordinate addition and would have a detrimental impact on the symmetry of the pair of semi-detached properties.

The refusal was subject of an appeal. At the same time an appeal was made against an enforcement notice dated 20 October 2014. The breach of control as alleged by the notice was without planning permission the erection of a two-storey side/rear extension incorporating a hip to gable loft conversion with rear dormer. This appeal was dismissed and the notice upheld.

In summary, the key findings of the appeals were:

- (1) The limited amount of set-back from the eastern boundary would cause the extension to appear cramped within the appeal site when viewed from the street, compounded by the presence of neighbouring outbuildings to the east.
- (2) Although the proposed extension would achieve some degree of set back at first floor, due to its size and expansive appearance it would appear out of proportion and would overwhelm its modest form.
- (3) The combination with the rear extension and single-storey rear extension would appear disproportionate when viewed against the main house and when viewed from the surrounding area
- (4) Despite the size of the plot, the proposed extension would appear as a cramped and discordant addition that would result in unacceptable harm to the modest appearance of No. 14, undermining its contribution to the symmetry of the pair and the established character of the area.

35144/APP/2016/2134 - Part two storey, part single storey side/rear extension and conversion of roofspace to habitable use to include a rear dormer and conversion of roof from hip to gable end (Part Retrospective) Withdrawn by the applicant.

#### 2. Advertisement and Site Notice

**2.1** Advertisement Expiry Date:- Not applicable

**2.2** Site Notice Expiry Date:- Not applicable

#### 3. Comments on Public Consultations

Neighbours were notified on 25/01/2017 and a site notice was displayed on 26/01/2017. By the end of the consultation period no objections were received.

Three individual comments supporting the proposals were received. In addition, a petition of 8 signatures was received. This also supports the proposals and/or the development as built.

#### 4. UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

#### Part 2 Policies:

AM7

7 (1417	consideration of training generated by proposed developments.	
AM14	New development and car parking standards.	
BE13	New development must harmonise with the existing street scene.	
BE15	Alterations and extensions to existing buildings	
BE19	New development must improve or complement the character of the area.	
BE20	Daylight and sunlight considerations.	
BE21	Siting, bulk and proximity of new buildings/extensions.	
BE22	Residential extensions/buildings of two or more storeys.	
BE23	Requires the provision of adequate amenity space.	
BE24	Requires new development to ensure adequate levels of privacy to neighbours.	
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.	
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008	
LPP 3.5	(2011) Quality and design of housing developments	

Consideration of traffic generated by proposed developments.

#### 5. MAIN PLANNING ISSUES

The main issues for consideration in the determination of this application are the design and impact on the streetscene; the impact on neighbour amenity; parking provision and the provision of amenity space.

The proposal seeks to amend the current development which is subject of an extant enforcement notice. The width of the two storey side extension towards the frontage at

2.375m would be less than the two thirds maximum width guidance within section 5 of the HDAS guidance. The proposal now seeks to set-back the first floor side extension by approximately 5 metres but retains the hip to gable conversion. However, the proposal would still fail to be considered a subordinate addition due to the lack of a 1m set back of the side extension at ground floor level. The proposed two storey side extension, by reason of its lack of set back from the frontage, would represent an insubordinate, incongruous and visually intrusive form of development, which would fail to harmonise with the character, proportions and appearance of the original house and street scene.

In addition, the side extension would fail to be set in from the boundary by the required minimum 1m, resulting in a closing of the open visual gap to the side of the dwelling, compounded by the proximity to the sizeable outbuilding in the rear garden of No.12 Mildred Avenue. This, combined with the fact that the extension would follow the splayed boundary of the site, widening to the rear, would result in an incongruous feature in the street scene, out of keeping with the character and appearance of the street scene and area in general. The open character of the site/area would be compromised by the proposal, contrary to section 5 of the HDAS guidance and Policy BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

The two storey rear element would have an acceptable depth at 3.6m and its roof would be more than 0.5m lower than the original dwelling's ridge. At 4m, its width would not be excessively wide. Section 5 of the HDAs states: 'It should be noted that where a two storey rear extension projects beyond the rear building line of the house, the criteria for two storey side extensions (as set out in Section 6 below) will be applied to that portion of the extension'. Its width at 4m would be less than two thirds that of the original dwelling (5.8m). However, the first floor rear extension would be erected above the existing ground floor extension, which is a sizeable addition to the property. The 6 metre deep extension combined with the proposed first floor rear extension would be considered an overbearing addition to the building. Furthermore, the property has a large rear dormer, which extends across virtually the whole roof and a hip to gable conversion of the original roof. The integration of the rear extension and its roof with these elements results in an awkward and unacceptable relationship in design terms and overall the proposal would be detrimental to the character and appearance of the original dwelling, to the character, appearance and symmetry of the pair of semi-detached houses of which it forms a part and to the visual amenities of the street scene and the surrounding area. Therefore the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two -Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions. This issue was recognised by the appeal Inspector in consideration of Appeal B and it is not considered that the changes proposed would be sufficient to address these concerns.

Although there are a small number of exceptions, Colbrook Close is largely characterised by pairs of modest semi-detached houses with shared architectural features and a strong sense of symmetry based on hipped roofs and the positioning of two storey bay windows and other fenestration. Where alterations have been made, they are generally small scale and preserve the modest form of the main building and the symmetry of the pair. An appearance of symmetry within pairs of semi-detached houses is an often replicated feature in the locality; it forms an important part of the character of the street and the wider area. Thus, the conversion of the roof from a hip to a gable would be at odds with Paragraph 7.11 of the the adopted Supplementary Planning Document HDAS: Residential Extensions, which states:

"If you are proposing to convert a sloped hip-end roof into a flat gable-end roof on the side of your house, permission will normally be refused. This is because it would unbalance the overall appearance of the house, pair of semi-detached houses or terrace."

Furthermore, the rear dormer window is to the full height of the original dwelling and has no set in's except where it adjoins the other half of the semi-detached pair where the set-in is approximately 0.5 metres. Overall, the dormer does not appear as a subordinate feature and as such does not meet the requirements of paragraphs 7.7 and 7.8 of the HDAS.

The proposed first floor rear element of the proposal would not extend beyond a 45 degree line drawn from the first floor windows of the adjoining dwelling 13 Colbrook Close, maintaining a separation distance of 5.45m from the boundary with this neighbouring dwelling.

The two storey side extension would not have a detrimental impact on the amenities of the occupiers to the east on Mildred Avenue, given the distance of 19m to the original rear elevations of these neighbouring houses.

The proposal does not include any first floor side windows and there are no concerns are raised to any potential overlooking/loss of privacy concerns, the proposal being in accordance with Policy BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

The proposed extension would provide a total of four bedrooms at first floor level and enlarged ground floor living accommodation. The proposed scheme would retain two parking spaces to the front of the dwelling. Therefore the proposal would be in accordance with Policy AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012). Private amenity space amounting to significantly over 100sq.m would be retained in accordance with Policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

The proposal is recommended for refusal.

#### 6. RECOMMENDATION

#### **REFUSAL** for the following reasons:

#### 1 NON2 Non Standard reason for refusal

The roof alteration/extensions, by reason of the hip to gable end roof design and the size, scale, bulk, and design of the rear dormer window would fail to harmonise with the architectural composition of the original semi-detached dwelling, would be detrimental to the character, appearance and symmetry of the pair of semi-detached houses of which it forms a part and to the visual amenities of the street scene and the surrounding area. Therefore the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

#### 2 NON2 Non Standard reason for refusal

The proposed two storey side extension, by virtue of its location, size, scale and design, including the lack of a set back from the frontage at all levels and its roof design, would fail to appear as a subordinate addition and would thus be detrimental to the appearance of the original house, the symmetry of the pair of semi-detached properties, of which it forms a part, the visual amenities of the street scene and the character and appearance of the wider area. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

#### 3 NON2 Non Standard reason for refusal

The proposed two storey rear extension, by virtue of its design and integration with the existing ground floor addition and roof addition, would result in an unsympathetic, insubordinate addition that would be detrimental to the character and appearance of the original dwelling, to the character, appearance and symmetry of the pair of semi-detached houses of which it forms a part and to the visual amenities of the street scene and the surrounding area. Therefore the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

#### 4 NON2 Non Standard reason for refusal

The proposed two storey side extension, by virtue of its design, siting, lack of set-in from the side boundary and the splayed nature of its flank wall, would be detrimental to the character and appearance of the existing dwelling, the street scene and the open character of the area. The development is therefore contrary to Policy BE1 (Built Environment) of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the adopted Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Council's adopted Supplementary Planning Document HDAS: Residential Extensions.

#### **INFORMATIVES**

In determining this application the Local Planning Authority considers that it has complied with the requirements of paragraphs 186 and 187 of the NPPF. The Local Planning Authority encourages pre-application dialogue. In this case the applicant will have been fully aware of the terms of the Enforcement Notice.

#### **Standard Informatives**

The decision to REFUSE planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

(2012) Built Environment

#### Part 1 Policies:

PT1.BE1

**HDAS-EXT** 

LPP 3.5

	•	
Part 2 Policies:		
AM7	Consideration of traffic generated by proposed developments.	
AM14	New development and car parking standards.	
BE13	New development must harmonise with the existing street scene.	
BE15	Alterations and extensions to existing buildings	
BE19	New development must improve or complement the character of the area.	
BE20	Daylight and sunlight considerations.	
BE21	Siting, bulk and proximity of new buildings/extensions.	
BE22	Residential extensions/buildings of two or more storeys.	
BE23	Requires the provision of adequate amenity space.	
BE24	Requires new development to ensure adequate levels of privacy to neighbours.	
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.	

Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008

(2011) Quality and design of housing developments

Contact Officer: Cris Lancaster Telephone No: 01895 250230







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Site Address:

#### 14 Colbrook Close

Planning Application Ref: 35144/APP/2017/94 Scale:

1:1,250

Planning Committee:

Central & South 43

Date:

**July 2017** 

#### **LONDON BOROUGH** OF HILLINGDON

**Residents Services Planning Section** 

Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111



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# Plans for Central & South Applications Planning Committee

Tuesday 8th August 2017





#### Report of the Head of Planning, Sport and Green Spaces

**Address** 10 PRINCES PARK LANE HAYES

**Development:** Single storey rear extension involving demolition of existing rear extension.

**LBH Ref Nos:** 72808/APP/2017/2020

Date Plans Received: 02/06/2017 Date(s) of Amendment(s):

**Date Application Valid:** 19/06/2017



LOCATION PLAN Sc. 1/1250

8



10 PATTERDALE OSNABURGH STREET LONDON NW1 3QJ

TEL. 07745513884
ARCHITECT@PROJECTIONARCHITECTS.COM
WWW.PROJECTIONARCHITECTS.COM

PLEASE NOTE

MR. PARAMPREET SINGH

PROJECT

SINGLE STOREY REAR EXTENSION

DATE 18/06/17

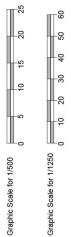
PROJECT NUM: P-17.001 SCALE 1/1250 & 1/500 (@ A3)

B-01 Location & Block Plan 10 Princess Park Lane. UB3 1JS I VERSION

PROPOSED BLOCK PLAN Sc. 1/500



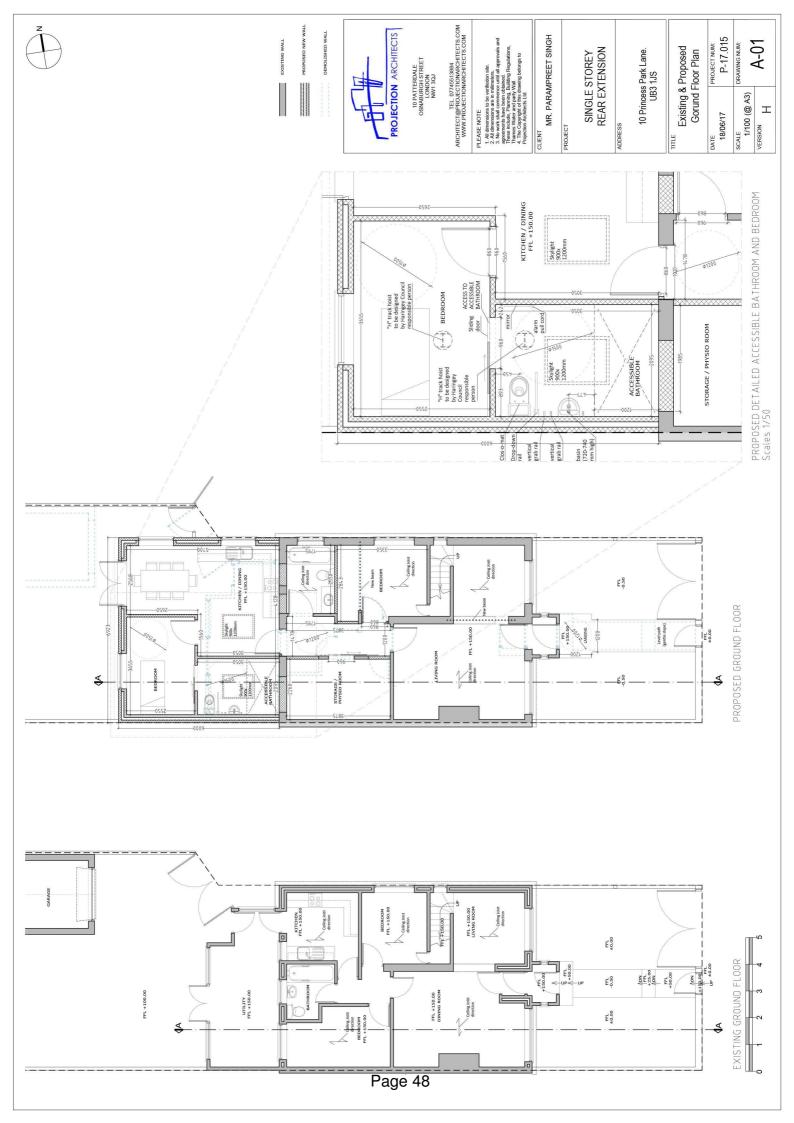


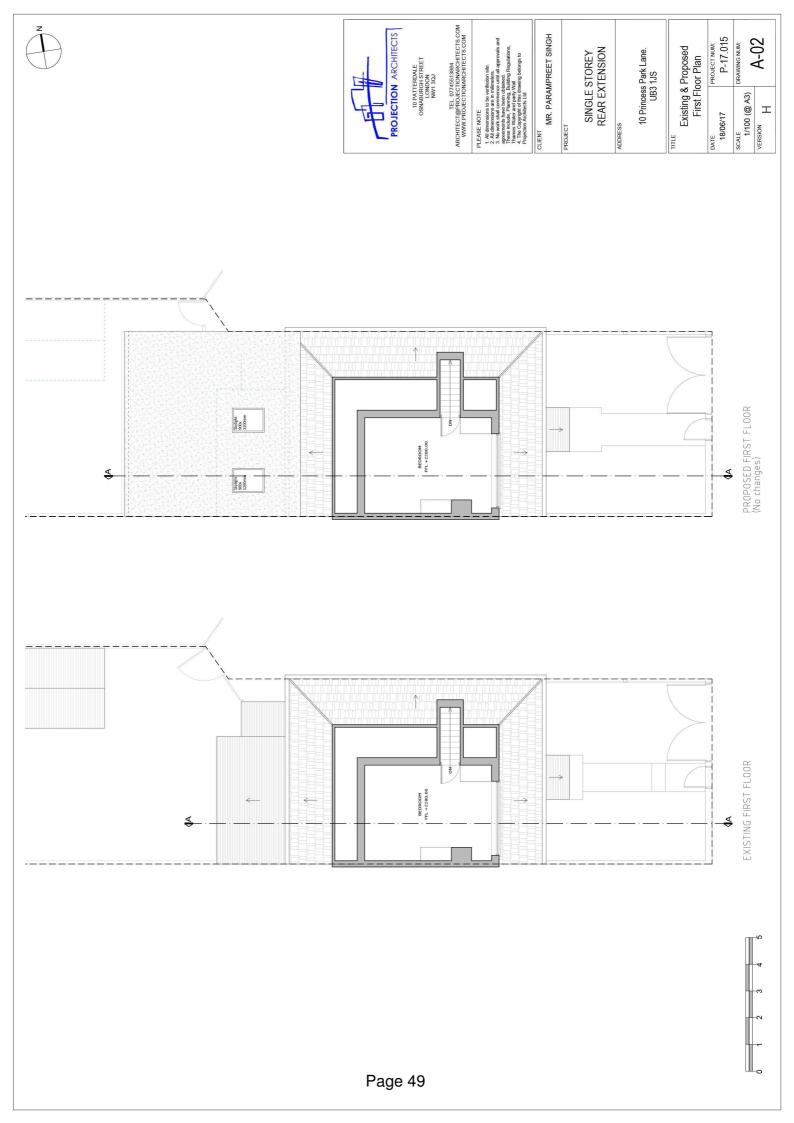


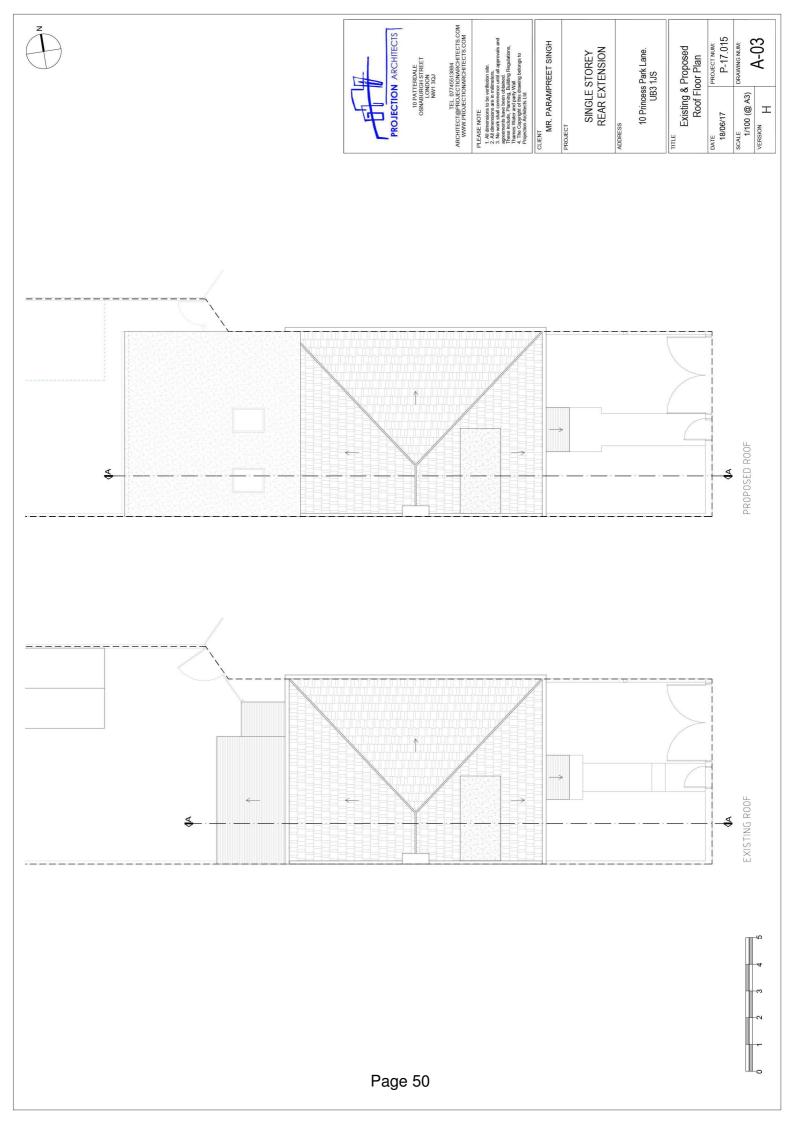
Graphic Scale for 1/1250

EXISTING BLOCK PLAN Sc. 1/500

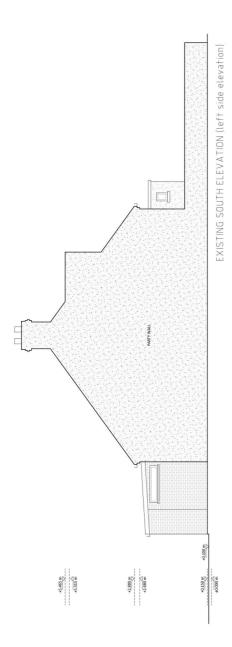
Page 47

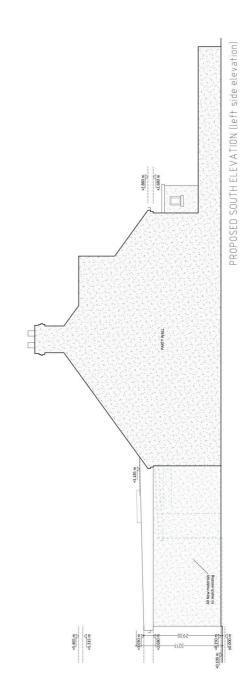




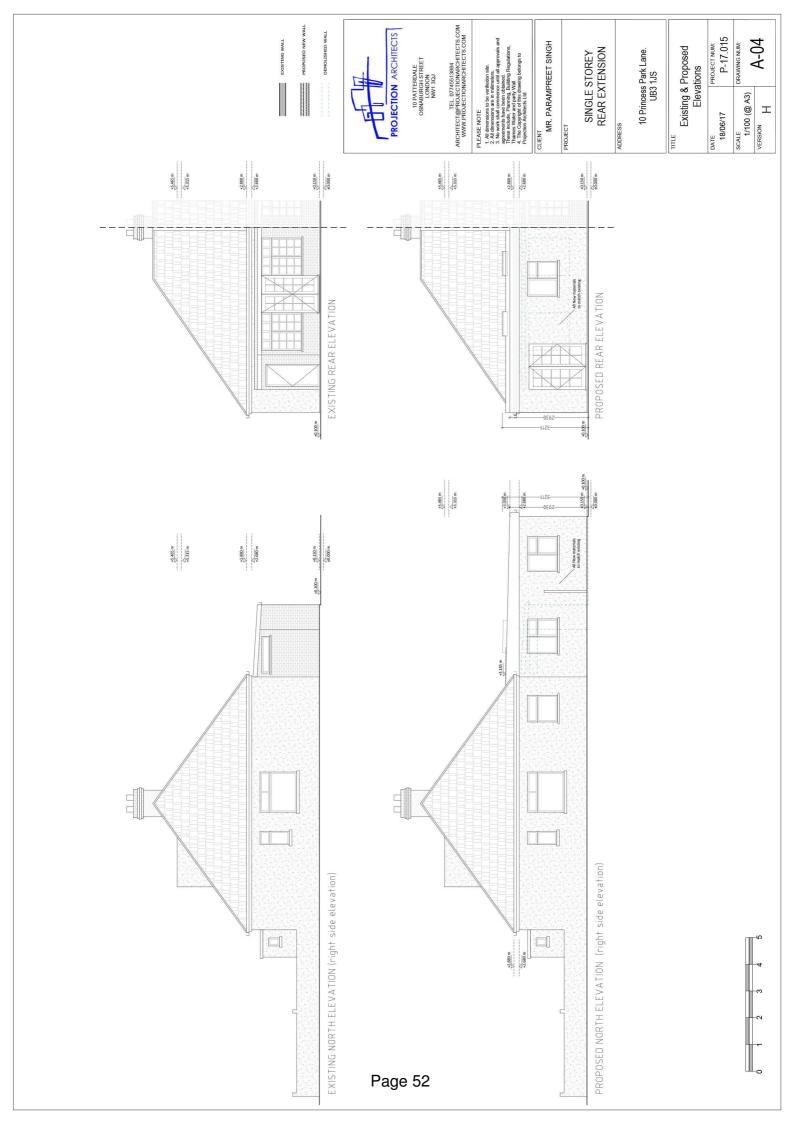


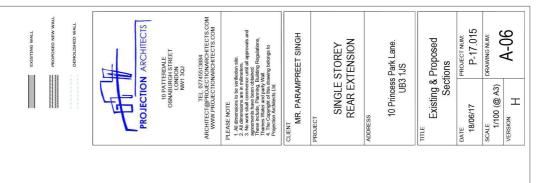


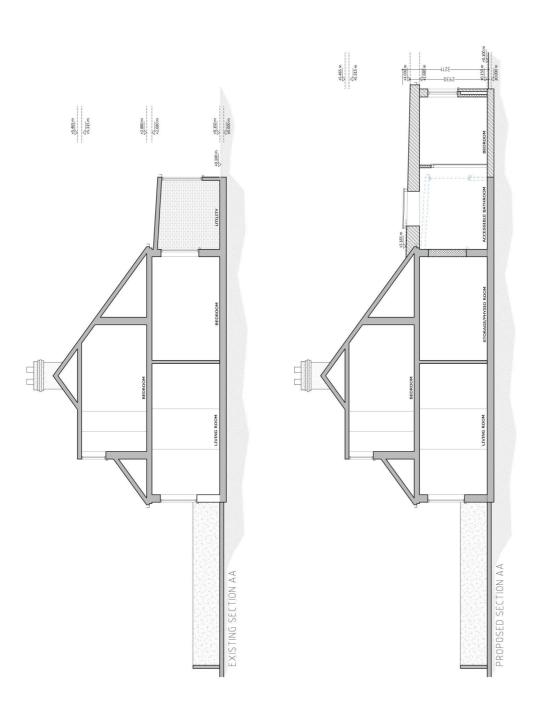




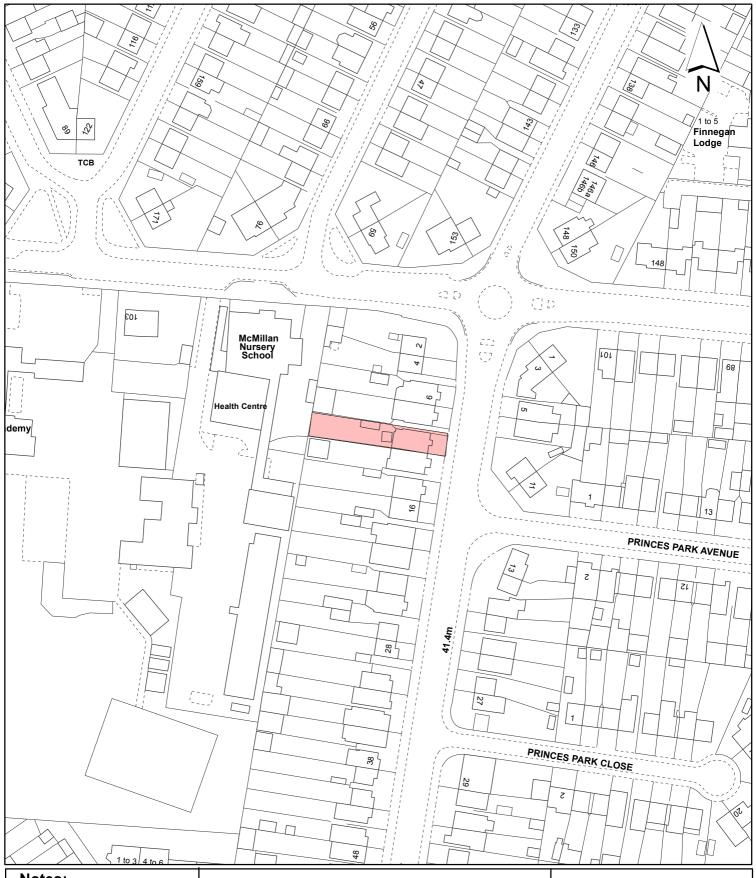
















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Site Address:

#### 10 Princes Park Lane

Planning Application Ref: 72808/APP/2017/2020 Scale:

1:1,250

Planning Committee:

Central & Soակից 54

Date:

**July 2017** 

#### **LONDON BOROUGH** OF HILLINGDON

**Residents Services Planning Section** 

Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111



#### Report of the Head of Planning, Sport and Green Spaces

**Address** LAND FORMING PART OF 12 DAGNALL CRESCENT COWLEY

Two storey, 2-bed attached dwelling with associated parking and amenity space and creation of a new vehicular crossover to front. **Development:** 

**LBH Ref Nos:** 72273/APP/2017/1211

**Date Plans Received:** Date(s) of Amendment(s): 29/03/2017 29/03/2017

**Date Application Valid:** 27/04/2017



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# LOCATION PLAN

Revisions

A. Proposals amended to 2 bedroom with minimum 40m2 rear gardens to existing and proposed dwelling, secure cycle storage and hardstanding for refuse/recycling containers indicated to accord with pre-application advice 1/3/17

accord with pre-application advice 1/3/17
B. Vehicular crossover dimensions added 18/4/17
C. Parking space to 12 Dagnell Crescent dimensioned and vehicular crossovers separated 14/6/17

# CLIVE BALDWIN Building Design

Clarks Barn, Bassetsbury Lane, High Wycombe, Bucks. HP11 1QX. Telephone: 01494 448349

# 12 DAGNELL CRESCENT COWLEY

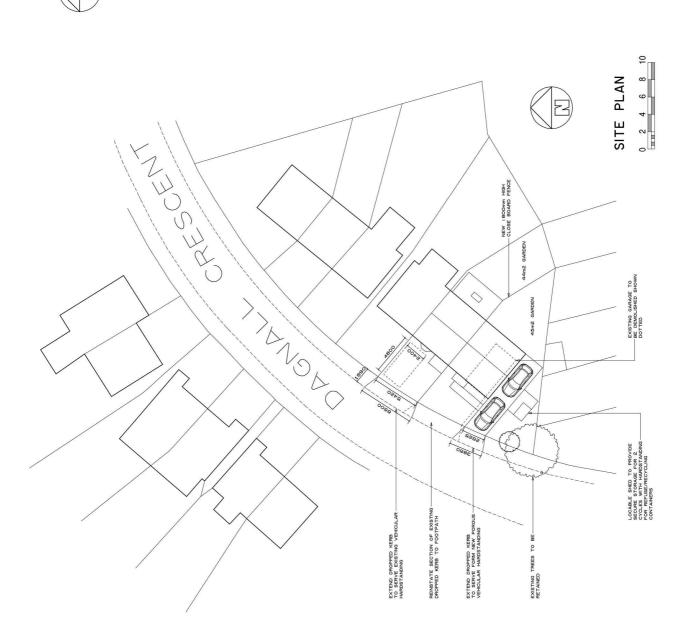
# Proposed extension to form new dwelling

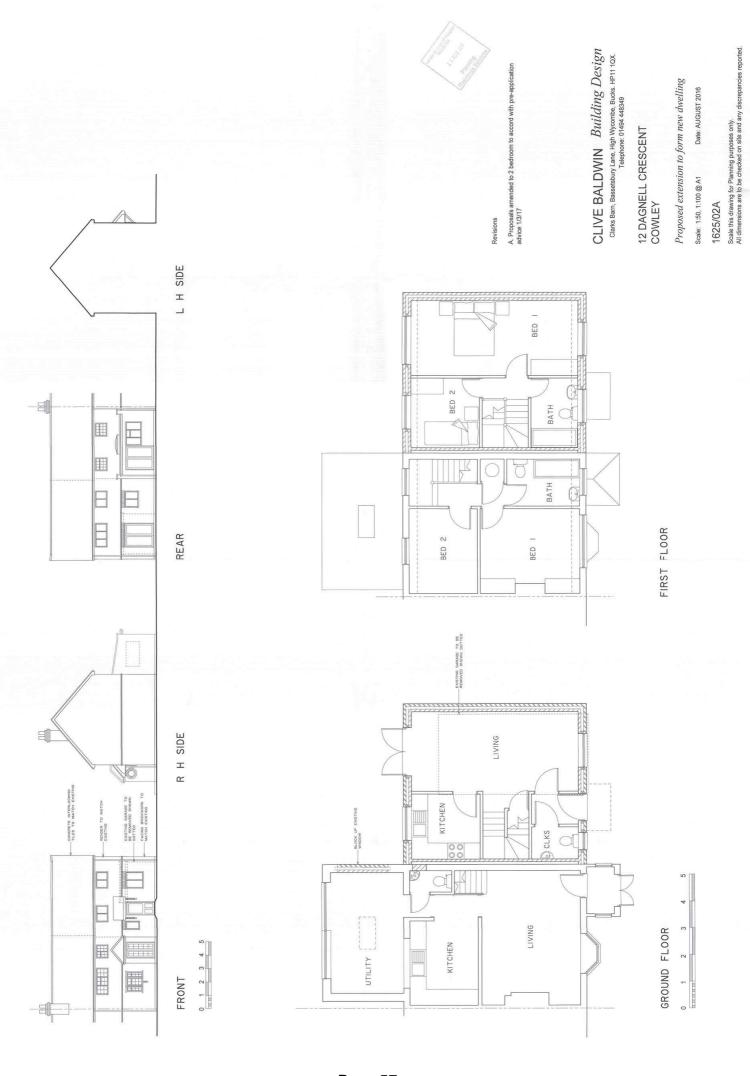
Scale: 1:200 @ A2 Date: AUGUST 2016

### 1625/03C

Scale this drawing for Planning purposes only.

All dimensions are to be checked on site and any discrepancies reported.





Page 57



#### Notes:



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### Land Forming Part Of 12 Dagnall Crescent

Planning Application Ref: 72273/APP/2017/1211

Scale:

1:1,250

Planning Committee:

Central & Southge 58

Date:

**July 2017** 

#### LONDON BOROUGH OF HILLINGDON Residents Services

Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111



#### Report of the Head of Planning, Sport and Green Spaces

Address 7 NESTLES AVENUE HAYES

**Development:** Variation of condition 5 (no other use including within Class D1) relating to

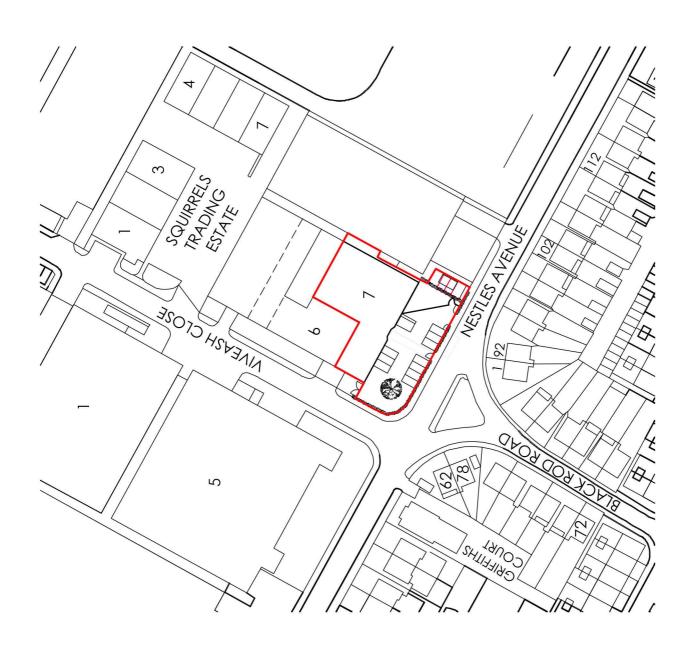
planning permission ref. 49059/APP/2011/2790 dated 29-05-2012 (use as higher education college) to allow for use of building for primary education.

**LBH Ref Nos:** 49059/APP/2017/1086

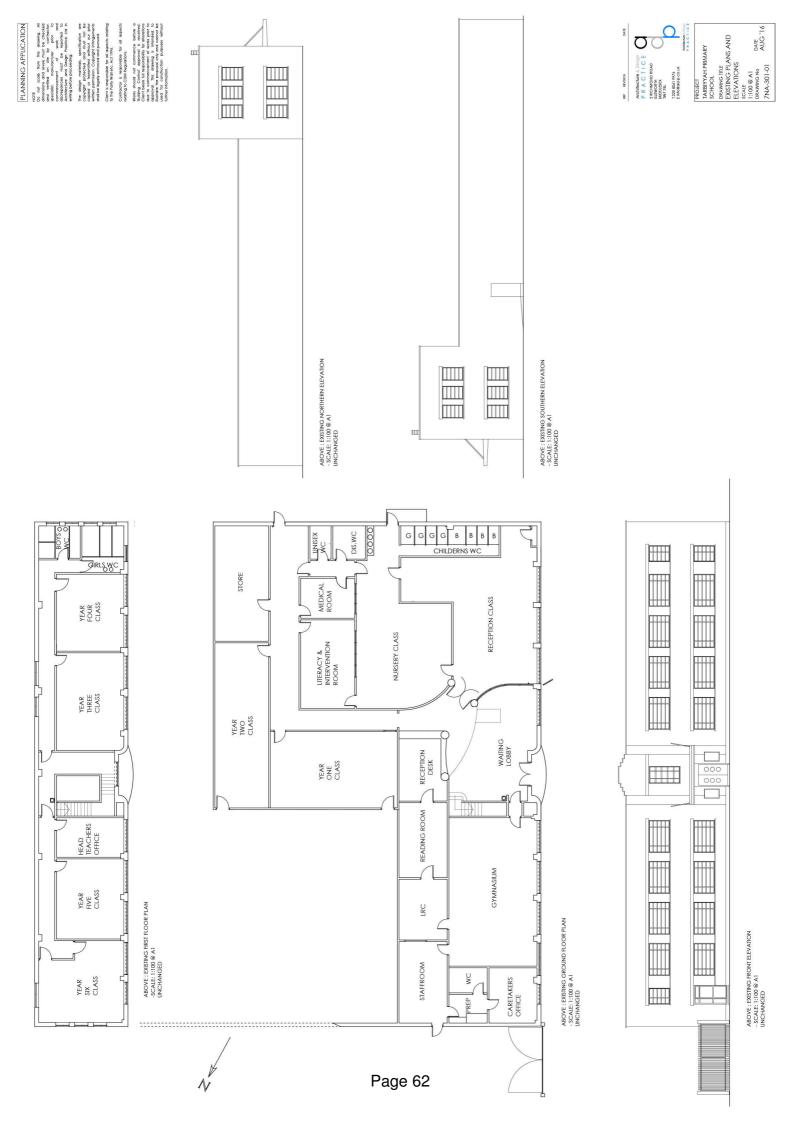
Date Plans Received: 27/03/2017 Date(s) of Amendment(s):

**Date Application Valid:** 03/05/2017











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#### 7 Nestles Avenue

Planning Application Ref: 49059/APP/2017/1086

Scale:

1:1,250

Planning Committee:

Central & Soыthe 63

Date:

**July 2017** 

#### LONDON BOROUGH OF HILLINGDON Residents Services

Planning Section
Civic Centre, Uxbridge, Middx. UB8 1UW
Telephone No.: Uxbridge 250111



#### Report of the Head of Planning, Sport and Green Spaces

Address 14 COLBROOK CLOSE HAYES

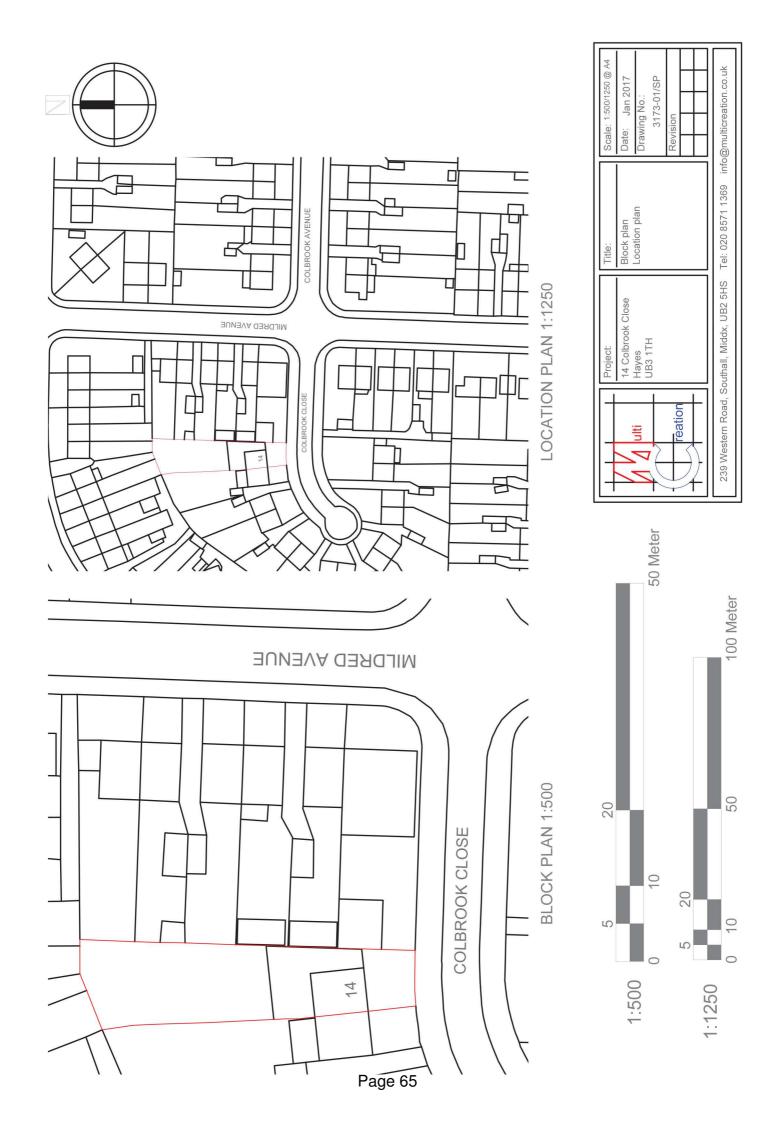
**Development:** First floor side/rear extension, hip to gable conversion and rear dormer

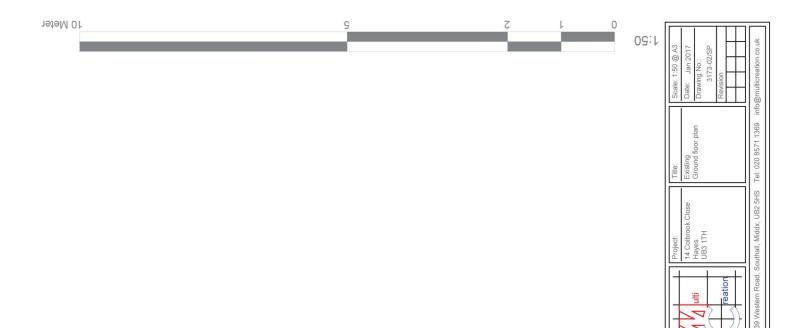
window (Part Retrospective)

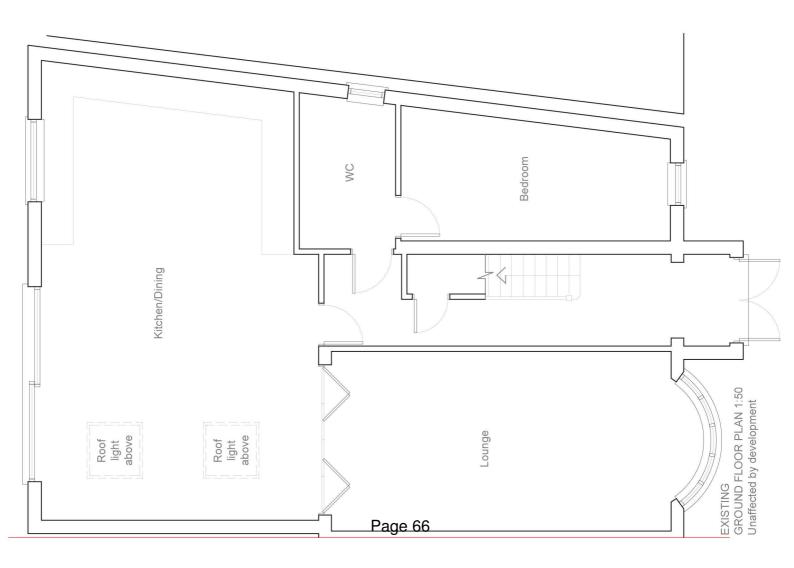
**LBH Ref Nos:** 35144/APP/2017/94

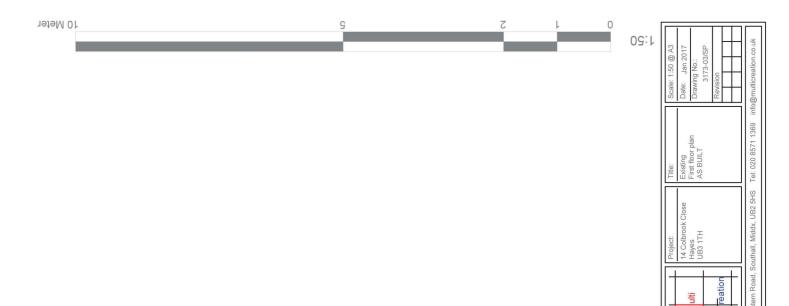
Date Plans Received: 10/01/2017 Date(s) of Amendment(s):

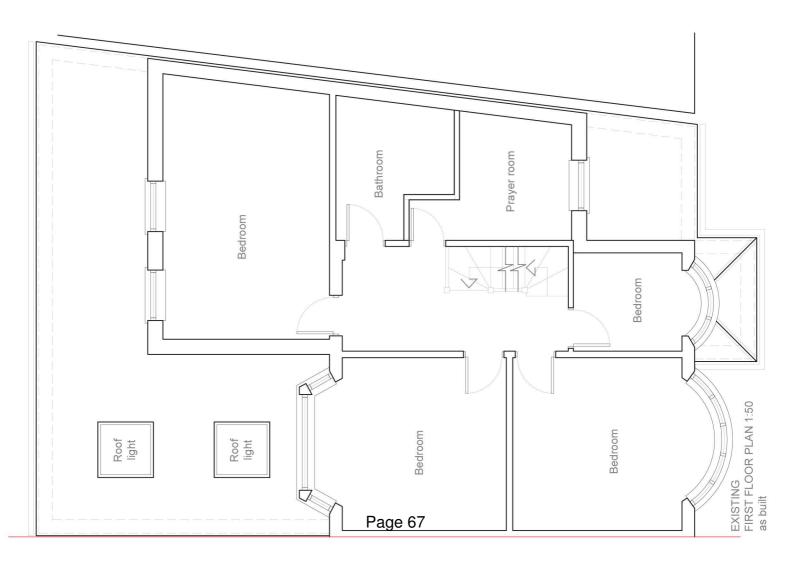
**Date Application Valid:** 23/01/2017



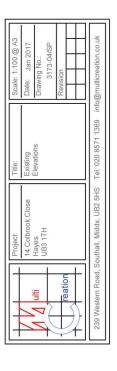


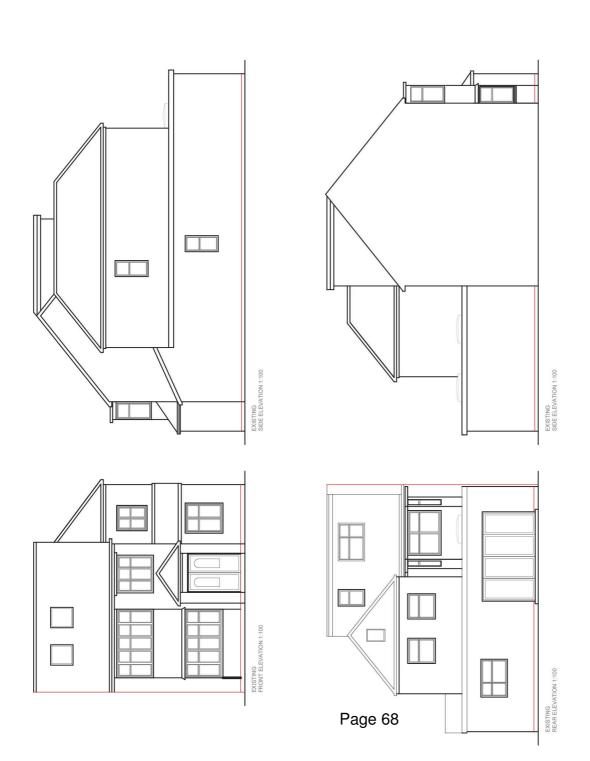


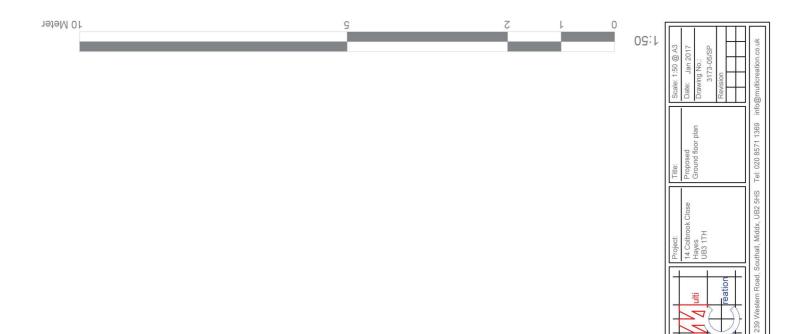


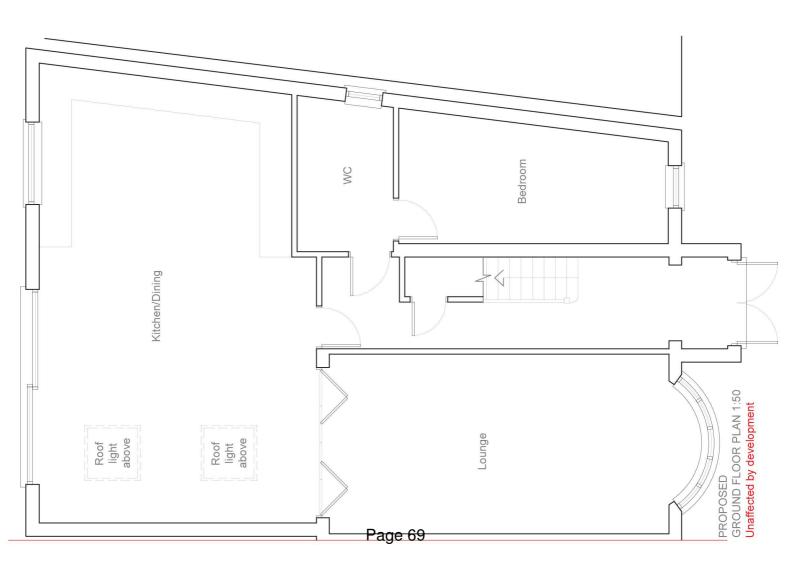


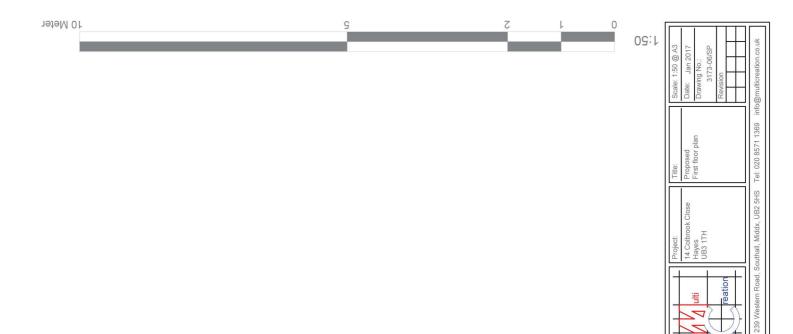


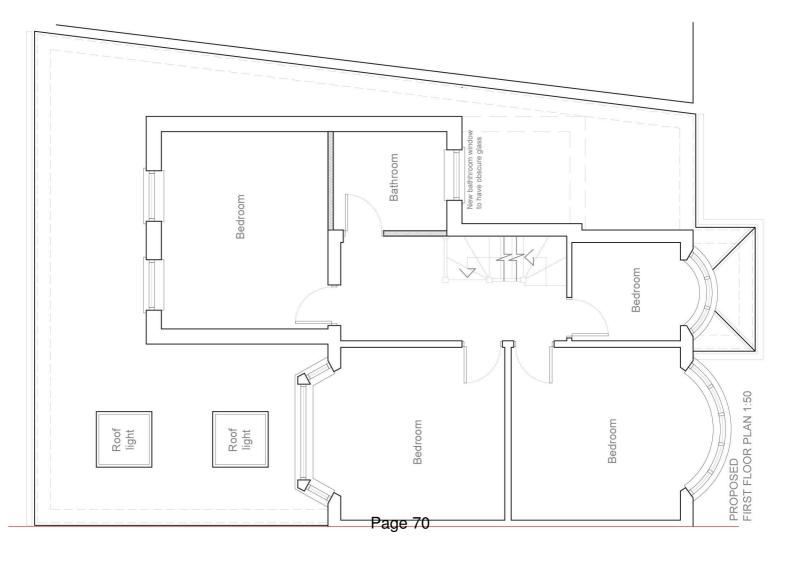




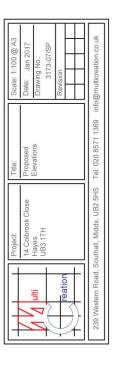


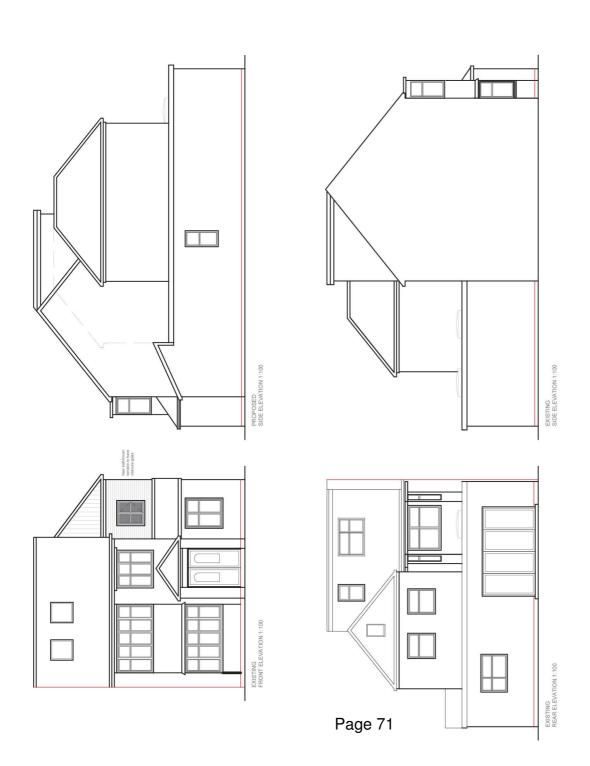
















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#### 14 Colbrook Close

Planning Application Ref: 35144/APP/2017/94

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