



HILLINGDON
LONDON



North Planning Committee

Date: WEDNESDAY, 30
JANUARY 2019

Time: 8.00 PM, OR UPON THE
RISING OF THE MAJOR
APPLICATIONS PLANNING
COMMITTEE, WHICHEVER
IS LATEST

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

**Meeting
Details:** Members of the Public and
Media are welcome to attend.
This meeting may also be
broadcast live.

To Councillors on the Committee

Councillor Edward Lavery (Chairman)
Councillor Duncan Flynn (Vice-Chairman)
Councillor Scott Farley
Councillor Becky Haggar
Councillor Henry Higgins
Councillor John Oswell
Councillor Devi Radia
Councillor Robin Sansarpuri
Councillor Steve Tuckwell

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camera and scan the code below:



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Putting our residents first

Lloyd White
Head of Democratic Services
London Borough of Hillingdon,
Phase II, Civic Centre, High Street, Uxbridge, UB8 1UW

Useful information for residents and visitors

Watching & recording this meeting

You can watch the public part of this meeting on the Council's YouTube channel, live or archived after the meeting. Residents and the media are also welcome to attend in person, and if they wish, report on the public part of the meeting. Any individual or organisation may record or film proceedings as long as it does not disrupt proceedings.

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



It is recommended to give advance notice of filming to ensure any particular requirements can be met. The Council will provide seating areas for residents/public, high speed WiFi access to all attending and an area for the media to report. The officer shown on the front of this agenda should be contacted for further information and will be available to assist.

When present in the room, silent mode should be enabled for all mobile devices.

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Bus routes 427, U1, U3, U4 and U7 all stop at the Civic Centre. Uxbridge underground station, with the Piccadilly and Metropolitan lines, is a short walk away. Limited parking is available at the Civic Centre. For details on availability and how to book a parking space, please contact Democratic Services.

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Accessibility

For accessibility options regarding this agenda please contact Democratic Services. For those hard of hearing an Induction Loop System is available for use.

Emergency procedures

If there is a FIRE, you will hear a continuous alarm. Please follow the signs to the nearest FIRE EXIT and assemble on the Civic Centre forecourt.

Lifts must not be used unless instructed by a Fire Marshal or Security Officer. In the event of a SECURITY INCIDENT, follow instructions issued via the tannoy, a Fire Marshal or a Security Officer. Those unable to evacuate using the stairs, should make their way to the signed refuge locations.



A useful guide for those attending Planning Committees

Petitions, Speaking and Councillors

Petitions – Those who have organised a petition of 20 or more people who live 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. The Chairman may vary speaking rights if there are multiple petitions

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 meeting works

The Planning Committees consider the more complex or controversial proposals for development and also 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 discuss the item and may seek clarification from officers;
6. 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.

How the Committee makes decisions

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. 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 as 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 To sign and receive the minutes of the previous meeting 1 - 4
- 4 Matters that have been notified in advance or urgent
- 5 To confirm that the items of business marked Part 1 will be considered in public and that the items marked Part 2 will be considered in private

PART I - Members, Public and 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
6	31 Frithwood Avenue, Northwood 8032/APP/2018/4117	Northwood	Change of use of the building from a 12-bedroom bed and breakfast (Use Class C1) to a seven-bedroom care facility (Use Class C2) for persons with early onset dementia and dual diagnosis impairments. Recommendation: Refusal	5 - 26 82 - 85
7	R/O 17-21 The Close, Eastcote, Pinner 11448/APP/2018/2541	Eastcote & East Ruislip	Two-storey building for use as Class B1 (Business) (Outline Application with all Matters reserved). Recommendation: Approval	27 – 44 86 - 96

8	1 Manor House Drive, Northwood 27306/APP/2018/3045	Northwood	Two-storey building with habitable roofspace to consist of five two-bed flats, with associated amenity space and parking, involving demolition of existing dwelling. Recommendation: Refusal	45 – 56 97 - 106
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Applications without a Petition

	Address	Ward	Description & Recommendation	Page
9	186 Field End Road, Eastcote 2294/APP/2018/2832	Cavendish	Erection of three-storey building with habitable roofspace to include B1 office space and 2 x 2-bed and 1 x 1-bed self-contained flats, involving demolition of existing two-storey B1 offices. Recommendation: Refusal	57 – 70 107 - 114

PART II - Members Only

The reports listed below are not made public because they contain confidential or exempt information under paragraph 6 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.

10 ENFORCEMENT REPORT 71 - 80

PART I - Plans for North Planning Committee 81 - 114

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Agenda Item 3

Minutes



NORTH Planning Committee

9 January 2019

Meeting held at Committee Room 5 - Civic Centre, High Street, Uxbridge

	<p>Committee Members Present:</p> <p>Councillors Eddie Lavery (Chairman), Duncan Flynn (Vice-Chairman), Scott Farley, Becky Haggar, Henry Higgins, John Oswell, Devi Radia, Robin Sansarpuri and Steve Tuckwell</p> <p>LBH Officers Present:</p> <p>Matt Kolaszewski (Planning Team Manager), Richard Michalski (Highways Officer), Kerrie Munro (Legal Officer), Liz Penny (Democratic Services Officer) and James Rodger (Head of Planning, Transportation and Regeneration)</p>
128.	<p>APOLOGIES FOR ABSENCE (<i>Agenda Item 1</i>)</p> <p>There were no apologies for absence.</p>
129.	<p>DECLARATIONS OF INTEREST IN MATTERS COMING BEFORE THIS MEETING (<i>Agenda Item 2</i>)</p> <p>Councillor Higgins declared a non-pecuniary interest in agenda item 7 as a resident had discussed the matter with him. He left the room prior to commencement of the discussion on this item.</p>
130.	<p>TO SIGN AND RECEIVE THE MINUTES OF THE PREVIOUS MEETING (<i>Agenda Item 3</i>)</p> <p>RESOLVED That: the minutes of the meeting dated 4 December 2018 be approved as an accurate record.</p>
131.	<p>MATTERS THAT HAVE BEEN NOTIFIED IN ADVANCE OR URGENT (<i>Agenda Item 4</i>)</p> <p>None.</p>
132.	<p>TO CONFIRM THAT THE ITEMS OF BUSINESS MARKED PART 1 WILL BE CONSIDERED IN PUBLIC AND THAT THE ITEMS MARKED PART 2 WILL BE CONSIDERED IN PRIVATE (<i>Agenda Item 5</i>)</p> <p>It was confirmed that all items of business were in Part I and would be considered in public.</p>
133.	<p>53 & 53A HAWTHORNE AVENUE, EASTCOTE - 15248/APP/2018/3353 (<i>Agenda Item 6</i>)</p>

Officers presented the application which sought planning permission for the erection of two x 2 storey, 3-bed semi detached dwellings with habitable roofspace, 1 x 4-bed detached dwelling with habitable roofspace with parking and amenity space, installation of a vehicular crossover and demolition of the existing bungalows. A similar application had previously been refused due to insufficient parking provision. In the current application six car parking spaces would be provided - two for each of the semi-detached houses and two for the detached property. It was not considered that the development would have a detrimental impact on visual amenity.

A petitioner spoke in objection to the application. Key points raised were:-

- 58 residents had signed a petition objecting to the proposal;
- The proposed planning conditions addressed some, but not all, of residents' concerns;
- It was alleged that a case could be made regarding the detrimental impact on neighbours - particularly those at 48a and 50 Lime Grove;
- It was claimed that there would be a sense of dominance due to the increased height of the proposed buildings which would effectively be three-storeys high;
- It was suggested that the application did not meet the requirements of B20, B21 and B24 of the Hillingdon Local Plan;
- Residents felt the site was being overdeveloped - two small bungalows would be replaced by new dwellings which could potentially accommodate a total of 19 people;
- Most houses along that side of Hawthorne Avenue were small therefore the new development would not be in keeping with the road.

The applicant's agent spoke in support of the application. Key points mentioned included:-

- It was claimed that the proposed development had been designed to match the existing houses and be similar in style to no.55;
- Adequate parking was now being proposed;
- The internal area would exceed the minimum standards required;
- The proposed vehicular crossovers had been approved by the Highways team;
- It was claimed that there would be no detrimental impact on visual amenity;
- The development would not exacerbate parking stress in the road;
- In response to questions, it was confirmed that the previously proposed scheme did not include rear dormer windows.

Members requested clarification regarding the matter of overlooking resulting from the proposed dormer windows and it was confirmed that the legal distances would be met.

With regards to parking, the Head of Planning responded to Councillors' questions advising that it would not be possible to withdraw rights to parking permits in this situation since sufficient parking was being proposed as part of the scheme.

Councillors expressed some concerns regarding the proposed development citing potential over-development and height issues. It was confirmed that the previous scheme had not been refused on matters relating to size and scale. The dormers were deemed to be acceptable.

Clarification was requested regarding the lamppost to the front of the property. The

Highways Officer confirmed that the developers would have to pay for the adjustment / relocation of said lamp column if necessary.

Councillors raised no further objections. The Committee therefore moved, seconded and, on voting, agreed the officer's recommendation with 7 Members voting in favour and 1 voting against the proposal.

RESOLVED That: the application be approved.

134. **SPRINGWELL BARN, SPRINGWELL LANE, HAREFIELD - 50620/APP/2018/1517** *(Agenda Item 7)*

Councillor Higgins had declared a non-pecuniary interest in this item and left the room prior to the discussion and voting.

Officers introduced the application which sought planning permission for the erection of a single storey infill extension, internal and external alterations and conversion from a single 5-bed dwelling to 2 x 3-bed dwellings. Members were advised that the site lay within the Green Belt. Planning permission had originally been granted in 1991 and was renewed in 1996. There had been no changes to green belt policy since that time. It was confirmed that the proposed unit sizes met the required standards.

Councillors commented that the proposed development raised no issues in terms of height and bulk.

The officer's recommendation was moved, seconded and, when put to a vote, unanimously approved.

RESOLVED That: the application be approved.

135. **3 HIGHFIELD DRIVE, ICKENHAM - 4075/APP/2018/3495** *(Agenda Item 8)*

Officers introduced the application and tabled an addendum relating to condition 3. The application sought planning permission for a boundary wall to the front of the property (part retrospective). Members were informed that the street scene was residential in character and appearance comprising a mix of properties with small boundary walls and hedges.

Members commented that the boundary fence would make a positive contribution to the street scene as there were already a number of similar boundary walls along the road.

Members raised no objections. The officer's recommendation was moved, seconded and, when put to a vote, unanimously approved.

RESOLVED That: the application be approved.

136. **514 & 514A VICTORIA ROAD, RUISLIP - 72489/APP/2018/3204** *(Agenda Item 9)*

Officers presented the application which sought to remove Condition 7 (Secured by Design) of planning permission for the change of use from a shop (Use Class A1) to a children's nursery (Use Class D1) including alterations to elevations.

Members were informed that a site visit had been carried out by officers alongside the Metropolitan Police. The Secured by Design Officers at the Metropolitan Police had

objected to the removal of Condition 7 and raised concerns relating to the security of the premises. It was confirmed that security at the site included a key code entry system, palisade fencing and CCTV. The Police had stated that the key code system was not secure and requested that it be removed.

Councillors sought further clarification regarding the security currently in place at another premises a few doors away (at 524 / 526 Victoria Road) which had the same owner. It was confirmed that Security by Design had been awarded to said premises on 18 December 2014. In response to Councillors' questions, it was also confirmed that security measures in place at the two sites were broadly the same. In view of this, Members raised concerns that there appeared to be an inconsistency in the approach of the Metropolitan Police regarding the two sites. Should the current applicant appeal against the decision, it was felt that the Council would be in a difficult position.

Members agreed that the inconsistency was a concern and wished to explore the Secure by Design policy further to better understand this. The Head of Planning and Enforcement agreed to discuss the matter further with the Police in order to gain a better understanding of the issue and, potentially, establish a more robust reason for refusal.

The Committee moved, seconded and unanimously agreed to defer the decision to enable the Head of Planning and Enforcement to discuss the matter further with the Metropolitan Police.

RESOLVED That: the decision on this application be deferred to enable the Head of Planning and Enforcement to discuss it further with the Metropolitan Police.

137. **SECTION 106 QUARTERLY REPORT** (*Agenda Item 10*)

RESOLVED That: the report be noted.

The meeting, which commenced at 7.14 pm, closed at 7.58 pm.

These are the minutes of the above meeting. For more information on any of the resolutions please contact Liz Penny on 01895 250185. Circulation of these minutes is to Councillors, Officers, the Press and Members of the Public.

The public part of this meeting was filmed live on the Council's YouTube Channel to increase transparency in decision-making; however these minutes remain the official and definitive record of proceedings.

Report of the Head of Planning, Transportation and Regeneration

Address 31 FRITHWOOD AVENUE NORTHWOOD

Development: Change of use of the building from a 12-bedroom bed and breakfast (Use Class C1) to a 7-bedroom care facility (Use Class C2) for persons with early onset dementia and dual diagnosis impairments

LBH Ref Nos: 8032/APP/2018/4117

Drawing Nos: Method Statement
0071-01
Planning Statement
Transport Statement
Arboricultural Impact Assessment
0071-02 Rev G
0071-03 Rev G
0071-04 Rev G
0071-05 Rev G
0071-06 Rev G
0071-07 Rev G
0071-08 Rev G

Date Plans Received:	22/11/2018	Date(s) of Amendment(s):	12/12/2018
Date Application Valid:	22/11/2018		15/01/2019
			22/11/2018

1. SUMMARY

This application is being reported to committee because it was called in by a ward councillor, and 2 petitions together with 167 objections have been received. This application seeks to convert the existing 12 room bed and breakfast accommodation (Use Class C1) to a 7 room care home (Use Class C2). The applicant has clarified that clients will have mental Health such as Dementia, depression and eating disorders and sometimes may have a Dual Diagnosis & Sensory Impairment (such as a physical disabilities), or may have a secondary health related issues such as Parkinson or need cancer care. As regards how the premises will be managed the applicant has stated that 'a competent manager will always be available to support the team with an out of hours on-call management system from 10pm- 8am'.

Officers have concerns that the level of care that is to be provided to future occupants will result in a facility with the potential for 24 hour noise disturbance in an entirely residential area and it is not considered that planning conditions could address such concerns. The applicant states security measures are to be implemented and a member of staff being present on site 24 hours a day. Unlike the existing bed and breakfast facility (which has no history at all of noise complaints) the proposed use is considered likely to have comings and goings of staff and possibly even emergency services over a 24 hour period. In a location with a low background noise this is considered likely to be to the detriment of neighbours amenity.

A very large number of objections have been received in relation to this application raising concerns about the perception of crime. The description of development of this proposal refers to persons with dual diagnosis impairments. This put simply means the building will

be used to look after persons with a history of drug dependency issues. Whereas the term dual disorder does not in itself mean the drug dependency would have involved use of needles it is typically a term used to describe those who have experienced serious mental health/drug dependency issues. The application has attracted very extensive objections (167 individual objections and two petitions), many objections are linked to their being a Primary school (Frithwood primary School) nearby. Fear of crime or public safety can be a material consideration when it has a clear rational basis. In this case locating a premises which looks after those who have had a history of drug dependency issues (hence might give rise to children coming into contact with drug users or drug paraphernalia) close to a Primary School is considered to represent a rational fear of crime/public safety and give rise to land use planning consideration concerns. Put simply the proposed change of use is considered unacceptable as it is not considered an appropriate location for a facility which looks after persons with possibly severe mental health issues such as dual diagnosis impairments.

Despite the applicant indicating they can implement a number of security measures (such as 24 hour care), there is no way of ruling out future incidents of crime. Given the nature of vulnerability of the occupants and the site's proximity to Frithwood Primary School, there is a reasonable basis that this could increase the perception of crime and undermine the quality of life of local residents.

For the reasons set out within this report, this application is recommended for refusal.

2. RECOMMENDATION

To refuse this application.

1 NON2 Non Standard reason for refusal

The proposal would result in noise and disturbance due to increased comings and goings of vehicles, particularly at unsociable hours given the changing level of care of the occupants to the detriment of residential amenities of the occupiers of surrounding properties by reason of noise and disturbance. Therefore the proposal would be contrary to policies BE19 and OE1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

2 NON2 Non Standard reason for refusal

The proposal involves care of individuals with dual diagnosis disorder. It is considered that the location of a care home with persons potentially requiring a high level of support will lead to rational concerns, including a fear of crime, by the local community, in particular given the close proximity of Frithwood Primary School. In this case it is considered there are grounds to believe the perception of crime could undermine the quality of life of local residents. Furthermore the applicant has not fully address issues raised by the Metropolitan Police Crime prevention Officer. The proposal is therefore considered contrary to policies BE19 and OE1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), London Plan 2016 Policy 7.3 and Paragraph's 91 and 127 of the NPPF (2018).

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 (November 2012) 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 (2015) and national guidance.

AM7	Consideration of traffic generated by proposed developments.
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE18	Design considerations - pedestrian security and safety
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.
R16	Accessibility for elderly people, people with disabilities, women and children
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 3.17	(2016) Health and social care facilities
NPPF7	NPPF - Requiring good design
NPPF8	NPPF - Promoting healthy communities

3. CONSIDERATIONS

3.1 Site and Locality

31 Frithwood Avenue is a substantial detached building that sits on a sloping site on a prominent corner bounded by Canterbury Close to the west and Frithwood Avenue to the South. The existing house is set away from the front boundary by approximately 20m. The site benefits from access to the rear, off Canterbury Close for car parking and bin storage. To the front is an area of lawn with 2 parking spaces and to the rear an area of patio and a car park with 3 parking spaces.

The existing house is used as a 12 room bed and breakfast (Use Class C1). The surrounding area is characterised by 2.5- storey residential dwellings set within generous

grounds. The site is located adjacent to the Northwood - Frithwood Conservation Area. The site is subject to a Tree Preservation Order (TPO) 49.

3.2 Proposed Scheme

Change of use of the building from a 12 bedroom bed and breakfast (Use Class C1) to a 7 bedroom care facility (Use Class C2) for persons with early onset dementia and dual diagnosis impairments.

The proposal would not involve any external alterations to the property and the use would be facilitated within the existing floor layout with the accommodation provided being arranged over 3 floors. The property already benefits from 5 off-street car parking spaces to the front and rear, this is unlikely to change within the new proposal.

Revised Plans

The internal layouts were altered in response to concerns raised by residents and the Metropolitan Police. The manager's office is now proposed to be located at ground floor level. The door leading out into the garden from a bedroom at ground floor level has also been removed.

A revised Method Statement was received on 14-01-2019 in response to concerns raised by local residents.

3.3 Relevant Planning History

8032/APP/2004/1904 31 Frithwood Avenue Northwood

RENEWAL OF PLANNING PERMISSION REF:8032/F/98/1853 DATED 14/07/1999 : ERECTIO
OF A PART TWO STOREY, PART SINGLE STOREY REAR EXTENSION, SINGLE STOREY
SIDE EXTENSION AND FRONT PORCH EXTENSION TO GUEST HOUSE, INSTALLATION C
ON-SITE CAR PARKING AREA AND LANDSCAPING

Decision: 04-11-2004 Approved

8032/APP/2004/3228 31 Frithwood Avenue Northwood

PART CHANGE OF USE OF GROUND FLOOR (28m²) FROM CLASS C1 (GUEST HOUSE) TO
CLASS D1(a) (NON-RESIDENTIAL) TO PROVIDE 1 CONSULTING ROOM FOR
PHYSIOTHERAPY PRACTICE (INVOLVING DEMOLITION OF EXISTING KITCHEN)

Decision: 25-01-2005 Approved

8032/APP/2017/1671 31 Frithwood Avenue Northwood

Part two storey, part single storey side/rear extension, enlargement of roofspace involving
alterations to elevations and change of use from Class C1 (Hotels) to Class C2 (Residential
Institutions)

Decision: 08-09-2017 Withdrawn

8032/APP/2017/3739 31 Frithwood Avenue Northwood

Part two storey, part single storey rear extension, enlargement of roofspace involving alterations
to elevations and change of use from a Bed and Breakfast (Use Class C1) to extra care facility

comprising 13 units and an internal communal facility (Use Class C2).

Decision: **Appeal:** 20-12-2018 Withdrawn

8032/APP/2017/4601 31 Frithwood Avenue Northwood

Part two storey, part single storey rear extension and conversion of roofspace to habitable use to include the repositioning and enlargement of the front dormer and the repositioning and enlargement of the rear dormer.

Decision: **Appeal:** 18-12-2018 Dismissed

8032/APP/2018/2140 31 Frithwood Avenue Northwood

Change of use of the building from Use Class C1 (Hotels - currently a 12-bedroom bed and breakfast) to Use Class C2 (Residential Institution - 8-bedroom care home), involving a part two storey, part single storey rear extension, and enlargement of roofspace.

Decision: 30-10-2018 Refused

8032/B/88/1682 31 Frithwood Avenue Northwood

Conversion of single family dwelling into 3 1-bed room flats & 1 3-bedroom flat

Decision: 08-02-1989 Approved

8032/C/88/2505 31 Frithwood Avenue Northwood

Change of use of single family dwelling to 4 self contained flats & assoc parking

Decision: 11-11-1988 Withdrawn

8032/E/89/2437 31 Frithwood Avenue Northwood

Change of use from single family dwelling unit to guest house

Decision: 07-06-1990 Approved

8032/F/98/1853 31 Frithwood Avenue Northwood

Erection of a part two storey, part single storey rear extension, single storey side extension and front porch extension to guest house, construction of on-site car parking area and landscaping

Decision: 14-07-1999 Approved

8032/PRC/2016/110 31 Frithwood Avenue Northwood

Redevelopment of 5 flats

Decision: 15-03-2017 PRM

8032/PRC/2017/26 31 Frithwood Avenue Northwood
Conversion to 17 room care home

Decision: 11-04-2017 OBJ

Comment on Relevant Planning History

This application has been subject to several planning applications in the recent past. Details of the site's planning history is set out below:

8032/APP/2018/2140 - sought the change of use of the building from Use Class C1 (Hotels - currently a 12-bedroom bed and breakfast) to Use Class C2 (Residential Institution - 8-bedroom care home), involving a part two-storey, part single storey rear extension, and enlargement of roofspace.

OUTCOME - The application was refused for the following reason - the proposed part two-storey, part single storey rear extension, by reason of the size, scale and bulk of the single-storey element, would not be visually subordinate to the original building, would not respect the composition of the original building and would result in a further loss of garden openness at the rear of the site. 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 Council's HDAS: Residential Extensions SPD.

APPEAL: Not at appeal.

OFFICER COMMENT: The difference is the application under consideration does not include external alterations and extensions.

8032/APP/2017/4601 - sought a part two storey, part single storey rear extension and conversion of roofspace to habitable use to include the repositioning and enlargement of the front dormer and the repositioning and enlargement of the rear dormer.

OUTCOME - The application was refused for the following reason: The proposed part single, part two storey rear extensions and roof alterations, by reason of their size, scale and prominence would represent incongruous additions to this property, fail to be visually subordinate to the original building, would not respect the composition of the original building. The proposal would result in an uncharacteristically small rear garden area when combined with the rear parking area. The proposals would therefore be detrimental to the character, appearance and visual amenities of the streetscene and surrounding area. Therefore the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE20, BE21, BE 22, BE23, BE24 and BE38 of the Local Plan: Part Two (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

APPEAL: Dismissed at appeal for design reasons.

OFFICER COMMENT: The application is currently under appeal. The key difference between the current application and this application is that the previous application did not include a change of use and merely sought extensions, it was proposed to remain as a bed and breakfast whereas this application does not include extensions and is simply for the

change of use to a care home.

8032/APP/2017/3739 - sought a part two storey, part single storey rear extension, enlargement of roofspace involving alterations to elevations and change of use from a Bed and Breakfast (Use Class C1) to extra care facility comprising 13 units and an internal communal facility (Use Class C2).

OUTCOME - The applications were refused for the following reasons:

1) The proposed two storey side/rear extension, by reason of its size, scale, bulk together with the size of the rear dormer would not be visually subordinate to the original building, would not respect the composition of the original building and would result in a further loss of garden openness particularly to the rear. 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) In the absence of a Section 106 legal agreement or unilateral undertaking securing a management plan and the use of the premise as a care facility, the proposal provides an indoor living area of an unsatisfactory size for the occupiers of the proposed units. The proposal therefore gives rise to a substandard form of living accommodation and fails to provide requisite accessibility requirements to the detriment of the amenities of future occupiers contrary to Policy 7.2 of the London Plan (2016), Policies BE19 and H7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

APPEAL: Withdrawn at appeal.

OFFICER COMMENT: The key difference between the application that was refused and this application is that this proposal does not include an extension and seeks to provide an extra care facility for upto 7 people. Whereas the previous application sought consent for 13 units that were largely self contained and did not comprise of communal facilities.

8032/APP/2017/1671 - sought a part two storey, part single storey side/rear extension, enlargement of roofspace involving alterations to elevations and change of use from Class C1 (Hotels) to Class C2 (Residential Institutions).

OUTCOME - The application was withdrawn before it was heard at North Planning Committee.

4. Planning Policies and Standards

National Planning Policy Framework Paragraph 91 says:

91. Planning policies and decisions should aim to achieve healthy, inclusive and safe places which:

- a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other -for example through mixed-use developments, strong neighbourhood centres, street layouts

that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;

b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion -for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas; and

c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs - for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

National Planning Policy Framework Paragraph 127 (f) says that planning policies and decisions should:

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

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.
- AM13 AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): -
 - (i) Dial-a-ride and mobility bus services
 - (ii) Shopmobility schemes
 - (iii) Convenient parking spaces
 - (iv) Design of road, footway, parking and pedestrian and street furniture schemes
- AM14 New development and car parking standards.
- AM15 Provision of reserved parking spaces for disabled persons
- BE13 New development must harmonise with the existing street scene.
- BE15 Alterations and extensions to existing buildings
- BE18 Design considerations - pedestrian security and safety
- 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.
- R16 Accessibility for elderly people, people with disabilities, women and children
- 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 3.17 (2016) Health and social care facilities

NPPF7 NPPF - Requiring good design
NPPF8 NPPF - Promoting healthy communities

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **27th December 2018**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

This application was consulted on between 04-12-2018 and 27-12-2018. 163 objections were received against this application including an objection from the Northwood Residents Association. 9 comments were received. The objections and comments are summarised below:

- A care home already exists on the street, there is no demonstrable need for a new care facility in this area;
- No in principle objections to the provision of a care home for individuals with early onset dementia, however having a mix of individuals with early onset dementia and dual diagnosis is inappropriate;
- The site is inappropriate for a new care home and is likely to result in highways and parking pressure;
- A ground floor office is essential;
- Concerned about the lack of a lift;
- Vehicular movement will result in noise and disturbance and the car park to the rear should not be used between 10pm and 6am each day.
- The proposal should not result in harm to the protected tree to the front of the site;
- This is an inappropriate use in such close proximity to a primary school;
- It is inappropriate to house people with dual diagnosis impairments so close to the primary school which significantly increases the risk of an incident or well being of the children attending the school;
- The proposed residents could easily watch the comings and goings of children out of the window of this property. There are significant concerns that the occupants could become fixated on a particular child knowing their movements;
- It is not safe to house individuals with dual diagnosis impairments in close proximity to a school. Significant concerns that this would result in children being exposed to harm;
- The proposed care facility is in close proximity to Frithwood Park, there is a risk that the patients could therefore relapse and become unsafe for the local community;
- Police resources in this area are already stretched, the needs of the vulnerable people would be best looked after elsewhere;
- There was an incident four years ago, an individual with mental health problems in a care facility nearby known to the police threatened and assaulted a child;
- The proximity of this care facility to a primary school is poses a risk to children;
- The proposal would result in over commercialisation of this street and would lead to a further loss to the quiet residential community that this part of the street currently is;
- It doesn't make sense (financially) to have a 7 bedroom care home in this location;
- Children will no longer be able to play or ride bikes on the street unsupervised.

Northwood Residents Association:

The NRA wrote to express concern over the proposed use catering for early onset dementia but also dual diagnosis impairments which is defined generally as severe mental health issues (Schizophrenia, delusional disorders etc) along with addiction issues (misuse of substances - legal or illicit drugs causing mental or physical damage). The NRA note the Local Plan Part 2 Policy

DMH8 which says care homes will be permitted so long as, among other things, it caters for a need identified in a local Housing Market Assessment. Such an assessment was not included in the application. Given the quiet nature of the surrounding residential area it is considered those close-by would be adversely affected by the proposed use. There is a traffic assessment which shows on-site parking is insufficient for staff and likely visitors. There is a traffic management scheme locally, but there will be a reliance on on-street parking, in addition to the movement of traffic identified during weekdays and weekends. The traffic assessment concludes that the proposed development would not have a 'severe' impact on transport, which by implication means there will be an adverse impact on what is a quiet residential area. Separately, there is concern regarding the location of the proposed use being close to Frithwood Primary School for 3-11 year olds. There is a gate from the school in Chartwell Road where parents drop children off and the older children go independently through the gate. The parking in Frithwood Avenue around Chartwell Road is taken up by parents cars for about an hour both in the morning and the afternoon as they drop off and collect the children. There is also concern that the primary school children will be walking passed the subject property generally, either with parents, or, in the case of the older children but still eleven or younger, independently. Therefore, the NRA advocates the planning application be refused.

Frithwood Primary School Board of Governors

Raised objection to the application noting one of the entrances to the school is on Chartwell Road, a few yards from 31 Frithwood Avenue. There are currently 400 pupils attending the school between the ages of 3-11. Many children and parents walk past the property daily including year 6 children who walk to school alone in preparation for the transition to secondary school.

It is understood that dual impairment refers to people with a severe mental illness (including schizophrenia, schizoaffective disorder, and delusional disorders and depressive episodes with or without psychotic episodes) combined with misuse of drugs or alcohol. Given the complex and serious nature of such impairments, the school is very concerned by this proposal in close proximity to the primary school.

Given its proximity to the school and the nature of residents proposed to live at the facility, there is a serious risk that the proposal could harm the future welfare of the children attending the school. The quiet residential area has little police surveillance during the day, given the severity of the mental illness, the proposal poses a very credible risk to children, parents and members of staff. The proposal is considered in this location opposite the local primary school. The school requests that the application is rejected for these reasons.

9 comments (where the residents are not considered to be objectors) were also received from local residents which are summarised below:

- local resident's concerns have been increased by a social media campaign; and
- The site should be converted to 3 flats instead a care home.

Metropolitan Police

No objection to this application subject to the following recommendations.

These recommendations are designed to make the site as robust as possible to crime, the residents as safe as possible in their home, assist the practical running and management of this venue and to assist police in any potential investigations

1. An access control (fob) system should be used for the main door and residents front door. This allied to a data management/storage which stores the data for 31 days, with staff on site having the data readily available to them.

2. All ground floor and first floor doors and windows to be PAS 24/2016 rated.
3. Front door to be self shutting and closing, with fob control for both entering and egressing the building.
4. All windows to have restrictors installed on them so that they cannot open wide enough for a person to fit through them.
5. Managers office - it is proposed that this is to be moved from its current location next to the main entrance, to a rear bedroom on the first floor. This will prevent the staff being able to comfortably monitor the front door. The office must remain in its current location.
6. Remove the door on bedroom 2.
7. CCTV system to be installed must have live feed in the management office to assist in the management of this site.
8. Install CCTV covering the front door - suitably zoomed in so that a facial image of everybody entering the address is achieved.
9. Concerns regarding amenity space - to assist the staff the management of residents, the residents should be given access to the area I have highlighted in red below. This area should be secured so that nobody can get into it or out of it without going through the building. To achieve this the surrounding building must be at least 2.4 metres tall, and no furniture in this area, such as benches or planters that could be used to climb up and escape. If such furniture is required then install in away from perimeter and it cannot be moved. This should be the smoking area, negating the need for residents to routinely go out the front of the address, making it easier for staff to manage. Install a CCTV camera covering this area.

Officer response: The applicant submitted amended plans which follows some, but not all of the recommendations given by the Metropolitan Police. The office has been moved to ground floor level next to the front entrance. The door leading to the garden from room two has been removed. The site is proposed to be secured with only one point of entry for occupants and visitors. The rear access is proposed to be used only in the event of an emergency and by members of staff.

Internal Consultees

Highways

There are currently 5 parking spaces that serve the C1 use with 2 spaces located on the frontage and 3 to the rear accessed from Canterbury Close. This quantum is proposed to be retained but with the inclusion of 2 disabled spaces.

The proposed C2 use would demand up to 4 on-site parking provisions in order to accord with the Council's parking standard. The standard is based on a 'level of care' provision of 1 staff member per 3 residents.

The level of proposed on-site provision therefore marginally exceeds the Council's parking standard as it now also includes 2 disabled compliant spaces situated on the frontage which may also be usefully utilised for short term ambulance parking when required. However, there appears to be no car parking available for visitors.

In terms of cycle parking there should be a provision of at least 1 space secure and accessible space per 2 staff equating to 4 spaces in order to conform to the adopted minimum borough cycle parking standard. This calculation is based on a maximum of 7 staff per shift of a total of 13 enrolled staff (covering a 24 hour period). A suitable cycle store accommodating 4 cycle spaces has been depicted on-plan and is located to the side of the building which conforms to the Council's requirements.

There are two existing carriageway crossings emerging onto Canterbury Close which serve as vehicular access points to the front and rear of the address. These are to remain without alteration which is considered acceptable given the level and proposed arrangement of on-site parking provisions.

In parking layout terms there is conformity to the design principles contained within the Department for Transport's - Manual for Streets (MfS) (circa 2007) best practice document for new development road and parking layouts. This is welcomed as the frontage layout also allows for the arrival and departure of ambulances and service vehicles on an 'as and when' basis without impedence with vehicles being able to enter and leave the site in a forward gear which is the recommended practice on highway safety grounds.

There is conformity to the relevant visibility sight-line requirements at both access locations, in accord with MfS guidelines hence there are no envisaged highway safety related implications associated with this redevelopment.

On the above premise the arrangement of parking provision and internal road layout are considered acceptable within the design context.

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policy requires the Council to consider 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.

On the basis of vehicle trip generation database evidence from established sources such as TRICS and TRAVL, it is expected that general activity would be relatively low given the 'dormant' nature of this type of C2 use.

A review of the TRICS database throughout the day time confirms the low use profile with an expected 'peak' mid-morning two-way movement of up to 4 vehicles with negligible activity for the remainder of the day. It is therefore considered that this level of trip generation can be absorbed within the local road network without notable detriment to traffic congestion and road safety.

Refuse collection from the rear of the site envelope will continue via Canterbury Close. A satisfactory bin store location in proximity of the public highway has been depicted on plan and therefore conforms to the appropriate refuse 'collection distance' standard. There are no further observations.

The application has been reviewed by the Highway Authority who are satisfied that the proposal would not exacerbate congestion or parking stress, and would not raise any highway safety concerns, in accordance with policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3,6.9, and 6.13 of the London Plan (2016).

Adult Social Care

The application was reviewed by the Director of Adult Social Care Services. It was highlighted that given the use proposed a number of safeguards are required. To ensure the site operates as a care home that must have a registered manager so the use is regulated. This will prevent it from becoming a supported living unit over which officers or the care commission would have little control. It was recommended that a condition be applied requiring a multi agency risk assessment. To ensure anybody that is known to have a history of offending will not be placed at this service. A condition should also require a local area risk assessment before the facility comes into operation. Once these measures are in place along with the recommendations made by the Metropolitan Police, the proposed care facility is unlikely to result in harm to the safety or amenities of local residents.

Officer comment: Officers have considered whether the conditions recommended would be enforceable and meet all the necessary condition tests. It is considered that such conditions would not be practicable or enforceable.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The proposal is for a 7 bedroom care facility to provide care for adults with mental health issues, young onset dementia and a dual diagnosis impairment. Individuals will be provided essential care and support (Use Class C2). The Planning Statement notes the design of the scheme has been informed through consultation with the Care Quality Commission (CQC).

There are some ambiguities within the method statement, on the one hand it notes there is a need within Hillingdon for elderly care, however the eligibility criteria for this care facility is to be 'over the age of 18 and have the means to pay rent or be in receipt of housing benefit'. It also makes reference to the need to 'support individuals in their own homes' however this application is for a care home falling into Use Class C2. There is a significant difference between caring for elderly people with frailty and adults over the age of 18 with dual diagnosis.

Use Class C2 is defined as 'use for the provision of residential accommodation and care to people in need of care'. The C2 use class encompasses a variety of uses, from large nursing homes and hospitals to much smaller residential uses. According to regulations under Section 20 of the Health and Social Care Act 2008. CQC regulates care homes according to a set of essential standards of quality and safety, which were published in March 2010. The standards set out what homes must do in order to comply with the regulations. All homes are subject to an inspection and a reporting regime.

The applicant explains that where a client has Dementia and a legal DOLS (Deprivation of Liberty) assessment is in place, they will be restricted from leaving the care service in line with social service requirements. Other clients who are able to access the local community safely will have their own key and will be supervised.

Whether a C2 use is considered acceptable in principle is considered to be dependent on detailed matters such as whether the proposal will give rise to noise disturbance and whether sufficient parking is provided.

7.02 Density of the proposed development

Not applicable to this application.

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

The site is located approximately 30m east of the Northwood - Frithwood Conservation Area. Policy BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to protect conservation areas from inappropriate development.

It is considered that the proposed works to the building and the change of use to a care home would not cause harm to the character and appearance of the Northwood - Frithwood Conservation Area, and so complies with BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

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

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) requires developments to harmonise with the existing street scene and other features of the area that are considered desirable to retain or enhance. Policy BE15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) require alterations and extensions to harmonise with the scale, form, architectural composition and proportions of

the original building.

Policy BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to ensure that new development within residential areas complements or improves the amenity and character of the area.

No external alterations are proposed as part of this application and will therefore not impact the character of the area.

7.08 Impact on neighbours

Policies BE20 and BE21 of the Hillingdon Local Plan - Saved UDP Policies (November 2012) and the Council's HDAS: Residential Layouts SPD seek to ensure that new buildings and extensions maintain and allow adequate levels of daylight and sunlight to penetrate into and between them.

As no extensions are proposed officers have focussed on whether the proposals are considered likely to give rise to unacceptable noise disturbance.

Concerns are raised with regard to the level of noise and disturbance that would be generated from the proposed use. Particularly if/when residents use the garden and when members of staff arrive at/leave the property at the beginning/end of each shift and regarding the number of vehicular movements that might occur at anti-social times. The care home may generate some degree of noise, the property is within close proximity of residential houses on a quite cul de sac, where vehicle movements are much less than on a main through road. The level of movement to and from the property is considered likely to intensify as a result of this proposal. It is not considered that conditions could be used to control vehicles movement (such a condition would fail the tests set out in paragraph 55 of the NPPF (2018)). The use is considered incompatible with its location in a quiet residential cul-de sac.

Perception of Crime

Paragraph 91 of the NPPF (2018) notes that planning decisions should ensure development will create safe, inclusive and accessible places with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

There is some case law regarding fear of crime as a material planning consideration.

In *West Midlands Probation Committee v SSE* (1997) the Court of Appeal held that fear of crime could be a material planning consideration. In this particular case, there was evidence to support the argument that people's lives had been adversely affected by an existing bail hostel use and so the proposal to extend that use further meant that local residents' fears had a sound evidential base and were a legitimate planning objection.

In *Smith v FSS* (2005), the Court of Appeal quashed a decision on a gypsy caravan site because the Inspector treated local residents' fear of crime as a material consideration.... A caravan site was not like a bail hostel and it was not right to view the use of land as a caravan site as inherently creating the real concern that could be associated with land uses such as a bail hostel.

These cases simply re-inforce that fear of crime or public safety considerations can be a material planning consideration, but they need to be substantiated and cannot be based simply on prejudice.

A number of objections have been received with regards to safety and security of the children that attend Frithwood Primary School. The objections have raised significant concerns that the proposed use is in close proximity to a primary school and given the

nature of proposed occupants, could increase the risk of harm to children, parents and staff at the school.

Dual diagnosis is described by the NHS Hillingdon Clinical Commissioning Group (CCG) as 'people who have both mental health and drug or alcohol problems'. The National Institute of Clinical Excellence (NICE) notes dual diagnosis covers Mental health issues alongside alcohol use disorders, substance misuse, psychosis and schizophrenia in adults.

The applicant has set out in principle how the care home would function, including staffing levels. It is not within the remit of the planning system to seek to control the day to day functioning and management of the care home or its occupiers, as this is controlled by other legislation and inspected by the CQC (the CQC are similar to OFSTED in that inspections are not carried out daily or monthly, but less often). Nonetheless the premises is not a prison and it can be expected that some occupiers will come and go from the premises.

An Officer at the Metropolitan Police has reviewed the application and recommended a number of measures that should be implemented before the use of the site commences as a care facility. It is to be noted that this facility will be managed and a member of staff will be present on site 24 hours a day throughout the week. Within the revised plans, the office has now been moved so it is situated next door to the entrance at ground floor level.

The applicant also notes in a revised method statement that future occupants would not be from a forensic background on a Section 37/41 (hospital order given by the crown court). It notes that the client group will consist of people who can live integrated within their local community and will not have complex mental health needs which requires specialist medical intervention.

However this information is considered contradictory, as the proposal is for a care facility for those with dual diagnosis, which does relate to complex mental health needs.

It should also be noted that the method statement anticipates that whilst the premise would be staffed over 24 hours, the occupants would not be provided with 1 for 1 care at all times. It also notes that a competent manager 'would be available to support the team (if required) but the method statement does not make it clear that a competent manager will be present on site at all times which raises concern that an appropriately qualified manager may not be available to deal with a difficult situation immediately should this occur. It also notes that remotely operated doors 'will be considered' and additional monitoring equipment would be installed if necessary.

The response from the applicant in effect does not address concerns regarding whether the site is an appropriate location for such a use.

There are concerns that future occupants with a history of substance abuse could be placed within close proximity to Frithwood Primary School, this is considered to be a very rational conclusion to draw from the proposals. Officers therefore think it also rational to assume that there is a risk of children coming into contact with or witnessing drug taking if a premises housing persons with a history of substance abuse is proposed.

Given the nature of occupants proposed to be placed at the property and given the proximity of Frithwood Primary School, there is a reasonable basis that this would increase the perception and risk of crime and undermine the quality of life of local residents, for this reason the application is being recommended for refusal.

7.09 Living conditions for future occupiers

The proposal would provide seven bedrooms; two rooms at ground floor level, three rooms at first floor level and two rooms at second floor level. Communal space would be located on the ground floor. It is noted that there is proposed to be a storage room at first floor level that could be converted to form another room without planning consent. A condition is secured to ensure the development, if approved may only be used as a 7 bedroom care facility. Planning consent is required for additional rooms.

As this application falls under Use Class C2, there are no policy standards governing unit sizes, internal layout, outlook and living conditions. Notwithstanding this, the proposed rooms would vary in size from 18 sq.m to 34.8sq.m, thereby providing adequate space for residents.

The applicant has clarified that the building has been designed to accord with CQC standards for care homes and to comply with Part M of the Building Regulations with the ground and first floor being fully wheelchair accessible. All rooms will have access to a tele care overlay system, enabling additional items of monitoring equipment to be installed as necessary.

There are no concerns raised regarding living standards for occupiers, which will be subject to CQC standards in any case.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan 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.

On the basis of vehicle trip generation database evidence from established sources such as TRICS and TRAVL, it is expected that general activity would be relatively low given the 'dormant' nature of this type of C2 use.

Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP policy states that new development will only be permitted where it is in accordance with the Council's adopted parking standards.

There are currently 5 parking spaces that serve the C1 use with 2 spaces located on the frontage and 3 to the rear accessed from Canterbury Close. This quantum is proposed to be retained but with the inclusion of 2 disabled spaces.

The proposed C2 use would demand up to 4 on-site parking provisions in order to accord with the Council's parking standard. The standard is based on a 'level of care' provision of 1 staff member per 3 residents. This 'level of care' assumption tallies with the proposal which suggests a maximum staffing level of up to a '7 staff attendance per shift' of which approximately 40- 50% would travel to and from the site by means other than by 'single occupancy' private motor vehicle journeys. In practice this would equate to 3-4 staff members travelling by private motor vehicle during any one shift period. This is considered a reasonable assumption based on Care Home staff profiles and established travel databases for comparable C2 uses in other locations.

The level of proposed on-site provision therefore marginally exceeds the Council's parking standard as it now also includes 2 disabled compliant spaces situated on the frontage which may also be usefully utilised for short term ambulance parking when required. As the PTAL rating for the address is considered as low, this higher on-site provision is broadly welcomed as it will help discourage extraneous on-street parking to the benefit of the local highway network and community.

In terms of cycle parking there should be a provision of at least 1 space secure and accessible space per 2 staff equating to 4 spaces in order to conform to the adopted minimum borough cycle parking standard. This calculation is based on a maximum of 7 staff per shift of a total of 13 enrolled staff (covering a 24 hour period). A suitable cycle store accommodating 4 cycle spaces has been depicted on-plan and is located to the side of the building which conforms to the Council's requirements.

There are two existing carriageway crossings emerging onto Canterbury Close which serve as vehicular access points to the front and rear of the address. These are to remain without alteration which is considered acceptable given the level and proposed arrangement of on-site parking provisions.

In parking layout terms there is conformity to the design principles contained within the Department for Transport's - Manual for Streets (MfS) (circa 2007) best practice document for new development road and parking layouts. This is welcomed as the frontage layout also allows for the arrival and departure of ambulances and service vehicles on an 'as and when' basis without impedance with vehicles being able to enter and leave the site in a forward gear which is the recommended practice on highway safety grounds.

There is conformity to the relevant visibility sight-line requirements at both access locations, in accord with MfS guidelines hence there are no envisaged highway safety related implications associated with this redevelopment.

On the above premise the arrangement of parking provision and internal road layout are considered acceptable within the design context.

Refuse collection from the rear of the site envelope will continue via Canterbury Close. A satisfactory bin store location in proximity of the public highway has been depicted on plan and therefore conforms to the appropriate refuse 'collection distance' standard. There are no further observations.

The application has been reviewed by the Highway Authority who are satisfied that the proposal would not exacerbate congestion or parking stress, and would not raise any highway safety concerns, in accordance with policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3,6.9, and 6.13 of the London Plan (2016).

7.11 Urban design, access and security

Urban design:

See Section 7.07 of this report.

7.12 Disabled access

The proposal would provide 7 bedrooms with en-suites, of which 5 would be wheelchair accessible. Two wheelchair accessible bedrooms with individual wet rooms would be provided on the ground floor. At first floor level 3 wheelchair accessible bedrooms with individual wet rooms are provided. A lift from the ground floor to the first floor would be provided. The second floor would comprise of the remaining two bedrooms which would have en-suites. The proposal would provide two disabled parking spaces. This approach is considered acceptable.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

Policy BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states, amongst other things, that development proposals will be expected to retain and

utilise topographical and landscape features of merit.

No alterations are proposed to the hard and soft landscaping as part of this proposal.

7.15 Sustainable waste management

Refuse storage would be provided within the parking area at the rear of the site and the refuse would be collected from Canterbury Close. The location of the refuse storage is acceptable and would be within the standard refuse collection distance. The refuse storage area would need to be covered and secure; details of the refuse store can be provided by way of condition on any consent granted.

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

Officers have concerns that the level of care that is to be provided to future occupants will result in a facility with the potential for 24 hour noise disturbance in an entirely residential area and it is not considered that planning conditions could address such concerns. The applicant states security measures are to be implemented and a member of staff being present on site 24 hours a day. Unlike the existing bed and breakfast facility (which has no history at all of noise complaints) the proposed use is considered likely to have comings and goings of staff and possibly even emergency services over a 24 hour period. In a location with a low background noise this is considered likely to be to the detriment of neighbours amenity.

7.19 Comments on Public Consultations

Responses to the matters raised have been addressed throughout this report.

7.20 Planning Obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

No other issues identified.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

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

9. Observations of the Director of Finance

Not applicable

10. CONCLUSION

This application seeks to convert the existing 12 room bed and breakfast accommodation (Use Class C1) to a 7 room care home (Use Class C2). There is no objection in principle to this use.

The level of care required and the resultant movements of staff and visitors to and from the site is considered likely to give rise to noise and disturbance at a location with low background noise levels to the detriment of neighbours amenity.

Given that possible occupants will have a history of drug dependency issues concerns are raised whether it is a sensible location for such a use close to a primary school. This has given rise to very extensive objections and a fear of crime. It is considered that there is a

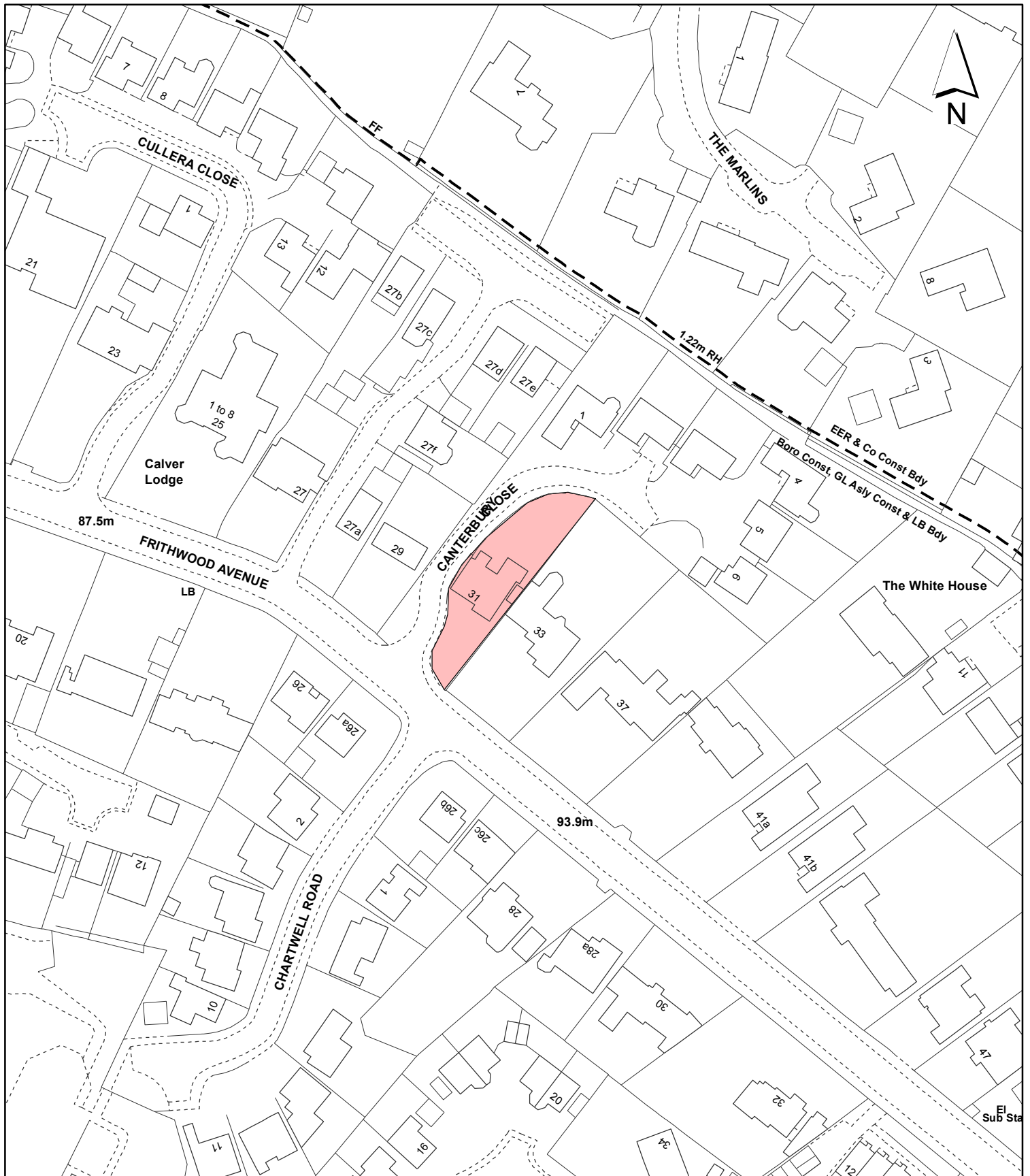
reasonable basis behind such concerns and that this could increase the perception of crime and therefore undermine the quality of life of local residents and school users. For the reasons outlined in this report, the application is being recommended for refusal.

11. Reference Documents

The Hillingdon Local Plan: Part One (November 2012)
Hillingdon Local Plan: Part Two (November 2012)
London Plan (2016)
National Planning Policy Framework (2018)

Contact Officer: Zenab Haji-Ismail

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

**31 Frithwood Avenue
 Northwood**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section
 Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111

Planning Application Ref:
8032/APP/2018/4117

Scale:
1:1,250

Planning Committee:
North Page 25

Date:
January 2019



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Report of the Head of Planning, Transportation and Regeneration

Address R/O 17-21 THE CLOSE EASTCOTE PINNER

Development: Two storey building for use as Class B1 (Business) (Outline Application with all matters reserved).

LBH Ref Nos: 11448/APP/2018/2541

Drawing Nos: 4060/01
Location Plan

Date Plans Received: 09/07/2018 **Date(s) of Amendment(s):**
Date Application Valid: 20/07/2018

1. **SUMMARY**

The application seeks outline planning permission with all matters reserved for a two storey building for use as Class B1 (Business).

The principle of commercial development on the site was established by the Inspector who determined on Appeal application reference: 1448/APP/2008/3394 / APP/R5510/A/09/2107406.

The Inspector commented the site does not relate to the residential properties to the east, which in any event could be screened from the appeal proposal by vegetation. The building would be seen in the context of the commercial built development to the immediate west of the accessway, to which an appropriately designed building could relate satisfactorily.

Residents of The Close have expressed objections to this application on the grounds of overlooking and lack of privacy. The distance between the houses in The Close and the new build, the proposed fencing and existing tree cover mean the development will have only limited visibility from properties in The Close, and certainly not to a degree that would warrant the refusal of planning permission. As this is an outline application with all matters reserved, landscaping and design of the building can be conditioned with further details submitted at a later stage. The site is not within a flood zone or critical drainage area.

The application has been reviewed by the Highway Authority who are satisfied that the proposal (subject to the recommended cycle provision and condition) would not exacerbate congestion or parking stress, and would not raise any highway safety concerns, in accordance with policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3,6.9, and 6.13 of the London Plan (2016).

The tree survey would be conditioned if the application is recommended for approval.

The scheme is therefore acceptable in principle, and complies with planning policies, as set out below.

2. **RECOMMENDATION**

APPROVAL subject to the following:

1 COM1 Outline Time Limit

The development hereby permitted shall begin either before the expiration of three years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

REASON

To comply with Section 92 of the Town and Country Planning Act 1990 (As Amended)

2 COM2 Outline Reserved Matters

Details of the access, appearance, landscaping, layout, and scale, (hereinafter called "the reserved matters") shall be submitted to the local planning authority before the expiry of three years from the date of this permission and approved in writing before any development begins.

The development shall be carried out in accordance with the approved details.

REASON

To comply with Sections 91 and 92 of the Town and Country Planning Act 1990 (As Amended).

3 TL1 Existing Trees - Survey

Prior to any work commencing on site, an accurate survey plan at a scale of not less than 1:200 shall be submitted to and approved in writing by the Local Planning Authority. The plan must show:-

- (i) Species, position, height, condition, vigour, age-class, branch spread and stem diameter of all existing trees, shrubs and hedges on and immediately adjoining the site.
- (ii) A clear indication of trees, hedges and shrubs to be retained and removed.
- (iii) Existing and proposed site levels.
- (iv) Routes of any existing or proposed underground works and overhead lines including their manner of construction.
- (v) Detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees and other vegetation to be retained during construction work.

REASON

To enable the Local Planning Authority to assess the amenity value of existing trees, hedges and shrubs and the impact of the proposed development on them and to ensure that the development conforms with Policy BE38 of the Hillingdon Local Plan (2012).

4 COM25 Loading/unloading/deliveries

The commercial premises shall not be used for delivery and the loading or unloading of goods outside the hours of 22:00 and 07:00, Monday to Friday, and between the hours of 22:00 and 08:00 on Saturdays. The premises shall not be used for delivery and the loading or unloading of goods on Sundays or Bank Holidays.

REASON

To safeguard the residential amenity of the occupiers of adjoining and nearby properties in accordance with Policy OE3 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)

5 COM29 No floodlighting

No floodlighting or other form of external lighting shall be installed unless it is in accordance with details which have previously been submitted to and approved in writing by the Local Planning Authority. Such details shall include location, height, type and

direction of light sources and intensity of illumination. Any lighting that is so installed shall not thereafter be altered other than for routine maintenance which does not change its details.

REASON

To safeguard the amenity of surrounding properties in accordance with policies BE13 and OE1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012); and
To protect the ecological value of the area in accordance with Policy EC3.

6 COM30 Contaminated Land

(i) The development hereby permitted shall not commence until a scheme to deal with contamination has been submitted in accordance with the Supplementary Planning Guidance on Land Contamination and approved by the Local Planning Authority (LPA). The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

(a) A desk-top study carried out by a competent person to characterise the site and provide information on the history of the site/surrounding area and to identify and evaluate all potential sources of contamination and impacts on land and water and all other identified receptors relevant to the site;

(b) A site investigation, including where relevant soil, soil gas, surface and groundwater sampling, together with the results of analysis and risk assessment shall be carried out by a suitably qualified and accredited consultant/contractor. The report should also clearly identify all risks, limitations and recommendations for remedial measures to make the site suitable for the proposed use.

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

(ii) If during development or works contamination not addressed in the submitted remediation scheme is identified, an addendum to the remediation scheme must be agreed with the LPA prior to implementation; and

(iii) All works which form part of the remediation scheme shall be completed and a verification report submitted to the Council's Environmental Protection Unit before any part of the development is occupied or brought into use unless the LPA dispenses with any such requirement specifically and in writing.

REASON

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy OE11 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

7 COM6 Levels

No development shall take place until plans of the site showing the existing and proposed ground levels and the proposed finished floor levels of all proposed buildings have been submitted to and approved in writing by the Local Planning Authority. Such levels shall be shown in relation to a fixed and known datum point. Thereafter the development shall not be carried out other than in accordance with the approved details.

REASON

To ensure that the development relates satisfactorily to adjoining properties in accordance

with policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

8 COM7 Materials (Submission)

No development shall take place until details of all materials and external surfaces have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

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

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy BE13 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

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

No development shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

1. Details of Soft Landscaping
 - 1.a Planting plans (at not less than a scale of 1:100),
 - 1.b Written specification of planting and cultivation works to be undertaken,
 - 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

2. Details of Hard Landscaping
 - 2.a Refuse Storage
 - 2.b Cycle Storage
 - 2.c Means of enclosure/boundary treatments
 - 2.d Car Parking Layout
 - 2.e Hard Surfacing Materials

3. Living Walls and Roofs
 - 3.a Details of the inclusion of living walls and roofs or justification as to why no part of the development can include living walls and roofs

4. Details of Landscape Maintenance
 - 4.a Landscape Maintenance Schedule for a minimum period of 5 years.
 - 4.b Proposals for the replacement of any tree, shrub, or area of surfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.

5. Schedule for Implementation

6. Other
 - 6.a Existing and proposed functional services above and below ground
 - 6.b Proposed finishing levels or contours

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

REASON

To ensure that the proposed development will preserve and enhance the visual

amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (2015)

INFORMATIVES

1 I59 Councils Local Plan : Part 1 - Strategic Policies

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2016). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

2 I52 Compulsory Informative (1)

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

3 I53 Compulsory Informative (2)

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

AM7	Consideration of traffic generated by proposed developments.
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
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.
BE38	Retention of topographical and landscape features and provision of

OE1	new planting and landscaping in development proposals. Protection of the character and amenities of surrounding properties and the local area
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
LPP 5.3	(2016) Sustainable design and construction
LPP 5.13	(2016) Sustainable drainage
LPP 8.3	(2016) Community infrastructure levy

4 170 LBH worked applicant in a positive & proactive (Granting)

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

5 115 Control of Environmental Nuisance from Construction Work

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

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

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

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

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

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

3. CONSIDERATIONS

3.1 Site and Locality

The application relates to land to the rear of Nos. 17 to 21 The Close, Eastcote. The site has an area of 350 m² and is currently vacant and overgrown with semi-mature trees and naturally regenerated shrubs. The boundary fencing, made up of chain link fencing, is in disrepair.

The site is bounded to the West by a vehicular access running along the rear of shops fronting onto Field End Road for loading/unloading, and access to two public car parks. The site is to the rear of properties in The Close between the two car parks.

The shops fronting Field End Road form part of the the Eastcote (Minor) Town Centre, immediately to the West (including part of the access lane), the public car park to the North of the site is also within the Eastcote Town Centre. There are residential dwellings to the South (fronting North View), and to the East (fronting The Close). The Eastcote (Morford Way) Conservation Area boundary lies close to the Western boundary of the site.

As part of the 2009 appeal decision the Inspector felt the development would be primarily seen in the context of the commercial built development to the immediate west of the access way, officers agree with this assessment.

The application site lies within the developed area as identified in the Hillingdon Local Plan: Part Two -Saved UDP Policies (November 2012).

3.2 Proposed Scheme

The application seeks outline planning permission with all matters reserved for a two storey building for use as Class B1 (Business).

3.3 Relevant Planning History

11448/APP/2006/186 R/O 17-21 The Close Eastcote Pinner

ERECTION OF A TWO STOREY BLOCK OF FOUR ONE-BEDROOM FLATS (OUTLINE APPLICATION).

Decision: 08-09-2006 Not Determined **Appeal:** 08-09-2006 Dismissed

11448/APP/2008/1365 R/O 17-21 The Close Eastcote Pinner

Two storey office building with associated parking accessed from service road (outline application).

Decision: 25-07-2008 Withdrawn

11448/APP/2008/3394 Land Rear Of 17-21 The Close Eastcote, Pinner

Two storey office building with associated parking accessed from service road (outline application).

Decision: 28-01-2009 Refused **Appeal:** 11-11-2009 Allowed

11448/APP/2010/2900 R/O 17-21 The Close Eastcote Pinner

Two storey detached building with level in roof for use as B1 (a) Office.

Decision: 20-01-2011 NFA

11448/APP/2011/238 R/O 17-21 The Close Eastcote Pinner

Erection of a two storey detached building with additional level in roofspace for use as Class B1 Office.

Decision: 15-09-2011 Refused **Appeal:** 05-03-2012 Dismissed

11448/APP/2015/3576 R/O 17-21 The Close Eastcote Pinner

Two storey detached building for use as an office including associated parking and new vehicle crossover to front

Decision: 29-01-2016 Withdrawn

11448/APP/2016/1100 R/O 17-21 The Close Eastcote Pinner

2-bed, detached bungalow with associated amenity space and parking.

Decision: 14-03-2017 Refused **Appeal:** 24-11-2017 Dismissed

Comment on Relevant Planning History

The most recent planning application on this site is 11448/APP/2016/1100 - Two storey office building with associated parking accessed from service road (outline application). Dismissed at appeal. The inspector commented:

' The introduction of the proposed bungalow would appear as an incongruous and uncharacteristic addition to the street scene of essentially what amounts to a service road.

In reaching my conclusions, I have been mindful of the appellant's contention, premised upon the conclusions of an Inspector from an appeal granted outline planning permission in 2009 (Ref. APP/R5510/A/09/2107406) on the site for an office development, that some form of development may be acceptable in principle. However, I note that this permission would appear to have subsequently lapsed without implementation, and my assessment in this respect has focussed on the acceptability of the principle of the introduction of a residential dwelling in this location, rather than whether the principle of development of the land in any form would have the potential to be acceptable.'

This site has an extensive planning history:

Relevant text from the two key appeal decisions is copied below:

The 2006 Planning appeal decision relates to a building with four one-bedroom flats. The Inspector stated:

'The area is one of mixed uses. The rear elevations of the Field End Lane shops and first floor flats to the front of the appeal site and the public car parks nearby are utilitarian townscape features with no particular architectural style or merit. To the rear and immediately to either side are the gardens of houses on The Close. They include mature trees and planting which would soften the visual impact of the proposed development and give it an attractive landscaped setting. However, the front elevation would be very close to the service lane and the two-storey bulk of the building would appear cramped up against

the lane, an effect that would be reinforced by the lack of a footway. I find that this element of the proposal would have a negative impact on the character and appearance of the surrounding area, contrary to the provisions of UDP Policies BE13 AND BE19.'

'The appeal site is untidy and used for fly tipping. However, the present scheme is not the only way in which the site can be properly managed. The applicant refers also to security benefits for neighbouring property and car parks. Neither of these matters alter my conclusions set out above.'

'I acknowledge that the Government encourages Councils to meet identified housing needs and that Planning Policy Note 3 Housing (PPG3) supports mixed use developments and the use of previously developed sites, including garden land, for new housing. It is not clear that the site is previously developed land but, more fundamentally, PPG3 also states that new housing should create places and spaces with the needs of people in mind and which respect and enhance local character. I find that the present proposal fails to meet these objectives.'

More recently the applicant sought to secure permission for a B1 Office Use. This proposal was granted consent on Appeal (APP/R5510/A/09/2107406) against the councils refusal of planning application 11448/APP/2008/3394.

The Inspector commented:

'Delivering sustainable development, at paragraph 32, promotes a more efficient use of land and the focusing of new office development in sustainable locations such as existing centres. The appeal site is unused land, adjacent to Eastcote centre and close to a public transport interchange. Although there is no development, other than car parks, fronting the north-eastern side of the access way, I am not persuaded that in the above circumstances, development should be precluded in principle. The site does not relate to the residential properties to the east, which in any event could be screened from the appeal proposal by vegetation. The building would be seen in the context of the commercial built development to the immediate west of the access way, to which an appropriately designed building could relate satisfactorily.'

'Whilst flat roofs are not a characteristic of the locality, two and three storey development with pitched roofs is and the scheme accompanying the application is for illustrative purposes only. In my view, an appropriately designed building would complement the surrounding built development and could harmonise with the existing street scene. The proposal therefore accords with saved Policies BE13 and BE19 of the London Borough of Hillingdon Unitary Development Plan.'

'Additionally, the site's development would reduce the potential for depositing litter and fly tipping, which adversely affect the immediate environment along this part of the access way. I therefore conclude that the proposal would have a positive effect on the character and appearance of the area.'

4. Planning Policies and Standards

The proposed development would be 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.

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.
- AM13 AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): -
(i) Dial-a-ride and mobility bus services
(ii) Shopmobility schemes
(iii) Convenient parking spaces
(iv) Design of road, footway, parking and pedestrian and street furniture schemes
- 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.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- OE1 Protection of the character and amenities of surrounding properties and the local area
- HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
- LDF-AH Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
- LPP 5.3 (2016) Sustainable design and construction
- LPP 5.13 (2016) Sustainable drainage
- LPP 8.3 (2016) Community infrastructure levy

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Neighbouring properties were consulted on 27.07.2019 and a site notice displayed.

By the close of the consultation period 2 neighbouring residents had objected to the proposed development and a petition with 20 signatures was received which objects to the proposal and asks

for it to be refused.

The objections can be summarised as the following:

- i) Insufficient information on the proximity of the building to the fence boundaries. If it's only 0.5 m from the boundary of the rear gardens there is little scope for substantial planting within the space to provide adequate screening.
- ii) What is the height of the building. Is it a flat or pitched roof.
- iii) On the site plan parking bays have been included. If the application is based on the previously granted planning permission, on the advice of the planning department it was suggested removal of parking facilities on site and to obtain parking permits for the car park, of which there are two either side of this area.
- iv) The current proposal fails to provide appropriate screening and I don't believe the current two storey development could be satisfactorily screened to mitigate visual impact to residents of Nos 17 to 21 The Close.
- v) The area of transition, within which the site is located, forms a buffer between the rear of residential properties and commercial activities of a local centre. The proposed design would fail to preserve the sense of separation between the local centre and residents.
- vi) Significant change of outlook for residents in The Close.
- vii) This site, given its area of transition, would be better suited to low rise development.
- viii) The rear gardens get very water logged when there is heavy rain due to the inadequate drainage and build of Devonshire Lodge car park. The service road at the rear suffers the same problems. Would a new development exacerbate this?
- ix) No indication of nature of business, employees and operating hours.
- x) Construction would damage roots of mature trees in neighbouring gardens.
- xi) The planning issues regarding this plot have been ongoing for at least 20 years and it's always been a safety issue of cars driving out onto the alleyway. Traffic has significantly increased along the service road and frequently cars cannot get past due to parked lorries making deliveries.
- xii) Overshadowing;
- xiii) Noise nuisance;
- xiv) Right to light;
- xv) Appear out of character with the residential properties;
- xvi) The piece of land is subject to a schedule of restrictive covenants, which restrict the use of an office development on the land;
- xvii) Pressure on water facilities.

Case Officer Comments: These above concerns will be considered in the main body of the report. Issues regarding pressure on water, restrictive covenants, right to light are not planning material considerations.

Eastcote Conservation Panel & Eastcote Residents Association:

This current application is similar to 11448/APP/2008/3294, which was approved at appeal. Therefore, a precedence has been set for this application. There have been several applications in the past to build dwellings on this piece of land, 11448/APP/2006/186 and 11448/APP/2016/1100 both refused at appeal. Our concern is should planning permission be granted for office space, that at a later date attempts will be made to change to dwellings by Prior Approval. We understand that prior approval cannot be used on planning applications granted after 2013. If this is so please can this information form part of any informatives issued to the Applicant.

Officer Note: The GPDO clearly stipulates that for an Office to be converted to residential dwellings it has to have been in B1 use before 29th May 2013. Given the building is not yet even built it is obvious that this building, if approved and built, will never be able to meet this criteria and therefore will never be able to be converted into residential dwellings under a Prior Approval. Therefore a condition or informative are both unnecessary.

Internal Consultees

WASTE STRATEGY

There is suitable access to the site for the RCV. The gradient of any path that wheeled bins have to be moved on should ideally be no more than 1:20, with a width of at least 2 metres. The surface should be smooth. If the storage area is raised above the area where the collection vehicle parks, then a dropped kerb is needed to safely move the bin to the level of the collection vehicle. The bin should be presented for collection within 10 metres of the vehicle stopping point. There should be a storage provision for separated waste and recycling.

ACCESS OBSERVATIONS

Any future planning application would need to satisfy the requirements of London Plan policy 7.2. To this end, reference should be made to the Council's 'Accessible Hillingdon' SPD (adopted September 2017). Any future planning applications should demonstrate how the development meets the principles of inclusive design. Full access for older and disabled people must be provided throughout the development.

TREES AND LANDSCAPE

In the absence of any tree / survey information the application fails to satisfy saved policies BE38. The applicant has failed to consider the existing trees or demonstrate that they will be unaffected by the development. The application should be refused.

OFFICER COMMENT: The tree survey would be conditioned if the application is recommended for approval.

HIGHWAYS

The application has been reviewed by the Highway Authority who are satisfied that the proposal (subject to the recommended cycle provision and condition) would not exacerbate congestion or parking stress, and would not raise any highway safety concerns, in accordance with policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3,6.9, and 6.13 of the London Plan (2016).

EPU

No comments received.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The principle of commercial development on the site was established by the Inspector who determined on Appeal application reference: 1448/APP/2008/3394 / APP/R5510/A/09/2107406.

The Inspector commented the site does not relate to the residential properties to the east, which in any event could be screened from the appeal proposal by vegetation. The building would be seen in the context of the commercial built development to the immediate west of the accessway, to which an appropriately designed building could relate satisfactorily.

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) states that all new developments should achieve a high quality of design in all new buildings and the public realm contributes to community cohesion and a sense of place. That new development should be 'designed to be appropriate to the identity and context of Hillingdon's buildings, townscapes, landscapes and views, and make a positive contribution to the local area in terms of layout, form, scale and materials.'

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that the layout and appearance of new development should "harmonise with the existing street scene or other features of the area." The NPPF (2011) 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.'

7.02 Density of the proposed development

Not applicable to the proposed development.

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

The site is not within or adjacent a special character area.

7.04 Airport safeguarding

No safeguarding issues arise from the proposal.

7.05 Impact on the green belt

The site is not within or adjacent to Green Belt land.

7.07 Impact on the character & appearance of the area

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that development will not be permitted if the layout and appearance fails to harmonise with the existing street scene. Policy BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to ensure that new development within residential areas compliments or improves the amenity and character of the area.

The site is unused land, adjacent to Eastcote centre and close to a public transport interchange. Although there is no development, other than car parks, fronting the north-eastern side of the accessway, The site does not relate to the residential properties to the east, which in any event could be screened from the application proposal by vegetation. The building would be seen in the context of the commercial built development to the immediate west of the access way, to which an appropriately designed building could relate satisfactorily.

Whilst flat roofs are not a characteristic of the locality, two and three storey development with pitched roofs is and the scheme accompanying the application is for illustrative purposes only. The inspector commented in the 2009 appeal, an appropriately designed building would complement the surrounding built development and could harmonise with the existing street scene. The proposal therefore accords with saved Policies BE13 and BE19 of the London Borough of Hillingdon Local Plan.

7.08 Impact on neighbours

The Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to safeguard the amenities of neighbouring residents in three principal ways. The effect of the siting, bulk and proximity of a new building on the general outlook and residential amenity of these adjoining occupiers are considered under Policy BE20, whilst potential impacts on daylight/sunlight (Policy BE21) and privacy (Policy BE24) are also assessed.

Paragraph 4.9 of the Hillingdon Design & Accessibility Statement: Residential Layouts (July

2006) further advises that all residential developments and amenity spaces should receive adequate daylight and sunlight and that new development should be designed to minimise the negative impact of overbearing and overshadowing. It goes on to advise that 'where a two storey building abuts a property or its garden, adequate distance should be maintained to overcome possible domination'. Generally, 15 m will be the minimum acceptable back to back distance between buildings whilst a minimum of 21 m overlooking distance should be maintained.

Local Plan Policy BE21 of the adopted Hillingdon Unitary Development Plan states that planning permission will not be granted for new development which by reason of its siting, bulk and proximity, would result in a significant loss in residential amenity. Likewise UDP Policies BE20 and BE24 resist any development which would have an adverse impact upon the amenity of nearby residents and occupants through loss of daylight and privacy.

The proposed building would be sited circa 25 meters from properties in The Close. The building height would be 5.55 metres. The proposed development and its design will protect both the privacy of the occupiers and their neighbours in accordance with policy guidance.

Residents of The Close have expressed objections to this application on the grounds of overlooking and lack of privacy. The detailed design and location of the new bungalow and the proximity of the existing properties in the Close to the development site overcome these concerns. The distance between the houses in The Close and the new build, the proposed fencing and existing tree cover mean the development will have only limited visibility from properties in The Close, and certainly not to a degree that would warrant the refusal of planning permission. As this is an outline application with all matters reserved, landscaping and design of the building can be conditioned with further details submitted at a later stage. The site is not within a flood zone or critical drainage area.

In this regard the application is compliant with Policy BE20, BE21, BE23 and BE24 of the Hillingdon Local Plan.

7.09 Living conditions for future occupiers

Not applicable to the proposed development.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

The site is located and fronts a 'service road' that links North View and Abbotsbury Gardens in Eastcote district town centre. The road serves as an access to several Council owned car parks and other retail outlets in terms of servicing provisions.

The public transport accessibility level (PTAL) is rated at a level of 2 and is considered below average.

There are no specific concerns with this B1 (GIFA -74m²) use class proposal in terms of parking or vehicular trip generation owing to the small scale of the proposal and the existing retail/commercial mix of the local district centre which limit the potential for measurable detrimental highway related impacts. The suggested footway on the site frontage would remain private in tenure and is welcomed as a provision as footways are lacking within this service road.

Policy AM14 of the Hillingdon Local Plan: Part Two - Saved UDP policy states that new development will only be permitted where it is in accordance with the Council's adopted parking standards.

The new unit would not strictly demand a parking provision however 2 spaces are shown

on-site. Again this is welcomed as it lessens potential demand/displacement on the two neighbouring car parks and/or local residential road network.

The only parking requirement in this case is related to providing a minimum of 1 cycle space in order to conform to the Council's adopted cycle parking standard. An indicative location has been depicted on plan and it is assumed that this will be detailed within any subsequent reserved matters application. The same would apply to the refuse bin store which is acceptable in principle as shown on plan.

7.11 Urban design, access and security

ACCESS

Any future planning application would need to satisfy the requirements of London Plan policy 7.2. To this end, reference should be made to the Council's 'Accessible Hillingdon' SPD (adopted September 2017). Any future planning applications should demonstrate how the development meets the principles of inclusive design. Full access for older and disabled people must be provided throughout the development.

SECURITY

Secured by Design is now covered by Part Q of the Building Regulations which the development will be required to accord with.

7.12 Disabled access

No disabled access issues arise from the proposed development.

7.13 Provision of affordable & special needs housing

Not applicable to the proposed development.

7.14 Trees, landscaping and Ecology

This site is an area green space to the rear of 17-21 The Close which is accessed via a rear service road. According to the aerial photographs, there are several trees on the site, which might constrain development. The trees are not protected by TPO or Conservation Area designation.

This is an outline application. No site assessment or tree survey has been submitted. The proposed development is for an office building in an area which is primarily residential. The proposed plan shows planting around the boundaries. This appears to be indicative only and it is unclear whether it is existing or proposed.

In the absence of any tree / survey information the application fails to satisfy saved policies BE38. The applicant has failed to consider the existing trees or demonstrate that they will be unaffected by the development.

The tree survey would be conditioned if the application is recommended for approval.

7.15 Sustainable waste management

There is suitable access to the site for the RCV. The gradient of any path that wheeled bins have to be moved on should ideally be no more than 1:20, with a width of at least 2 metres. The surface should be smooth. If the storage area is raised above the area where the collection vehicle parks, then a dropped kerb is needed to safely move the bin to the level of the collection vehicle. The bin should be presented for collection within 10 metres of the vehicle stopping point. There should be a storage provision for separated waste and recycling.

7.16 Renewable energy / Sustainability

Not applicable to the proposed development.

7.17 Flooding or Drainage Issues

The site is not within a flood zone or a critical drainage area.

7.18 Noise or Air Quality Issues

It is considered that the proposal would not give rise to any additional noise or air quality issues of concern.

7.19 Comments on Public Consultations

No further comments with regards to public consultation.

7.20 Planning obligations

There are no planning obligations required on this site.

7.21 Expediency of enforcement action

There are no enforcement issues on this site.

7.22 Other Issues

COMMUNITY INFRASTRUCTURE LEVY (CIL)

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. It should be noted that this is subject to adjustment for inflation in line with the Tender Price Index (TPI).

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

10. CONCLUSION

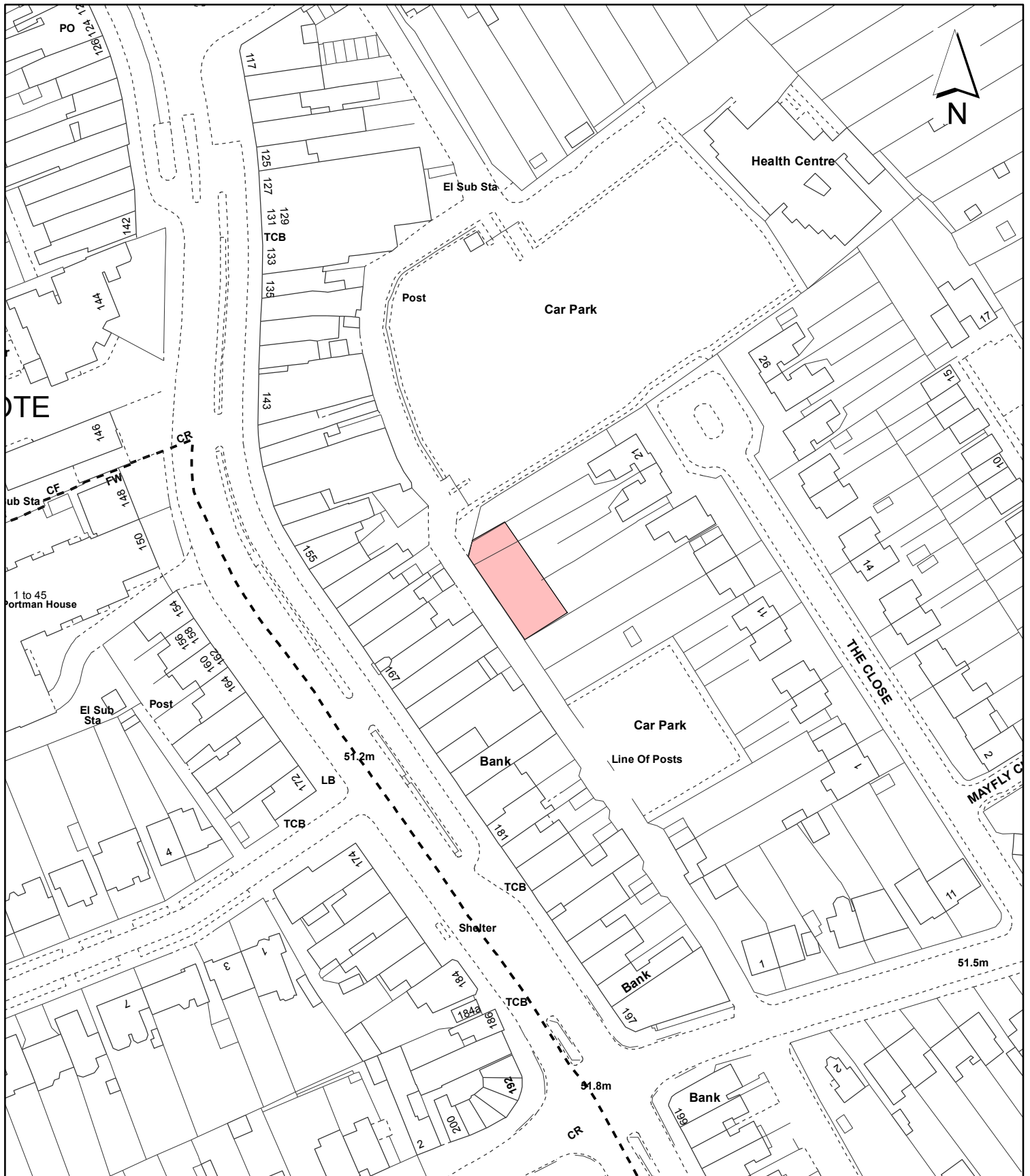
The development is considered to comply with national, regional and local policies and is recommended for approval.

11. Reference Documents

Hillingdon Local Plan (November 2012)
London Plan (2016)
National Planning Policy Framework
Supplementary Planning Guidance - Community Safety by Design
Supplementary Planning Guidance - Noise
Supplementary Planning Guidance - Air Quality
HDAS: Accessible Hillingdon

Contact Officer: Diane Verona

Telephone No: 01895 250230



Notes:

 Site boundary

For identification purposes only.
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Site Address:

**R/O 17-21 The Close
 Eastcote**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section
 Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111

Planning Application Ref:
11448/APP/2018/2541

Scale:
1:1,250

Planning Committee:
North Page 44

Date:
January 2019



Report of the Head of Planning, Transportation and Regeneration

Address 1 MANOR HOUSE DRIVE NORTHWOOD

Development: Two storey building with habitable roofspace to consist of 5 x 2-bed flats with associated amenity space and parking, involving demolition of existing dwelling.

LBH Ref Nos: 27306/APP/2018/3045

Drawing Nos: Location Plan
16/3021/8
16/3021/7
16/3021/15
Block Paving
Tree Report
16/3021/4A
16/3021/13A
16/3021/10B
16/3021/12B
16/3021/11B

Date Plans Received: 17/08/2018

Date(s) of Amendment(s):

Date Application Valid: 03/09/2018

1. SUMMARY

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that development will not be permitted if the layout and appearance fail to harmonise with the existing street scene, and BE19 states the LPA will seek to ensure that new development within residential areas complements or improves the amenity and the character of the area.

The application seeks permission for the erection of a two storey building with habitable roof space to include 5 x 2 bed self contained flats.

The proposed development by virtue of the design, scale and bulk is considered unacceptable and would be out of keeping with the character and appearance of the street scene and the neighbouring area.

It is therefore is recommended for refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development, by reason of its size, scale, bulk and siting would represent a visually unsympathetic form of development that would detract from the character, appearance and visual amenity of the street scene and 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), Policies 3.5 and 7.4 of the

London Plan (2016) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

INFORMATIVES

1 159 Councils Local Plan : Part 1 - Strategic Policies

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2016). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

2 171 LBH worked applicant in a positive & proactive (Refusing)

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service.

3. CONSIDERATIONS

3.1 Site and Locality

The application site covers an area of approximately 900 square metres, which is located in a corner plot to the north east of Manor House Drive at the junction with Ducks Hill Road. It currently comprises a large detached dwelling set within a spacious plot, which fronts Ducks Hill Road although the access is to the side from Manor House Drive.

The street scene is residential in character and appearance comprising primarily large detached individually designed properties, some of which are more recent redevelopments.

The application site lies within Developed Area, as identified in the Hillingdon Local Plan (November 2012) and is covered by TPO 444. The site has a PTAL rating of 1a which is very poor.

3.2 Proposed Scheme

This application seeks planning consent for the demolition of the existing dwelling and the erection of a two storey building with habitable roofspace to provide 5 x 2 bed flats with associated amenity space and parking.

3.3 Relevant Planning History

27306/79/1510 1 Manor House Drive Northwood
Householder development - residential extension(P)

Decision: 20-11-1979 Approved

27306/A/90/1560 72 Ducks Hill Road Northwood

Erection of an attached garage at the side

Decision: 01-11-1990 Approved

27306/APP/2002/672 1 Manor House Drive Northwood

ERECTION OF A SINGLE STOREY FRONT, SIDE AND REAR EXTENSION INCLUDING A NEAR PORCH AND A FIRST FLOOR SIDE AND REAR EXTENSION AND A DETACHED GARAGE

Decision: 24-07-2002 Approved

27306/APP/2016/4520 1 Manor House Drive Northwood

Two storey building with habitable roofspace to consist of 6 x 2-bed flats with associated amenity space and parking, involving demolition of existing dwelling.

Decision: 30-05-2017 Refused **Appeal:** 23-01-2018 Dismissed

27306/E/96/0062 1 Manor House Drive Northwood

Erection of a single storey side extension

Decision: 08-05-1996 Approved

Comment on Relevant Planning History

27306/APP/2016/4520 - Two storey building with habitable roofspace to consist of 6 x 2-bed flats with associated amenity space and parking, involving demolition of existing dwelling (refused, dismissed at appeal)

27306/APP/2002/672 - Single storey front side and rear extension (approved)

27306/ E/96/0062 - Single storey side extension (approved)

27306/A/90/1560 - Attached garage (approved)

27306/79/1510 - Residential extension (approved)

The previous submission was dismissed on the basis of the size, scale, bulk and siting would represent a visually unsympathetic form of development that would detract from the character, appearance and visual amenity of the street scene and the wider area. Due to the scale of the proposal it was also considered that it would have a detrimental impact on the amenity of the occupiers of the neighbouring property. The proposal also failed to provide an internal floor space of a satisfactory size to the detriment of the amenity of future occupiers and would incorporate a communal amenity area which would lead to an unacceptable level of overlooking and loss of amenity to the occupiers of the ground floor flats.

In consideration of the proposal the Planning Inspector upheld these reasons for refusal.

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:

- AM14 New development and car parking standards.
- AM7 Consideration of traffic generated by proposed developments.
- BE13 New development must harmonise with the existing street scene.
- 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.
- EM6 (2012) Flood Risk Management
- H3 Loss and replacement of residential accommodation
- H4 Mix of housing units
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE7 Development in areas likely to flooding - requirement for flood protection measures
- OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
- LPP 3.3 (2016) Increasing housing supply
- LPP 3.4 (2015) Optimising housing potential
- LPP 3.5 (2016) Quality and design of housing developments
- LPP 3.8 (2016) Housing Choice
- LPP 5.12 (2016) Flood risk management
- LPP 5.13 (2016) Sustainable drainage
- NPPF- 11 NPPF-11 2018 - Making effective use of land
- NPPF- 12 NPPF-12 2018 - Achieving well-designed places
- HDAS-EXT Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
- HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
- LDF-AH Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

6 neighbours were consulted for a period of 21 days expiring on the 26 September 2018. There were 4 responses raising the following issues:

- Manor House Drive is already congested and this will cause further disruption
- Loss of privacy
- Detrimental impact on residential amenity of the neighbouring occupiers
- Out of keeping with the street scene and the character of the area
- If the cycle parking is intending to ameliorate the lack of car parking it should be noted that Ducks Hill road is recognised as unsafe for cycles. All services such as post and newspaper deliveries long since ceased using cycles.
- Overdevelopment
- Concern over the practical arrangements for the removal of household waste and recycling and collection from the Manor House Road

A petition objecting to the proposal was also submitted.

Northwood Residents Association - No response

Internal Consultees

Trees/Landscaping - The current application includes a tree report (survey, arb impact assessment and method statement, prepared by Elizabeth Greenwood, dated 2016, as amended in June and August 2018.

The survey has identified and assessed 17 No. trees. The veteran oak, graded 'A', is protected by TPO 444, (T3 on the schedule). The four Chanticleer pear trees in the Manor House Drive verge are graded 'B'.

The remaining trees are 'C' (poor condition and value) with the exception of two dead Leyland cypress on the front boundary which are graded 'U' - justifying removal in the interests of sound management.

The proposed layout is designed to protect and retain the oak and Chanticleer pears, together with the screening trees on the front boundary. Tree protection details are incorporated in the tree report. While there should be no direct impact of the building footprint on the existing / retained trees, they may be affected indirectly by the work associated with the demolition and construction process including scaffolding, lorry access, storage of materials and concrete batching.

RECOMMENDATION

No objection subject to conditions for tree retention and arboricultural site supervision) and landscaping.

Highways - Manor House Drive is a local road on the Council's Road network but the site is on the corner of Manor House Drive and Ducks Hill Road (A4180) which is a classified road. The site has a PTAL value of 1a (poor) which suggests there will be a strong reliance on private cars for trip making. There are scheduled bus services along Ducks Hill Road. The site has an existing wide vehicular access off Manor House Drive. There are no local waiting restrictions in place. There is some local parking stress in Manor House Drive even though most properties have off-street car

parking. The proposal is to demolish the existing residence and construct a block of 5 flats with 5 car parking spaces which will almost certainly result in further on-street car parking demand. This will increase local parking stress as no visitor car parking is provided within the site. The proposals will undoubtedly generate increased traffic in the local area but this is unlikely to be significant. It would appear that the existing crossover is to be used as the basis of the new access off Manor House Drive. The proposals contain a separate secure covered cycle store for 8 cycles which is supported. There is also a separate refuse/recycling bins for residents within 10m of the highway. On the basis of the above comments I do not have significant concerns over this application.

Access Officer - Any grant of planning permission should include the following condition:

The dwelling(s) would be required to be constructed to meet the standards for a Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015

REASON: To ensure that an appropriate standard of housing stock, in accordance with London Plan policy 3.8 c, is achieved and maintained.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The NPPF has a requirement to encourage the effective use of land by re-using land. This is an existing residential unit set in a spacious corner plot, which is considered to be a brownfield site.

The Supplementary Planning Document (SPD) HDAS: Residential Layouts, at paragraph 3.3 states that in relation to the redevelopment of large plots and infill sites currently used for individual dwellings into flats, the redevelopment of more than 10% of properties on a residential street is unlikely to be acceptable, including the houses which have been converted into flats or other forms of housing.

The above document underpins and supports Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012), which seeks to protect the impacts of flatted development on the character and amenity of established residential areas. Whilst it is acknowledged that there have been a number of redevelopments of sites along Ducks Hill Road, this development is situated on Manor House Drive, where none of the properties have been re-developed for flatted accommodation therefore the erection of flats in this location is acceptable in principle.

The site lies within an established residential area and given the character of the surrounding area, there is no in principle objection to the development of the site to provide additional residential accommodation, subject to an appropriate density and design, and the proposal being in accordance with all of the relevant planning policies and supplementary guidance.

7.02 Density of the proposed development

Policy 3.4 of the London Plan (2016) 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

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) states that all new developments should achieve a high quality of design in all new buildings and the public realm contributes to community cohesion and a sense of place. Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that the layout and appearance of new development should "harmonise with the existing street scene or other features of the area." The NPPF (2011) 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.'

The proposed building measures a maximum of 16.75 m in width, 15.45 m in depth and 9.95 m in height. It comprises two sections, with larger block situated adjacent to Manor House Drive and the latter third of the building adjacent to no. 70 reduced in depth to 12.15 m with a height of 8.33 m. To the front there is proposed a two storey central projection forming the main entrance, with a deeper front projection to the right (north east) level with the adjacent property no. 70. To the left (south west) of the front elevation there is a less deep hip feature with a two storey bay beneath. The larger section of the building has a ridge line running parallel with Manor House Drive finishing with a half hip detail to the rear. The smaller element has a crown roof including a dormer window on the rear elevation.

Although there are some reductions in scale to the previous submission, this is still a substantial building, situated in a visually prominent corner position, with open views from the front side and rear. The building spans virtually the entire width of the plot, set back just 0.9m from the side boundary with Manor House Drive and 0.7 m from the boundary adjoining no. 70. Whilst it is acknowledged that the existing house spans virtually the whole width of the plot, this includes two single storey extensions either side with the main bulk of the dwelling set back 1.7 m from Manor House Drive and 2.7 m from the shared boundary with no. 70. Generally within the street scene the height of the individual dwellings is between 8 - 8.5 m. It is acknowledged that there has been redevelopment of other properties along Ducks Hill Road with some flatted developments of two and a half stories being considerably higher than this; however these are generally in much larger plots and set back significantly from the main road. The previous submission raised concerns with regard to the resultant excessive crown roof details. To try to address this, the roof above the larger south western section of the building has been raised to form a ridge line, finishing in a half hip detail at the rear. This type of finish is not a common feature within the street scene and the overall bulk of the roof, at nearly 50% of the overall height, makes the building appear top heavy and disproportionate. Similarly the roof height over the rest of the building has been increased in height, which although reducing in size, retains the crown roof detail. The overall scale and massing in a prominent position is considered overbearing and visually intrusive.

As such it is considered that the proposal would have a detrimental impact on the character and appearance of the area and fails to comply with the aims of UDP Saved Policies BE13, BE19 and HDAS in this regard.

In the Western side of the rear garden it is also proposed to erect an enclosed bike storey.

The building measures 4.5 m in width by 2.4 m in depth and has a pitched roof of 3.5 m. It is set behind the existing high boundary wall and is relatively modest in scale and design. Therefore in terms of appearance it is considered acceptable.

7.08 Impact on neighbours

Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seek to safeguard neighbouring residential amenity from inappropriate development. HDAS advises that in order to ensure adequate daylight, sunlight and privacy for the occupiers of the existing and proposed dwellings, a 45 degree principle will be applied. This involves drawing a 45 degree line of site from the mid-point of an existing or new window. If the proposed building breaches that line it is unlikely to be acceptable. HDAS further advises that an adequate distance should be maintained to any area from which overlooking may occur and as a guide, not be less than 21m between facing habitable rooms.

The proposed building maintains a similar front building line to the existing dwelling and would not project beyond the front of the adjacent property at no. 70 Ducks Hill Road. To the rear the building will extend approximately 2m beyond the rear of that property, separated by approximately 2.25 m. This increases to 5.3m set back by approximately 8.75m. Although this would exceed the 4 m guideline for residential extensions, the plans indicate the proposal would not compromise a 45 degree line on site from the neighbouring property. To the west no. 76 Ducks Hill Road is situated 11m to the side and separated by Manor House Drive. To the rear the nearest property no. 3 Manor House Drive faces the rear of the proposed building separated by approximately 28 m. As such the proposal would comply with HDAS guidance and on balance it is considered that the proposal would not result in a significant loss of amenity to the occupiers of the adjoining properties. As such the proposal would be in accordance with policies BE20, BE21 and BE24 of the UDP saved policies and HDAS Residential Layouts.

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. The standards require a 2 bed flat should have a minimum internal floor area of 70 sqm. The proposed floor plans indicate the flats have a floor area in excess of the standard required.

It is considered that all the proposed habitable rooms, would have an adequate outlook and source of natural light, and therefore comply with the SPD: New Residential Layouts: Section 4.9.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) considers whether the traffic generated by the proposed development is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

Policy AM14 states that new development will only be permitted where it is in accordance

with the Council's adopted Car Parking Standards, although this policy predates the National Planning Policy Framework. This requires the establishment of criteria to be considered when setting local parking standards including the accessibility of the development and the availability of and opportunities for public transport. The site has a poor PTAL rating and would require the provision of 1.5 car parking spaces plus 1 cycle space per unit. The supporting plans identify a parking area, which can provide 5 car spaces and a separate cycle store for 8 bicycles. The Highways Officer has advised that there are no local waiting restrictions in place. There is some local parking stress in Manor House Drive even though most properties have off-street car parking. The proposal will almost certainly result in further on-street car parking demand. This will increase local parking stress as no visitor car parking is provided within the site. The proposals will undoubtedly generate increased traffic in the local area but this is unlikely to be significant. On the basis of the above comments they do not have significant concerns over this application. Therefore, the proposals are considered to be compliant to the Council's policies AM7 and AM14 of the Council's Local Plan Part 2.

7.11 Urban design, access and security

The Council's HDAS guidelines require a minimum of 25sq.m for a two bedroom flat. This would give an overall requirement of 150sqm. The proposal is set in a large plot which provides well in excess of this requirement. The plans also identify two areas of private patio immediately to the rear of the ground floor flats, segregated by a Laurel hedgerow. Further details could be conditioned if all other aspects of the proposal were considered acceptable.

7.12 Disabled access

The dwelling(s) would be required to be constructed to meet the standards for a Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

Adopted Local Plan, Policy BE1 seeks high quality design of the built and external environment. 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 site lies within the area covered by Tree Preservation Order No. 444. The Tree/Landscape Officer has advised that the proposed layout is designed to protect and retain the Oak and Chanticleer Pears, together with the screening trees on the front boundary. Tree protection details are incorporated in the tree report. While there should be no direct impact of the building footprint on the existing / retained trees, they may be affected indirectly by the work associated with the demolition and construction process including scaffolding, lorry access, storage of materials and concrete batching. Further details for tree protection and landscaping could be conditioned if all other aspects of the proposal were acceptable.

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

The Flood and Water Management Officer has advised that the site is at risk of surface water flooding in accordance with the Environment Agency Flood Maps. The development needs to manage surface water on site in order to reduce pressure on the main surface water sewer. Details for a scheme for the provision of sustainable water management can

be conditioned for submission if all other aspects of the proposal were acceptable.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

Issues raised have been addressed appropriately in the report.

7.20 Planning Obligations

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

7.21 Expediency of enforcement action

Not relevant to this application.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

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

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

9. Observations of the Director of Finance

Not applicable

10. CONCLUSION

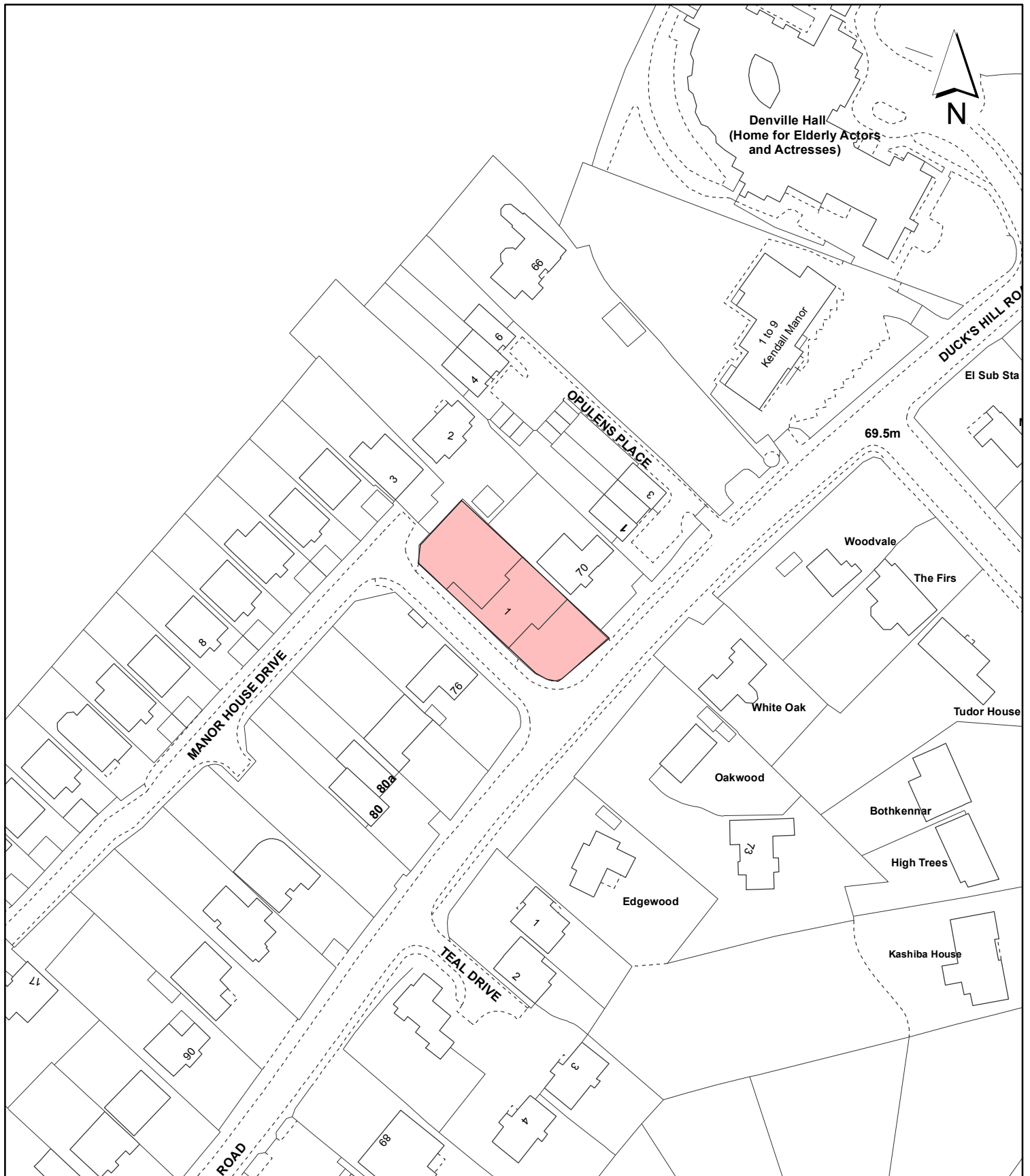
The proposal is considered to be an intrusive addition to the street scene which fails to respect the character and appearance of the surrounding area. It is therefore recommended for refusal.

11. Reference Documents

Hillingdon Local Plan Part 1 - Strategic Policies (November 2012).
Hillingdon Local Plan Part 2.
The London Plan (2016).
Supplementary Planning Document 'Accessible Hillingdon'.
National Planning Policy Framework.

Contact Officer: Liz Arnold

Telephone No: 01895 250230



Notes:

 Site boundary

For identification purposes only.
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Site Address:

**1 Manor House Drive
 Northwood**

Planning Application Ref:

27306/APP/2018/3045

Planning Committee:

North Page 56

Scale:

1:1,250

Date:

January 2019

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

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



HILLINGDON
 LONDON

Report of the Head of Planning, Transportation and Regeneration

Address 186 FIELD END ROAD EASTCOTE PINNER

Development: Erection of three storey building with habitable roof space to include B1 office space and 2 x 2-bed, 1 x 1-bed self contained flats, involving demolition of existing two storey B1 offices

LBH Ref Nos: 2294/APP/2018/2832

Drawing Nos: Design & Access Statement
Air Quality
Transport Note
007 C
006 F
004 A
003 A
002 B
005 E

Date Plans Received: 31/07/2018

Date(s) of Amendment(s):

Date Application Valid: 20/09/2018

1. **SUMMARY**

The application seeks permission for the demolition of the existing two storey office building and the erection of a three storey building with habitable roofspace, to include ground floor offices and 2 x 2 bed and 1 x 1 bed self contained flats.

The proposed development by virtue of the design, scale and bulk is considered unacceptable and would be out of keeping with the character and appearance of the street scene and the neighbouring Conservation Area. The proposal is also considered to provide inadequate living accommodation for future occupiers.

It is therefore recommended for refusal

2. **RECOMMENDATION**

REFUSAL for the following reasons:

1 NON2 **Non Standard reason for refusal**

The proposed building, by reason of its design, size, scale and bulk, would result in an incongruous addition which would be detrimental to the architectural composition of the existing street scene and would be detrimental to the character and appearance of the wider area and adjacent Conservation Area. The proposal would therefore be contrary to Policies BE4, 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.

2 NON2 **Non Standard reason for refusal**

The proposal would provide an indoor living area of an unsatisfactory size and quality for the future occupiers of the dwelling would therefore give rise to a substandard form of living accommodation to the detriment of the amenity of future occupiers. The proposal is

thus contrary to Policy 3.5 and Table 3.3 of the London Plan (2016), the Housing Standards Minor Alterations to The London Plan (March 2016), the Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016) and the Technical Housing Standards - Nationally Described Space Standard (March 2015).

3 NON2 Non Standard reason for refusal

The proposed detached dwelling house by reason of the limited footprint would be incompatible with the standards required for an M4 (2) category home, as required by London Plan policy 3.8 (c) which requires all new housing to provide appropriate facilities for people with disabilities.

INFORMATIVES

1 I59 Councils Local Plan : Part 1 - Strategic Policies

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2016). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

2 I71 LBH worked applicant in a positive & proactive (Refusing)

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on the south western side of Ruislip High Street just off the junction with North View and Elm Avenue. It is two storey property, which is currently being used as a Learning and Support Centre. This is attached to a four storey terrace of properties on the southern side and to the north is a detached building currently being used as a taxi office. Beyond this is Champer's Wine Bar a locally listed building.

The street scene is a mixture of retail and residential. The existing building forms part of the main shopping parade of Eastcote. The buildings vary in detailing and finishes, collectively they form part of a planned commercial street dating from the interwar period and relating to the Metroland development of Eastcote. Many buildings within the area were designed by Architect Frank Osler. The predominant materiality along Field End Road is defined by red brick, which is a defining characteristic of the road. The roofscape undulates with storey heights ranging from 2 and half to 3 storeys, with exception to the building adjacent to the application site (No. 188). The predominant roof design is a mansard roof form with the inclusion of small dormers at roof level.

The application site lies within the Developed Area as designated in the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012). It is also within the Eastcote Town Centre and Secondary Shopping Area and sits immediately adjacent to the Eastcote

(Morford Way) Conservation Area. It has a PTAL of 3.

3.2 Proposed Scheme

This application seeks permission for the demolition of the existing two storey building and the erection of a three storey building with habitable roof space to include offices at ground floor level and 2 x 2-bed (3 person) and 1 x 1 bed (2 person) self contained flats.

3.3 Relevant Planning History

2294/APP/2011/2596 186 Field End Road Eastcote Pinner

Change of use from Class A2 (Financial and Professional Services) to Use Class D1 Non-Residential Institutions, to include a part two storey, part first floor rear extension, raising and alterations of roof to create additional level with 2 x dormers to front and 2 x dormers to rear, addition of door to side.

Decision: 06-12-2011 Withdrawn

2294/APP/2011/415 186 Field End Road Eastcote Pinner

Change of use from photographic studio to accountancy office (Use Class A2)

Decision: 19-05-2011 Approved

2294/APP/2013/3840 186 Field End Road Eastcote Pinner

Four storey building containing Use Class A2 office and 3 x 2-bed self contained flats involving demolition of existing building

Decision: 03-03-2014 Withdrawn

2294/APP/2016/410 186 Field End Road Eastcote Pinner

Demolition of existing building and erection of new four storey building containing ground floor offices and 3 x two bedroom, three person flats above.

Decision: 04-09-2018 Refused

2294/C/85/1574 186 Field End Road Eastcote Pinner

Alterations to elevation (P)

Decision: 09-10-1985 Approved

2294/D/85/3114 186 Field End Road Eastcote Pinner

Advertisement (P)

Decision: 16-10-1985 Approved

2294/PRC/2017/17 186 Field End Road Eastcote Pinner

Demolition and new build of 2 to 4 storey building

Decision: 17-02-2017 OBJ

Comment on Relevant Planning History

2294/PRC/2017/17 - Demolition and new build of 2 to 4 storey building (Objection)
2294/APP/2016/410 - Demolition of existing building and erection of new four storey building containing ground floor offices and 3 x two bedroom, three person flats above (refused)
2294/APP/2013/3840 - Four storey building containing A2 use (withdrawn)
2294/APP/2011/ 415 - Change of use from A1 to A2 (approved)

The previous submission was refused on the basis of the design, size and scale of the proposal, resulting in an incongruous addition to the street scene which would be detrimental to the character and appearance of the wider area and adjacent Conservation Area. The proposed development was also considered to be detrimental to the amenities of the adjoining occupiers at 188 Field End Road.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.HE1 (2012) Heritage

Part 2 Policies:

AM7 Consideration of traffic generated by proposed developments.

AM14 New development and car parking standards.

BE4 New development within or on the fringes of conservation areas

BE13 New development must harmonise with the existing street scene.

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.

H4 Mix of housing units

OE1 Protection of the character and amenities of surrounding properties and the local

	area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
LPP 3.3	(2016) Increasing housing supply
LPP 3.5	(2016) Quality and design of housing developments
LPP 5.13	(2016) Sustainable drainage
LPP 5.14	(2016) Water quality and wastewater infrastructure
NPPF- 11	NPPF-11 2018 - Making effective use of land
NPPF- 12	NPPF-12 2018 - Achieving well-designed places
NPPF- 16	NPPF-16 2018 - Conserving & enhancing the historic environment
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
DAS-SF	Shopfronts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

8 neighbours, the Eastcote Residents Association and the Eastcote Village Conservation Panel were consulted for a period of 21 days expiring on the 15 October 2018. A site notice was also erected on the lamp post to the front expiring on 24/10/18. One response was received raising the following issues:

- The height of the building should be no more than 3 storeys
- The roof design should match the design and height of the nearby locally listed Champers's Wine Bar
- The additional angular detail to the roof, required to allow the roof for the staircase to the roof should not be allowed thus also removing the habitable roof space
- No details of any amenity space are provided
- The previous plans showed a bin store to the rear. It should not be on a public footpath, where in hot weather it could be smell and off putting to shoppers and customers of the wine bar and car hire company, which currently as shown would overlook. Furthermore there appears to be only one large bin for both commercial and residential use with no recycling facilities

Internal Consultees

Access Officer - Having reviewed this application, it is clear that step free access to the proposed dwellings above ground floor would not be possible for wheelchair users and other persons unable to use a staircase.

Paragraph 3.48A of the London Plan (March 2016) recognises that the application of M4(2), which requires lift access (a step free approach to the principle private entrance), may have particular

implications for

developments of four storeys or less where historically the London Plan may not have not required a lift. Local Planning Authorities are therefore required to ensure that dwellings accessed above or below the entrance storey in buildings of four storeys or less have step-free access.

Research indicates that the provision of a lift does not necessarily have a significant impact on viability and does not necessarily lead to a significant increase in service charges. However, in certain specific cases, the provision of a lift where necessary to achieve this aim, may cause practical difficulties, make developments unviable and/or have significant implications for the affordability of service charges for intended residents.

Unless the applicant submits a clear, well evidenced and compelling case to the LPA as to why lift access cannot be provided, the application should not be supported on the grounds of non-compliance with London Plan policy 3.8 C.

Conclusion: Further details should be requested

Conservation and Urban Design - The current proposal differs to the refused proposal in some small aspects. The ground floor footprint now sits in line with the rear ground floor building line of number 188 and the rear third/attic floor is now set back from the second floor rear extension the top of which now has a flat roof. The building's flank would remain visible from Morford Way projecting in front of number 188. These are marginal reductions in scale so that the previous objections still stand to the bulk and scale of the proposal.

The pre-app comments were clear that the building needed to be 2.5 or 3 storeys in order to respect the heights of the buildings to either side and the current gap. The proposed building is 3.5 storeys in that the fourth storey is in the attic although it matches the other floors in terms of its height. The objection therefore still stands.

The design continues to emulate the design of the replacement building at number 188 when viewed from the street. The pre-app comments made it clear that the history of the plots of number 186 and 188 are independent and that the design of number 188 should not be used as a precedent and that the design of number 186 should remain independent. This advice has not been adhered to and the proposal remains close in design to number 188.

The roof remains a flat crown roof which is not considered in keeping with the character of Eastcote. It was previously recommended that the building is set back from the building lines of the neighbouring buildings however, it remains in line with that of number 188 to the front.

Although there have been some small reductions in scale they have not gone far enough to overcome previous objections regarding scale and bulk, in addition the design remains closely aligned to that of number 188, the crown roof remains and the building has not been set back so that previous objections to the design remain.

RECOMMENDATION: Refusal due to bulk, scale and design.

Highways - Although there is a substantive shortfall in provision it is noted that the site's PTAL of 3 does not fully reflect the 'real world' public transport accessibility especially given the location of Eastcote LU Tube Station which is within 2 minutes walking distance of the address and the plethora of local bus services passing the location. It is also observed that the local area is extensively covered by waiting restrictions which helps to deter any potential extraneous parking generated by the proposal. When combining these factors and circumstances together, it is considered that a 'car free' development is appropriate for this location.

This view was replicated within the 2016 application, referred to earlier, where a refusal on parking

grounds was not pursued owing to a highways refusal related to a neighbouring site (No.216) which was appealed and subsequently upheld by the Inspectorate. To quote:-

"In allowing the appeal, the Inspector commented as follows on the highway and parking issues: "Although there would be no off-street car parking, the site is located within Eastcote town centre, almost opposite Eastcote tube station, in a highly accessible location. Visitors to the shop could park within the town centre where there is controlled parking available. Car numbers associated with the flats would be very small and could, therefore, be accommodated within the town centre parking or along nearby streets without causing undue parking pressure".

Cycling Provision

In terms of cycle parking there would be a requirement to provide at least 1 secure and accessible space for each of the residential flatted units and 1 for the B1a use.

This would total 4 new spaces. 3 are to be proposed for the residential element which is considered acceptable. However the single space for the B1(a) provision is not indicated so should be secured via planning condition.

Operational Refuse Requirements

Refuse collection will continue via Field End Road as for the previous use with the bin store located on the frontage. This is not an ideal arrangement given the heavily trafficked nature of the location however as collections are short in duration and there are no other suitable alternatives, the arrangement is considered borderline acceptable.

Conclusion

The application has been reviewed by the Highway Authority who are satisfied that the proposal would not exacerbate congestion or parking stress, and would not raise any highway safety concerns, in accordance with policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3,6.9, and 6.13 of the London Plan (2016).

Flood and Water Management - The highways are shown at risk of flooding on the Environment Agency maps, therefore development will need to contribute to manage surface water run off. A condition should be added to require submission of details for sustainable urban drainage.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The proposed site currently comprises of a commercial property set within the defined development area and therefore constitutes 'previously developed land' i.e. 'brownfield land'. The proposal includes offices at ground floor level with the provision of 3 residential units above. Therefore there is no impact on the commercial capacity of the site to the existing. There is a presumption in favour of re-development on brownfield land subject to other material planning considerations as detailed within the report.

Therefore the principle of development of the site for a mix of commercial and residential is considered acceptable.

7.02 Density of the proposed development

Paragraph 4.1 of HDAS Residential Layouts specifies that in new developments numerical densities are considered to be more appropriate to larger sites and will not be used in the assessment of schemes of less than 10 units, such as this proposal. The key consideration is therefore whether the development sits comfortably within its environment rather than a consideration of the density of the proposal.

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

The application site lies immediately adjacent to the boundary of the Morford Way Conservation Area and close to severally locally listed buildings, including 184 Field End

Road to the north and 177-195 Field End Road opposite. The Conservation Officer has advised that in principle the proposal is unacceptable. As existing the building is modest in size, it stands as a small reminder of the character of Eastcote and Field End Road prior to Metroland development. It also maintains a significant gap view between the Locally Listed Building and 1920s terraced shopping parade on the corner of Field End Road and Elm Avenue.

The current proposal differs to the previously refused proposal in some small aspects. The ground floor footprint now sits in line with the rear ground floor building line of number 188 and the rear third/attic floor is now set back from the second floor rear extension, the top of which now has a flat roof. The building's flank would remain visible from Morford Way projecting in front of number 188. These are marginal reductions in scale so that the previous objections still stand to the bulk and scale of the proposal.

The pre-app comments were clear that the building needed to be 2.5 or 3 storeys in order to respect the heights of the buildings to either side and the current gap. The proposed building is 3.5 storeys in that the fourth storey is in the attic although it matches the other floors in terms of its height. The objection therefore still stands.

The design continues to emulate the design of the replacement building at number 188 when viewed from the street. The pre-app comments made it clear that the history of the plots of number 186 and 188 are independent and that the design of number 188 should not be used as a precedent and that the design of number 186 should remain independent. This advice has not been adhered to and the proposal remains close in design to number 188. The roof remains a flat crown roof which is not considered in keeping with the character of Eastcote. It was previously recommended that the building is set back from the building lines of the neighbouring buildings however, it remains in line with that of number 188 to the front.

The proposed building would be visible from within the Conservation Area. The overall bulk of the building would need to be reduced in order to avoid the stark nature of the proposed flank wall, and could be broken up through alternative massing or inclusion of architectural details/variation of materiality. As designed the proposed building would have a detrimental impact on the character and appearance of the adjacent Conservation Area.

7.04 Airport safeguarding

No objections are raised to the scheme in terms of airport safeguarding.

7.05 Impact on the green belt

Not applicable, the site is not located within the green belt.

7.07 Impact on the character & appearance of the area

Policy BE13 ensures development harmonises with the existing street scene or other features of the area which are considered desirable to retain or enhance. Policy BE15 allows proposed extensions to existing buildings where they harmonise with the scale, form, architectural composition and proportions of the original building. BE19 ensures new development complements or improves the amenity and character of the area. Furthermore Policy BE4 requires new development within or on the fringe of Conservation Areas to preserve or enhance those features which contribute to their special architectural or visual qualities. The NPPF also 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.'

Although slight amendments to the previously refused scheme have been made, the proposed building is still of a similar height and proportion as the adjacent property, with the ridge height set down by just 0.25m and the eaves 0.1m. Therefore although described as a 3 storey building with habitable roof space this maintains the appearance of a 4 storey building emulating no. 188, with a large crown roof detail and dormer windows on the front, side and rear elevations. The Conservation Officer has consistently raised concerns over the design and siting of the proposal advising that although the proposal emulates the extended and altered adjacent property, these buildings have always remained independent of one another and the surrounding built form. Therefore it is important they retain such a principle.

Taking into account that No.188 has been significantly altered in the past, it should not be assumed as a set precedent. Therefore any proposal for No.186 would need to remain to a degree independent in its design.

There are some concerns regarding the proposed mansard style roof form. It would lead to a large flat area which would not be considered in keeping with the character of Eastcote taking into account other shopping parades along the road. The building would act as bookend to the wide shopping parade, therefore its design should essentially reflect such a position and respond to the streetscene. Therefore, it is considered that the proposed building is unacceptable and would harm to the character and appearance of the streetscene and the adjacent Conservation Area. As such the proposal fail to comply with Part 1 Policy BE1 and Part 2 Policies BE4, BE13, BE15 and BE19 of the Hillingdon Local Plan (November 2012) and guidance in HDAS: Residential Layouts.

7.08 Impact on neighbours

The Council's HDAS 'Residential Layouts' advises at paragraph 4.9 that buildings should avoid being over dominant from neighbouring properties and normally a minimum 15m separation distance should be maintained between habitable room windows and elevations of two or more storeys (taken from a 45 degree splay from the centre of habitable room windows). Paragraph 4.12 of the guidance also advises that where habitable room windows face each other, a minimum 21m distance is required to safeguard privacy. This also applies to an area of private amenity space or patio, normally taken to be the 3m depth of rear garden immediately adjoining the rear elevation of a residential property.

Policy OE1, OE3 and BE24 of the Hillingdon Local Plan (November 2012) require the design of new developments to protect the amenity and privacy of neighbouring dwellings. Also the proposed development should not breach the 45 degree guideline when taken from the rear elevation of the neighbouring dwelling, ensuring no significant loss of light, loss of outlook or sense of dominance in accordance with Policy BE20 and BE21 of the Hillingdon Local Plan (November 2012).

The proposed building sits on the boundary and extends 1,7m beyond the rear elevation of the adjacent property no. 188, increasing to 3.6m in depth set back 1.9m from the shared boundary. The submitted plans, indicate that the proposed extension would not compromise a 45 degree line of sight from the neighbouring windows. To the other side the adjacent single storey property (184a) is currently used as a taxi office. There are side windows of no. 184 facing the flank walls of the proposed building, but from a previous planning application for these premises they appear to be non habitable rooms or secondary windows to habitable rooms. To the rear the proposal would face the end of the garden areas for properties running along Elm Avenue situated approximately 11m away. However given the presence of the existing residential units adjacent it is not considered there would be an increase of overlooking of this area to already existing.

It is therefore considered the proposal would not significantly impact on the amenity of the neighbouring occupiers and would comply with Policies BE20, BE21 and BE24 of the Hillingdon Local Plan (November 2012) and guidance in HDAS: Residential Layouts.

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. The proposed 1 bed flat has a floor area of 51.2sqm against a requirement of 50sqm which would meet the minimum requirements. The 2 bed flats have a floor area of approximately 58.2sqm and 57sqm against a requirement of 61sqm, which would be below minimum requirements. It is noted that the submitted floor plans show minimum floor areas for these flats as 63.4sqm and 62.2sqm, however these measurements include the communal staircase. It is therefore considered that the proposal would fail to provide an adequate living area for future occupants contrary to the requirements of the Policy 3.5 of the London Plan.

It is considered that all the proposed habitable rooms, would have an adequate outlook and source of natural light, and therefore comply with the SPD: New Residential Layouts: Section 4.9.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM14 of the Hillingdon Local Plan: Part Two- Saved UDP Policies (November 2012) requires developments to comply with the Council's Car Parking Standards, although this policy predates the National Planning Policy Framework. This requires the establishment of criteria to be considered when setting local parking standards including the accessibility of the development and the availability of and opportunities for public transport. The site has a PTAL rating of 3, with good access to bus routes, with bus stops outside the front of the property and Eastcote Underground Station a couple of minutes walk to the south. It is also located within a town centre location with easy access to a range of services and facilities.

In terms of cycle parking there would be a requirement to provide at least 1 secure and accessible space for each of the residential flatted units and 1 for the B1a use. This would require a total 4 new spaces. 3 are to be proposed for the residential element which is considered acceptable. However an additional space for the B1(a) provision is not indicated. However details for this could be conditioned if all other aspects of the proposal were considered acceptable.

Therefore, the proposals are considered to be compliant to the Council's policies AM7 and AM14 of the Council's Local Plan Part 2.

7.11 Urban design, access and security

The Council's HDAS guidelines require a minimum of 20sqm for a 1 bed flat and 25sq.m for a two bedroom flat. This would give an overall requirement of 70sqm. It further advises that the guidelines are intended as a minimum and exceptions will only be given in special circumstances such as the provision of small non-family housing predominantly made up of 1 bedroom units in town centres or the provision of small non-family units in town centres. The proposal does not include any amenity space for the proposed residential

units. However given the small scale of the development and the town centre location in the context of the mixed commercial and residential terrace, it considered the proposal would meet the exception criteria.

7.12 Disabled access

The Access Officer has advised that it is clear that step free access to the proposed dwellings above ground floor would not be possible for wheelchair users and other persons unable to use a staircase.

Paragraph 3.48A of the London Plan (March 2016) recognises that the application of M4(2), which requires lift access (a step free approach to the principle private entrance), may have particular implications for developments of four storeys or less where historically the London Plan may not have not required a lift. Local Planning Authorities are therefore required to ensure that dwellings accessed above or below the entrance storey in buildings of four storeys or less have step-free access.

Research indicates that the provision of a lift does not necessarily have a significant impact on viability and does not necessarily lead to a significant increase in service charges. However, in certain specific cases, the provision of a lift where necessary to achieve this aim, may cause practical difficulties, make developments unviable and/or have significant implications for the affordability of service charges for intended residents.

Unless the applicant submits a clear, well evidenced and compelling case to the LPA as to why lift access cannot be provided, the application should not be supported on the grounds of non-compliance with London Plan policy 3.8 C.

7.13 Provision of affordable & special needs housing

Not relevant to this application.

7.14 Trees, Landscaping and Ecology

Not relevant to this application.

7.15 Sustainable waste management

A bin storage area is identified at the side of the property. It is noted that concerns have raised regarding the location of this storage area and potential impact on the neighbouring properties. Also not details have been provided regarding any recycling storage facilities. However not withstanding the details already submitted, the submission of further details could be conditioned for submission is all other aspects of the proposal were acceptable.

7.16 Renewable energy / Sustainability

Not relevant to this application.

7.17 Flooding or Drainage Issues

The highways are shown at risk of flooding on the Environment Agency maps, therefore development will need to contribute to manage surface water run off. A condition should be added to require submission of details for sustainable urban drainage.

7.18 Noise or Air Quality Issues

Not relevant to this application.

7.19 Comments on Public Consultations

The issues raised are noted and addressed within the main body of the report.

7.20 Planning Obligations

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

7.21 Expediency of enforcement action

Not relevant to this proposal.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

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

9. Observations of the Director of Finance

Not applicable

10. CONCLUSION

Whilst the principle of redevelopment of the site is acceptable, the proposal is considered unacceptable by virtue of the design, scale and bulk of the proposal as well as the provision of inadequate living accommodation for future occupiers.

11. Reference Documents

Reference Documents

Hillingdon Local Plan Part 1 - Strategic Policies (November 2012).

Hillingdon Local Plan Part 2.

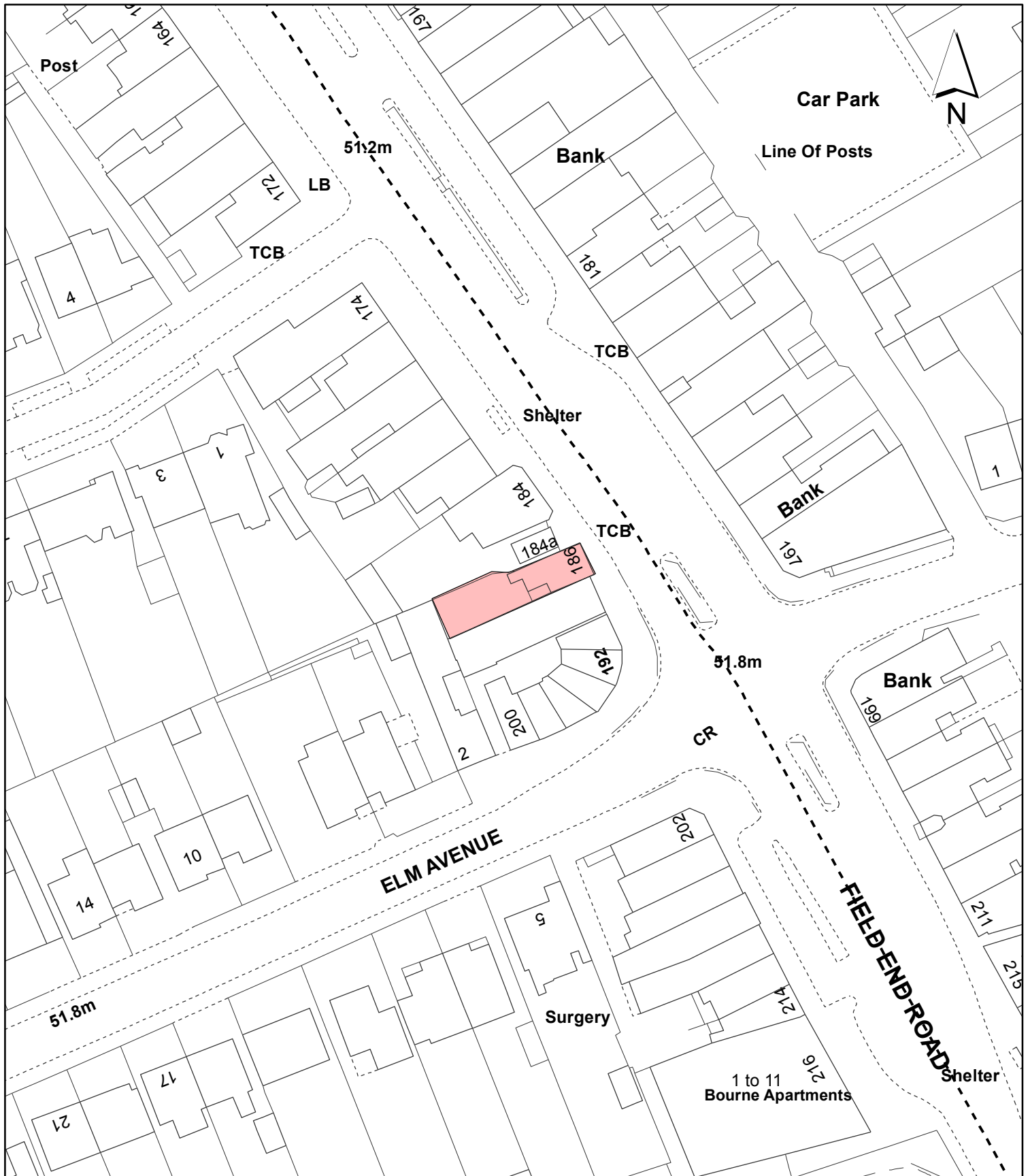
The London Plan (2016).

Supplementary Planning Document HDAS: Accessible Hillingdon.

National Planning Policy Framework.

Contact Officer: Liz Arnold

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

**186 Field End Road
 Eastcote**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section
 Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111

Planning Application Ref:
2294/APP/2018/2832

Scale:
1:1250

Planning Committee:
North Page 70

Date:
January 2019



HILLINGDON
 LONDON

Document is Restricted

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Plans for North Applications Planning Committee

Wednesday 30rd January
2019



HILLINGDON
LONDON



INVESTOR IN PEOPLE

www.hillingdon.gov.uk

Page 81

Report of the Head of Planning, Transportation and Regeneration

Address R/O 17-21 THE CLOSE EASTCOTE PINNER

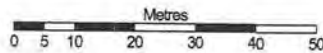
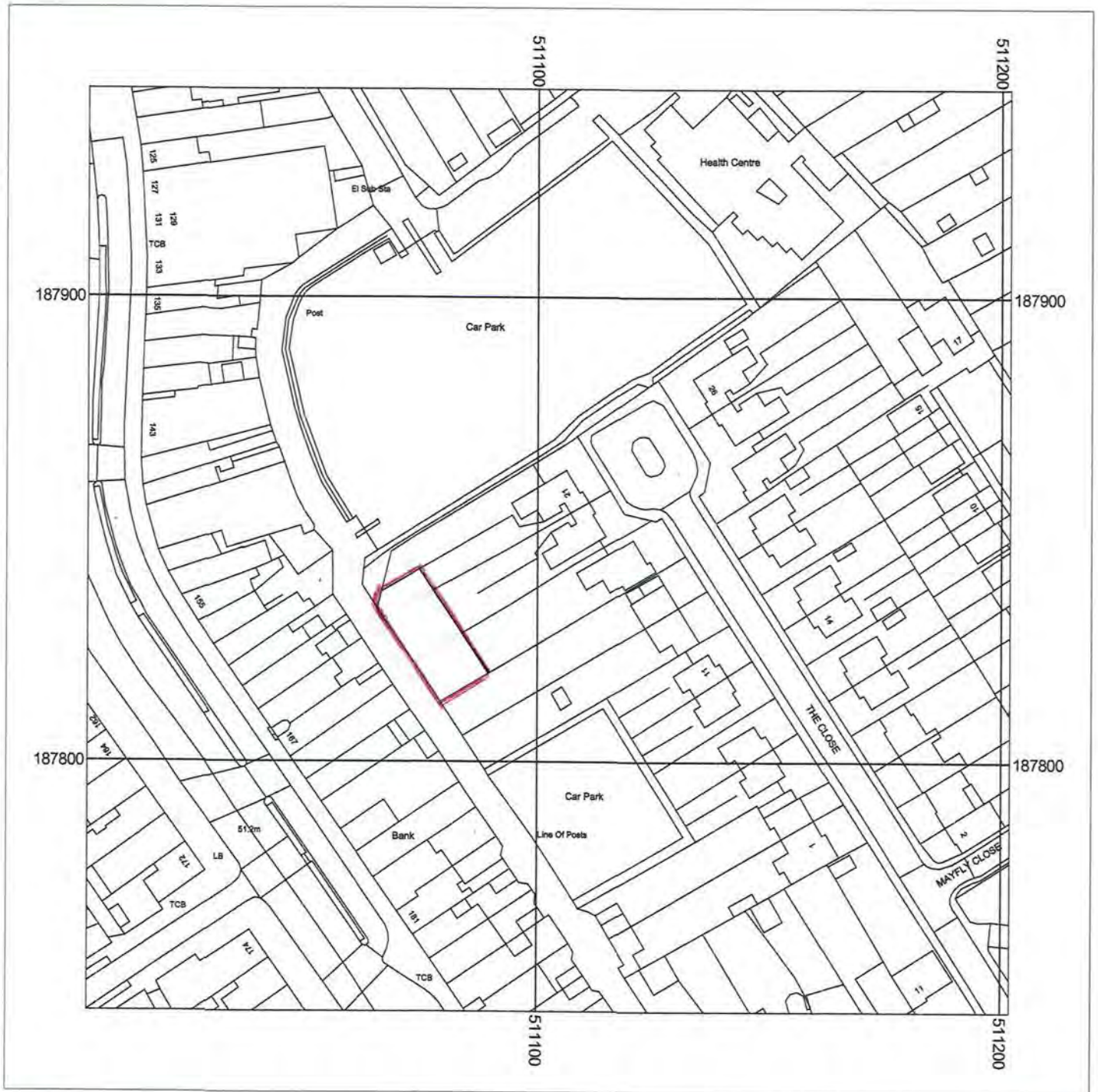
Development: Two storey building for use as Class B1 (Business) (Outline Application with all matters reserved).

LBH Ref Nos: 11448/APP/2018/2541

Date Plans Received: 09/07/2018

Date(s) of Amendment(s):

Date Application Valid: 20/07/2018



Scale: 1:1250



Supplied by: National Map Centre
 License number: 100031961
 Produced: 18/04/2018
 Serial number: 1973452

17 - 21 The Close
 Eastcote
 Pinner
 HA5 1PH

Plot centre co-ordinates: 511102,187846
 Download file: pottle_theclose.zip
 Project name: pottle_theclose

NOTES:
All dimensions must be checked on site and not scaled from this drawing.

OUTLINE PLANNING APPLICATION

Pottle & Co Ltd
Planning & Building Consultants
Suite A, 128 Manor Way
Ruislip, Middlesex, HA4 8HR
Tel: 01895 622800
www.pottle.uk.com

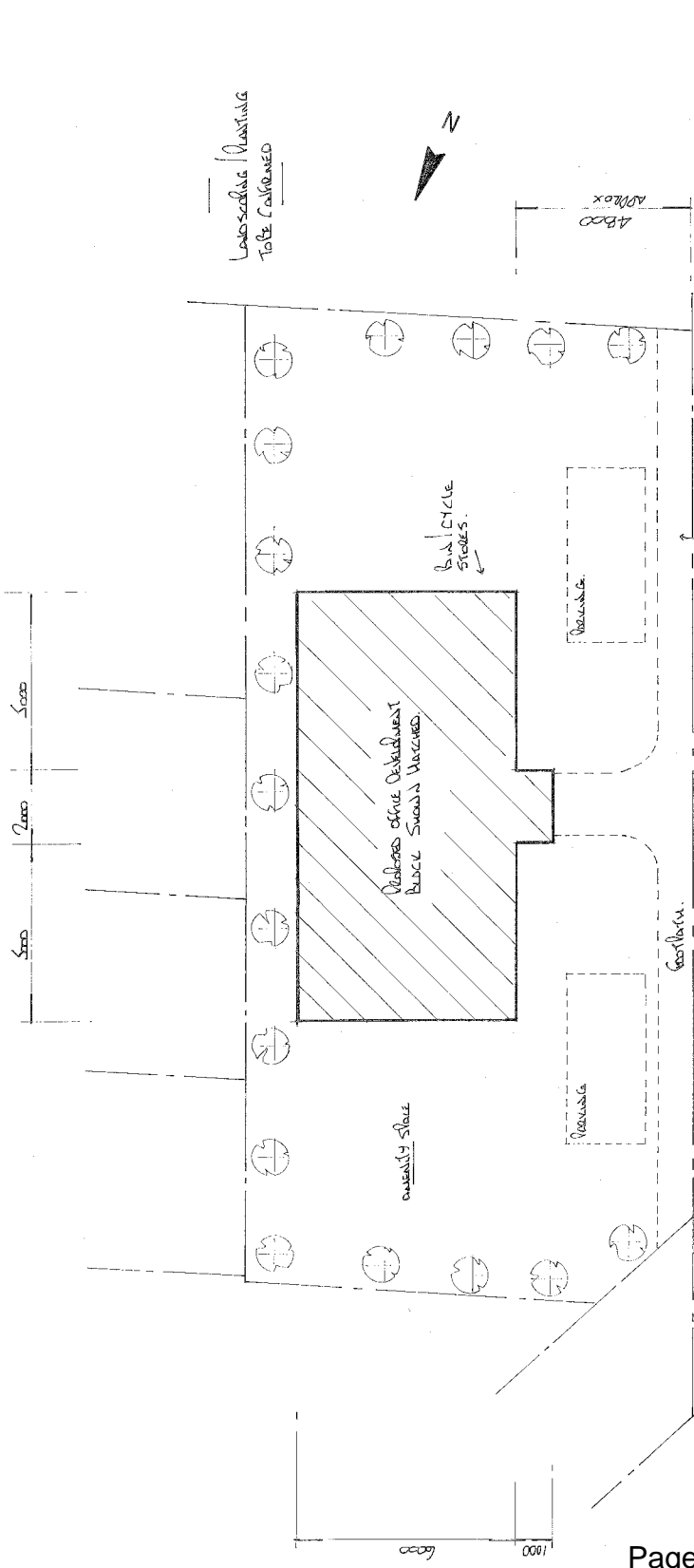
Client: **MR M. OGRETICI**

**17-21 THE CLOSE (rear of)
EASTCOTE
MIDDX**

PROPOSED NEW DEVELOPMENT (for office use)

Draw No: **4060 / 01**

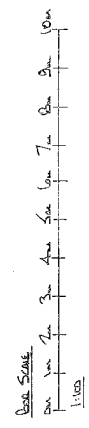
Landscaping / Planting To Be Co-ordinated



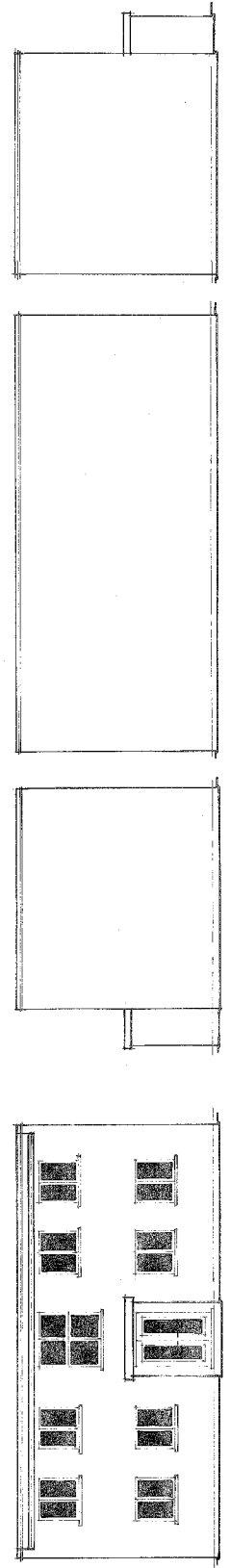
← To Be Co-ordinated
SITE PLAN

Take 1.0m off Site Length for Public Footpath.

Service Road



Level 1 Site Elevation To Be Screened With Mature Planting.

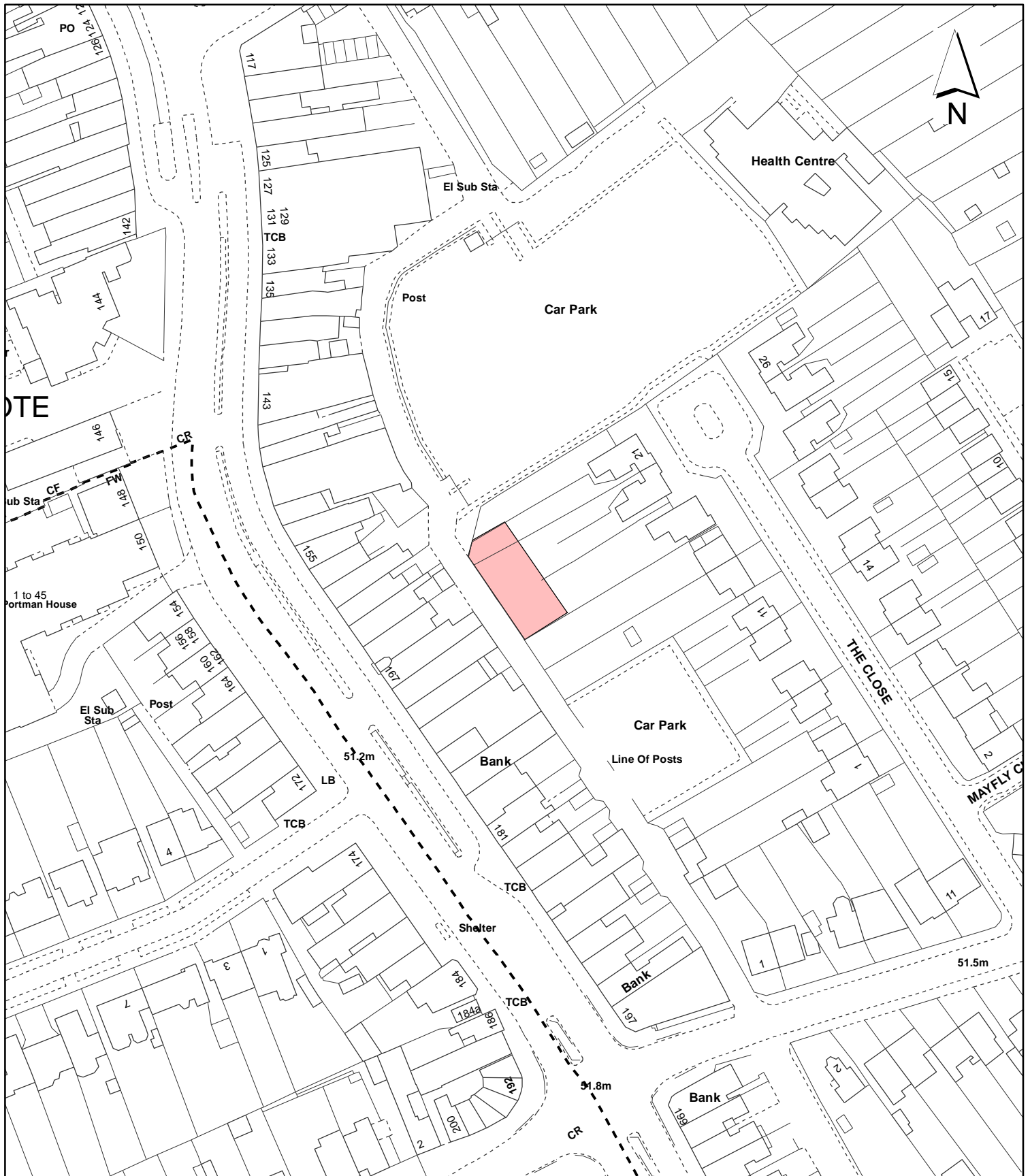


FRONT ELEVATION

SIDE ELEVATION

REAR ELEVATION

SIDE ELEVATION



Notes:

Site boundary

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Site Address:

**R/O 17-21 The Close
 Eastcote**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

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

Planning Application Ref:
11448/APP/2018/2541

Scale:
1:1,250

Planning Committee:
North Page 85

Date:
January 2019



Report of the Head of Planning, Transportation and Regeneration

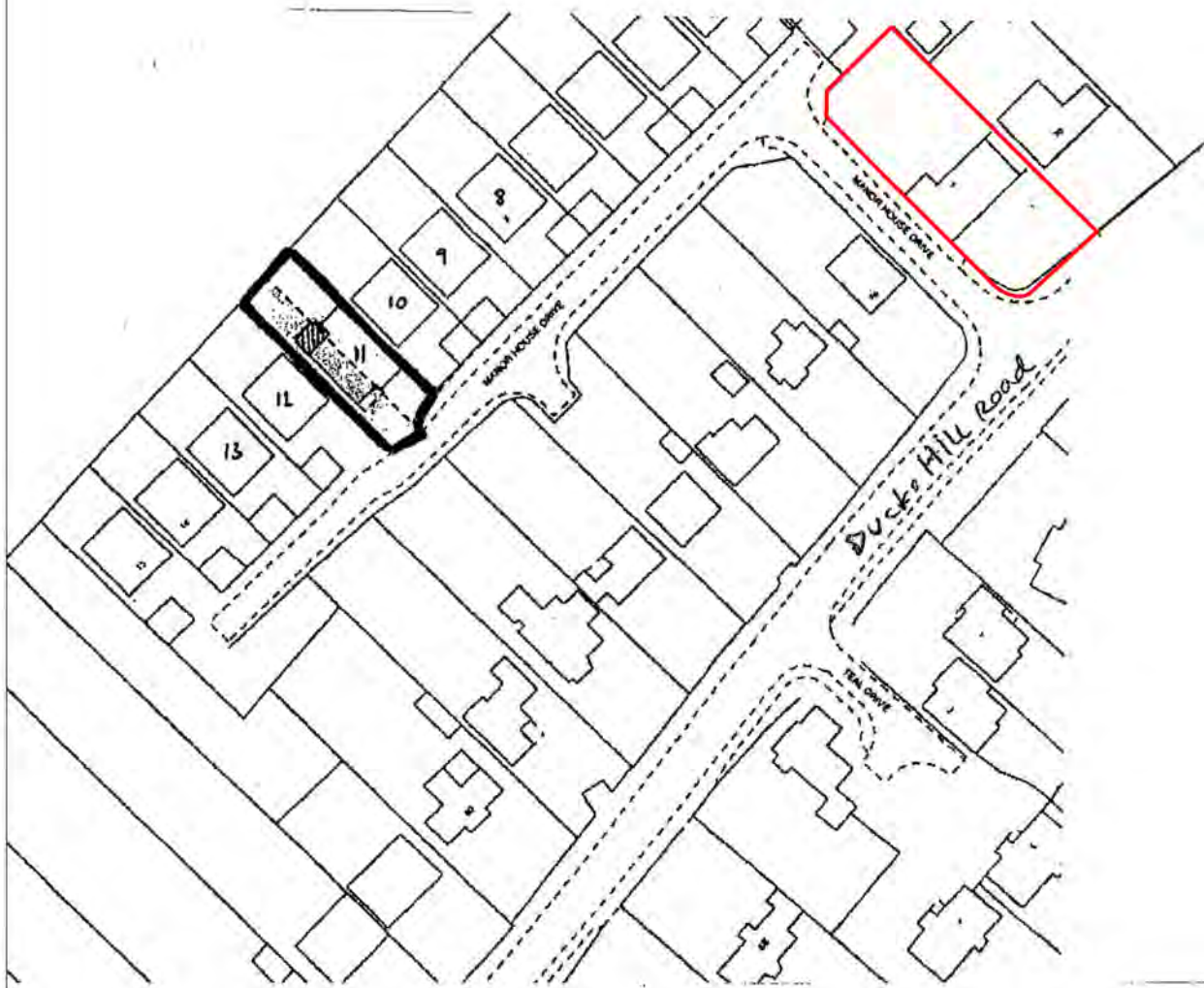
Address 1 MANOR HOUSE DRIVE NORTHWOOD

Development: Two storey building with habitable roofspace to consist of 5 x 2-bed flats with associated amenity space and parking, involving demolition of existing dwelling.

LBH Ref Nos: 27306/APP/2018/3045

Date Plans Received: 17/08/2018
Date Application Valid: 03/09/2018

Date(s) of Amendment(s):



LOCATION PLAN

ADDRESS

**1 MANOR HOUSE DRIVE,
NORTHWOOD,
MIDDLESEX
HA6 2UJ**



SCALE 1:1250

DUCKS HILL ROAD

AMENDMENTS

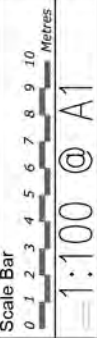
A	Site Plan amended 29/08/2018
B	Proposed Building Plan amended 31/08/2018



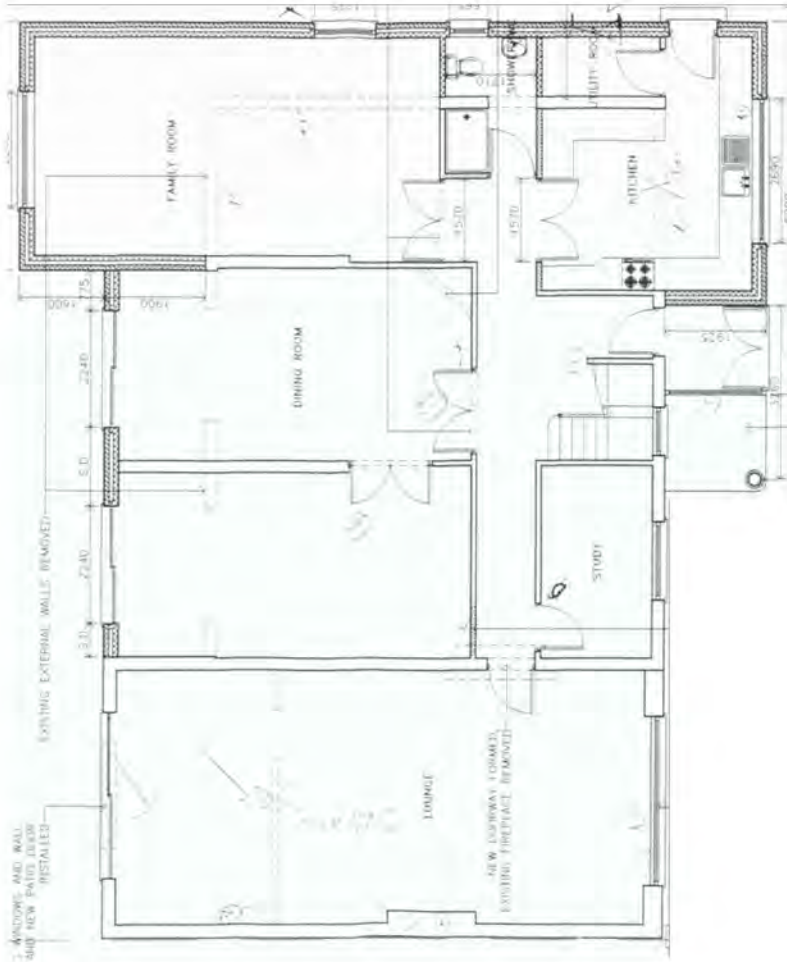
SITE PLAN

Dr. No.	16/3021/10 B	REVISION
Scale	1:100	B
Date	31/08/18	
Drawn by V.Kolomykina		

THE GILLET MACLEOD PARTNERSHIP
 Chartered Architects & Town Planning Consultants
 1 High Road Old Eastcote Pinner Middlesex HA5 2JW Tel. 0208 868 1333



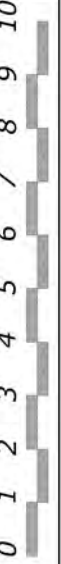
1 MANOR HOUSE DRIVE, NORTHWOOD, MIDDLESEX HA6 2UJ



EXISTING
GROUND FLOOR PLAN

1 MANOR HOUSE DRIVE,
NORTHWOOD, MIDDLESEX HA6 2UJ

Scale Bar 1:100 @ A3



Metres

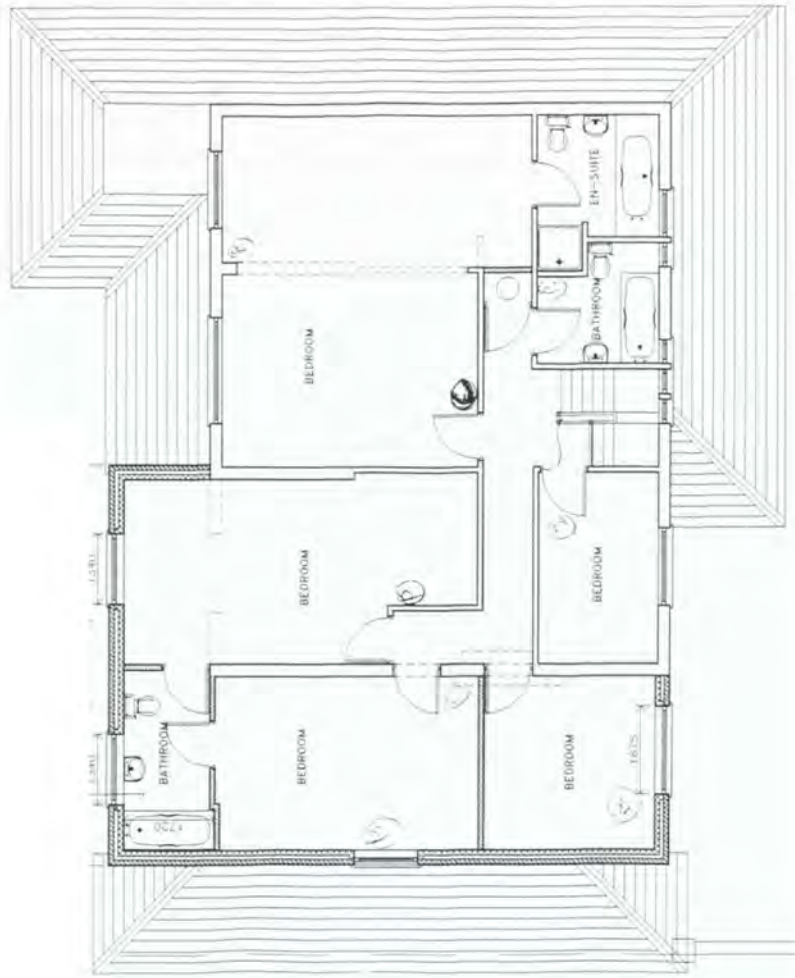


THE GILLETT MACLEOD PARTNERSHIP
Chartered Architects & Town Planning Consultants
1 High Road Old Easton, Pinner, Middlesex HA5 2EW Tel. 0208 868 1333

Dr. No. 16/3021/7
Scale 1:100@A3
Date 17/01/17
Drawn by AK

REVISION

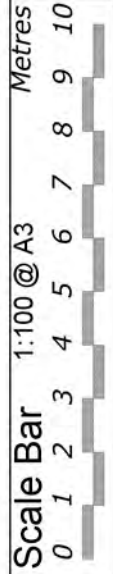




EXISTING
FIRST FLOOR PLAN

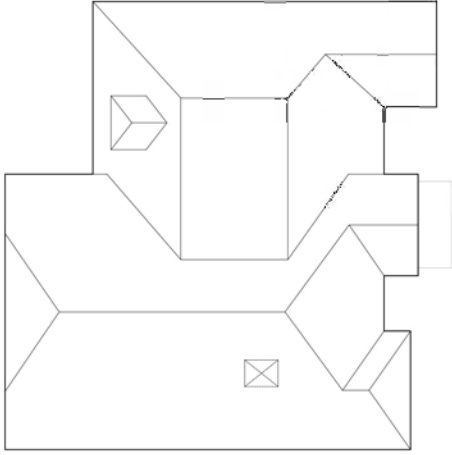
REVISION
 Drg. No. 16/3021/8
 Scale 1:100@A3
 Date 17/01/17
 Drawn by AK

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 Chartered Architects & Town Planning Consultants
 1 High Road Old Eton, Windsor, Middlesex HA6 2JW Tel. 0208 868 1333

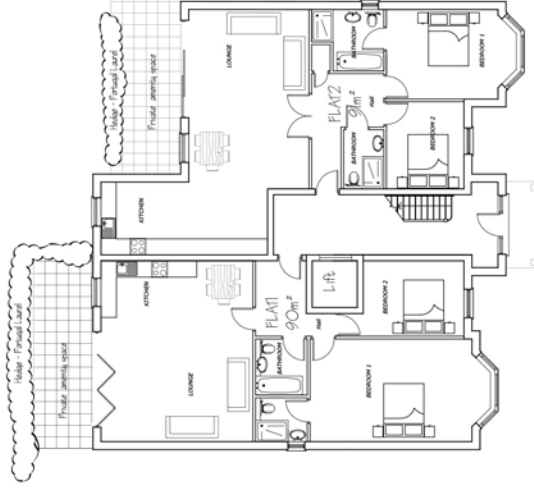


1 MANOR HOUSE DRIVE,
 NORTHWOOD, MIDDLESEX HA6 2UJ

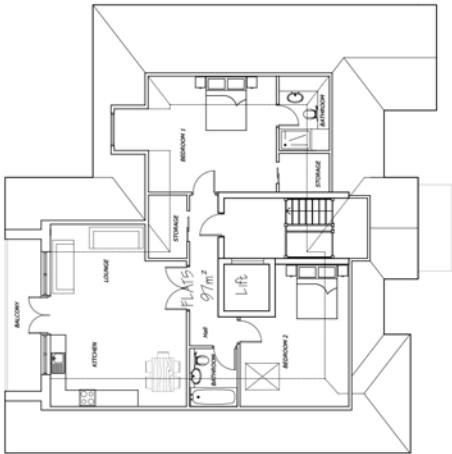
AMENDMENTS	
A	Plans amended 29/08/2018
B	Floor plan amended 31/08/2018



ROOF PLAN



GROUND FLOOR PLAN



SECOND FLOOR PLAN

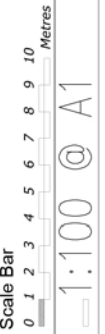


FIRST FLOOR PLAN

PROPOSED
FLOOR PLANS

Dr. No.	16/3021/11 ^B	REVISION
Scale	1:100	B
Date	31/08/18	
Drawn by V.Kolomykina		

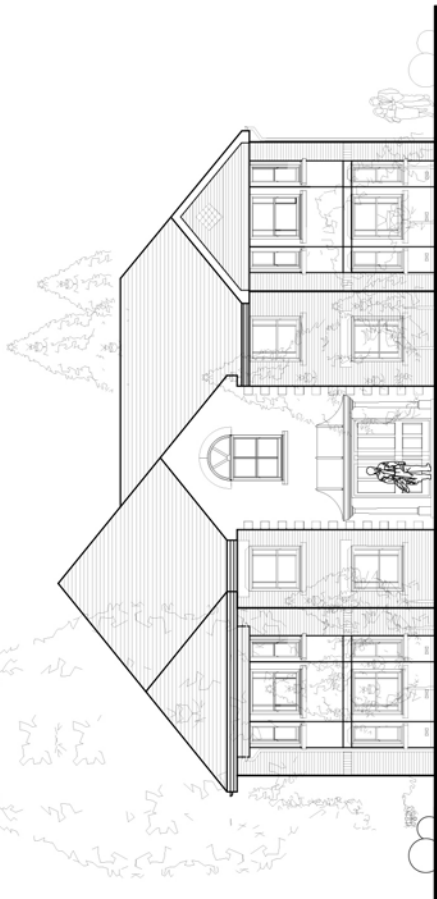
THE GILLETT MACLEOD PARTNERSHIP
Chartered Architects & Town Planning Consultants
1 High Road Old Eastcote Finer Middlesex HA5 2JW Tel. 0208 868 1333



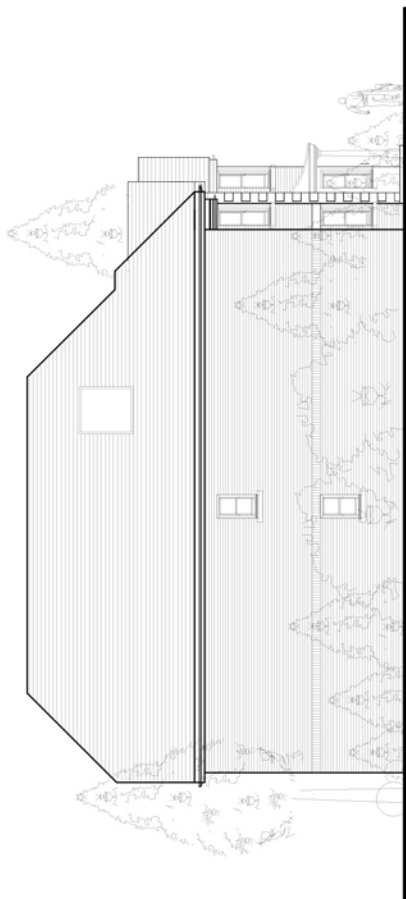
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AMENDMENTS

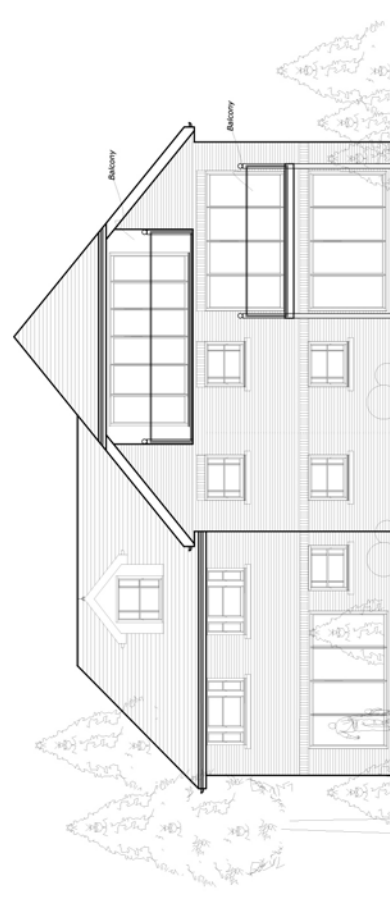
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B	Elevations amended 31/08/2018



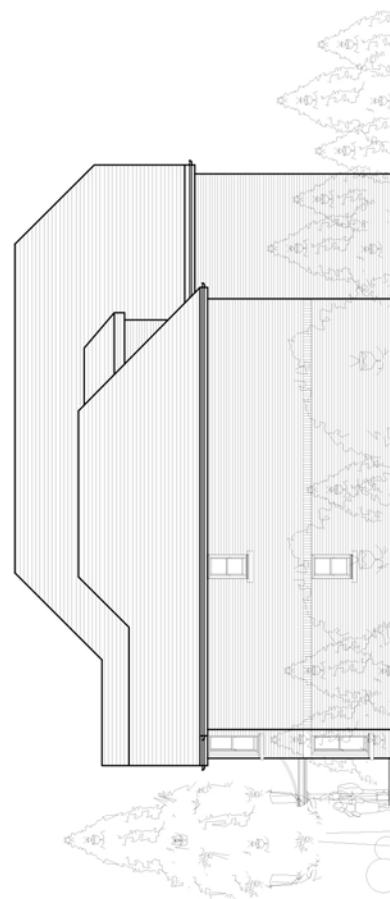
SOUTH EAST ELEVATION



SOUTH WEST ELEVATION



NORTH WEST ELEVATION



NORTH EAST ELEVATION

1 MANOR HOUSE DRIVE,
NORTHWOOD, MIDDLESEX HA6 2UJ

Scale Bar 1:100 @ A2



THE GILLETT MACLEOD PARTNERSHIP
Chartered Architects & Town Planning Consultants
1 High Road Old Eastcote Pinner, Middlesex HA5 2EW Tel. 0208 868 1333

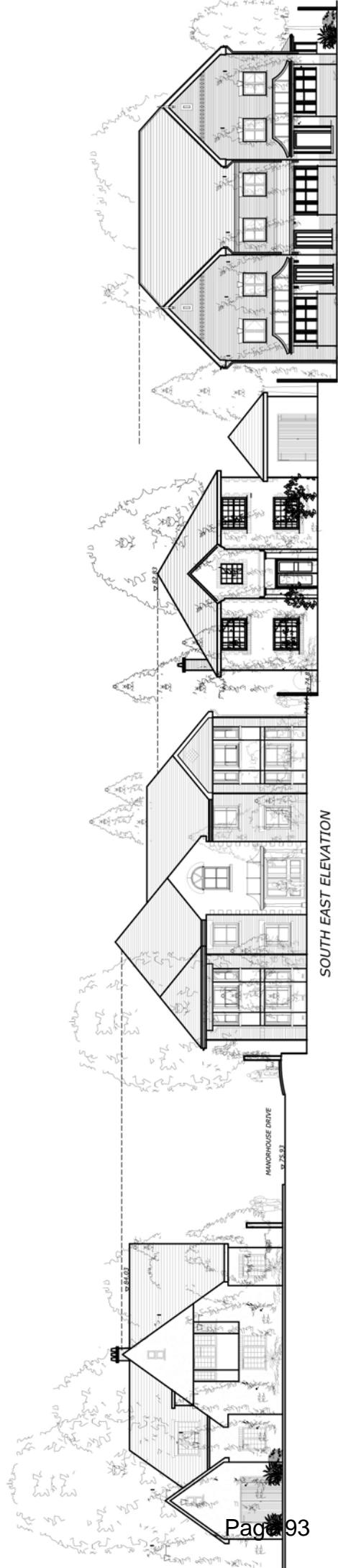
PROPOSED
ELEVATIONS

Drng. No.	16/3021/12	REVISION
Scale	1:100	B
Date	31/08/18	
Drawn by V. Kolomykina		



Scale Bar
 0 1 2 3 4 5 6 7 8 9 10 Metres
 1:200 @ A3

AMENDMENTS
 A Street view amended
 29/08/2018



SOUTH EAST ELEVATION

ADJOINING PROPERTY NO.76 PROPOSED BUILDING ADJOINING PROPERTY NO.70 ADJOINING PROPERTY NO.68

STREET SCENE 1

1 MANOR HOUSE DRIVE, NORTHWOOD, MIDDLESEX HA6 2UJ

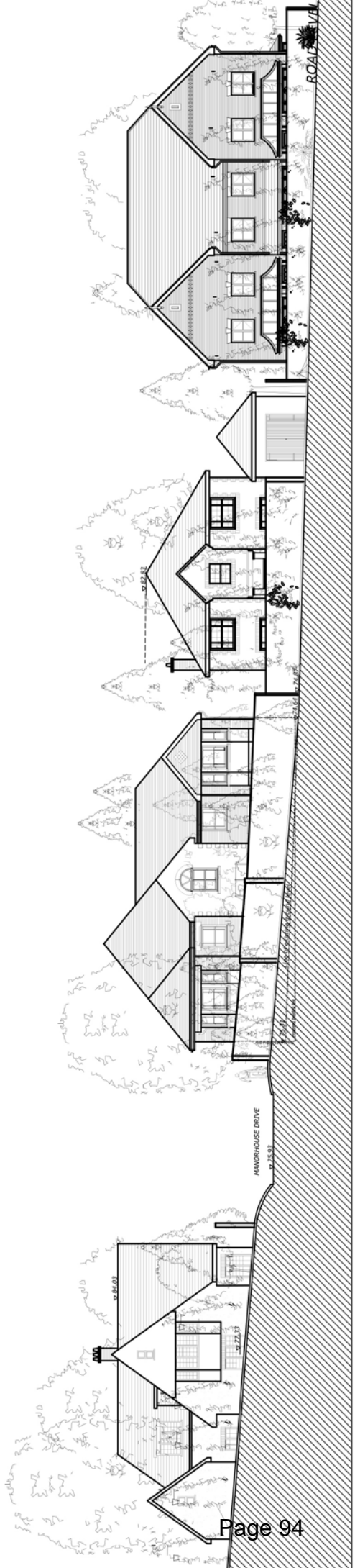
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 Chartered Architects & Town Planning Consultants
 1 High Road Old Eastcote Pinner Middlesex HA5 2EW Tel. 0208 868 1333

Drp. No. 16/3021/13A REVISION A
 Scale 1:200
 Date 30/08/18
 Drawn by V.Kolomykina

Scale Bar
 0 1 2 3 4 5 6 7 8 9 10
 Metres

1:200 @ A3

AMENDMENTS
 A Street view amended
 29/08/2018



ADJOINING PROPERTY NO.76 PROPOSED BUILDING ADJOINING PROPERTY NO.70 ADJOINING PROPERTY NO.68

DUCKS HILL ROAD(SOUTH EAST) ELEVATION

STREET SCENE 2

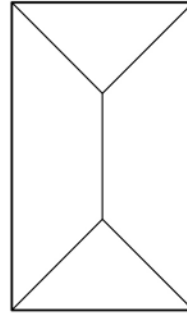
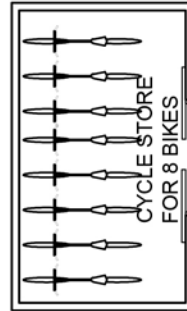
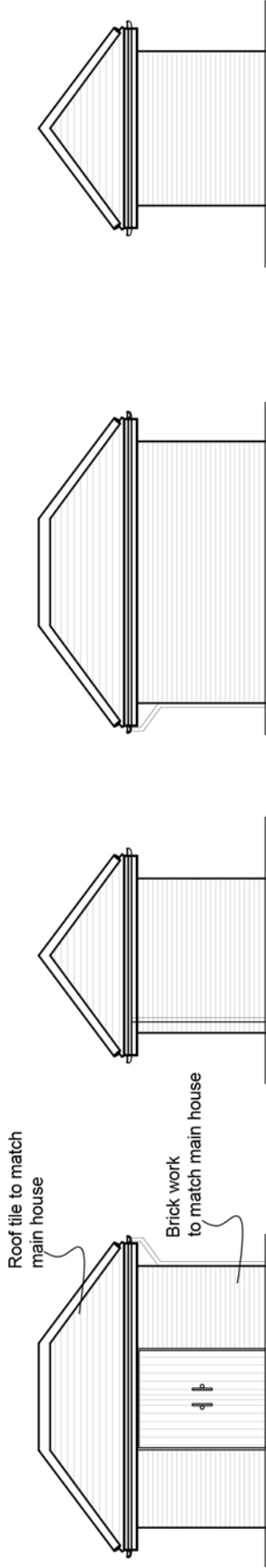
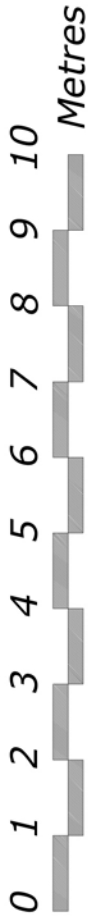
1 MANOR HOUSE DRIVE, NORTHWOOD, MIDDLESEX HA6 2UJ



THE GILLETT MACLEOD PARTNERSHIP
 Chartered Architects & Town Planning Consultants
 1 High Road Old Eastcote Plinner Middlesex HA5 2EW Tel. 0208 868 1333

Drwg. No.	16/3021/14 A	REVISION
Scale	1:200	A
Date	30/08/18	
Drawn by	V.Kolomytkina	

Scale Bar



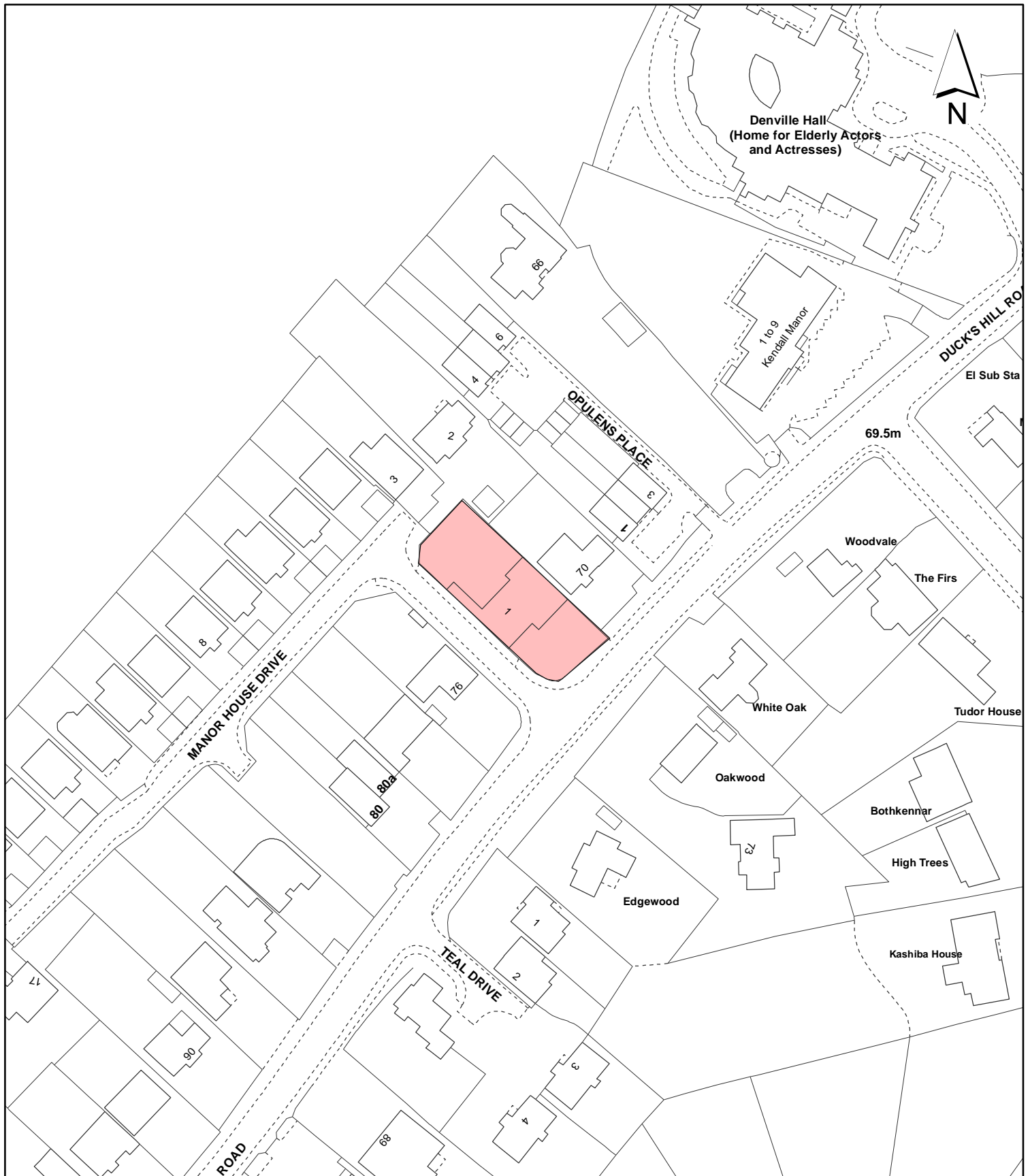
CYCLE STORE PLANS AND ELEVATIONS

1 MANOR HOUSE DRIVE, NORTHWOOD, MIDDLESEX HA6 2UJ



THE GILLETT MACLEOD PARTNERSHIP
Chartered Architects & Town Planning Consultants
1 High Road Old Eastcote Pinner Middlesex HA5 2EW tel. 0208 868 1333

Drg. No.	16/3021/15	REVISION
Scale	1:100@A4	
Date	16/08/18	
Drawn by	VK	
	(C)	drawer



Notes:

 Site boundary

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Site Address:

**1 Manor House Drive
 Northwood**

Planning Application Ref:

27306/APP/2018/3045

Planning Committee:

North Page 96

Scale:

1:1,250

Date:

January 2019

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

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



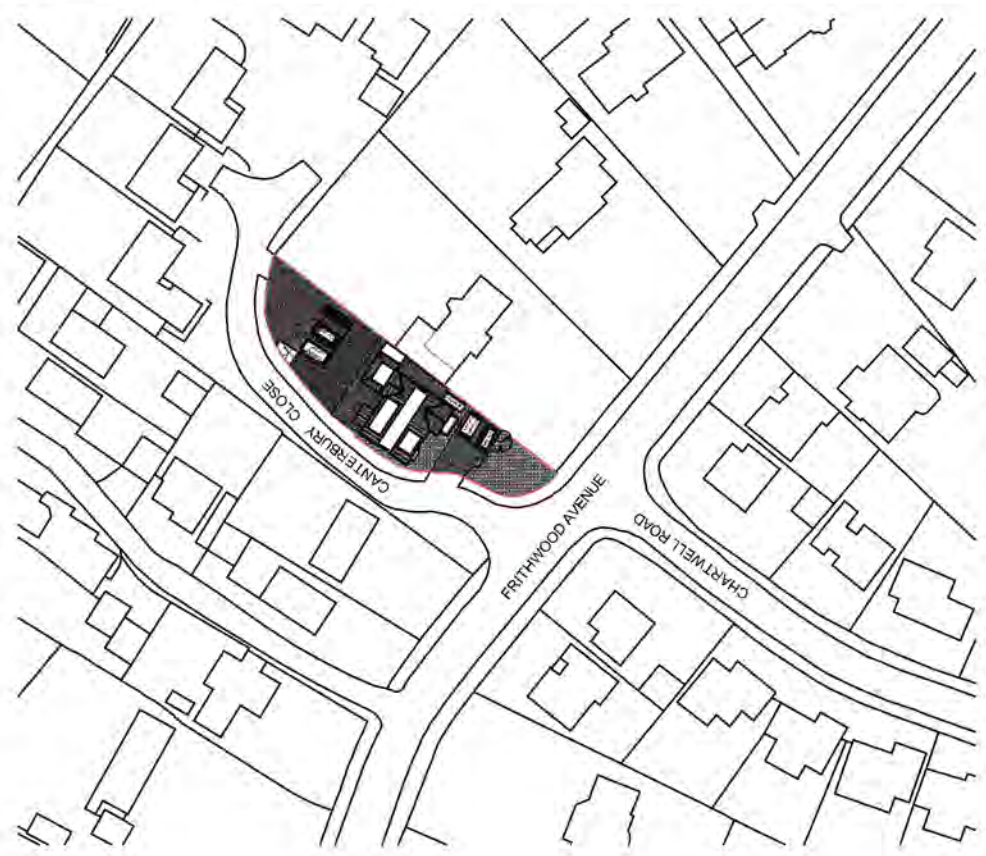
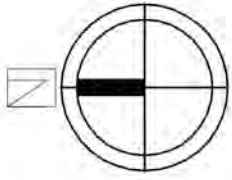
Report of the Head of Planning, Transportation and Regeneration

Address 31 FRITHWOOD AVENUE NORTHWOOD

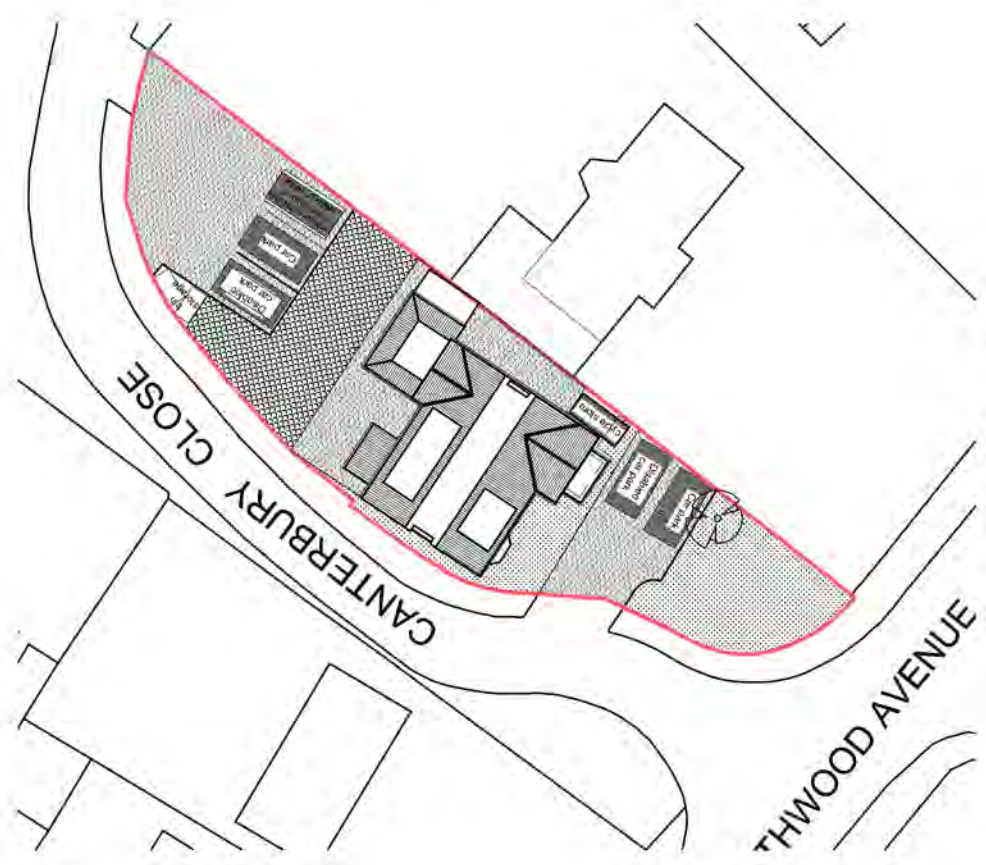
Development: Change of use of the building from a 12-bedroom bed and breakfast (Use Class C1) to a 7-bedroom care facility (Use Class C2) for persons with early onset dementia and dual diagnosis impairments

LBH Ref Nos: 8032/APP/2018/4117

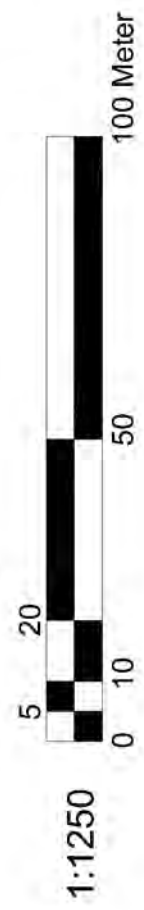
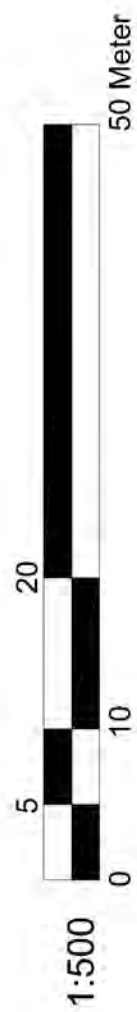
Date Plans Received:	22/11/2018	Date(s) of Amendment(s):	12/12/2018
Date Application Valid:	22/11/2018		15/01/2019
			22/11/2018



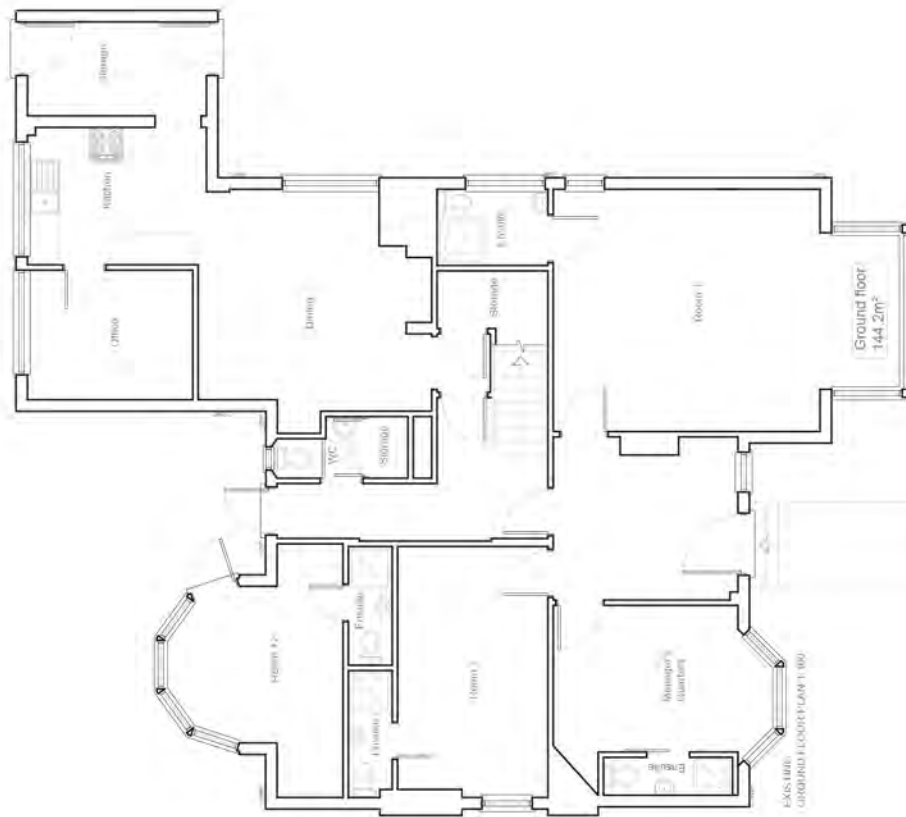
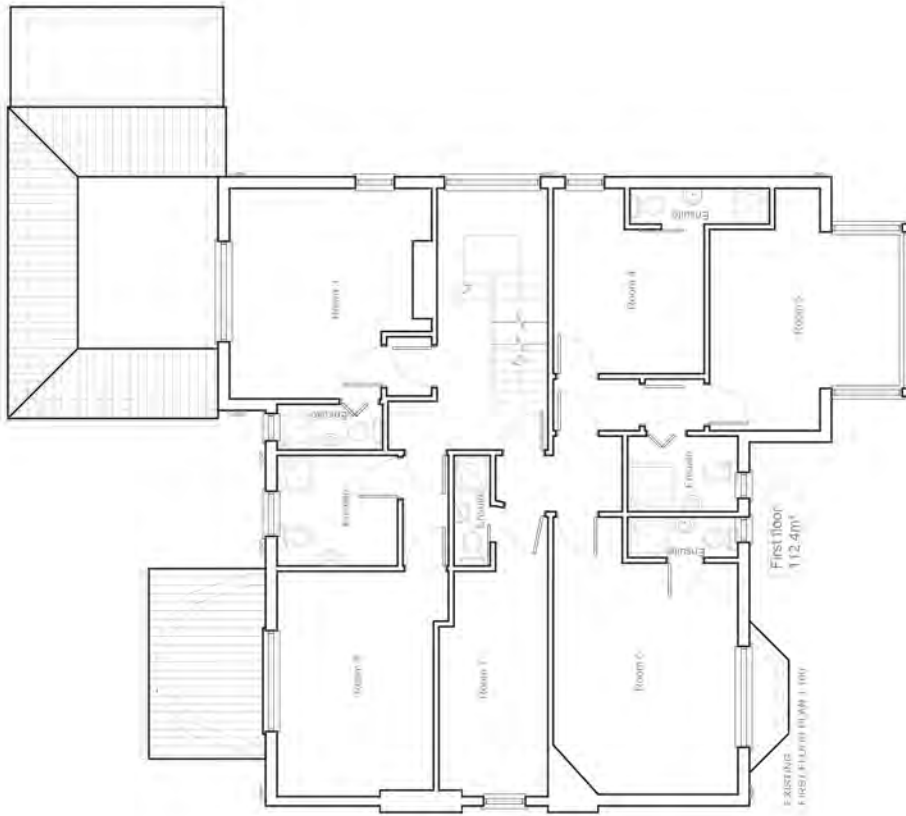
LOCATION PLAN 1:1250



BLOCK PLAN 1:500

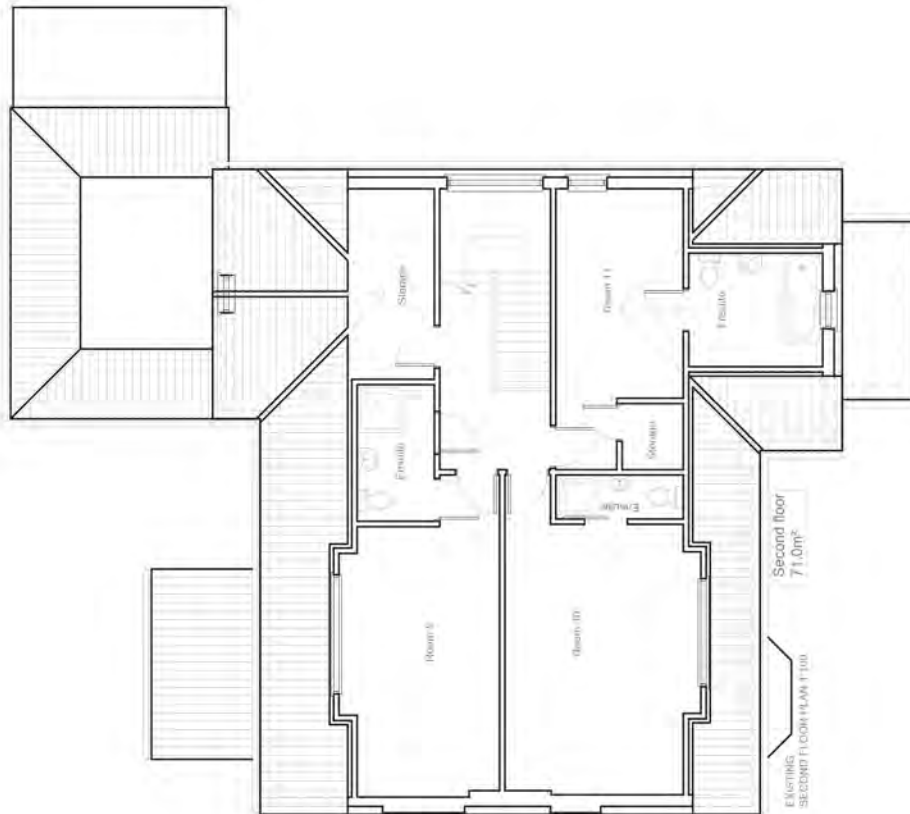


Revision	G	Date	23/10/18
Project: 31 Frithwood Avenue Northwood HA6 3LY			
Title: Location plan Block plan			
Scale:	1:1250/500@A3	Date:	12.02.17
Drawn by:	S. Phillips	Drawing No.:	0071-01
PLANNING ISSUE			



Revision	Date
05	25.10.08
Project - ST Fritwood Avenue Mosswood Melb, VIC	
Title - Location Ground Floor plan Fritwood Park	
Scale	Drawn by
1:100 (05 A3)	T. O'Neil
Checked by	
S. Phillips	
Drawing No. 007102	
PLANNING ISSUE	

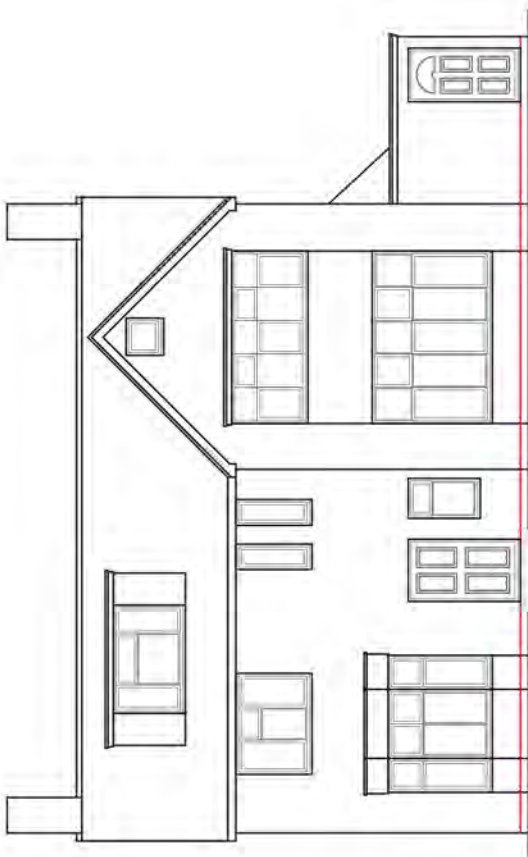




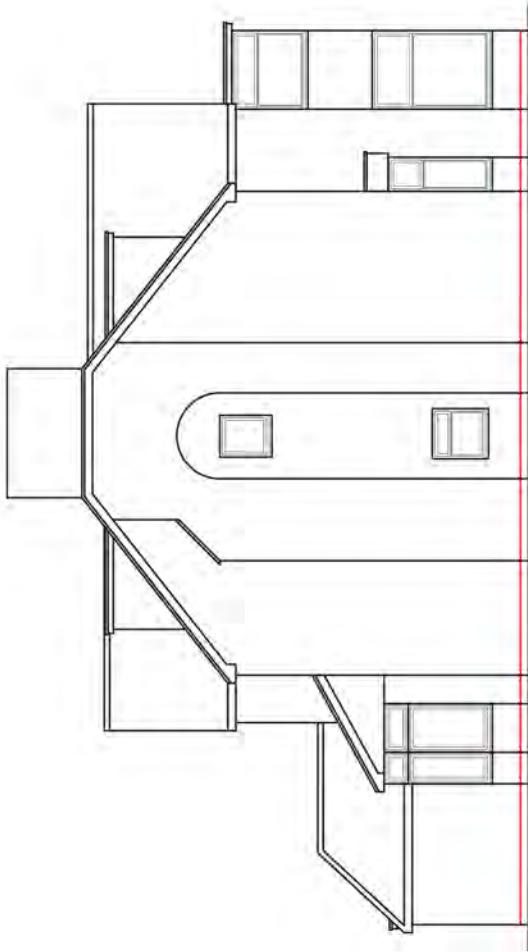
Ground floor	= 144.2m ²
First floor	= 112.4m ²
Second floor	= 71.0m ²
Total	= 327.6m²



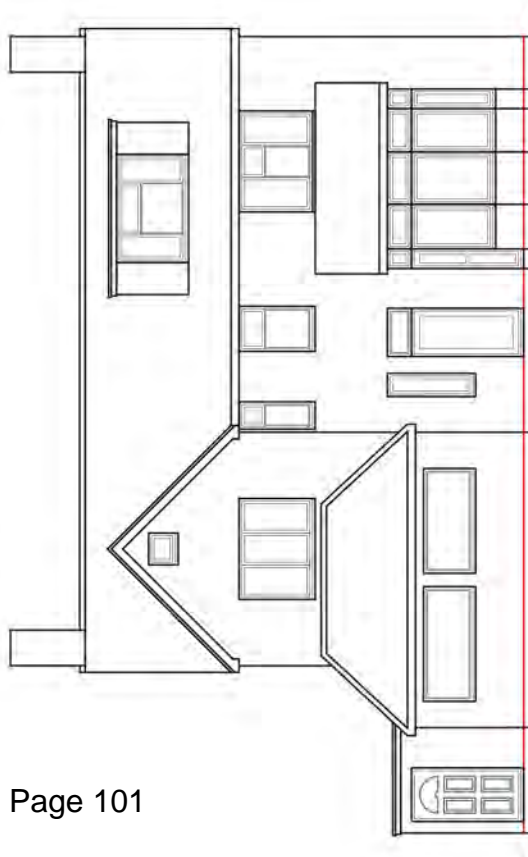
Revisions	Date
05	23.10.08
Project - ST Pittwood Avenue Bainwood Hillside	
Title - Location Second floor plan	Drawn by S. Prill
Scale 1:100 @ A3	Project No. 007104
PLANNING ISSUE	



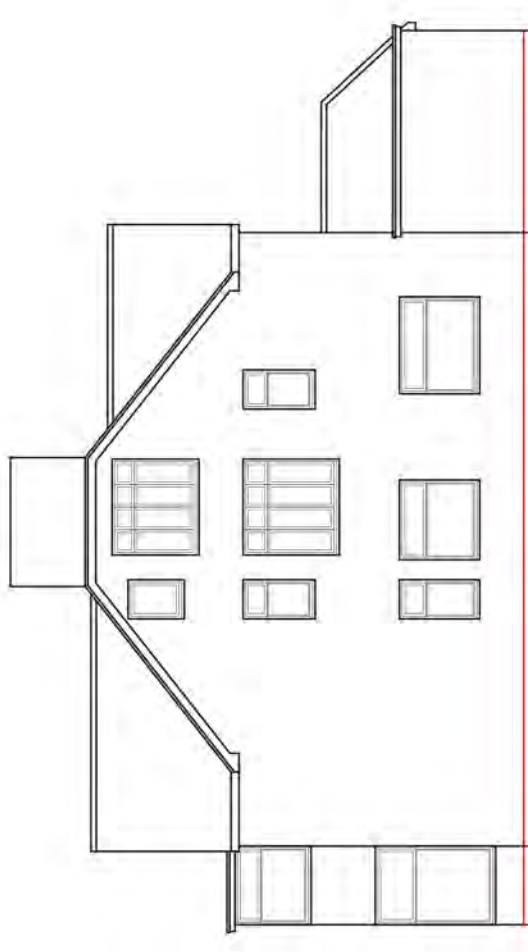
FUSION
 CONSULTANTS LTD.



FUSION
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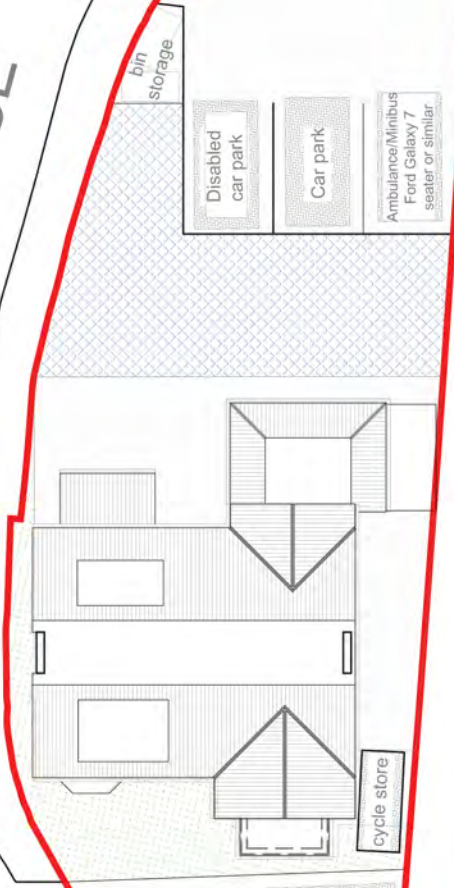
FUSION
 CONSULTANTS LTD.



Revised	Date	
1	20/10/2018	
Project - 507 Riverside Way, Mansfield, Nottingham		
Title - 1:10000 Site Plan		
Scale - 1:10000 A3	Date of Issue - 20/10/18	
Drawn by - J. Taylor	Checked by - J. Taylor	
Authorised by - J. Taylor	Approved by - J. Taylor	
<table border="1"> <tr> <td style="text-align: center;"> PLANNING ISSUE </td> </tr> </table>		PLANNING ISSUE
PLANNING ISSUE		

FRITHWOOD AVENUE

CANTERBURY CLOSE

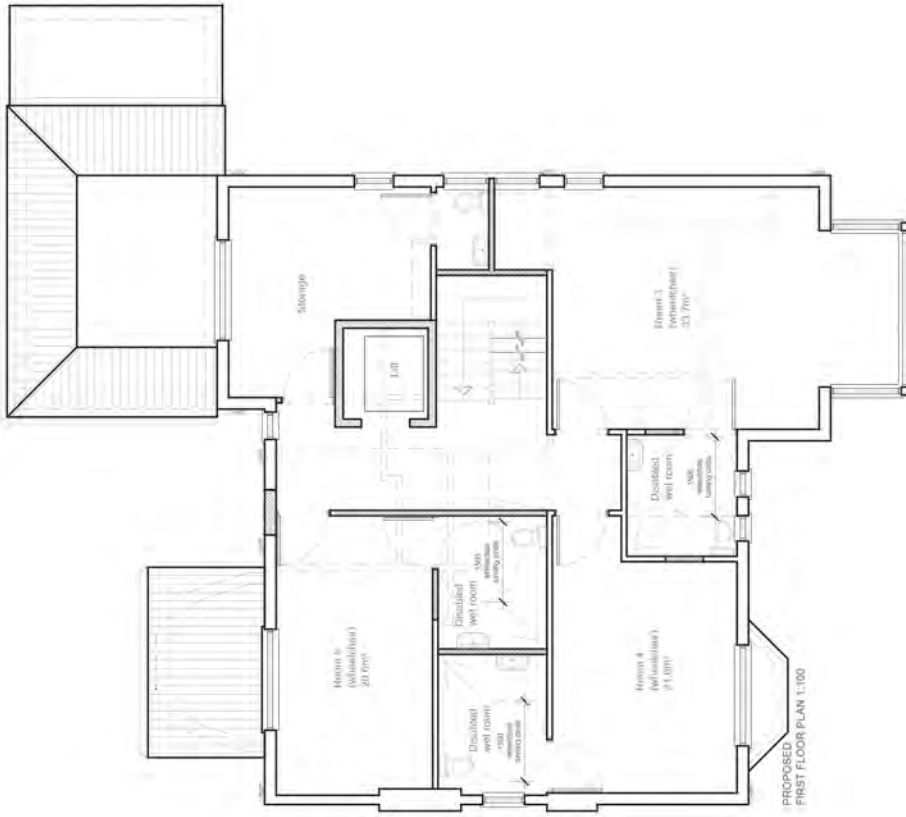


Proposed rear extension reduced by 500mm to create a larger amenity space to the rear

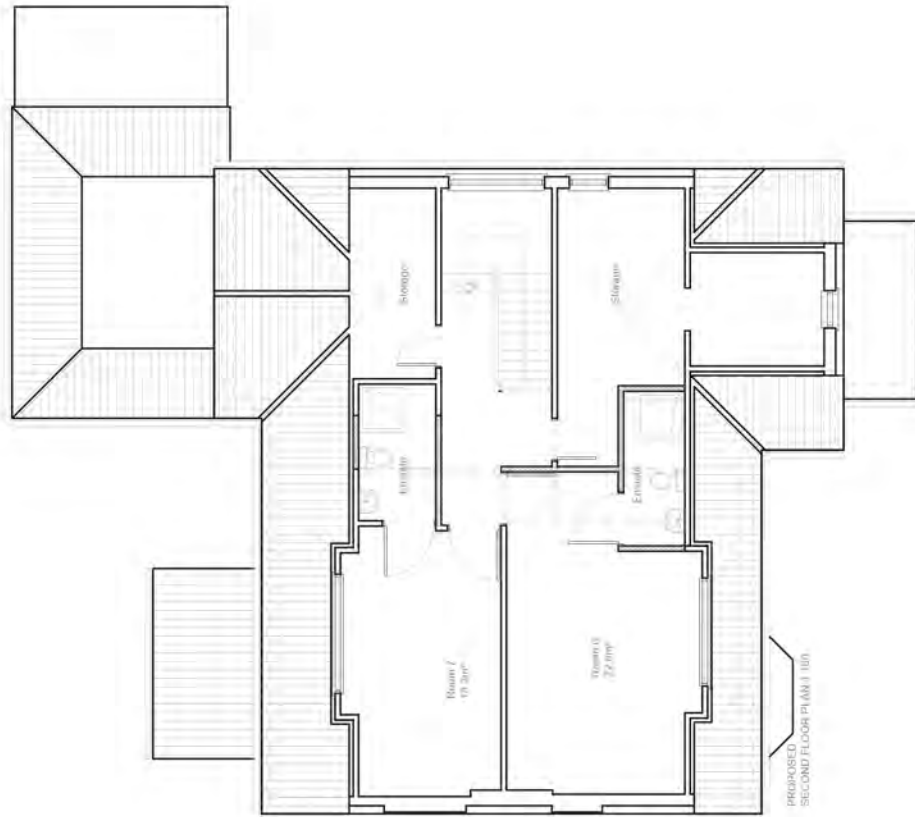
- Soft landscaping
- Car parking
- Paved area
- Rear amenity space



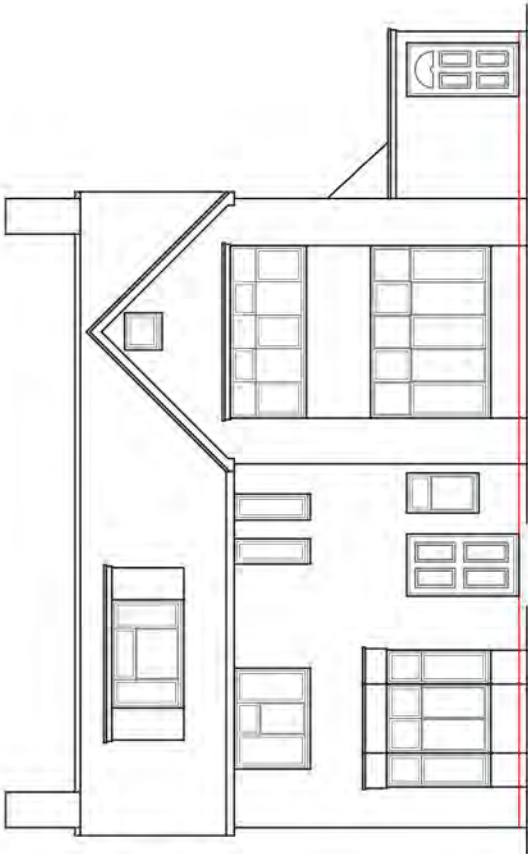
Revision	Date
05	23/10/18
Project: 31 Frithwood Avenue Northwood M40 3LY	
Title: Proposed Site layout	
Scale:	Date:
1:200 @ A3	12.02.17
Drawn by:	Drawn No:
S. Phillips	0071.02
PLANNING ISSUE	



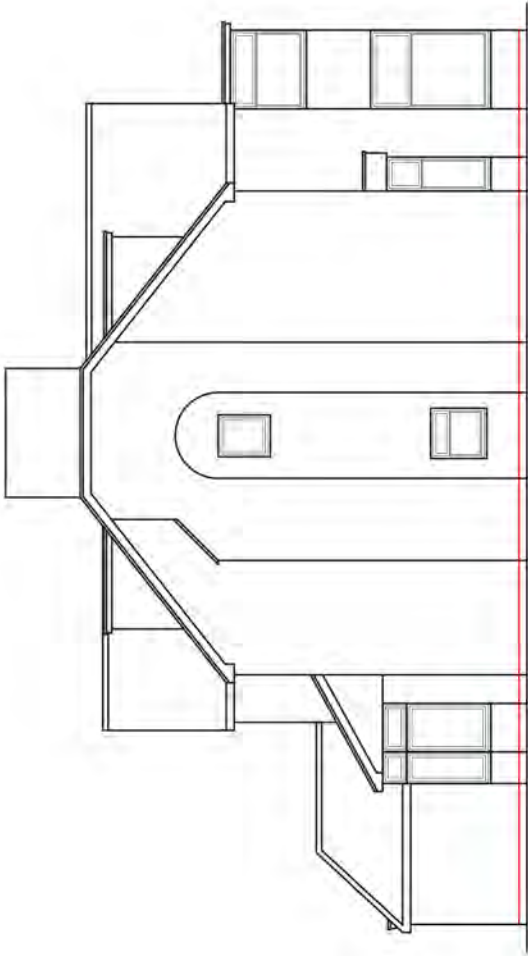
Revision	05	Date	23.10.16
Project - 31 Pinewood Avenue Northwood Midt. S.Y			
Title - Proposed Ground floor plan First floor plan			
Scale	1:100 (B.A.)	Date	12.02.17
Drawn by	S. Prithi	Checked by	S. Prithi
Project No.	007106	PLANNING ISSUE	



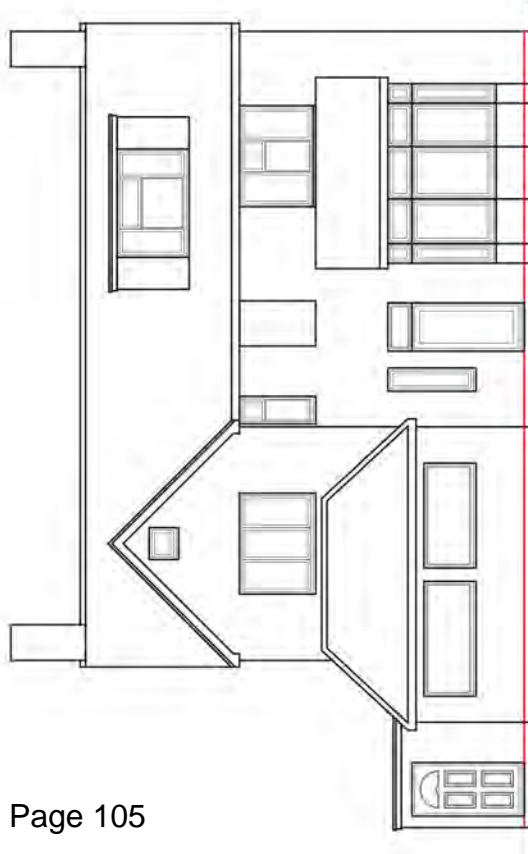
Revision	Date
05	23.10.08
Project - 311 Pittwood Avenue Kaitiaki Hawke Bay	
Title - Proposed Second Floor plan	Drawing No. 007107
Scale 1:100 (B.A.)	Drawn by S. Prill
PLANNING ISSUE	



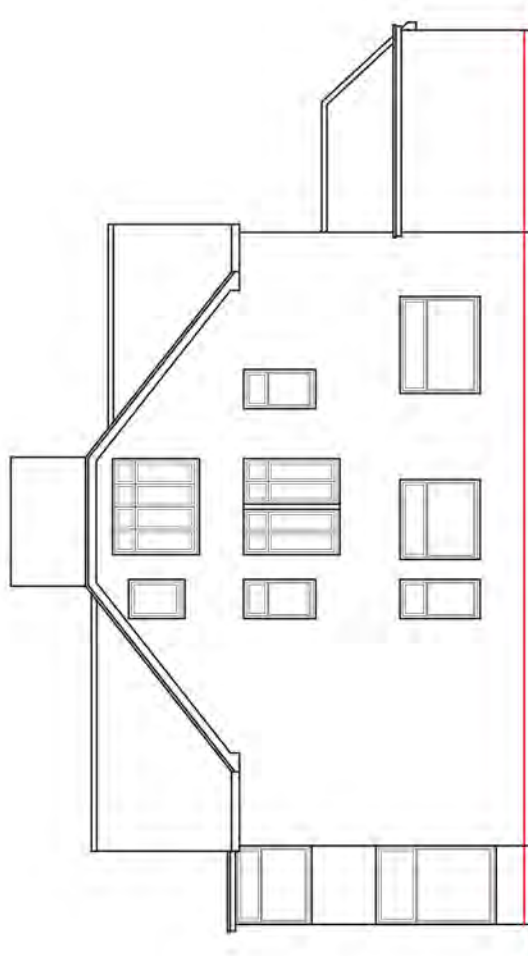
PROPOSED FRONT ELEVATION 1/06



PROPOSED SIDE ELEVATION 1/06



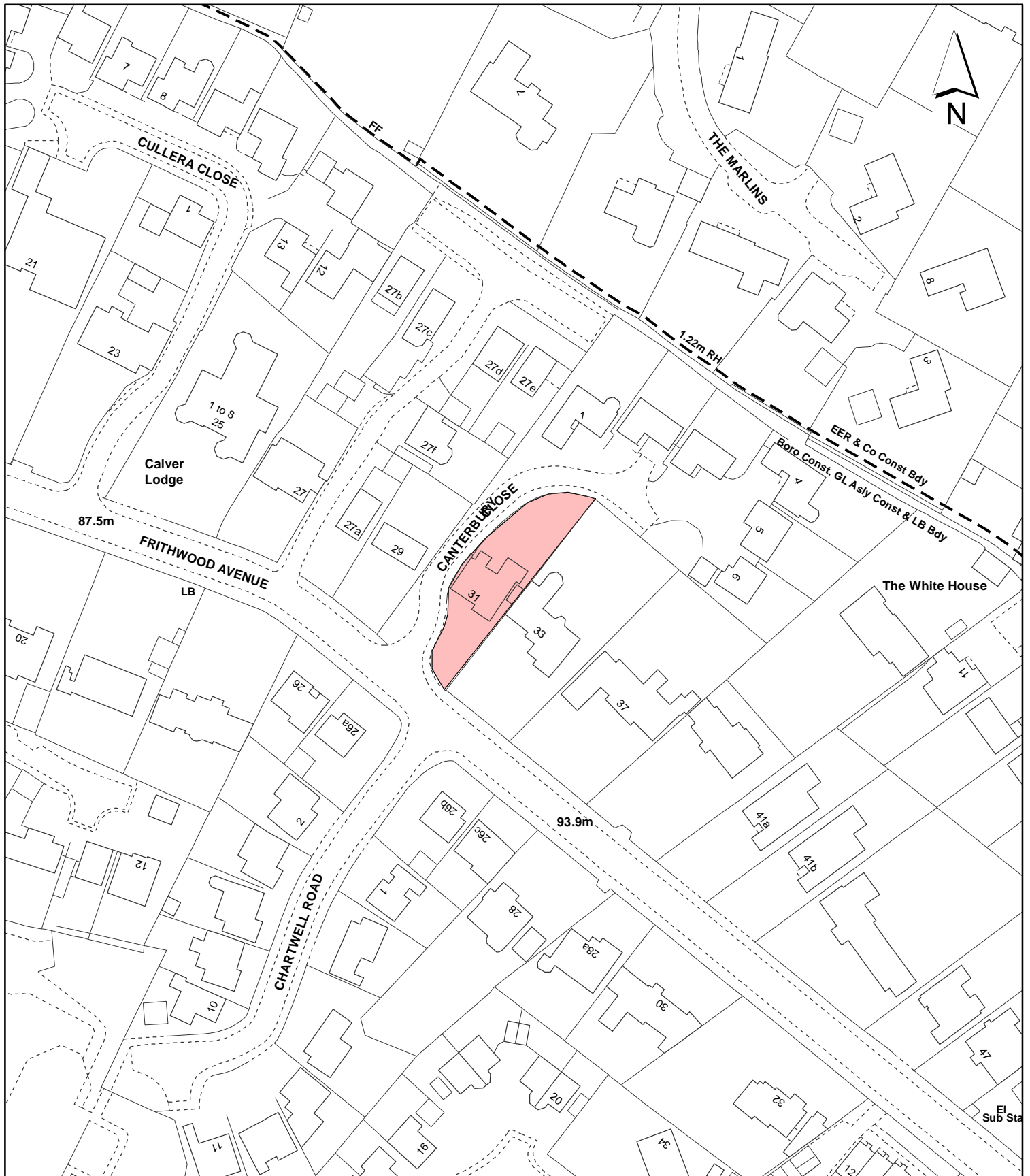
PROPOSED REAR ELEVATION 1/06



PROPOSED STREET ELEVATION 1/06



HomeNo:	Utd:
Engin:	Utd:
Tiba:	Utd:
Scale:	Utd:
Proj. No:	Proj. No:
Proj. Yılı:	Proj. Yılı:
Proj. Durum:	Proj. Durum:
Proj. No:	Proj. No:
Proj. Yılı:	Proj. Yılı:
Proj. Durum:	Proj. Durum:
PLANNING ISSUE	



Notes:

 Site boundary

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Site Address:

**31 Frithwood Avenue
 Northwood**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

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

Planning Application Ref:

8032/APP/2018/4117

Scale:

1:1,250

Planning Committee:

North Page 106

Date:

January 2019



Report of the Head of Planning, Transportation and Regeneration

Address 186 FIELD END ROAD EASTCOTE PINNER

Development: Erection of three storey building with habitable roof space to include B1 office space and 2 x 2-bed, 1 x 1-bed self contained flats, involving demolition of existing two storey B1 offices

LBH Ref Nos: 2294/APP/2018/2832

Date Plans Received: 31/07/2018

Date(s) of Amendment(s):

Date Application Valid: 20/09/2018



Proposed Block Plan



Existing Block Plan

Scale last edited: 18.09.16
Drawing Date: 05.04.18
Revision: 001

Scale last edited: 28.03.2018
Drawing Date: 28.03.2018
Revision: 002

Project: 186 Field End Road,
Eastcote, Ruislip,
Middlesex HA5 1RF

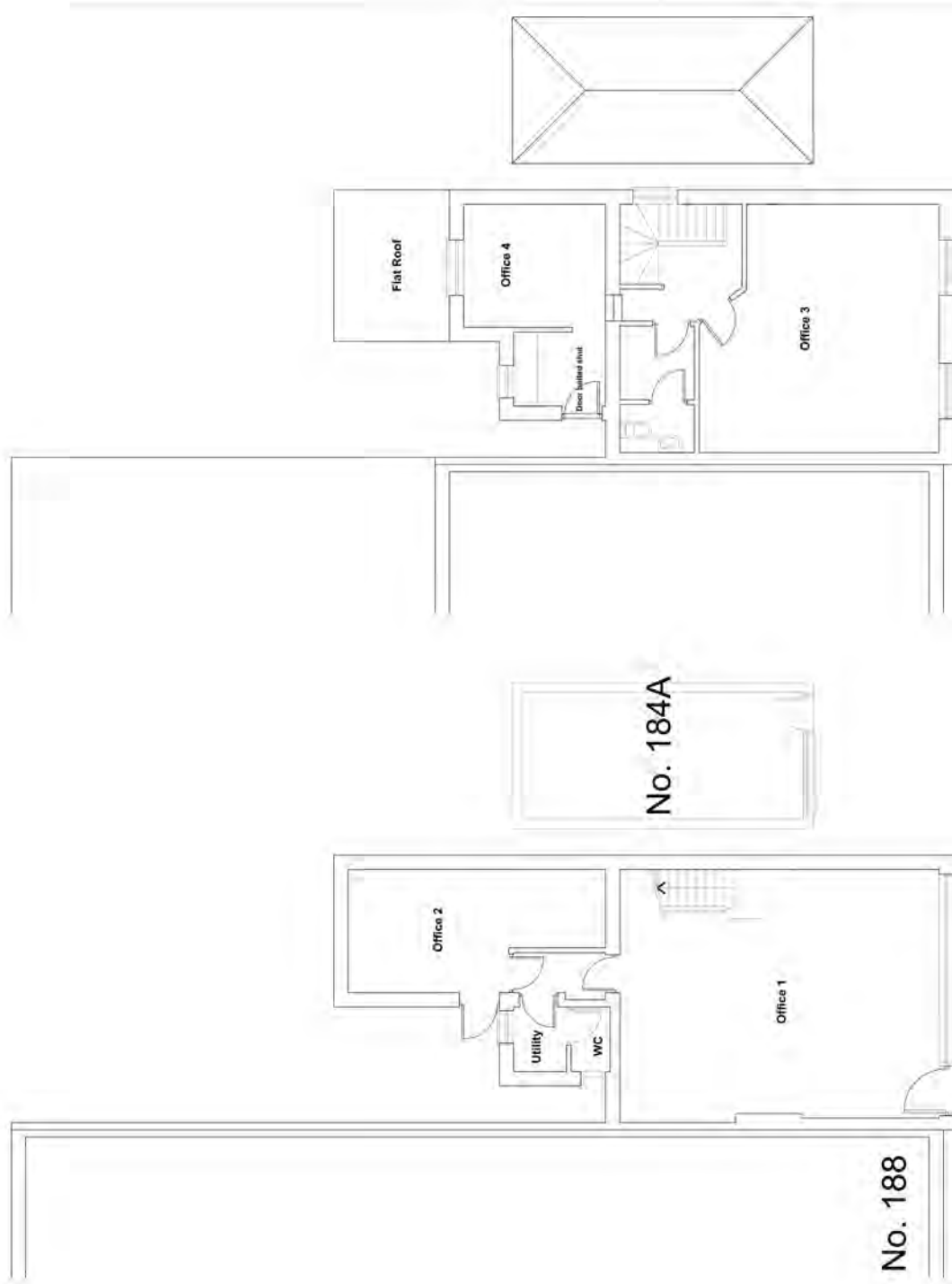
Title: Block Plans

Drawing Reference: 1801

Drawing No: 002
Revision: B

Status: S2
Scale: 1:100 @ A1 & 1:200 @ A3





EXISTING FLOOR PLAN



EXISTING GROUND FLOOR PLAN

Scale for A1
1:50 @ A1
1:100 @ A3

Scale for A3
1:100 @ A3

19.03.16
Date

1801
Drawing Reference

003
Drawing No

A
Revision

S2
Status

1:50 @ A1 & 1:100 @ A3
Scale

29.03.2016
Date

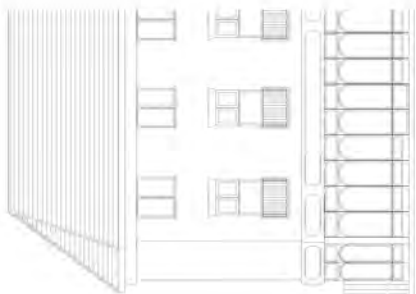
186 Field End Road,
Eastcote, Ruislip,
Middlesex HA5 1RF
Project

Existing Floor Plans
Title

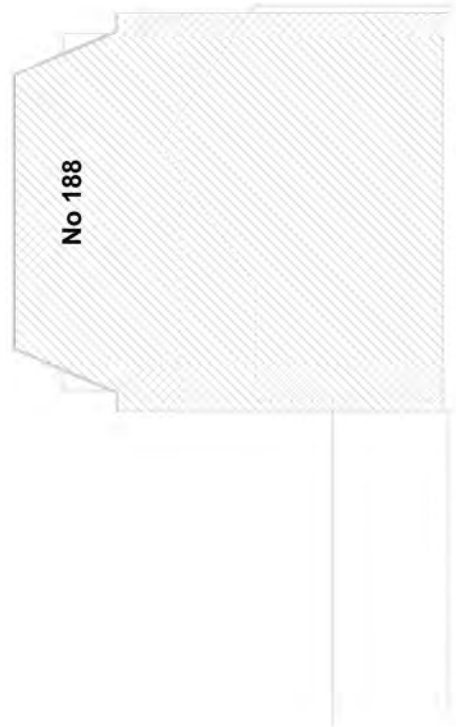




NO 188
EXISTING NORTH EAST ELEVATION



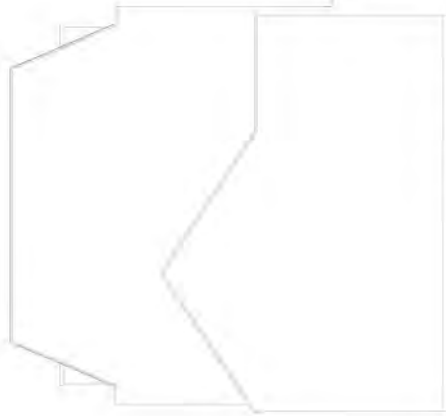
NO 186
NO 184A



EXISTING SOUTH EAST ELEVATION



NO 184A
EXISTING SOUTH WEST ELEVATION



EXISTING NORTH WEST ELEVATION



E	Scale on ebbey	18.09.18
D	General Design Update	11.04.18
B	General Design Update	08.04.18
A	General Design Update	05.04.18
Rev	Excavation	03.04.18

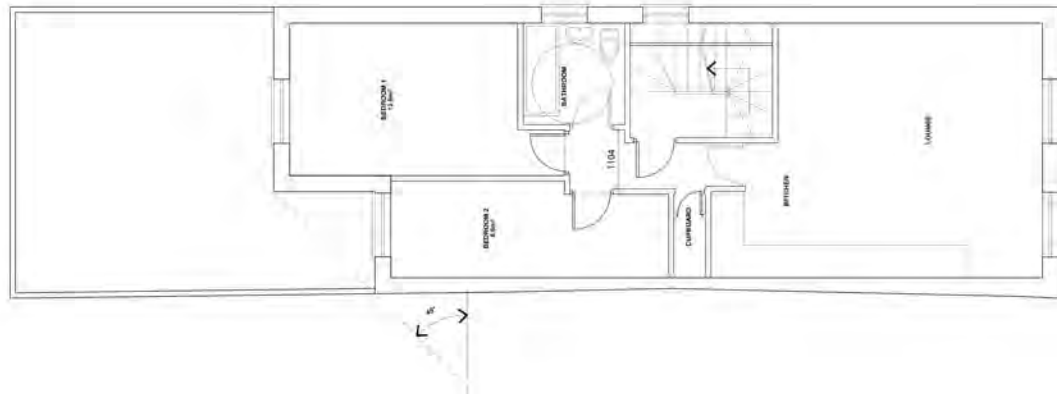
Drawn By: MD
Date: 28.03.2016

Project: 186 Field End Road, Eastcote, Ruislip, Middlesex HA5 1RF
Title: Proposed Floor Plans

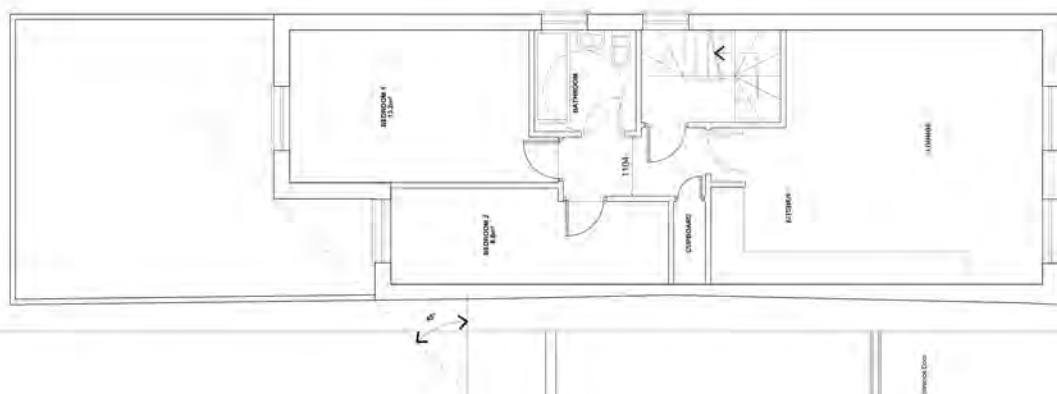
Drawing Reference:	1801
Drawing No:	005
Revision:	E
Status:	S2
Scale:	1:50 @ A1 & 1:100 @ A3



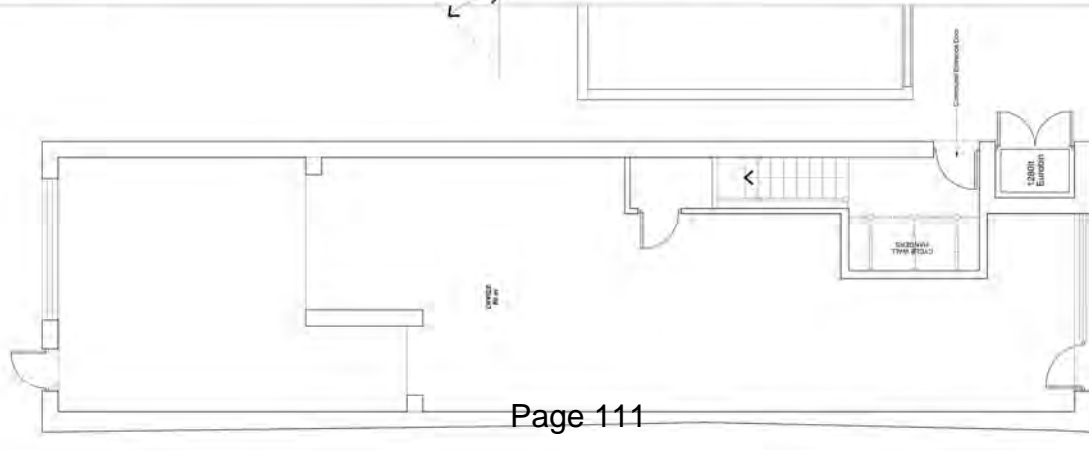
PROPOSED THIRD FLOOR PLAN
G/A: 20.2 m²



PROPOSED SECOND FLOOR PLAN
G/A: 62.2 m²



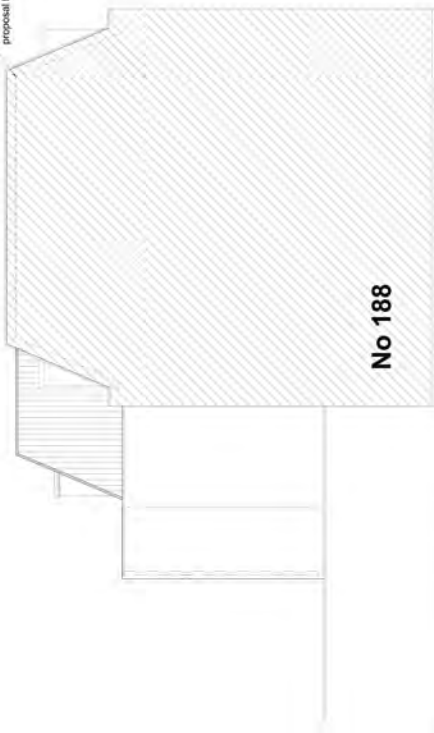
PROPOSED FIRST FLOOR PLAN
G/A: 103.4 m²



PROPOSED GROUND FLOOR PLAN
G/A: 59 m²

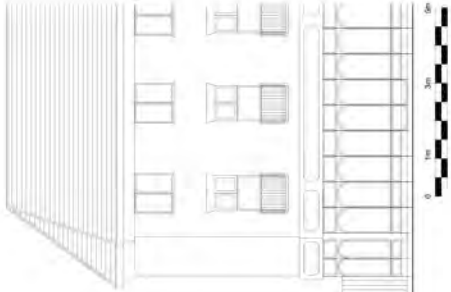


Dashed lines denote outline
proposal beyond

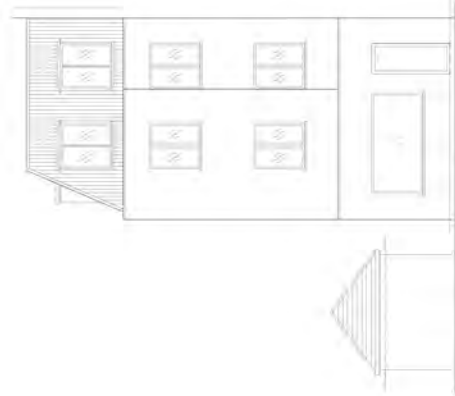


No 188

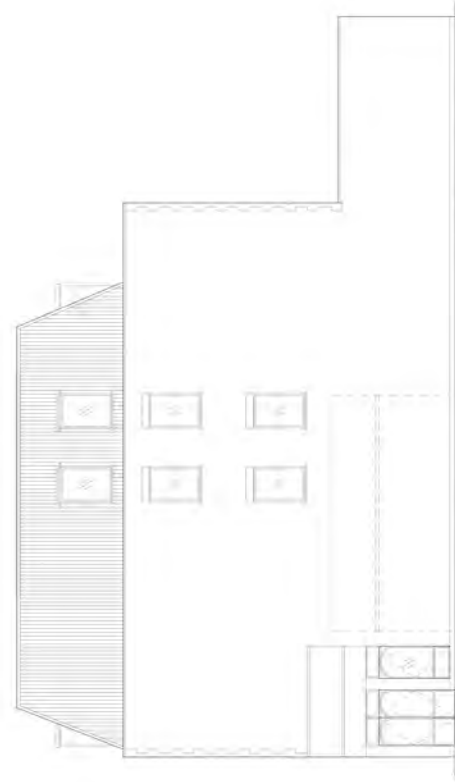
PROPOSED SOUTH EAST ELEVATION



PROPOSED NORTH EAST ELEVATION



PROPOSED SOUTH WEST ELEVATION



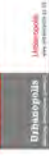
PROPOSED NORTH WEST ELEVATION

1. Revision & Scale (per sheet)
 2. 1:100 (A3)
 3. General Arrangement
 4. General Arrangement
 5. General Arrangement
 6. General Arrangement
 7. General Arrangement
 8. General Arrangement
 9. General Arrangement
 10. General Arrangement

Drawn by: MD
 Date: 29.03.2018

Project:
 186 Field End Road,
 Eastcote, Ruislip,
 Middlesex HA5 1RF
 No. Proposed Elevations

Drawing No.: 1801
 Drawing No.: 006
 Scale: @ A3 1:100 @ A3





PROPOSED SECTIONAL ELEVATION

C' Scale bar added
18.05.18
B' Client Design Update
05.04.18
Rev' Client Design Update
05.04.18
Erection

Drawn by
MD
Date
28.03.2018

Project
186 Field End Road,
Eastcote, Ruislip,
Middlesex HA5 1RF

Title
Proposed Sectional Elevation

Drawing Reference
1801

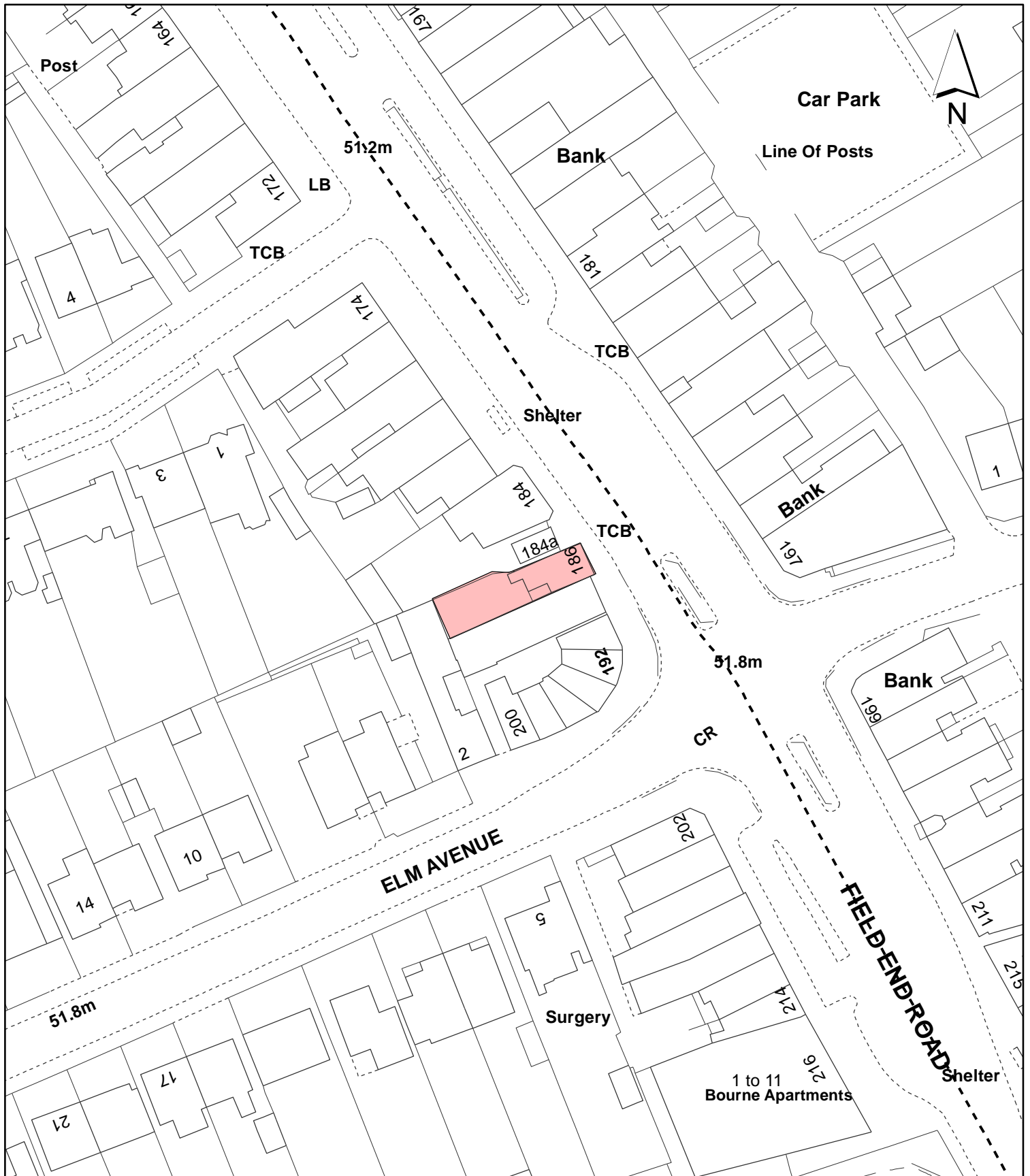
Drawing No
007

Revision
C

Status
S2

Scale
1:50 @ A1 & 1:100 @ A3





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Site Address:

**186 Field End Road
 Eastcote**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section
 Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111

Planning Application Ref:
2294/APP/2018/2832

Scale:
1:1250

Planning Committee:
North Page 114

Date:
January 2019

