## Hilling DON

LONDON

\section*{Central \& South Planning Committee <br> | Date: | WEDNESDAY, 6 <br> NOVEMBER 2019 |
| :--- | :--- |
| Time: | 7.00 PM |
| Venue: | COMMITTEE ROOM 5 - <br> CIVIC CENTRE, HIGH <br> STREET, UXBRIDGE |
|  | Members of the Public and <br> Meeting <br> Details:Media are welcome to attend. <br>  <br>  <br>  <br> This meeting may also be <br> broadcast live. |}

This Agenda is available online at: www.hillingdon.gov.uk or use a smart phone camera and scan the code below:


To Councillors on the Committee
Councillor lan Edwards (Chairman)
Councillor Roy Chamdal (Vice-Chairman)
Councillor Shehryar Ahmad-Wallana
Councillor Mohinder Birah
Councillor Nicola Brightman
Councillor Alan Chapman
Councillor Jazz Dhillon
Councillor Janet Duncan (Labour Lead)
Councillor Steve Tuckwell

Published: Tuesday, 29 October 2019

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# Useful information for residents and visitors 

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

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


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.

## Travel and parking

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

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## 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 dated 2
October 2019
4 Matters that have been notified in advance or urgent
5 To confirm that the items of business marked Part I will be considered in Public and that the items marked Part 2 will be considered in private

## PART I - Members, Public and the Press

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

## Applications with a Petition

|  | Address | Ward | Description \& Recommendation | Page |
| :--- | :--- | :--- | :--- | :---: |
| 6 | 47 Fairfield Road, <br> Uxbridge - <br> $21763 / A P P / 2019 / 2571$ | Uxbridge <br> North | Erection of three storey building to <br> create 6 x 3-bed flats with <br> associated car and cycle parking, <br> amenity space and refuse storage, <br> and installation of vehicular <br> crossover to front, involving <br> demolition of existing dwelling. <br> Recommendation: Refusal | $9-30$ |
| 7 | 4 Hamilton Road, <br> Uxbridge - <br> $28273 / A P P / 2019 / 2221 ~$ | Uxbridge <br> South | Single storey side/rear extension. <br> Recommendation: Refusal | $31-46$ |

## Applications without a Petition

|  | Address | Ward | Description \& Recommendation | Page |
| :---: | :---: | :---: | :---: | :---: |
| 8 | Riding Stables, Goulds Green 26738/APP/2019/2207 | Botwell | Demolition of stables and erection of cattery pens (Use Class Sui Generis) and rebuilding of the office/store (part retrospective). <br> Recommendation: Approval | $\begin{gathered} 47-64 \\ 154-164 \end{gathered}$ |
| 9 | Between Sipson Road and Harmondsworth Road 4634/APP/2019/2717 | Heathrow Villages | Installation of a 20 m monopole, 12 no. antenna apertures, equipment cabinets, 10 concrete bollards following the removal of the existing 14.7 m monopole, 3 no. antennas, redundant equipment cabinets. <br> Recommendation: Refusal | $\begin{gathered} 65-78 \\ 165-171 \end{gathered}$ |
| 10 | 28 Oakdene Road - <br> 74847/APP/2019/1722 | Hillingdon East | Conversion of two storey dwelling into $2 \times 1$-bed flats with associated parking and amenity space, involving alterations to existing crossover. <br> Recommendation: Approval | $\begin{gathered} 79-90 \\ 172-180 \end{gathered}$ |
| 11 | 1376 Uxbridge Road 68816/APP/2019/2978 | Hillingdon East | Change of use from retail (Use Class A1) to taxi control office (Sui Generis) (Retrospective). <br> Recommendation: Approval | $\begin{gathered} 91-102 \\ 181-183 \end{gathered}$ |
| 12 | 12 and 12A Broadway Parade 5549/APP/2019/1975 | Townfield | Conversion of single shop to two shops, use of one part as a newsagents (Use Class A1) and one part as beauty treatment (Use Class Sui Generis) and alterations to shopfront (Retrospective). <br> Recommendation: Approval | $\begin{aligned} & 103-112 \\ & 184-188 \end{aligned}$ |
| 13 | St Marys RC Primary School, Rockingham Road 9069/APP/2019/2686 | Uxbridge South | Siting of a double decker bus on the school playground for use as a library. <br> Recommendation: Approval | $\begin{aligned} & 113-122 \\ & 189-196 \end{aligned}$ |

## 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 12 A to the Local Government (Access to Information) Act 1985 as amended.

14 ENFORCEMENT REPORT - pages 123-130

PART I - Plans for Central and South Planning Committee - pages 131-196.

# Agenda Item 3 

CENTRAL \& South Planning Committee
2 October 2019
Meeting held at Civic Centre, High Street, Uxbridge, Middlesex UB8 1UW

|  | Committee Members Present: <br> Councillors Ian Edwards (Chairman), Roy Chamdal (Vice-Chairman), Shehryar AhmadWallana, Mohinder Birah, Nicola Brightman, Janet Duncan (Labour Lead), <br> Duncan Flynn (Reserve) (In place of Steve Tuckwell), Simon Arnold (In place of Alan Chapman) and John Oswell (In place of Jazz Dhillon) <br> Also Present: <br> Councillors Martin Goddard and Richard Mills. <br> LBH Officers Present: <br> Meghji Hirani (Planning Contracts \& Planning Information), Armid Akram (Highways Development Control Officer) and Nicole Cameron (Legal Advisor) |
| :---: | :---: |
| 54. | APOLOGIES FOR ABSENCE (Agenda Item 1) <br> Apologies were received from Councillors Chapman, Dhillon and Tuckwell. Councillors Arnold, Oswell and Flynn were present as their substitutes, respectively. |
| 55. | DECLARATIONS OF INTEREST IN MATTERS COMING BEFORE THIS MEETING (Agenda Item 2) <br> None. |
| 56. | TO SIGN AND RECEIVE THE MINUTES OF THE PREVIOUS MEETING (Agenda Item 3) <br> RESOLVED: That the minutes of the meeting held on 3 September 2019 be approved as a correct record. |
| 57. | MATTERS THAT HAVE BEEN NOTIFIED IN ADVANCE OR URGENT (Agenda Item 4) <br> None. |
| 58. | TO CONFIRM THAT THE ITEMS OF BUSINESS MARKED PART I WILL BE CONSIDERED IN PUBLIC AND THAT THE ITEMS MARKED PART 2 WILL BE CONSIDERED IN PRIVATE (Agenda Item 5) <br> It was confirmed that items 1-14 were Part I, and would be considered in public, and that items 15-17 were Part II, and would be considered in private. |
| 59. | 27A CHURCH ROAD, COWLEY - 74287/APP/2019/2378 (Agenda Item 6) |

## Erection of two storey building with habitable roof space to create $4 \times 1$-bed and $2 \times 2$-bed self-contained flats, with associated refuse and cycle storage and parking, involving demolition of existing bungalow

Officers introduced the report and highlighted the addendum, which confirmed that revised plans had been received which set out the erection of privacy screens on the rear balconies and the provision of roof lights with an outlook to habitable rooms within the roof space. The revised plans were considered to address the concerns raised in respect of overlooking, loss of privacy and a lack of light, so it was recommended that refusal reasons 3 and 6 be removed. In addition, it was felt that refusal reason 2 could not be defended, so was also recommended to be removed.

The application itself was considered unacceptable in principle as it failed to harmonise with its surroundings and would result in an unacceptable impact on the Conservation Area and adjacent listed buildings. The proposal was also considered unacceptable in highways safety terms, and would provide inadequate on-site parking, an unneighbourly form of development, and a poor standard of residential amenity to future occupiers. For these reasons, it was recommended that the application be refused.

A petitioner addressed the Committee in objection to the application. Key points raised included:

- The side facing windows at ground floor level at 25 Church Road were not secondary windows.
- There were several misrepresentations and inaccuracies contained within the developer's planning statement, and concerns remained over the heritage document commissioned in support of that planning statement.
- Issues with the proposal included its failure to harmonise with the character of the existing area, the lack of on-site parking, the scale and size of the building, and its impact on health, quality of life and human rights of nearby residents.
- Ancient Rights would be impacted as two of the petitioner's lounge windows would be blocked by the proposed side brick wall. These were primary windows, which provided in excess of $30 \%$ of the total light.
- The entrance to the site was hazardous, as motorists would be required to turn into oncoming traffic.
- Land Registry documents for 27A Church Road showed restrictive covenants that stated that no houses were to be erected, save for detached houses. The proposal was not for a detached house.

Councillor Richard Mills addressed the Committee as Ward Councillor for Brunel. Key points raised included:

- The proposal constituted overdevelopment that was not in keeping with the character of the area or prevailing street scene.
- The proposal would have a negative impact on the Conservation Area and nearby listed buildings.
- Parking provision was insufficient.
- The increase in vehicle movements would have an adverse impact on pedestrian safety, including users of the nearby bus stop.
- The proposal was not aesthetically pleasing and was not congruent with the size and bulk of other nearby buildings.
- The proposal would result in a poor standard of living for future occupiers.

|  | In response to the petitioner, the Legal representative confirmed that both Ancient Rights and Restricted Covenants were not matters for the Committee to consider. <br> In response to a Member query, officers confirmed that the proposed privacy screens were 1.8 m in height, which was a standard screening height. <br> Members agreed with the refusal reasons set out in the report, and moved the officer's recommendation. This was seconded, and when put to a vote, unanimously agreed. <br> RESOLVED: That the application be refused. |
| :---: | :---: |
| 60. | FOOTPATH AT JUNCTION OF KEITH ROAD AND STATION ROAD 74938/APP/2019/2246 (Agenda Item 7) <br> Removal of an existing 11.7 m telecommunication mast and associated equipment and installation and relocation of a replacement 20 m monopole with wraparound cabinet at base and 7 new associated cabinets <br> Officers introduced the report and highlighted the addendum which included the proposed sizes of the new cabinets. Officers remained concerned over the size and height of the mast, and the size and number of the cabinets in such a prominent, easily visible location. It was therefore considered that the proposal would have an adverse impact on the street scene. For these reasons, the application was recommended for refusal, subject to delegated authority being granted to the Head of Planning to strengthen the wording of the refusal reason, including reference to the level of investment currently being put into the area for regeneration. <br> Members agreed that while development of a 5 g network was to be supported, the proposal was unacceptable due to its location, size and visibility. For these reasons the recommendation was moved, seconded, and when put to a vote, unanimously agreed. <br> RESOLVED: <br> 1. That the application be refused; and <br> 2. That delegated authority be granted to the Head of Planning to strengthen the wording of the refusal reason. |
| 61. | NAVNAT CENTRE, PRINTING HOUSE LANE - 4210/APP/2019/2370 (Agenda Item 8) <br> Proposed extension to main building to create new dining hall and associated works to create a garden terrace <br> Officers introduced the report, highlighting that ,while the application was within the Green Belt, the proposed increase in size constituted less than $50 \%$ of the existing building and was therefore considered acceptable. The proposal's impact on the Green Belt and nearby residents was considered to be minor, and the application was therefore recommended for approval, subject to the Committee granting delegated authority to the Head of Planning to add a further condition regarding noise and times of use. <br> Members sought clarity on whether the Special Circumstances test for development within the Green Belt was required to be applied in this case. Officers confirmed that the test was not required in this instance. Officers went on to confirm that, if approved, any further applications on the site would review potential size increases against the |


|  | building's original size, not its extended size. <br> Some Members felt that the proposed increase in the size of the building was <br> unacceptable, and that the use of the site as a community centre that would be holding <br> events would result in noise and disturbances. <br> Other Members felt that the application was acceptable, and moved the officer's <br> recommendation. This was seconded, and when put a vote, agreed by a vote of 6 to 2. <br> RESOLVED: <br> 1. That the application be approved; and <br> 2. That delegated authority be granted to the Head of Planning to add a <br> condition restricting noise and times of use. |
| :--- | :--- |
| 62. | 7 ROUNDWOOD AVENUE, STOCKLEY PARK - 37203/APP/2019/1699 (Agenda <br> Item 9) |
| Alterations including a vehicle access road, replacement plant, installation of <br> bike storage, new pedestrian pathway, external lighting, landscaping, new <br> entrance door and associated works |  |
| Officers introduced the report and highlighted the addendum, which set out the <br> proposed removal of refusal reason 5 and the addition of plans and a Method <br> Statement to condition 2. Officers confirmed that while the application was sited within <br> the Green Belt, the proposal was for a minor alteration and was therefore <br> recommended for approval. <br> The officer's recommendation was moved, seconded, and when put to a vote, <br> unanimously agreed. <br> RESOLVED: That the application be approved. <br> R4. <br> Officers introduced the report, and highlighted that while the site was located within the <br> Green Belt, the generator was considered to have no impact on residential properties <br> or the area. The generator was to be sunk and not visible, and conditions relating to <br> noise were proposed. The application was therefore recommended for approval, |  |
| Installation of an emergency external generator |  |
| RESOLVED: That the application be approved. |  |
| ASC INTERNATIONAL SCHOOL - 64228/APP/2019/1915 (Agenda Item 11) |  |
| GOALS SOCCER CENTRE, SPRINGFIELD ROAD - 49962/ADV/2019/38 (Agenda |  |
| Item 10) |  |
| Installation of internally illuminated fascia sign |  |
| Officers introduced the report, confirming that while the site was located within the |  |
| Green Belt, the installation of a new sign would have minimal impact on the area or |  |
| nearby occupiers, and was therefore recommended for approval. |  |
| The officer's recommendation was moved, seconded, and when put to a vote, |  |
| unanimously agreed. |  |
| Re |  |


|  | subject to the Head of Planning being given delegated authority to amend conditions relating to the use of the generator to ensure they were not overly restrictive. <br> The officer's recommendation was moved, seconded, and when put to a vote, unanimously agreed. <br> RESOLVED: <br> 1. That the application be approved; and <br> 2. That delegated authority be granted to the Head of Planning to reword conditions relating to the use of the generator. |
| :---: | :---: |
| 65. | 692 UXBRIDGE ROAD - 33394/APP/2019/2306 (Agenda Item 12) <br> Change of use from retail (Use Class A1) to a mixed use comprising restaurant and hot food takeaway (Use Classes A3 and A5) with installation of flue to rear <br> Officers introduced the report and highlighted the addendum, which included the results of a recent survey of the shopping centre. The current retail percentage in the primary frontage was $57.4 \%$, an increase on the 2016 survey, but some way short of the Council's required minimum of $70 \%$ retail use. Officers highlighted that there was already a vacant unit with permitted take away use at the centre, which could be taken up, which would avoid the loss of a retail unit. The application was therefore recommended for refusal. <br> The officer's recommendation was moved, seconded, and when put to a vote, unanimously agreed. <br> RESOLVED: That the application be refused. |
| 66. | 3 CAMBRIDGE ROAD, UXBRIDGE - 74413/APP/2018/4343 (Agenda Item 13) <br> Erection of three storey building to create $6 \times 2$-bed self contained flats, with associated parking and amenity space, involving demolition of existing dwelling <br> Officers introduced the report, and highlighted that the application had been deferred from a previous Committee meeting to enable the Committee to source additional information on the proposal's impact on 1 Cambridge Road. A site visit had been conducted, and additional information had been sourced and set out in the report, which had resulted in the addition of further reasons for refusal relating to the proposal's impact on adjoining occupiers and the size of bedrooms. The recommendation remained that the application be refused. <br> Councillor Goddard addressed the Committee as Ward Councillor for Uxbridge North. Key points raised included: <br> - There was significant history to the application, and numerous revisions to plans had been submitted, which had caused concern and frustration for residents. <br> - The application was overdevelopment and should be refused for the reasons as set out in the report. <br> Members agreed with the refusal reasons as set out in the report, and moved the officer's recommendation. This was seconded, and when put to a vote, unanimously agreed. |


|  | RESOLVED: That the application be refused. |
| :---: | :---: |
| 67. | LAND AT JUNCTION ADJACENT WITH FALLING LANE AND ROYAL LANE 70600/APP/2019/1469 (Agenda Item 14) <br> Replacement of existing 12.5 m high monopole with a new 17.5 m high monopole supporting 6 antennas and installation of 2 additional equipment cabinets and development ancillary thereto <br> Officers introduced the report and addendum, which confirmed that the item description on the agenda's content page was incorrect. <br> The report detailed the applicant's amended proposal, which included a reduction in the number of cabinets. This reduced number, together with the screening of the pole, would result in a negligible impact on the street scene, and the application was therefore recommended for approval. <br> Members agreed that the application was acceptable, but requested that officers and future applicants consider more weatherproof colours and paints for cabinets, to ensure that they could better withstand the elements over the long term. <br> The officer's recommendation was moved, seconded and when put to a vote, unanimously agreed. <br> RESOLVED: That the application be approved. |
| 68. | ENFORCEMENT REPORT (Agenda Item 15) <br> RESOLVED: <br> 1. That the enforcement action, as recommended in the officer's report, was agreed; and, <br> 2. That the Committee resolved to release their decision, and the reasons for it outlined in the report, into the public domain, solely for the purposes of it issuing the formal breach of condition notice to the individual concerned. <br> This item is included in Part II as it contains information which a) is likely to reveal the identity of an individual, and b) contains information which reveals that the authority proposes to give, under an enactment, a notice under or by virtue of which requirements are imposed on a person. The authority believes that the public interest in withholding the information outweighs the public interest in disclosing it (exempt information under paragraphs 1, 2 and 7 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended). |
| 69. | ENFORCEMENT REPORT (Agenda Item 16) <br> The item was withdrawn. |
| 70. | ENFORCEMENT REPORT (Agenda Item 17) RESOLVED: |

1. That the enforcement action, as recommended in the officer's report, was agreed; and,
2. That the Committee resolved to release their decision, and the reasons for it outlined in the report, into the public domain, solely for the purposes of it issuing the formal breach of condition notice to the individual concerned.

This item is included in Part II as it contains information which a) is likely to reveal the identity of an individual, and b) contains information which reveals that the authority proposes to give, under an enactment, a notice under or by virtue of which requirements are imposed on a person. The authority believes that the public interest in withholding the information outweighs the public interest in disclosing it (exempt information under paragraphs 1, 2 and 7 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended).

The meeting, which commenced at 7.00 pm , closed at 8.11 pm .

These are the minutes of the above meeting. For more information on any of the resolutions please contact Neil Fraser on 01895 250692. 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.

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## Agenda Item 6

## Report of the Head of Planning, Transportation and Regeneration

Address 47 FAIRFIELD ROAD UXBRIDGE
Development: Demolition of existing dwelling and erection of three storey building to provide $6 \times 3$-bed flats with associated car and cycle parking, amenity space and refuse storage and installation of vehicular crossover to front

LBH Ref Nos: 21763/APP/2019/2571
Drawing Nos: FR47-AP1-1009 Rev. A
FR47-AP1-1010
Design and Access Statement
E0819-T
FR47-AP1-1001A
FR47-AP1-1002A
FR47-AP1-1003
FR47-AP1-1004
FR47-AP1-1005
FR47-AP1-1006
FR47-AP1-1007
FR47-AP1-1008
FR47-AP1-1011
FR47-AP1-1012

Date Plans Received: 01/08/2019 Date(s) of Amendment(s):
Date Application Valid: 19/08/2019

## 1. SUMMARY

The application is seeking planning permission for the erection of three storey building to create $6 \times 3$-bed flats with associated car and cycle parking, amenity space and refuse storage, and installation of vehicular crossover to front, involving demolition of existing dwelling.

It is considered that in principle the proposal is unacceptable as it would result in an overdevelopment of Fairfield Road. In addition it would have a detrimental impact on the street scene and surrounding area. It would not have a detrimental impact on the sunlight and outlook of neighbouring dwelling, however, it would have an overbearing impact on No. 45 Fairfield Road and it would result in loss of privacy. It would provide suitable living standards for future occupiers, however, there would not be step free access for persons who are unable to use a staircase.

Subsequently, the application is recommended for refusal.

## 2. RECOMMENDATION

REFUSAL for the following reasons:

## 1 NON2 Non Standard reason for refusal

The proposal would give rise to an unacceptable level of flatted developments in close proximity to each other and would thus have a detrimental impact on the character, appearance and visual amenities of the street scene and the wider area in general.

## Central \& South Planning Committee -

PART 1 - MEMBERS, PUBLIC \& PRESS

Therefore the proposal is contrary to Policy BE1 of the Hillingdon Local Plan: Part One Strategic Policies (November 2012), Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMH 4, DMHB 11 and DMHB 12 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019), Policies 3.5, 7.1 and 7.4 of the London Plan (2016) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

## 2 NON2 Non Standard reason for refusal

The proposed development, by reason of its siting in this open prominent position, size, scale, proximity to the side boundaries and forward projection of the established building line on Harefield Road would result in the loss of an important gap characteristic to the area and would thus result in a cramped, unduly intrusive, visually prominent overdevelopment of the site. The proposal would therefore be detrimental to the character, appearance and visual amenities of the street scene and the wider area in general. Therefore the proposal is contrary to Policy BE1 of the Hillingdon Local Plan: Part One Strategic Policies (November 2012), Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMHB 11 and DMHB 12 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019), Policies 3.5, 7.1 and 7.4 of the London Plan (2016) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

## 3 NON2 Non Standard reason for refusal

The proposed development by reason of its size, scale, bulk, roof design and neoGeorgian design would be detrimental to the character and appearance of the street scene and surrounding area. Therefore the proposal is contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMHB 11 and DMHB 12 of the emerging Hillingdon Local Plan: Part Two Development Management Policies with Modifications (March 2019), Policies 3.5, 7.1 and 7.4 of the London Plan (2016) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

## 4 NON2 Non Standard reason for refusal

The proposed development, by virtue of its size, scale, bulk, height, proximity and by virtue of the number and location of rear windows overlooking the neighbouring property, would be detrimental to the amenities of the adjoining occupiers at 45 Fairfield Road by reason of overdominance, loss of privacy and visual intrusion. Therefore the proposal would be contrary to Policies BE19, BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), Policy DMHB 11 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

## 5 NON2 Non Standard reason for refusal

The proposal has not demonstrated that sufficient off street parking/manoeuvring arrangements would be provided, and therefore the development is considered to result in substandard car parking provision, leading to on-street parking/queuing to the detriment of public and highway safety contrary to Policy AM14 of the Hillingdon Local Plan: Part Two Unitary Development Plan Saved Policies (November 2012), Policy DMT 2 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) and Hillingdon's Adopted Parking Standards as set out in the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012).

The proposal has not sufficiently demonstrated a clear, well evidenced, compelling case to the Local Planning Authority as to why lift access cannot be provided. Therefore, the proposal fails to provide accessible access to the full development contrary to Policy AM13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies 3.8 (c) and 7.2 of the London Plan (July 2016) and the adopted Supplementary Planning Document HDAS: Accessible Hillingdon.

## INFORMATIVES

## $1 \quad 152 \quad$ 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).
$2 \quad 153 \quad$ Compulsory Informative (2)
The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

| AM2 | Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity |
| :---: | :---: |
| AM7 | Consideration of traffic generated by proposed developments. |
| AM14 | New development and car parking standards. |
| BE13 | New development must harmonise with the existing street scene. |
| BE19 | New development must improve or complement the character of the area. |
| 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. |
| DMH 4 | Residential Conversions and Redevelopment |
| DMHB 11 | Design of New Development |
| DMHB 12 | Streets and Public Realm |
| DMHB 14 | Trees and Landscaping |
| DMHB 16 | Housing Standards |
| DMHB 18 | Private Outdoor Amenity Space |
| DMT 2 | Highways Impacts |
| DMT 5 | Pedestrians and Cyclists |
| DMT 6 | Vehicle Parking |
| HDAS-LAY | Residential Layouts, Hillingdon Design \& Access Statement, Supplementary Planning Document, adopted July 2006 |

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| 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 5.13 | (2016) Sustainable drainage |
| LPP 5.15 | (2016) Water use and supplies |
| LPP 7.1 | (2016) Lifetime Neighbourhoods |
| LPP 7.2 | (2016) An inclusive environment |
| LPP 7.4 | (2016) Local character |
| NPPF- 2 | NPPF-2 2018 - Achieving sustainable development |
| NPPF- 5 | NPPF-5 2018 - Delivering a sufficient supply of homes |
| NPPF- 11 | NPPF-11 2018 - Making effective use of land |
| NPPF- 12 | NPPF-12 2018 - Achieving well-designed places |

## $3 \quad 159 \quad$ 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.

## $4 \quad$ 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. We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

## 3. CONSIDERATIONS

### 3.1 Site and Locality

The application relates to a two storey, 4-bed, detached dwelling house located to the South West of Fairfield Road on a prominent corner plot at the junction with Harefield Road. The brick, render and tile dwelling is set back from the road by over 13 metres of hardstanding and soft landscaping which provides space to park at least two cars within the curtilage of the dwelling house. To the rear of the property lies a garden area which acts as private amenity space for the occupiers of the dwelling.

The application site shares a side boundary with No. 45 Fairfield Road to the South East. To the North West runs Harefield Road which is on a lower level. To the rear lies No. 50 Harefield Road.

The area is residential in character and appearance and the site lies within the Developed Area as identified within the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

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### 3.2 Proposed Scheme

The application is seeking planning permission for the erection of three storey building to create $6 \times 3$-bed flats with associated car and cycle parking, amenity space and refuse storage, and installation of vehicular crossover to front, involving demolition of existing dwelling.

The new building would be set back from the road by 12.5 metres and would have a maximum depth of 16.5 metres and a maximum width of 14.1 metres over all floors. It would be set in a minimum of 1 metres from the boundary line with No. 45 Fairfield Road and 1.4 metres from the Harefield Road boundary. The building would benefit from a flat green roof with a height of 8.8 metres and the property would have a Neo-Georgian design with facing brick.

There would be two flats per floor. The two ground floor flats would benefit from private amenity space with the remaining flats sharing a communal garden area. Three parking spaces, a cycle and bin store would be provided to the front, and the existing vehicular crossover would be extended by 2.140 metres.

### 3.3 Relevant Planning History

21763/76/0024 47 Fairfield Road Uxbridge
Householder development - residential extension(P)
Decision: 29-03-1976 Approved

21763/A/96/0645 47 Fairfield Road Uxbridge
Change of use from residential to information centre, with a drop in facility, together with provisic of counselling and complementary therapies and administration

Decision: 10-07-1996 Withdrawn

21763/APP/2002/1797 47 Fairfield Road Uxbridge
ERECTION OF A TWO STOREY SIDE EXTENSION
Decision: 17-09-2002 Refused

21763/APP/2002/408 47 Fairfield Road Uxbridge
ERECTION OF A TWO STOREY FRONT AND SIDE EXTENSION
Decision: 15-04-2002 Refused

## 21763/APP/2018/2524 47 Fairfield Road Uxbridge

Conversion of two storey dwelling into $2 \times 2$-bed flats with associated parking and cycle storage involving conversion of garage to habitable use, and alterations to front, rear and side elevations

Decision: 06-09-2018 Approved

## Comment on Relevant Planning History

An application for the conversion of the existing dwelling into $2 \times 2$-bed flats was recently

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approved under application 21763/APP/2018/2524 on 06/09/2018.

## 4. Planning Policies and Standards

The Local Plan Part 2 Draft Proposed Submission Version (2015) was submitted to the Secretary of State on 18th May 2018. This comprises of a Development Management Policies document, a Site Allocations and Designations document and associated policies maps. This will replace the current Local Plan: Part 2 - Saved UDP Policies (2012) once adopted.

The document was submitted alongside Statements of Proposed Main and Minor Modifications (SOPM) which outline the proposed changes to submission version (2015) that are being considered as part of the examination process.

Submission to the Secretary of State on 18th May 2018 represented the start of the Examination in Public (EiP). The public examination hearings concluded on the 9th August 2018. The Inspector submitted a Post Hearing Advice Note outlining the need to undertake a final consultation on the updated SOPM (2019) only. The Council undertook this consultation between 27th March 2019 and 8th May 2019. All consultation responses have been provided to the Inspector for review, before the Inspector's Final Report is published to conclude the EiP process.

Paragraph 48 of the NPPF (2019) outlines that local planning authorities may give weight to relevant policies in emerging plans according to:
a) The stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
b) The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
c) The degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

On the basis that the public hearings have concluded and the Council is awaiting the final Inspector's Report on the emerging Local Plan: Part 2, the document is considered to be in the latter stages of the preparation process. The degree to which weight may be attached to each policy is therefore based on the extent to which there is an unresolved objection being determined through the EiP process and the degree of consistency to the relevant policies in the NPPF (2019).

## UDP I LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-
Part 1 Policies:
PT1.BE1 (2012) Built Environment
PT1.H1 (2012) Housing Growth
Part 2 Policies:
AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity

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AM7 Consideration of traffic generated by proposed developments.
AM14 New development and car parking standards.
BE13 New development must harmonise with the existing street scene.
BE19 New development must improve or complement the character of the area.
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.
DMH 4 Residential Conversions and Redevelopment
DMHB 11 Design of New Development
DMHB 12 Streets and Public Realm
DMHB 14 Trees and Landscaping
DMHB 16 Housing Standards
DMHB 18 Private Outdoor Amenity Space
DMT 2 Highways Impacts
DMT 5 Pedestrians and Cyclists
DMT $6 \quad$ Vehicle Parking
HDAS-LAY Residential Layouts, Hillingdon Design \& Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.3 (2016) Increasing housing supply
LPP 3.4 (2015) Optimising housing potential
LPP 3.5 (2016) Quality and design of housing developments
LPP 5.13 (2016) Sustainable drainage
LPP 5.15 (2016) Water use and supplies
LPP 7.1 (2016) Lifetime Neighbourhoods
LPP 7.2 (2016) An inclusive environment
LPP 7.4 (2016) Local character
NPPF- 2 NPPF-2 2018 - Achieving sustainable development
NPPF- 5 NPPF-5 2018 - Delivering a sufficient supply of homes
NPPF- 11 NPPF-11 2018 - Making effective use of land
NPPF- 12 NPPF-12 2018 - Achieving well-designed places
5. Advertisement and Site Notice
5.1 Advertisement Expiry Date:- Not applicable
5.2 Site Notice Expiry Date:- Not applicable

## 6. Consultations

## External Consultees

Fifteen neighbouring properties and the Residents Association were notified of the proposal on 21/08/2019. A site notice was also displayed which expired on 18/09/2019.

Thirty two objections and a petition were received. The independent objections are summarised as follows:

Overdevelopment:

- Fairfield Road is overdeveloped with new flats
- Would give rise to an unacceptable level of flatted development sites in close proximity to one another;
- Proposed development flies in the face of the Council's decision to halt further developments of flats on Fairfield Road;
- It would encourage others to follow suit turning a peaceful road into a crowded rat run;
- Hillingdon has made a decision to halt flat developments in Fairfield Road;
- Ten years ago residents were assured that not further flats would be built in Fairfield Road;
- Planning Inspector has recorded his view that Fairfield Road has reached its full development;
- Would set a precedent for further unwanted and unnecessary development;
- Fairfield Road should be allowed to keep the characteristic large family homes;
- Fairfield Road has already exceeded the $10 \%$ of flats within the road;
- Fairfield Road already has a high ratio of developments to houses compared to other roads.

Impact on street scene:

- Flats are not in keeping with the street scene;
- Fairfield Road has its own style and appears affluent and the development is unsympathetic;
- The Design and Access statement argues that the design is sympathetic to local character and history but this is not the case as the comparison developments are contained within a pitched roof;
- Will appear as an imposing block wall from Harefield Road;
- Would be detrimental to the North Uxbridge Area of Special Local Character;
- Materials are inconsistent with the houses at this end of Fairfield Road;
- Would alter the outline of the harmonious buildings at 43 and 45 Fairfield Road and 48 and 50 Harefield Road;
- Looks like a 1940s prefabricated block;
- Loss of garden land an the open aspect of the plot;
- Development would completely fill the corner plot;
- Incongruous footprint;
- Three storey building in the style of a mini tower would be out of keeping.

Impact on neighbours:

- Nothing has been said in respect of properties opposite the site on the other side of Harefield Road
- New block would be much nearer and higher to Harefield Road resulting in a loss of outlook;
- Overburdening effect on the properties opposite;
- Would result in overlooking, removing the privacy of neighbouring houses and rear gardens (one objector explained in great detail the personal impacts that the development would have on them);
- Impact the value of neighbouring houses;
- Increased noise and disturbance;

Highways:

- Already difficult to park on the road for permit holders;
- The junction of Fairfield Road and Harefield Road is very dangerous due to poor visability;
- Development would reduce visibility on the junction;
- During rush hour, Harefield Road is very busy and due to parking it is difficult to pass;
- Parked cars on Harefield Road can cause gridlock;
- Harefield Road is dangerous and children use it to get to school;


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- New development would increase number of cars;
- Insufficient parking proposed;
- Only 3 spaces proposed which is unsuitable for 6 flats, as it is likely that 2 spaces per flat would be required;
- Daytime parking study was submitted but not an evening study and most spaces in the area are in use in evening time;
- Untenable to suggest that the pattern of commuting for residents in the development would be so different that only 3 off road parking spaces are required;
- Bays outside the property are business parking only;
- Reduction in car usage as mentioned within the statement is misleading;
- Cars would have to reverse onto the road;
- Statement refers to the area being well served by buses which is incorrect;
- Provision of cycle spaces is being used to divert attention away from wholly inadequate parking provisions;
Overpopulation:
- Overpopulation of the area
- No further investment in medical practices;
- Hillingdon Hospital is struggling with the number of patients;
- Schools are oversubscribed;
- Additional flats would have a severe impact on local services and amenities;
- The statement states that it would not increase demand on local services which is erroneous;
- Would result in an increase of 100\% from the existing occupancy and the proposed;
- Uxbridge gas reached maximum capacity and cannot continue to expand;
- Impact on air quality;
- Uxbridge has a tremendous expansion with redevelopment of RAF site and proposal on Halfords/Wickes Site;
Construction Works:
- Potential damage to neighbouring properties;
- Construction vehicles will be disruptive;
- Construction would be intolerable, noisy, dirty and dangerous;

Other:

- Sewers would be impacted
- Stating that trees would not be removed which is incorrect;
- Loss of light would impact the cherry trees in Harefield Road;
- Waste store is inadequate;
- Would be used by HMO residents who do not contribute to the local community;
- Water pressure has become low and this development would exacerbate this;


## Officer Comments:

The principle of the development in regards to overdevelopment of Fairfield Road has been considered in the report below. The dwelling is not located within the Area of Special Local Character, although it does cover the majority of Fairfield Road, however, the impact of thee development on the surrounding area will be considered. Property values are not a Planning consideration, however, the impact of the proposal on the light, outlook and privacy of neighbouring properties will be discussed. The impact of the development on highway safety and parking has been considered by the Council's Highways officer which is detailed below. The impact of day to day construction work associated with a development is not a material planning consideration that can be used to refuse a planning application.

A petition against the proposal has been submitted with 37 signatures.

## Internal Consultees

Access Officer:

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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).

Highways Officer:
The application site occupies a corner plot situated at the far northern end of Fairfield Road, immediately where it intersects with B467 Harefield Road, it is just 500 metres away from Uxbridge town centre. Fairfield Road is a residential street and forms part of the U1 residents parking management scheme. Parking is prohibited Monday to Saturday 9am to 5pm except for members of the parking management scheme who can park in designated parking bays at any time. A number of the parking bays are allocated to business permit holders. Double yellow lines have been provided at the junction of Fairfield Road with Harefield Road. On Sundays and evenings when parking is not restricted Fairfield Road is a popular place for town centre visitors to park free of charge.

Harefield Road is also part of the U1 parking management scheme and is governed by the same waiting restrictions. Where parking bays have been provided the width of the carriageway becomes too narrow for vehicles to pass, the free flow of traffic is reliant upon drivers giving way to one another. Harefield Road forms part of the Borough classified road network and is a bus route.

Transport for London use as system called PTAL (Public Transport Accessibility Level) to measure access the public transport network. PTAL assesses walk times to the nearest public transport location taking into account service frequency. The location is then scored between 0 and 6 b where 0 is the worst and 6 b the best. According to the Transport for London WebCAT service the application site has a PTAL ranking of 2 indicating access to public transport is poor compared to London as a whole suggesting there will be a strong reliance on the private car for trip making and in turn demand for car parking.

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.

It is proposed to provide $6 \times 3$ bedroom residential flats. The Council's adopted parking standards allow a maximum of 1.5 car parking spaces per unit, for the development as a whole this equate to 9 spaces. All three spaces proposed would have active electric vehicle charging points. Given the flats would have 3 bedrooms it is likely that they may be occupied by families and couples, taking this into account it is considered that 9 car parking spaces should be provided not only to cater for residents but their visitors as well. As part of the proposed development the existing vehicle crossover would be widened, these works would be undertaken under s184 of The Highways Act 1980 (or suitable alternative arrangement) and must be carried out in full accordance with Council standards and at the applicant's expense.

A bin storage area has been proposed on the frontage which will facilitate continued refuse collection
via the public highway (Fairfield Road). The storage area is located in the region of the Council's maximum 'waste collection' distance of 10 m from bin store to the waste collection point (i.e. refuse vehicle) on the public highway. There is also a requirement for waste carrying distances to the bin store from each residential unit to not exceed a distance of 25-30m which appears achievable.

The Highway Authority requires that a Construction Logistics Plan is submitted to avoid/minimise potential detriment to the public realm protect not least because Fairfield Road is a residential street.
This Construction Logistics Plan should be produced based on the guidance produced by TfL tailored to the development and local circumstances. The construction Logistics Plan should be secured by way of suitable planning condition and/or S106 contributions.
Transport for London's Construction Logistic Plans Guidance is available at:
http://content.tfl.gov.uk/construction-logistics-plan-guidance.pdf
Notwithstanding the above the Highway Authority has objections to this development as it does not conform to Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policy. The development provides just 3 car parking spaces to serve $6 \times 3$ bedroom flats, taking into account these units are suitable for occupation by families and couples the quantum of on-site parking needs to accommodate more than one parking space per unit as each partners in a couple may both have a car. Over and above this visitor parking also needs to be provided for. As mentioned above parking along the full length of Fairfield Road is controlled by a residents parking management scheme, this was introduced to manage the competing demands for on-street parking by residents and town centre visitors and workers.

Without sufficient on-site resident and visitor parking vehicles will be displaced on-street. This may lead to drivers parking in inappropriate locations presenting a risk to road safety. As driver cruise around looking for somewhere to park they are also placing further demand on a road network that is already saturated during peak hours. The risk this presents to road safety and hinders the free flow of traffic. This is particularly acute along Harefield Road where in places, on-street parking reduces carriageway to such an extent that only one-way working is possible.

## Conservation/ Urban Design Officer:

The existing site comprises of an attractive detached dwelling positioned on a corner plot at the junction of Fairfield Road and Harefield Road. The property appears to date from the mid-20th century and is characterised by its Edwardian appearance. The front elevation is defined by a projecting jettied gable with mock Tudor timber detailing. The jetty is set over a canted bay window at ground floor. To the right of the gable is a deep cat-slide roof with a hipped roof dormer. The entrance to the property is recessed below the cat-slide. Save for the gable to the front the rest of the property is defined by a red brick external finish and hipped tiled roof.

The character and appearance of the property quietly yet positively contributes to the streetscene. Its scale, built form and detailing is in keeping with its surrounding context. It is a good example of the mid-20th century development of Uxbridge comprising of detached and semi-detached dwellings set on modest plots contributing to the suburban character of the area in comparison to the dense, finer grain of the town centre. The surrounding environment of the site is predominantly defined by two storey dwellings with traditional hipped tiled roof forms, defining the area's suburban aesthetic and defining a coherent pattern of development in which the area was previously developed. Some buildings include some attractive detailed finishes including mock Tudor timber detailing and hung tiles. Projecting gables are also a notable features within the surrounding environment.

Due to the corner location of the site the existing dwelling is visible from various vantage points. There is also a noticeable difference in ground levels between Harefield Road and Fairfield Road, with No. 47 set at a much higher ground level than the street level of Harefield Road. The boundary treatment along Harefield Road comprises a substantial brick wall topped with a close boarded

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fence. The brick wall continues along Fairfield Road however is lower in height due to the incline of the road. The property is appropriately positioned away from the sites street boundaries allowing for ample gaps around the periphery of the site and views across the site towards Harefield Road from Fairfield Road. The existing dwelling's side building line respects the front building line of properties facing onto Harefield Road.

The proposal comprises of total demolition of the existing dwelling and development of the site for a 3 -storey flatted block comprising of six, 3-bed residential units. The loss of the existing dwelling would be considered regrettable. It positively contributes to the character and appearance of the surrounding environment and established local distinctiveness.

The scale of the built form on the site would dramatically increase. It would result in a 3-storey, boxy built mass which would significantly alter the contribution the site makes to the surrounding streetscape. The proposed building would extend across the full with of the site and match the depth of the existing house and its previous extension. The square plan form and flat roof would create a block building with no relevance to the surrounding context and well defined roofscape. The positioning of the proposed building would respect the established front building line of properties along Fairfield Road. However the western side building line of the proposed building would be set forward of the front building line established by the properties along Harefield Road, due to the development infilling the entire width of the site. This would be considered unacceptable. It would harm views along Harefield Road and result in a bulky built form defining this corner plot. As existing, views can also be appreciated across the site from Fairfield Road, allowing for glimpses of Harefield Road's roofscape. The scale of the development would result in the loss of views across the site which contributes to some sense of openness.

The building would be 1 m from the site boundary with No. 45 resulting in a 3 storey built form in close proximity to the neighbouring dwelling. As existing the single storey garage is positioned in this location providing an ample gap and some relief between the existing built forms. This would be completely lost, with the 3 storey development having some negative impact on No.45. The proposed development would also be in much closer proximity to Harefield Road. Due to the scale of the building it would result in an imposing flank elevation along Harefield Road. This alongside the fact that the ground level of the site is significantly higher than the street level of Harefield Road, the development would have an over bearing impact on the street environment. The scale and form of the building would unacceptably intensify the developed nature of the site.

The design of the proposal would be starkly different to the well defined character of the surrounding environment as described earlier. The appearance of the proposal is a 'pick a mix' of various styles and features. It can only be assumed that the design intent is a mock Neo-Georgian style however this is diminished by various conflicting features and the poor implementation of Georgian detailing. The Neo-Georgian style is non-existent within the surrounding context, result in an unduly prominent addition to the area. The style has also been crudely articulated and would not respect the original principles of the Georgian and Neo-Georgian architecture. The building lacks any sense of hierarchy or proportion, with squashed, sash style windows. Furthermore the arrangement of the double sash style windows would appear odd. The strong parapet detail would draw undue attention to the roof line further accentuating the boxy built form of the development. The repetitive nature of the rear elevation would appear cluttered and fussy and would be visible from views along Harefield Road.

The Design and Access statement indicates that the building would be finished in a 'traditional Georgian brick and render'. The appearance colour and texture of the brickwork is not clear from the description stated as it could be a London yellow stock or red brick. Furthermore the CGI is misleading as Georgian bricklayers tended to use a Flemish bond rather than the English bond shown in the image. The sections of bright white render alongside proposed brick exterior and chunky parapet detail would be visually obtrusive and would be definitively different to neighbouring dwellings.

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It is duly noted that Fairfield Road and the surrounding environs has somewhat degraded over the past decade by the encroachment of large scale developments which have intensified the use of some sites. However in these cases whilst the buildings are of notable scale an attempt has been made to respond the local vernacular with heights maintained at 2-2 and a half storeys and accommodation contained within the pitched roof forms. Many also include gable features to the front.

The surrounding environment has a well defined character and scale, the rhythm and placement of dwellings contributes to it intimate setting. The proposed development would be considered an incongruous bulky addition which would fail to appropriately harmonise with the existing streetscene.

The submitted information makes reference to an appeal decision within the north of the Borough, 190 Joel Street in Eastcote. It would need to be noted that this site and surrounding environment is significantly different to the application site and direct comparison would to the proposed scheme would not be relevant in this instance. Joel Street as noted by the Appeals Inspector is much more varied in character. Furthermore the road itself is a B-road, much wider and open in nature which would support buildings of a larger scale.

It would be considered an incongruous addition to the streetscene and due to the visible nature of the site it would result in a detracting built form along Harefield Road. The three storey flat roofed building would not respond to the surrounding local distinctiveness. The proposed neo Georgian style to the building would be a visual anomaly within the streetscape with disproportionate and crudely designed detailing.

Paragraph 127 of the NPPF encourages good design, visual attractiveness, sympathetic to local character, establishing a strong sense of place, the development would fail to meet such criteria. Taking into account paragraph 130 of the NPPF the application should be refused as it fails to take the opportunities available for improving the character and quality of an area. It would be significantly harmful to the surrounding environment with limited benefits.

## 7. MAIN PLANNING ISSUES

### 7.01 The principle of the development

In order to establish the acceptability of the principle of developing this site for residential purposes, it is necessary to take into account currently adopted planning policy and to a lesser extent, emerging policy.

Policy H7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that the conversion of residential properties into more units would be acceptable in principle provided this can be achieved without causing demonstrable harm to the residential amenities or character of the area. Paragraph 3.3 of the Hillingdon Design and Accessibility Statement: Residential Layouts specifically states that the redevelopment of large plots currently used for individual dwellings into flats in close proximity to each other is unlikely to be acceptable including large numbers of redevelopments on any one street. The redevelopment of more than $10 \%$ of properties in a residential street is unlikely to be acceptable. This maximum $10 \%$ figure is also stated within the emerging Policy DMH 4 of Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019).

There have been multiple redevelopments of single family houses into flats along Fairfield Road. As such, over $10 \%$ of the original properties along Fairfield Road have been redeveloped and so the proposal would fail to comply with the Council's policies. There were various appeals against planning refusals to redevelop sites along Fairfield Road that were dismissed in 2008. These include: an outline permission for 6 flats at No. 10
(40315/APP/2007/2358 APP/R5510/A/08/2065712); an outline application for 11 flats at 22 and 22A Fairfield Road (15330/APP/2007/898 APP/R5510/A/07/2055692); and an outline application for 12 flats at Nos. 29 and 31 Fairfield Road (63231/APP/207/1842 APP/R5510/A/08/2063651). The inspectors in each individual appeal decision concluded that another block of flats in this road would upset the balance of housing types and would be detrimental to the character of the area and that the cumulative effect of permitting this proposal would contribute to the further erosion of the original character and would change the nature to an unacceptable degree. Although the appeal decisions are now over 10 years old, the character of Fairfield Road remains as it was and the Inspectors quoted Policies which are still used by the Council as part of the Hillingdon Local Plan: Part Two Saved UDP Policies.

Subsequently, it is considered that regardless of all other material planning considerations, the proposal to redevelop the plot is unacceptable in principle.

### 7.02 Density of the proposed development

The density ranges set out in the London Plan are not used in the assessment of schemes of less than 10 units.

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

The proposal would not have an impact on the setting of a Listed Building or an area of archaeological importance. Although the site does not lie within a Conservation Area or Area of Special Local Character it is noted that the majority of Fairfield Road lies within North Uxbridge Area of Special Local Character. The impact of the proposal on Fairfield Road will be discussed in the Impact on the character \& appearance of the area section.

### 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) requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods. In addition, Policies BE13 and BE19 states that new development should complement or improves the character and amenity of the area whilst safeguarding the design of existing and adjoining sites.

Policy DMHB 11 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) advises that all development will be required to be designed to the highest standards and incorporate principles of good design. It should take into account aspects including the scale of the development considering the height, mass and bulk of adjacent structures; building plot sizes and established street patterns; building lines and streetscape rhythm and landscaping. It should also not adversary impact on the amenity, daylight and sunlight of adjacent properties and open space.

The application property is located on a prominent corner plot and so is highly visible from both Fairfield Road and Harefield Road. The existing property is an attractive detached dwelling dating from the mid-20th Century and is Edwardian in style and appearance. The character of the existing property positively contributes to the streetscene of Fairfield Road which consists of predominantly two storey dwellings with traditional hipped tiled roof forms.

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With the demolition of the modest two storey detached dwelling with a three-storey, flat roofed building that would extend across the full width of the side and match the depth of the existing house at all levels, it is considered that the proposed development would dramatically increase the scale of the built form on the site.

The new three-storey building would be located a minimum of 1.5 metres from Harefield Road. The property is on a much higher ground level than that of Harefield Road and it is considered that the proposal would have a detrimental effect on the character and appearance of the streetscene in Harefield Road by reason of the height of the development above Harefield Road and the reduced distance from the boundary. In addition, due to the limited distance from the north western boundary, the proposed building would project forward of the established building line by over 5 metres which would harm the views along Harefield Road and remove the openness of this corner plot.

The building would be 1 metre from the side boundary with No. 45 Fairfield Road. Although, the existing garage is built up to the boundary, this is single storey only with a cat slide roof and so allows for a visually open gap between the properties. Replacing this small garage with a three-storey development set a limited distance away from the property would result in the complete loss of this visual relief the site currently provides.

Fairfield Road consists predominantly of attractive two-storey detached dwelling houses. Although the properties in the area vary in individual design they do benefit from similar design features including traditional tiled hipped roofs, projection gable ends and brick appearance. As such, it is considered that there is a definitive suburban aesthetic and coherent pattern of development which creates a sense of place. The design intent of the proposal is of a mock Neo-Georgian style, however, it does give the appearance of a pick and mix of styles and features. The building lacks any sense of hierarchy or proportion with 'squashed' sash style windows. The parapet at the top accentuates the roof line further adding the appearance of a boxy built form of development. In addition to the poor implementation of Georgian detailing, it is noted that this style of property is non-existent within the surrounding area and so it would appear in total contrast to both Fairfield Road and Harefield Road.

It is noted that there have been previous redevelopments of sites along Fairfield Road into blocks of flats, however, in these cases an attempt has been made to respond to the local vernacular with the use of pitched roof forms and gable features to the front. The applicant also makes reference to an appeal decision at 190 Joel Street in Eastcote, where a similar designed property was allowed. However, Joel Street is significantly different to Fairfield Road as it is more varied in character and so a direct comparison cannot be made here and it does not act as precedent for the proposed development.

Subsequently, it is considered that the proposal by reason of its incongrous Neo-Georgian design, three-storey flat roofed design, overall bulk and scale and distance to both side boundaries would be significantly harmful to the surrounding environment. As such, the proposal would fail to comply with Policy BE1 of the Hillingdon Local Plan: Part One Strategic Policies (November 2012) Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policy DMHB 11 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019).

### 7.08 Impact on neighbours

Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policy DMHB 11 B of the emerging Hillingdon Local Plan:

Part Two - Development Management Policies with Modifications (March 2019) seeks to safeguard the amenities of neighbouring residents in terms of loss of light, loss of outlook, sense of dominance and loss of privacy.

Paragraph 4.9 of the Hillingdon Design and Accessibility Statement (HDAS) - Residential Layouts 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 adds that where a two or more storey building abuts a property or its garden, adequate distance should be maintained to overcome possible over domination and generally a minimum acceptable distance would be 15 metres. Paragraph 4.12 refers to privacy and states that new residential development should be designed so as to ensure adequate privacy for its occupants and neighbouring residential properties. Adequate distance should be maintained to any area from which overlooking may occur and as a guide, the distance should not be less than 21 metres between facing habitable room windows.

The proposed development would be located 21 metres from the neighbouring properties located on the opposite side of Harefield Road. Due to the different land levels between the application property and Harefield Road, the proposal would be a minimum of 10.7 metres above the road level. However, the proposal would not intersect the 25 degree vertical line from these properties.

It would be located a minimum of 1.08 metres from the shared boundary line with No. 45 Fairfield Road. At this point the proposal would project to the rear of No. 45 by 2.7 metres, stepping out to a maximum rear projection of 5.7 metres located 6 metres from the boundary. As such, the proposal does not intersect the 45 degree horizontal line from the nearest neighbouring habitable window. However, it is considered that a three storey, flat wall with a flat roof, only 1 metre from the boundary would appear over dominant to users of the garden of No.45, especially around the patio area which is commonly the most used part of a residential garden. All 6 flats benefit from rear facing windows and with exception to the ground floor flats, they would have some overlooking to the rear gardens of No. 45 Fairfield Road and No. 50 Harefield Road. No. 50 Harefield Road has a blank flank wall facing the rear garden of No. 47 Fairfield the impact of additional overlooking would be slight duie to the acute angles. In contrast No. 45 Fairfield Road will appear overwhelmed by the size and acale of the development so close its property boundary, the perception of overllloking from the new development will be substantially greater than that which occurs from the existing family dwellinghouse. In effect the combined adverse impacts of the development on No. 45 Fairfield Road are considered to have an unacceptable impact on the amenity of the occupiers of this property.

The proposed development, by virtue of its size, scale, bulk, height, proximity and by virtue of the number and location of rear windows overloking the neighbouring property, would be detrimental to the amenities of the adjoining occupiers at 45 Fairfield Road by reason of overdominance, loss of privacy and visual intrusion. Therefore the proposal would be contrary to policies BE19, BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012), Policy DMHB 11 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

### 7.09 Living conditions for future occupiers

On 25th 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 1st October 2015. The Mayor of London has adopted the new 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.

In terms of the internal floorspace, 3-bed, 4-person flats should provide a minimum of 74 square metres of internal space. Flats 1 and 3 would benefit from 77 square metres, Flats 2 and 4 would benefit form 79 square metres and Flats 5 and 6 would benefit from 75 square metres and so all comply with The Housing Standards (Minor Alterations to the London Plan) March 2016.

Chapter 4.17 of HDAS - Residential Layouts states that adequate garden space should be provided for new flats. It states that 3-bed flats should benefit from 30 square metres of shared amenity space per flat. Flats 1 and 2 would each have a private garden area with a minimum of 30 square metres. The remaining flats would have access to a communal garden with an area of 137 square metres. Subsequently, the proposal would comply with Policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

Adequate outlook for the occupiers of the property is required to ensure a suitable living condition for future occupiers. Outlook should be provided from all habitable rooms. All habitable rooms would benefit from adequate outlook and so it is considered that the proposal would comply with Policy BE20 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policy 3.5 of the London Plan (2016).

In regards to step free access, this is be discussed in the relevant section below.

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

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policies DMT 2 and DMT 5 of the emerging Hillingdon Local Plan: Part Two Development Management Policies with Modifications (March 2019) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. Policy AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policy DMT 6 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) states that new development will only be permitted where it is in accordance with the Council's adopted Car Parking Standards.

The proposal would clearly increase traffic generation from the site as compared to the existing single tenure dwelling. However peak period traffic movement generated by the proposal would not be expected to exceed 2-3 additional vehicle movements during the peak morning and evening hours. Hence this uplift is considered marginal in generation terms and therefore can be absorbed within the local road network without notable detriment to traffic congestion and road safety.

The site exhibits a PTAL raising of 2 which is considered below average and therefore results in a higher dependency on the use of a private motor vehicle. The surrounding road network is covered by a controlled parking zone (CPZ) operating throughout the working day - Monday to Saturday.

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The maximum Car Parking Standard requires 1.5 spaces per unit, and therefore a quantum of up to 9 car parking spaces should be provided on-site to comply with the adopted parking standard. A total of 3 spaces are proposed hence there is a deficit in provision. The applicant has undertaken parking stress surveys within the locality in order to catalogue the levels of parking demand within a circumference of 200 m of the site. Industry recognised methodology has been applied and the findings indicate that during the recommended surveyed periods there appears to be at least $45 \%$ spare parking capacity which can be legitimately used on the surrounding roadways. Although the CPZ results in sufficient on-street parking for residents between 9am and 5pm Monday to Saturday, it is noted that on Sundays and evenings Fairfield Road is a popular place for town centre visitors to park free of charge.

Due to the size of the new residential units, they would be considered to be suitable for occupation by families and couples and so the quantum of on-site parking needs to accommodate more than one parking space per unit. In addition, visitor parking also needs to be provided for. Without sufficient on-site resident and visitor parking vehicles will be displaced on-street. This may lead to drivers parking in inappropriate locations presenting a risk to road safety. As driver cruise around looking for somewhere to park they are also placing further demand on a road network that is already saturated during peak hours. The risk this presents to road safety and hinders the free flow of traffic. This is particularly acute along Harefield Road where in places, on-street parking reduces carriageway to such an extent that only one-way working is possible.

In terms of cycle parking there would be a minimum requirement of 2 secure and accessible spaces for each of the units in order to conform to the adopted minimum borough cycle parking standard. The total equates to a minimum 12 spaces. A suitably located cycle store has been shown on plan with a quantum of 12 spaces which is therefore considered acceptable.

A widened carriageway crossing on Fairfield Road is proposed in order to access the 3 parking spaces on the frontage. This arrangement is considered acceptable in principle. The works would be undertaken under s184 of The Highways Act 1980 (or suitable alternative arrangement) and at the applicant's expense.

A bin storage area has been proposed on the frontage which will facilitate continued refuse collection via the public highway (Fairfield Road). The storage area is located in the region of the Council's maximum 'waste collection' distance of 10 m from bin store to the waste collection point (i.e. refuse vehicle) on the public highway. There is also a requirement for waste carrying distances to the bin store from each residential unit to not exceed a distance of $25-30 \mathrm{~m}$ which appears achievable.

Subsequently, it is considered that the shortfall of available parking spaces for any future residents and visitors would fail to meet the Council's Car Parking Standards and would result in displaced on street parking which in turn would risk this presents to road safety and hinders the free flow of traffic. Subsequently, the proposal fails to comply with Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policies DMT 2, DMT 5 and DMT 6 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019).

### 7.11 Urban design, access and security

The relevant issues are addressed in the sections above.

### 7.12 Disabled access

In regards to access, the London Plan Policy 3.8(c) requires all new housing to be

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designed and constructed as accessible and adaptable in accordance with M4(2) as set out in Approved Document M to the Building Regulations (2015) edition. The Council's Access Officer has confirmed that step free access to 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 may have particular implications for developments of four storeys or less where historically the London Plan may not have required a lift. 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 specific cases, the provision of a lift where necessary may cause practical difficulties, make developments unviable and/or have significant implications for the affordability of service charges for intended residents. The applicant has failed to submit a clear, well evidenced and compelling case as to why lift access cannot be provided. Therefore, the application fails to comply with Policy 3.8(c) of the London Plan (2016).

### 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) and Policy DMHB 14 of Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

There are no Tree Preservation Orders (TPOs) on the site, and the trees are not protected by a Conservation Area designation. Over $25 \%$ of the front garden would be retained as soft landscaping. Were the application recommended for approval a condition requesting landscaping details could have been added.

### 7.15 Sustainable waste management

Policy 5.17 of the London Plan requires that all new development provide adequate facilities for the storage of waste and recycling. This matter could be the subject of a condition.

### 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

A condition can be added following any approval to ensure the flats are noise insulated. Air quality is not applicable to this application.

### 7.19 Comments on Public Consultations

The principle of the development, the impact of the development on the street scene and surrounding area, the impact on neighbouring properties and the impact on highways have been discussed in the report. The proposal has been determined using both National and Local Policy.

### 7.20 Planning obligations

Not applicable to this application

### 7.21 Expediency of enforcement action

Not applicable to this application

### 7.22 Other Issues

The Council adopted its own Community Infrastructure Levy (CIL) on 1st August 2014 and

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the charge for residential developments if $£ 95$ per square metres of additional floorspace. This is in addition to the Mayoral CIL charge of $£ 60$ per square metre as of 01/04/2019.

## 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.

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

## 9. Observations of the Director of Finance

Not applicable to this application
10. CONCLUSION

The application is seeking planning permission for the erection of three storey building to create $6 \times 3$-bed flats with associated car and cycle parking, amenity space and refuse storage, and installation of vehicular crossover to front, involving demolition of existing dwelling.

It has been considered that as the proposal would result in an overdevelopment of Fairfield Road, it would be unacceptable in principle. In addition it would appear out of keeping within the street scene and surrounding areas. Although it would not have a detrimental impact on the sunlight and outlook of neighbouring dwellings, it is considered it would result in an overbearing feeling to No. 45 Fairfield Road and it would result in loss of privacy. It would provide suitable living standards for future occupiers, however, there would not be step free access for persons who are unable to use a staircase.

Subsequently, the application is recommended for refusal.
11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019)
The London Plan (2016)
The Housing Standards Minor Alterations to The London Plan (March 2016)
Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016)
Technical Housing Standards - Nationally Described Space Standard
Hillingdon Design and Accessibility Statement: Residential Layouts
Hillingdon Design and Accessibility Statement: Accessible Hillingdon
National Planning Policy Framework
Contact Officer: Charlotte Spencer
Telephone No: 01895250230

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# Agenda Item 7 

## Report of the Head of Planning, Transportation and Regeneration

Address $\quad 4$ HAMILTON ROAD COWLEY UXBRIDGE
Development: Single storey side/rear extension (retrospective)
LBH Ref Nos: 28273/APP/2019/2221
Drawing Nos: 3000/EXT/68-06/SP
3000/EXT/68-01/SP
3000/EXT/68-07/SP
3000/EXT/68-08/SP
3000/EXT/68-09/SP

Date Plans Received: 02/07/2019 Date(s) of Amendment(s):
Date Application Valid: 02/07/2019

## 1. SUMMARY

The application seeks retrospective planning for a single storey side/rear extension, which extensively differs from the development approved under Ref: 28273/APP/2018/2037. The development fails to meet the conditions and design of the approved plans, and has resulted in a development that cannot be supported by the council.

The development as constructed fails to appear as a positive contribution to the Clayton Way Area of Special Local Character (ASLC) which it belongs to, by reason of its flat roof design and poor use of materials. Furthermore, the tinted brickwork finish that has been applied to the front elevation of the extension does not sufficiently match that of the main dwelling. It is considered that the development has a negative impact upon the visual amenity of the site and the surrounding ASLC.

## 2. RECOMMENDATION

REFUSAL for the following reasons:

## 1 NON2 Non Standard reason for refusal

The existing single storey side/rear extension, by reason of its, size, scale, bulk, design and use of materials fails to harmonise with the architectural composition of the original dwelling and is detrimental to the character, appearance and visual amenities of Hamilton Road, Orchard Drive and Clayton Way Area of Special Local Character. Therefore the existing development is contrary to Policies BE1 and HE1 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), Policies DMHB 1, DMHB 5, DMHB 11 and DMHD 1 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

## INFORMATIVES

$1 \quad 152 \quad$ 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).

## $2 \quad 153 \quad$ Compulsory Informative (2)

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

| AM7 | Consideration of traffic generated by proposed developments. <br> AM14 |
| :--- | :--- |
| New development and car parking standards. |  |
| BE5 | New development within areas of special local character |
| 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. <br> BE24 |
|  | Requires new development to ensure adequate levels of privacy to <br> neighbours. |
| DMHB 1 | Heritage Assets |
| DMHB 5 | Areas of Special Local Character <br> DMHB 11 |
| Design of New Development |  |
| DMHD 1 | Alterations and Extensions to Residential Dwellings |
| HDAS-EXT | Residential Extensions, Hillingdon Design \& Access Statement, |
| LPP 3.5 | Supplementary Planning Document, adopted December 2008 |
| (2016) Quality and design of housing developments |  |

## $3 \quad 159 \quad$ 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.

## $4 \quad 171 \quad$ 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.

We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation

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could not overcome the reasons for refusal.

## 3. CONSIDERATIONS

### 3.1 Site and Locality

The application site is located on the Western side of Hamilton Road, Uxbridge, and comprises a semi-detached property. The property has a rear garden which backs onto the residential rear gardens of properties on Clayton Way. To the front of the site there is a small front garden which has been partly paved in hardstanding and provides space for off street parking. The property has been extended by way of a single storey side/rear extension.

The street scene is residential in character and appearance comprising predominately of two storey semi-detached properties. The existing property has a lawful use as a House of Multiple Occupation (HMO). The property has been in use as a HMO since at least 2010 and before the imposition of the Article 4 Directive that has restricted the conversion of properties in this area to HMO's.

The site is situated within the Developed Area as identified in the policies of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) where the prevailing character of the area is residential. The application site also lies within the Orchard Drive, Hamilton Road, Clayton Way Area of Special Local Character (ASLC).

### 3.2 Proposed Scheme

The application proposes a single storey side/rear extension. The application is retrospective.

### 3.3 Relevant Planning History

28273/APP/2003/1266 4 Hamilton Road Cowley Uxbridge
ERECTION OF A SINGLE STOREY SIDE/REAR EXTENSION AND CONVERSION OF PART । GROUND FLOOR AND GARAGE TO LAUNDRYI STORAGE SPACE IN CONNECTION WITH PROVISION OF 3 ADDITIONAL STUDENT BEDSITS AND 3 CAR PARKING SPACES IN FRO GARDEN

Decision: 27-10-2003 Withdrawn

28273/APP/2018/2037 4 Hamilton Road Cowley Uxbridge
Single storey side/rear extension.
Decision: 20-07-2018 Approved

28273/B/92/1687 4 Hamilton Road Cowley Uxbridge
Loft conversion including the installation of a rear dormer (Application for a Certificate of Lawfulness for a proposed use or development)

Decision: 20-10-1992 GPD

## Comment on Relevant Planning History

28273/APP/2018/2037 - Approved single storey side/rear extension. The current application introduces changes to the originally approved plans.

28273/B/92/1687 - Approved loft conversion under General Permitted Development Order in 1992.

28273/C/93/0595 - Approved single storey rear conservatory in 1993.
ENF/330/09/ENE - An enforcement case was opened for a constructed side extension/car port. No further action was taken.

## 4. Planning Policies and Standards

The Local Plan Part 2 Draft Proposed Submission Version (2015) was submitted to the Secretary of State on 18th May 2018. This comprises of a Development Management Policies document, a Site Allocations and Designations document and associated policies maps. This will replace the current Local Plan: Part 2 - Saved UDP Policies (2012) once adopted.

The document was submitted alongside Statements of Proposed Main and Minor Modifications (SOPM) which outline the proposed changes to submission version (2015) that are being considered as part of the examination process.

Submission to the Secretary of State on 18th May 2018 represented the start of the Examination in Public (EiP). The public examination hearings concluded on the 9th August 2018. The Inspector submitted a Post Hearing Advice Note outlining the need to undertake a final consultation on the updated SOPM (2019) only. The Council undertook this consultation between 27th March 2019 and 8th May 2019. All consultation responses have been provided to the Inspector for review, before the Inspector's Final Report is published to conclude the EiP process.

Paragraph 48 of the NPPF (2019) outlines that local planning authorities may give weight to relevant policies in emerging plans according to:
a) The stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
b) The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
c) The degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

On the basis that the public hearings have concluded and the Council is awaiting the final Inspector's Report on the emerging Local Plan: Part 2, the document is considered to be in the latter stages of the preparation process. The degree to which weight may be attached
to each policy is therefore based on the extent to which there is an unresolved objection being determined through the EiP process and the degree of consistency to the relevant policies in the NPPF (2019).

## UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-
Part 1 Policies:

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PT1.BE1 (2012) Built Environment
PT1.HE1 (2012) Heritage
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Part 2 Policies:
AM7 Consideration of traffic generated by proposed developments.
AM14 New development and car parking standards.
BE5 New development within areas of special local character
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.
DMHB 1 Heritage Assets
DMHB 5 Areas of Special Local Character
DMHB 11 Design of New Development
DMHD 1 Alterations and Extensions to Residential Dwellings
HDAS-EXT Residential Extensions, Hillingdon Design \& Access Statement, Supplementary Planning Document, adopted December 2008
LPP 3.5 (2016) Quality and design of housing developments
5. Advertisement and Site Notice

### 5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

## 6. Consultations

## External Consultees

15 neighbouring properties were consulted by letter and a site notice was displayed to the front of the property.

By the end of the 21 day consultation period a petition and 18 letters of objection were received. The objections are summarised below:

1. Exterior does not match the originally approved plans. Not matching the original dwelling.
2. Unattractive roof form.

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3. Sewage problems arises from development, attracting rats into the neighbourhood.
4. Out of character development.
5. HMO results in neighbours not respecting other occupiers on Hamilton Road.
6. Noise disturbances and parking pressures as a result of HMO.
7. 'Cheap' look of materials, tiles and brickwork used.
8. The development is inconsistent with the neighbourhood and the Area of Special Local Character (ASLC) (objection states the property is within a conservation area, but it is assumed this meant to say ASLC given that the property is not within a conservation area).
9. The principle elevation has been painted rather than built with matching materials.
10. Extension creates a terracing effect.
11. Encroachment on party wall.
12. Two large outbuildings in the garden - a worry that these are covering most of the available private amenity.
13. The materials used does not match in both size and colours used.
14. The existing roof over the side extension exceeds the height limit originally approved.
15. Loss of light to neighbouring property.
16. Front window installed does not harmonise with the existing building.
17. The number of bedrooms will increase, attracting more occupiers and hence more pressures to the street in terms of parking and noise.
18. Parking overspilling onto the pedestrian path.
19. HMO requirements should be adopted when assessing the current application, as it was not initially
20. Previous comments sent to the council were missed.
21. Rear garden is inadequate for relaxation and recreation purposes.
22. Garden is not maintained and looked after.
23. No wall ties being used when constructing the side extension and as such not a good standard of development for future occupiers and the surrounding ASLC.
24. Concerns relating to the noise from unloading rubbish to the front garden of 4 Hamilton Road. The owners not having relevant licenses to carry out such works.
25. Health and safety of student residents should be taken into consideration.
26. Toilets close to neighbouring properties kitchens and dining spaces.
27. No compliance to noise condition, working into late hours.
28. Students using the flat roof extension as a balcony, for sunbathing, and hence a loss of privacy for adjoining neighbours.

Planning officer: The concerns above will be addressed in the main body of this report.

## Internal Consultees

## Conservation Officer:

The original dwelling is a semi-detached property most likely dating from the 1930s. It forms part of an inter-war estate predominantly comprising of similar semi-detached houses with a few detached properties interspersed between. The area was originally designated for its good quality design and detailing. The gaps between properties, maintained by setback garages and dwarf brick boundary walls provide a rhythm to the street scene that positively contributes to the character and appearance of the area.

Unfortunately some properties have benefited from poor side extensions that have somewhat degraded the area's appearance resulting in the loss of gap views between sites and symmetry to semi-detached pairs.

No. 4 is an attractive dwelling which includes notable decorative detailing. At ground floor it is characterised by an exposed brown brick finished. At first floor it is defined by its pebble dash exterior with mock timber detailing. At ground floor there is a small projecting element with a lean to roof form which extends over the entrance door allowing for a porch area. Originally this had been

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open. There is a traditional, gabled ended projecting square bay at first floor which includes decorative bargeboards within the eaves of the gable end.

Assessment - Impact
The single storey side/rear extension has been built therefore the application seeks retrospective permission for the addition. It is understood permission had been granted under application reference 28273/APP/2018/2037 however the constructed extension does not appear to have been constructed in accordance to the approved scheme. The principle of a single storey side/rear addition has been set by the permission granted.

From a conservation perspective, generally due to the location and limited visibility of the rear element of the addition, it would be considered admissible in this instance. However it has resulted in a wrap around addition which is not considered wholly ideal from a conservation perspective.

The side addition extends the full depth of the original house and attaches itself to the previous recessed garage. It has resulted in a detrimental, long flank wall which is highly visible from the street scene. The addition infill's the entire gap between the original building and neighbouring site. Whilst it is appreciated that the structure is single storey, the separation between the two sites has been diminished and the nature of its construction of the addition has resulted in a detracting structure within the street scene. Whilst such principle has been set by the approval of the previous scheme, from a conservation perspective a gap of at least 0.25 m between neighbouring sites is recommended as per Hillingdon's Residential Extensions SPD (2008).

As constructed it includes a flat roofed structure sloping towards the front and rear. This is materially and structurally different to the approved scheme which included a cat slide, tiled roof form sloping towards a parapet detail along the shared boundary with the neighbouring site. The rear addition was also approved to include a sloping tiled roof.

The choice of brick fails to match the original dwelling and further accentuates the addition's prominence in the streetscene. This would have been avoided if the approved scheme had been adhered to. It detracts from the property's original pleasant appearance. An attempt to correct the unacceptable brickwork by tinting the bricks would only partly resolve visual appearance issues. Taking into account that the flank wall has been built up to the site's side boundary there would be limited access to carry out such works and future maintenance could prove difficult unless permission is sought from the neighbouring property. In addition to this, the previous close-boarded low-rise fence in still in situ which further prevents access to the lower portion of the structure. In this instance it would not be considered an appropriate solution.

The crudeness of the extension is clearly evident by the poor construction of the structure and forward projection of the soffit and guttering detail, which is notably proud of the original building's elevation. Tinting brickwork would not solve the issues in terms of the questionable construction of the extension. There are concerns on relation to the quality of the pointing and manner in which the brickwork has been constructed. The brickwork does not line up with the original dwelling and the bricks have been laid in a stretcher bond rather than matching the Flemish bond of the original dwelling. In some areas the brickwork appears misaligned creating an undulating elevation. The size of the joints are not consistent and should ideally be 10 mm in width/depth any wider and it could result in the joint failing resulting in holes or cracks.

Furthermore the pointing style is not consistent with some joints recessed while other are flushed, there were also noticeable gaps in joints with missing mortar. It is likely the brickwork has been laid from the inside of the building resulting in the external elevations (notably the flank elevation) of the extension not being finished appropriately.

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The retention of the existing garage structure has allowed for a significantly long extension which has not been depicted on the submitted plans. It is understood that this was to be demolished as part of the previous permission granted (ref: 28273/APP/2018/2037). It creates a clutter of ad hoc structures to the rear of the dwelling which could have been avoided if the existing was demolished and re-constructed as one simple new structure, alongside the side addition and rear addition. This situation is worsened by the stark difference between the materiality of the structures and step in the roof heights which may have contributed to the poor construction of the brickwork to the rear of the new addition.

It is duly noted that other properties within the vicinity have benefited from side and rear additions of varying scales however these are not considered appropriate precedents to follow and it is important good design principles are adopted by all concerns moving forward to create a better environment for all affected.

Conclusion: Objections, as proposed recommend refusal.
The addition would be considered unacceptable. It detracts from the character and appearance of the ASLC. It's crude, ad hoc construction shows poor workmanship and due care in creating a permanent, well integrated and sound structure which could be enjoyed by current and future occupiers. Overall it displays a complete disregard to the 'Area of Special Local Character' designation where a much higher quality of design and construction is expected. The addition does not reflect the age, character or materials of the original property or ASLC.

The approved scheme provides evidence that the provisions of a single storey side/rear addition can be achieved resulting in a lesser degree of harm to the ASLC.

## Planning Officer:

The officer has raised questions regarding the type of application proposed, and being a HMO would need to be assessed as a full planning application. The agent has provided an amended application form as necessary.

Questions have also been put forward to the agent regarding the HMO license held by the applicant. It is considered that planning permission was not required for the change of use of this property from Class C3 (a dwelling house) to Class C4 (houses in multiple occupation with 3-6 unrelated occupants living as a single household also known as HMO's) under the 'Town \& Country Planning (General Permitted Development) (Amendment) (England) Order 2010'. The property has been in use as a HMO since at least 2010 and prior to the imposition of an Article 4 directive that has sought to restrict the conversion of properties in this area to HMO's.

The agent has confirmed that the property is currently licensed for a maximum of 5 persons, and with the new 6th bedroom proposed at 4 Hamilton Road this would mean that a new license will be sought. The agent has confirmed this license will be for 6 unrelated occupants living at 4 Hamilton Road and as such the use of the property would not exceed the Class C4 restrictions and a change of use application has not been requested.

However, it must be noted that if more than 6 people were to be accommodated at 4 Hamilton Road, the HMO license would be invalid, and a change of use application would need to be submitted. At that stage, other issues may be raised such as parking and noise concerns. However it is not considered that these issues can be considered as part of this particular application which is seeking the retention of the existing single storey side/rear extension only.

## 7. MAIN PLANNING ISSUES

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### 7.01 The principle of the development

The site lies within an established residential area. It is therefore considered there would be no objection in principle to the intensification of the residential use of the site, subject to all other material planning considerations being acceptable.

The property has been licensed as a HMO since at least 2010. The current application would not provide any more bedrooms than previously approved under Planning Decision Reference 28273/APP/2018/2037. Whilst it is noted that a number of objectors have concerns regarding the use of the property as a HMO, it should be noted that Council Policies and the Article 4 Direction seeks to prevent a proliferation or concentration of HMOs in this area. Officers consider the principle issue is not who occupies the extension, but rather the impact of the extension on the Area of Special Local Character.

### 7.02 Density of the proposed development

Not applicable to this application.

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

Discussed below.

### 7.04 Airport safeguarding

Not applicable to this application.
7.05 Impact on the green belt

Not applicable to this application.

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

The main considerations are the design and impact on the character of the existing property, the impact upon the street scene and locality, the impact upon the amenities of adjoining occupiers, the reduction in size of the rear garden and car parking provision.

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) requires all new development to maintain the quality of the built environment including providing high quality urban design. Furthermore policies BE13 and BE15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) resist any development which would fail to harmonise with the existing street scene or would fail to safeguard the design of existing and adjoining sites.

Policy BE5, within Areas of Special Local Character new development should harmonise with the materials, design features, architectural style and building heights predominant in the area. Extensions should respect the symmetry of the original buildings.

Paragraph 3.3 of the HDAS states that single storey rear extensions proposed on semidetached houses with a plot measuring 5 m wide or more should be no more than 3.6 m deep. Likewise paragraph 3.7 states that such extensions should be no more than 3 m in height with a flat roof. This is to ensure that the extension appears subordinate to the main house. For side extensions, these are required to not exceed two thirds the width of the original dwelling. The maximum height of the extension should not exceed 3.4 m at its highest point. However in conservation areas or ASLC's the design of the roof may be subject to certain design features, to ensure the development harmonises with its surrounding area.

The application seeks retrospective planning permission for a development which differs significantly from that granted permission under Planning Decision Ref: 28273/APP/2018/2037. Planning permission was granted for the erection of a single storey side/rear extension which would have a maximum depth of 3.6 m to the rear and a height

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of 3.2 m , characterised with a pitched roof. The development would have matching materials to the main dwelling, wrapping around the building. The approved scheme also proposed the demolition of a pre-existing outbuilding to the rear of the property and adjacent to the siting of the extension and it is considered that the demolition of that outbuilding would have ensured that there was not excessive development to the rear of the property.

The development as constructed has failed to adhere to the approved plans. The development has incorporated a flat roof design and matching materials have not been used. From the site visit it is also evident that the proportions of the ground floor window are not consistent with the details proposed as part of this application, appearing a lot smaller in size and scale. Given the comments of the Conservation Officer, a flat roof extension is considered to negatively impact upon the visual amenity of the site and the surrounding Area of Special Local Character. Furthermore, the use of poor materials is not considered acceptable. The attempt to tint the brickwork on the front elevation of the extension so as to appear similar to the existing brickwork on the main dwelling has not been done particularly well and is not considered as a long term solution to this problem.

The build quality of a retrospective scheme is rarely of relevance to visual amenity considerations. However in this case the workmanship in respect of the extension is so poor it adversely impacts on the character and appearance of the street scene. It is evident from both the site visit and the conservation officers comments that what is existing on site fails to respect the character of the existing dwelling and the surrounding area. The materials used and the design in general appears as a incongruous addition to the main dwelling, not respecting the character, quality and design of neighbouring properties.

As such it is considered that the proposal is contrary to Policies BE1 and HE1 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), Policies DMHB 1, DMHB 5, DMHB 11 and DMHD 1 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

### 7.08 Impact on neighbours

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

Policies BE23 and BE24 of the Hillingdon Local Plan (Part Two) stress the importance of new buildings and extensions providing adequate amount of external amenity space, that not only protects the amenity of the occupants of the proposed development, but also of those of the surrounding buildings, as well as protecting both parties privacy.

No. 3 Hamilton Road has a side extension/canopy and it is considered that the extension at 4 Hamilton Road does not result in a significant loss of residential amenity for the occupiers of No.3. Whilst No. 5 Hamilton Road is unextended to the rear, the depth of the extension adjacent to the boundary with No. 5 complies with the requirements of the SPD HDAS: Residential Extensions. There are also no side facing windows proposed/existing on the extension. Therefore, it is considered that the proposed development would not constitute an un-neighbourly form of development in compliance with Policies BE20 and BE21 of the Hillingdon Local Plan: Part Two -Saved UDP Policies (November 2012).

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### 7.09 Living conditions for future occupiers

It is considered that all the proposed habitable rooms, and those altered by the extension, would maintain an adequate outlook and source of natural light, therefore complying with the Mayor of London's Housing Standards Minor Alterations to The London Plan (March 2016).

In terms of the garden area the development would satisfy the requirements of Policy DMHD1 of the Hillingdon Local Plan: Part Two - Development Management Policies which states that for alterations and extensions to residential dwellings; adequate garden space is retained. The retained amenity space is also within the required space stated under Paragraph 3.13 HDAS requirement (over 100 sq.m). As such the proposal would be in accordance with Policy DMHD1 of the Hillingdon Local Plan: Part Two - Development Management Policies and Policy BE23 of the Hillingdon Local Plan Part Two - Saved UDP Policies (November 2012).
7.10 Traffic impact, Car/cycle parking, pedestrian safety

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

The development would not change the parking arrangements at 4 Hamilton Road.
7.11 Urban design, access and security

Discussed above.
7.12 Disabled access

Not applicable to this application.
7.13 Provision of affordable \& special needs housing

Not applicable to this application.
7.14 Trees, landscaping and Ecology

Not applicable to this application.
7.15 Sustainable waste management

Not applicable to this application.
7.16 Renewable energy / Sustainability

Not applicable to this application.
7.17 Flooding or Drainage Issues

Not applicable to this application.
7.18 Noise or Air Quality Issues

Not applicable.
7.19 Comments on Public Consultations

Discussed above.

### 7.20 Planning obligations

Not applicable to this application.

### 7.21 Expediency of enforcement action

Enforcement action would be applicable if the application is refused.

### 7.22 Other Issues

A long list of concerns are raised by neighbours, not all of which are material planning
considerations.
Issues not relevant to determination of this application includes construction noise, Part Wall Act, health and safety, where the downstairs wc is sited (this is a Building Control consideration, as is lack of wall ties).

How well the curtilage is maintained may be applicable to future HMO licence requests. The reference to a comment being missed relates to a previous application; officers have confirmed that all neighbour representations were considered before the previous decision was made.

Sewage and rat problems are not normally considerations relevant to determination of a planning application. At the officer site visit void areas under the extension (part of the poor building quality) were alleged to be infested by rats.

It can be clarified that the extension does have a building control consent (signed off by an Approved Inspector, not London Borough of Hillingdon Building Control). The Council's Building Control team have advised that although of clearly poor build quality, the extension is not at risk of collapse and could not be considered a 'dangerous structure' in Building Control terms.

## 8. Observations of the Borough Solicitor

## General

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

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

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

## Planning Conditions

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

## Planning Obligations

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

## Equalities and Human Rights

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

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

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

## 9. Observations of the Director of Finance

Not applicable to this application.

## 10. CONCLUSION

The existing single storey side/rear extension, by reason of its overall size, scale, bulk and design is considered to negatively impact upon the visual amenity of the site and the surrounding Area of Special Local Character. Furthermore, the use of materials is not considered acceptable. As such it is considered that this development is not in compliance with Policies BE1 and HE1 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), Policies DMHB 1, DMHB 5, DMHB 11 and DMHD 1 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

## 11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019)
The London Plan (2016)
Hillingdon Design and Accessibility Statement: Residential Extensions
Hillingdon Design and Accessibility Statement: Accessible Hillingdon
National Planning Policy Framework

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## Agenda Item 8

## Report of the Head of Planning, Transportation and Regeneration

Address RIDING STABLES GOULDS GREEN HILLINGDON
Development: Demolition of stables and erection of cattery pens (Use Class Sui Generis) and rebuilding of the office/store (part retrospective)

LBH Ref Nos: 26738/APP/2019/2207
Drawing Nos: Agent's Email 23.10.19-Justification of Use
Agent's Email 24.10.19-Justification of Use
09/311/43 Rev. C
Design and Access Statement Received 1 August 2019
09/311/41 Rev. E
09/311/44
Demolished Stable Photos
Agent's Email 10.10.19-Materials
09/311/31 Rev. G
09/311/44 Rev. A

| Date Plans Received: | $01 / 07 / 2019$ | Date(s) of Amendment(s): | $24 / 10 / 2019$ |
| :--- | :--- | :--- | :--- |
| Date Application Valid: | $05 / 08 / 2019$ |  | $01 / 07 / 2019$ |
|  |  |  | $09 / 07 / 2019$ |
|  |  | $11 / 10 / 2019$ |  |

## 1. SUMMARY

This application seeks planning permission for the demolition of stables and office/store, the erection of cattery pens (Use Class Sui Generis) and rebuilding of the office. The application is part retrospective as the stables and original office/store have been demolished and the office has already been constructed on site.

A previous application of a similar nature was refused and dismissed at appeal. The Inspector's Report concluded that the "scheme would be inappropriate development which would give use to a small loss of openness to the Green Belt". There has been a considerable reduction in the number of buildings proposed as opposed to the previous submission. This application proposes only one cattery building and office to replace the original demolished stable and office/store. The new buildings will have a smaller footprint than the original buildings which is considered to have addressed the Inspector's concerns of the small loss of openness to the Green Belt. The introduction of a new additional use to the site was considered an inappropriate development by the Inspector however, justification has been provided by the applicant.

The proposal is considered to accord with the exceptions set out in the NPPF (2019), Paragraph 145 part g), Policy DMEI 4 of the Hillingdon Local Plan: Part Two Development Management Policies With Modifications (March 2019) and Policy OL4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

Therefore, this application is recommended for Approval.

## 2. RECOMMENDATION

APPROVAL subject to the following:

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COM3 Time Limit
The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

## REASON

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

## 2 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 09/311/44 Rev. A, 09/311/41 Rev. E, 09/311/43 Rev. C and shall thereafter be retained/maintained for as long as the development remains in existence.

## REASON

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

## INFORMATIVES

## $1 \quad 152 \quad$ 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).
$2 \quad 153 \quad$ 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.

| OL1 | Green Belt - acceptable open land uses and restrictions on new <br> development <br> Green Belt - replacement or extension of buildings |
| :--- | :--- |
| OL4 | Consideration of traffic generated by proposed developments. |
| AM7 | New development and car parking standards. <br> AM14 |
| NE13 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 <br> area. |
| BE21 | Siting, bulk and proximity of new buildings/extensions. <br> Retention of topographical and landscape features and provision of <br> BE38 |
| OE1 | Protection of the character and amenities of purrounding properties <br> and the local area |
| OE3 | Buildings or uses likely to cause noise annoyance - mitigation <br> measures |
| DMEI 4 | Development on the Green Belt or Metropolitan Open Land <br> Highways Impacts |
| DMT 2 |  |

DMT $6 \quad$ Vehicle Parking
LPP 7.16 (2016) Green Belt
NPPF- 2 NPPF-2 2018 - Achieving sustainable development
NPPF- 13 NPPF-13 2018 - Protecting Green Belt land

## $3 \quad 159 \quad$ 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.

## $4 \quad 147 \quad$ Damage to Verge - For Council Roads:

The Council will recover from the applicant the cost of highway and footway repairs, including damage to grass verges.

Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense.

For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).

For Private Roads: Care should be taken during the building works hereby approved to ensure no damage occurs to the verge of footpaths on private roads during construction. Vehicles delivering materials to this development shall not override or cause damage to a private road and where possible alternative routes should be taken to avoid private roads. The applicant may be required to make good any damage caused.

## $5 \quad 170 \quad$ 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.

## 6

The Council is aware of the presence, within 250 metres of the site, of land with the potential to emit gas. However, the risk of gas migration is considered minimal due to the age, nature and/or location of the fill. It is, however, recommended that the buildings are designed and constructed to prevent/minimise the possible entry of any migrating landfill gas. Please contact the Building Control Inspector on 01895250155 if you require any advice.

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## 3. CONSIDERATIONS

### 3.1 Site and Locality

The proposed site is located south of Goulds Green. The site is an existing riding stables with an entrance lane directly across from nos. 20 and 22 Goulds Green. There are parking on the east as you enter the site and on the west, is a residential dwelling occupied by the owner of the site. In recent years, a detached barn was converted into a 3-bedroom unit. To the rear of the property, it comprises of a stable yard with associated storage buildings and tack shop building. Adjacent to the large storage building towards the centre of the site is a small open area with soft landscaping.

The application site is well screened from the surrounding area by soft landscaping on all external boundaries. To the south is Stockley Park and to the north are residential properties. The site is rural in character and appearance. The application site is situated within the Green Belt and is part of the Hayes/West Drayton Corridor.

### 3.2 Proposed Scheme

The proposed scheme of the application is the retrospective demolition of stables and office/store, the erection of cattery pens (Use Class Sui Generis) and office. The cattery stall will be built within the same footprint of the original stable and the office is located adjacent to the cattery on the east.

## Existing:

Office/Store $-5.5 \mathrm{~m}(\mathrm{H}) \times 12.5 \mathrm{~m}(\mathrm{~L}) \times 3.5 \mathrm{~m}(\mathrm{H})=68.75 \mathrm{sqm}$
Stables $-3.5 \mathrm{~m}(\mathrm{~W}) \times 21 \mathrm{~m}(\mathrm{~L}) \times 2.9 \mathrm{~m}(\mathrm{H})=73.5 \mathrm{sqm}$
Proposed:
Office $-4 \mathrm{~m}(\mathrm{~W}) \times 6 \mathrm{~m}(\mathrm{~L}) \times 2.8$ to $2.9 \mathrm{~m}(\mathrm{H})=24$ sqm (slanted roof)
Cattery Stalls $-4.15(\mathrm{~W}) \times 13.17 \mathrm{~m}(\mathrm{~L}) \times 2.5 \mathrm{~m}(\mathrm{H})=54.66 \mathrm{sqm}$
The original stable and office/store would amount to a total of 142.25 sqm , however the proposed will have a footprint of 78.66 sqm . As such, there is a reduction of 66.59 sqm . The proposed external material of the buildings are to match the cladding of the existing remaining stables in brown waney edged timber.

At the time of the case officer's site visit, the office/store had already been constructed and the stables have been demolished. It is also noted that there are several shipping containers located at the premise which do not appear to have planning permission.

### 3.3 Relevant Planning History

26738/79/0790 Riding Stables Goulds Green Hillingdon Change of use to Retail use 34sq.m.(P)

Decision: 05-09-1979 ALT

26738/A/85/2033 Riding Stables Goulds Green Hillingdon Retention of permission (base unknown)(P)

Decision: 10-07-1986 Withdrawn

26738/APP/2009/2596 The Stables Goulds Green Hillingdon
Conversion of outhouses to 1 two-bedroom and 1 one-bedroom flat, to include single storey sidt extension, conversion of loftspace to habitable use and alterations to elevations.

Decision: 08-02-2010 Withdrawn

26738/APP/2010/2554 The Stables Goulds Green Hillingdon
Conversion of detached barn to rear to a three-bedroom residential unit, including 2 parking spaces and associated amenity space.

Decision: 06-09-2011 Approved

26738/APP/2014/4443 Riding Stables Goulds Green Hillingdon
Single storey detached outbuilding to rear for use for a swimming pool and associated plant rooms (Application for a Certificate of Lawful Development for a Proposed Development)

Decision: 02-02-2015 Refused

26738/APP/2015/499 Riding Stables Goulds Green Hillingdon
Single storey detached outbuilding for use as a swimming pool and plant room
Decision: 13-04-2015 Approved

26738/APP/2018/1279 Riding Stables Goulds Green Hillingdon Erection of cattery buildings and associated office

Decision: 18-06-2018 Refused Appeal: 13-11-2018 Dismissed

26738/B/86/0797 Riding Stables Goulds Green Hillingdon
Leisure development-3320sq.m. (Full)(P)
Decision: 19-06-1986 Approved

26738/C/86/0798 Riding Stables Goulds Green Hillingdon Leisure development-2630sq.m. (Full)(P)

Decision: 19-06-1986 Approved

26738/D/87/2036 Riding Stables Goulds Green Hillingdon
Erec. of a two-storey side extn. for granny annexe and conservatory to rear elevation.

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| Decision: 07-04-1988 | Approved |
| :---: | :---: |
| 26738/F/88/2818 | The Farmhouse Goulds Green Hillingdon |
| Continued use of open menage and car park |  |
| Decision: 25-05-1989 | ALT |
| 26738/G/91/1045 | The Farmhouse Goulds Green Hillingdon |
| Continued use of open menage and car park; Renewal of planning permission ref. 26738F/88/2i dated 25.5.89 |  |
| Decision: 01-08-1991 | ALT |
| 26738/H/91/1950 | The Farmhouse Goulds Green Hillingdon |
| Erection of a manure store enclosure and permanent use of land as car park |  |
| Decision: 15-06-1992 | Approved |
| 26738/J/94/0186 | The Farmhouse Goulds Green Hillingdon |
| Erection of a two-storey rear extension |  |
| Decision: 30-03-1994 | Approved |
| 26738/L/94/1463 | The Farmhouse Goulds Green Hillingdon |
| Erection of two outbuildings for the manufacture and storage of fireworks |  |
| Decision: 23-11-1994 | Refused Appeal: 27-10-1995 Dismissed |
| 26738/M/97/0100 | Riding Stables Goulds Green Hillingdon |
| Installation of pitched roof over tack shop |  |
| Decision: 27-03-1997 | Approved |
| 26738/PRC/2019/69 | Riding Stables Goulds Green Hillingdon |
| Demolition of stables and reconstruct for cattery (Use Class Sui Generis) |  |
| Decision: 05-06-2019 | OBJ |

Decision: 05-06-2019 ..... OBJ

## Comment on Relevant Planning History

A pre-application under planning reference 26738/PRC/2019/69 dated 05-06-19 was recommended for objection for the demolition of stables and reconstruct for cattery (Use Class Sui Generis).

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A planning application under reference 26738/APP/2018/1279 was refused on 18-06-18 and was dismissed at appeal on 13-11-18 for the erection of cattery buildings and associated office. The inspector concluded that the scheme would be inappropriate development which would give rise to a small loss of openness to the Green Belt.

A planning application under reference 26738/APP/2015/499 was granted on 13-04-15 for a single storey detached outbuilding for use as a swimming pool and plant room.

A Certificate of Lawful Development under reference 26738/APP/2014/4443 was refused on 02-02-15 for a single storey detached outbuilding to rear for use for a swimming pool and associated plant rooms.

A planning application under reference 26738/APP/2010/2554 was granted on 09-09-11 for the conversion of detached barn to rear to a three-bedroom residential unit, including 2 parking spaces and associated amenity space.

## 4. Planning Policies and Standards

## UDP I LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-
Part 1 Policies:

PT1.BE1 (2012) Built Environment
PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
Part 2 Policies:
OL1 Green Belt - acceptable open land uses and restrictions on new development
OL4 Green Belt - replacement or extension of buildings
AM7 Consideration of traffic generated by proposed developments.
AM14 New development and car parking standards.
BE13 New development must harmonise with the existing street scene.
BE15 Alterations and extensions to existing buildings
BE19 New development must improve or complement the character of the area.
BE21 Siting, bulk and proximity of new buildings/extensions.
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
OE3 Buildings or uses likely to cause noise annoyance - mitigation measures
DMEI 4 Development on the Green Belt or Metropolitan Open Land
DMT 2 Highways Impacts
DMT 6 Vehicle Parking
LPP 7.16 (2016) Green Belt

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NPPF- 2 NPPF-2 2018 - Achieving sustainable development
NPPF- 13 NPPF-13 2018 - Protecting Green Belt land

## 5. Advertisement and Site Notice

### 5.1 Advertisement Expiry Date:- 5th September 2019

5.2 Site Notice Expiry Date:- Not applicable

## 6. Consultations

## External Consultees

A site notice was displayed and expired on 5-09-19. A total of 16 neighbouring owners/occupiers were consulted. Two comments were received. The summary of the comments are as follows:

- No objection to the proposed as long as there are no noise pollution, no construction vehicle and customer vehicle parked in front of residential houses, no abusive customer, no HGV before 8am, respect resident's privacy and the applicant is liable to clean the road/windows
- No objection if there are no disturbances and parking/blocking driveways. Previously experienced abusive customers from the stable parking in residents driveways.


## Internal Consultees

EPU Officer:
I have read through the submitted documents and there is no impact in regards to pollution or noise nuisance.

Contaminated Land Officer:
Please include the following:

## Gas Informative

Building Techniques - It is recommended that the buildings are designed and constructed to prevent/minimise the possible entry of any migrating landfill gas. Please contact the Building Control Inspector on 01895250155 if you require any advice.

REASON:
The Council is aware of the presence, within 250 metres of the site, of land with the potential to emit gas. However, the risk of gas migration is considered minimal due to the age, nature and/or location of the fill.

## Conservation and Urban Design Officer:

## Summary of Comments

There is no conservation objection in principle to these proposals, however, the vague information supplied so far implies that the proposed buildings may be clad in none traditional materials, which would be unacceptable. Should this proposal be approved, the exterior construction would need to be in timber, including the windows and doors.

## Observations

The proposals in this application are considered to be within the setting of the Locally Listed property known as "The Stables", a late 19th C stable block to Goulds Green Farm. Two storey hayloft and dovecot, with single storey stable wings to each side; in stock bricks, slate roof with terracotta ridge

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tiles. Brick dogtooth eaves detail and string course, decorative arches to doors and windows. Converted to dwellings c2010.

This is a proposal to create a cattery on this site.
These proposals make use of the existing building plan for the courtyard and involve the erection of a similar type/class of building. There is no conservation objection in principle to these proposals, however, the Design and Access Statement refers to the use of 'proprietary manufactured cleanable materials', in their section on appearance. This is rather vague and implies the use of plastic cladding and windows which would be unacceptable in the setting of the locally listed old stables. Traditional timber cladding and window frames would be required, in suitable brown timber colour.

As always we are seeking to preserve or enhance the historic environment.

## Recommendations

Recommend clarification/changes to proposed materials, otherwise no conservation objection.
Case Officer's Comment:
Following the receipt of further information, the proposed external material will be brown waney edged timber to match the cladding on the remaining stables.

Highways Officer:
Original Comments: No information has been provided regarding site access, trip generation and the quantum and layout of any off-road car parking. This information is needed before highway, traffic and transportation comments can be provided.

Revised Comments: There are no highway objections to this development.

## Trees/Landscape Officer:

This site is occupied by a riding stable with livery and a number of outbuildings, yards and a car park. Accessed from the south side of Goulds Green, the southern boundary is defined by the edge of Stockley Park. There is a large ash tree on the northern edge of the proposed development site, which is not shown on plan. While the tree is an attractive feature, it is not protected by TPO or Conservation Area designation. The site lies within the Green Belt.

COMMENT The site was the subject of a previous application ref. 2018/1279 which was refused at Appeal. No trees or existing landscape will be affected by the proposal. The current proposals appear to have addressed the Inspector's reasons for refusal by reducing the footprint of the cattery to that of the existing stables. As noted in the Inspector's comments on openness (item 9), the proposed buildings will be screened from wider public view by the existing buildings and mature landscaping (around the boundaries).

RECOMMENDATION No objection and no need for landscape conditions.
Planning Policy Team:
Development Plan

1. Development Plan
1.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.
1.2 The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

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The Local Plan: Part 1 - Strategic Policies (2012)
The Local Plan: Part 2 - Saved UDP Policies (2012)
The London Plan - Consolidated With Alterations (2016)
1.3 The National Planning Policy Framework (NPPF) (2019) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Emerging Planning Policies
1.4 Paragraph 48 of the National Planning Policy Framework (NPPF) 2019 states that 'Local Planning Authorities may give weight to relevant policies in emerging plans according to:
(a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
(b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
(c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

Draft London Plan (Consolidated with Changes July 2019)
1.5 The GLA consulted upon a draft new London Plan between December 2017 and March 2018 with the intention of replacing the previous versions of the existing London Plan. The Plan was subject to examination hearings from February to May 2019, and a Consolidated Draft Plan with amendments was published in July 2019. This Consolidated version remains under examination with a report by the appointed panel of Inspectors due in Autumn 2019.
1.6 The NPPF sets out that decision takers may also give weight to relevant policies in emerging plans according to their stage in preparation, the extent of unresolved objections and degree of consistency with the NPPF. The Council's general approach at this stage is to give limited weight to the draft London Plan as a material consideration when deciding planning applications given at this stage of preparation it remains subject to a large number of objections, and could still be subject to significant further change prior to publication.

Proposed Submission Local Plan Part 2 with Main Modifications (March 2019)
1.7 The Revised Proposed Submission Local Plan Part 2 (LPP2) documents (Development Management Policies, Site Allocations and Designations and Policies Map Atlas of Changes) were submitted to the Secretary of State for examination in May 2018.
1.8 The public examination hearing sessions took place over one week in August 2018. Following the public hearing sessions, the examining Inspector advised the Council in a Post Hearing Advice Note sent in November 2018 that he considers the LPP2 to be a plan that could be found sound subject to a number of main modifications.
1.9 The main modifications proposed by the Inspector were agreed by the Leader of the Council and the Cabinet Member for Planning, Transport and Recycling in March 2019 and were published for public consultation from 27 March to 8 May 2019.
1.10 Taking para 48 of the NPPF into account, the Council's general approach to the weight which should be afforded to the draft LPP2 will be as follows:
1.11 With regard to (a) pf para 48, the preparation of the LPP2 is now at a very advanced stage. The public hearing element of the examination process has been concluded and the examining Inspector has indicated that there are no fundamental issues with the LPP2 that would make it incapable of being found sound subject to the main modifications referred to above.
1.12 With regard to (b) above, those policies which are not subject to any proposed main modifications are considered to have had any objections resolved and can be afforded considerable weight. Policies that are subject to main modifications proposed by the Inspector will be given less than considerable weight. The weight to be attributed to those individual policies shall be considered on a case by case basis considering the particular main modification required by the Inspector and the material considerations of the particular planning application, which shall be reflected in the report, as required.
1.13 With regard to (c) it is noted that the Inspector has indicated that subject to main modifications the LPP2 is fundamentally sound and therefore consistent with the relevant policies in the NPPF.
1.14 Notwithstanding the above, the starting point for determining planning applications remains the adopted policies in the Local Plan: Part 1 Strategic Policies and the Local Plan: Part 2 Saved UDP Policies 2012.

### 2.0 Designations <br> - Metropolitan Green Belt

### 3.0 Principle of Development

3.1 The proposed development is for the replacement of a stable block and supporting office and store with a smaller office and cattery block. Based on a high level assessment of the proposals (i.e. that the overall footprint will reduce and there is no increase in bulk), it would appear they may qualify for one of the exceptions set out in the National Planning Policy Framework and therefore would not be inappropriate development.
3.2 Paragraph 145 part g) sets out an exception for limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:

- not have a greater impact on the openness of the Green Belt than the existing development; or
- not cause substantial harm to the openness of the Green Belt, where the development
would re-use previously developed land and contribute to meeting an identified
3.3 Taking this exception into account, draft policy DMEI 4 Development in the Green Belt or Metropolitan Open Land of the emerging LPP2 provides detailed assessment criteria stating that proposals for redevelopment on sites in the Green Belt will only be permitted where the proposal would not have a greater impact on the openness of the Green Belt, and setting out criteria which cover factors such as height, bulk, distribution and visual amenity. A detailed assessment against these criteria will be required by the case officer to determine if the proposed development meets the requirements of policy DMEI 4. Saved Policy OL4 which also sets similar criteria for assessing redevelopments in the Green Belt should also be taken into.


## 7. MAIN PLANNING ISSUES

### 7.01 The principle of the development

This property is currently used for residential purposes for the owner and is a livery and a riding school with a tack shop and stables. As part of this application, a new use is introduced with the establishment of a cattery. The issues relating to this are covered in the Impact on the Green Belt section of this report.

### 7.02 Density of the proposed development

Not applicable to this application.

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

Not applicable to this application.

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### 7.04 Airport safeguarding

Not applicable to this application.

### 7.05 Impact on the green belt

Paragraph 145 of the National Planning Policy Framework (2019) states that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:
a) buildings for agriculture and forestry;
b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the
Green Belt and do not conflict with the purposes of including land within it;
c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
e) limited infilling in villages;
f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and
g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:

- not have a greater impact on the openness of the Green Belt than the existing development; or
- not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

Policy 7.16 of The London Plan (2016) states that inappropriate development should be refused, except in very special circumstances. Development will be supported if it is appropriate and helps secure the objectives of improving the Green Belt as set out in national guidance.

Policy OL1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that within the Green Belt, as defined on the proposals maps, the following predominately open land uses will be accept: (i) agriculture, horiculture, forestry and nature conservation; (ii) open air recreational facilities; (iii) cemeteries. The Local Planning Authority will not grant planning permission for new buildings or for changes of use of existing land and buildings, other than for purposes essential for and associated with the uses specified at (i), (ii) and (iii) above. The number and scale of buildings permitted will be kept to a minimum in order to protect the visual amenity of the Green Belt.

Policy OL4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that the Local Planning Authority will only permit the replacement or extension of buildings within the Green Belt if: (i) the development would not result in any disproportionate change in the bulk and character of the original building; (ii) the development would not result in any disproportionate change in the bulk and character of the original building; (ii) the development would not significantly increase the built up appearance of the site; (iii) having regard to the character of the surrounding area the development would not injure the visual amenities of the Green Belt by reason of siting, materials, design, traffic or activities generated.

Policy DMEI 4 of the Hillingdon Local Plan: Part Two - Development Management Policies With Modifications (March 2019) states that A) Inappropriate development in the Green Belt

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and Metropolitan Open Land will not be permitted unless there are very exceptional circumstances, B) Extensions and redevelopment on sites in the Green Belt and Metropolitan Open Land will be permitted only where the proposal would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it, than the existing development, having regard to: i) the height and bulk of the existing building on the site; ii) the proportion of the site that is already developed; iii) the footprint, distribution and character of the existing buildings on the site; iv) the relationship of the proposal with any development on the site that is to be retained; and v) the visual amenity and character of the Green Belt and Metropolitan Open Land.

The proposed development is for the replacement of a stable and supporting office and store with a smaller office and cattery block. As the proposed buildings will have a reduced overall footprint, no increase in bulk and size, and is to be located on the same footprint of original stable, the proposed is in line with exemption (g) within Paragraph 145 of the NPPF (2019).

Although Policy OL1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) has defined uses within the Green Belt that is acceptable and the proposed cattery use is outside this scope, the applicant has provided justification for the additional use as a cattery within the Green Belt. The site was initially established as a riding school and livery, however due to the loss of the grazing land which was leased from the Council, the application site has reduced from 40 horses to 8 horses. As such, the site is currently significantly under utilised for its original purposes.

The proposed cattery will provide a new service to the community and function within this Green Belt site. The chosen position of the cattery is well within the centre of the site and away from residential dwellings, replacing the old dilapidated stables that was demolished due to health and safety issues. The location of the site is considered appropriate due to the contained nature of the site and would unlikely cause harm to the site or the surrounding area but rather enhance its uses.

The Framework indicates that any harm to the Green Belt should be given substantial weight, however given the site is significantly under utilised for its original purposes and justification has been provided to support the proposed additional uses, the proposal is considered acceptable and would not have greater impact on the Green Belt than the existing use. As such, weight should be given to the very special circumstances to justify the proposed.

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

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP (November 2012) states that development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the Local Planning Authority considers it desirable to retain or enhance.

The proposed cattery stall and office is located on hard landscape where the original building once was. The building is sited in the centre of the site with the surrounding stables, shop and soft landscaping screening the development from the street scene. Furthermore, the proposed external material used is brown waney edged timber which will match the existing cladding of the adjacent stables and is considered to be sympathetic to the rural look and feel of the immediate site. As such, the development is considered acceptable and is in accord with Policy BE13 of the Hillingdon Local Plan: Part Two Saved UDP (November 2012).

### 7.08 Impact on neighbours

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Policy BE21 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that planning permission will not be granted for new buildings or extensions which by reason of their siting, bulk and proximity, would result in a significant loss of residential amenity.

Given its location and that the new cattery and the office has a smaller footprint and height than the original buildings, the proposed is considered unlikely to impact on neighbours result in a significant loss of residential amenity. As such, complies with Policy BE21 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012).

### 7.09 Living conditions for future occupiers

Not applicable to this application.

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

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP (November 2012) considers whether the traffic generated by proposed development is acceptable in terms of the capacity and functions of existing and committed principal roads only, and will wholly discount any potential which local distributor and access roads may have for carrying through traffic.

Policy AM14 of the Hillingdon Local Plan: Part Two - Saved UDP (November 2012) permits new development if it is in accordance with the Council's adopted car parking standards.

Policy DMT 2 of the Hillingdon Local Plan: Part Two - Development Management Policies With Modifications (March 2019) states that development proposals must ensure that: i) safe and efficient vehicular access to the highway network is provided to the Council's standards; ii) they do not contribute to the deterioration of air quality, noise or local amenity or safety of all road users and residents; iii) safe, secure and convenient access and facilities for cyclists and pedestrian are satisfactorily accommodated in the design of highway and traffic management schemes; iv) impacts on local amenity and congestion are minimised by routing through traffic by the most direct means to the strategic road network, avoiding local distributor and access roads; and v) there are suitable mitigation measures to address any traffic impacts in terms of capacity and functions of existing and committed roads, including along roads or through junctions which are at capacity.

Policy DMT 6 of the Hillingdon Local Plan: Part Two - Development Management Policies With Modifications (March 2019) states that A) Development proposals must comply with the parking standards outlined in Appendix C Table 1 in order to facilitate sustainable development and address issues relating to congestion and amenity. The Council may agree to vary these requirements when: i) the variance would not lead to a deleterious impact on street parking provision, congestion or local amenity; and/or ii) a transport appraisal and travel plan has been approved and parking provision is in accordance with its recommendations. B) All car parks provided for new development will be required to contain conveniently located reserved spaces for wheelchair users and those with restricted mobility in accordance with the Council's Accessible Hillingdon SPD.

The site has on-site parking immediately to the east of the site as you enter the driveway. There are a total of 9 car parking spaces including a disable bay. In reference to the previous appeal, the Inspector's reported stated that "the scheme would not have a materially harmful effect on highway safety or conflict with the highway safety protection aims of policy AM7 of the UDP". Furthermore, the Council's Highways Officer has assessed the application and no objections were raised. As such, the development is considered to be acceptable and is in accord with Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP (November 2012) and Policies DMT2 and DMT 6 of the

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Hillingdon Local Plan: Part Two - Development Management Policies With Modifications (March 2019).

### 7.11 Urban design, access and security

Refer to "Impact on the character \& appearance of the area".

### 7.12 Disabled access

Not applicable to this application.

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

Not applicable to this application.
7.14 Trees, landscaping and Ecology

No trees or landscaping would be affected by the proposed. The replacement buildings will be located on existing hard surface ground where the original stable was located. The Council's Trees and Landscape officer was consulted and no objections was raised.

### 7.15 Sustainable waste management

Not applicable to this application.
7.16 Renewable energy / Sustainability

Not applicable to this application.

### 7.17 Flooding or Drainage Issues

Not applicable to this application.

### 7.18 Noise or Air Quality Issues

Policy OE1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that planning permission will not be normally be granted for uses and associated structures which are, or are likely to become, detrimental to the character or amenities of the surrounding properties or the area generally, because of: (i) the siting or appearance; (ii) the storage or display of vehicles, goods, equipment or other merchandise; (iii) traffic generation and congestion; (iv) noise and vibration or the emission of dust, smell or other pollutants, unless sufficient measures are taken to mitigate the environmental impact of the development and ensure that it remains acceptable.

Policy OE3 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that buildings or uses which have the potential to cause noise annoyance will only be permitted if the impact is mitigated within acceptable levels by engineering, lay-out or administrative measures.

As stated by the Inspector's Report, the "noise generated by cats would not be greater than that generated by horses" and that "there are no substantive evidence to suggest that the proposed use would result in unacceptable odours". On this basis in addition to the site's location to the rear of the property and surrounding landscape, it is considered that the proposal is unlikely to be detrimental to the character or amenities of the surrounding properties and area in general. Therefore, complies with Policies OE1 and OE3 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

### 7.19 Comments on Public Consultations

The issues raised are covered in the main body of the 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

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.

## Central \& South Planning Committee -

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## 9. Observations of the Director of Finance

Not applicable to this application.
10. CONCLUSION

This application seeks planning permission for the retrospective demolition of stables and office/store, and proposes a cattery stall and office. The site is located within the Green Belt however, the proposed cattery and office have a smaller footprint, height and scale than the demolished buildings, thus the development is considered acceptable and in line with Paragraph 145 part $(\mathrm{g})$ of the NPPF.

Although the proposed departs from Policy OL1, some justification has been provided and the proposal is not considered to have a greater impact on the Green Belt than the existing use. The site is currently under utilised due to the loss of grazing land. The proposed will provide the Green Belt site a new offer and function to the area in general and would enhance its use. As such this application should be considered as an exemption to special circumstances.

This application is recommended for Approval.

## 11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies With Modifications (March 2019)
The London Plan (2016)
National Planning Policy Framework (2019)
Contact Officer: Rebecca Lo
Telephone No: 01895250230


## Notes:

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

| Goulds Green |  |
| :---: | :--- |
| Planning Application Ref: <br> 26738/APP/2019/2207 | Scale: <br> 1:1,250 |
| Planning Committee: <br> Central \& Soptga 64 | Date: <br> November 2019 |



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## Agenda Item 9

## Report of the Head of Planning, Transportation and Regeneration

| Address | BETWEEN SIPSON ROAD \& HARMONDSWORTH ROA DRAYTON |
| :---: | :---: |
| Development: | Installation of a 20 m monopole, 12 antenna apertures, 8 equ and 10 concrete bollards and the retention of 2 equipmen the removal of the existing 14.7 m monopole, 3 antennas equipment cabinets |
| LBH Ref Nos: | 4634/APP/2019/2717 |
| Drawing Nos: | 5G and Future Technology Streetworks <br> Declaration of Conformity with ICNIRP Public Expos <br> Highway Notice <br> Covering Letter <br> Connected Growth Manual <br> Article 13 Notice <br> Supplementary Information <br> Letter to LPA <br> DCMS MHCLG Collaborating for Digital Connectivit. $002$ <br> 100 <br> 150 <br> 215 $265$ |
| Date Plans Re | ved: 14/08/2019 Date(s) of Amendment(s): |
| Date Applicat | Valid: 15/08/2019 |
| 1. SUMMARY |  |

This application seeks full planning permission for the removal of an existing 14.7 m telecommunication pole and associated equipment. The equipment would be replaced with a monopole upto 20 m and a wraparound cabinet at the base, 8 new cabinets and 10 concrete bollards. The existing site is located on a grass verge between Harmondsworth Road to the west and Sipson Road to the east, and the proposed new location is 10 m further to the south along Harmondsworth Road. The replacement mast and cabinets would provide 5G coverage.

Whilst the provision of high quality and reliable telecommunications infrastructure is supported in principle, the increase in height and bulk of the equipment, together with the concrete bollards and associated cabinets, would result in visual clutter to the detriment of the character and appearance of the West Drayton Green Conservation Area. For the reasons outlined within this report, this application is recommended for refusal.

## 2. RECOMMENDATION

## REFUSAL for the following reasons:

## 1 NON2 Non Standard reason for refusal

The proposed development, by reason of the size, design and siting of the proposed monopole and the quantity, size, scale and siting of the equipment cabinets and concrete

## Central \& South Planning Committee -

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bollards, would create an obtrusive form of development which would add visual clutter to the detriment of the character, appearance and visual amenities of the street scene and would fail to either preserve or enhance the character or appearance of the surrounding West Drayton Green Conservation Area. The proposal is therefore contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE4, BE13 and BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMHB 1, DMHB 4, DMHB 11, DMHB 12 and DMHB 21 of the emerging Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019), Policy 7.8 of the London Plan (2016) and the NPPF.

## INFORMATIVES

## $1 \quad 152 \quad$ 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).

## $2 \quad 153 \quad$ 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 - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

| AM7 | Consideration of traffic generated by proposed developments. <br> 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 <br> area. |
| BE37 | Telecommunications developments - siting and design <br> BE38 |
| Retention of topographical and landscape features and provision of <br> new planting and landscaping in development proposals. |  |
| DMHB 1 | Heritage Assets |
| DMHB 4 | Conservation Areas |
| DMHB 11 | Design of New Development |
| DMHB 12 | Streets and Public Realm |
| DMHB 21 | Telecommunications |
| LPP 4.11 | (2016) Encouraging a connected economy |
| LPP 7.8 | (2016) Heritage assets and archaeology |
| NPPF- 10 | NPPF-10 2018 - Supporting high quality communications |
| NPPF-16 | NPPF-16 2018 - Conserving \& enhancing the historic environment |

## 3. CONSIDERATIONS

### 3.1 Site and Locality

The application site is located on a grass verge between Harmondsworth Road to the west and Sipson Road to the east, and is located on the eastern fringe of the West Drayton Green Conservation Area as identified in the Hillingdon Local Plan: Part Two - Saved UDP

## Central \& South Planning Committee -

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Policies (November 2012). A service road lies south-east of the site and a community centre is opposite the site to the west. Residential properties are located to the east and a parade of shops lies south of the application site. An existing telecommunications site, comprising a 15 m high telecommunications mast and two associated equipment cabinets along with a nearby CATV cabinet, is located to the north of the site.

### 3.2 Proposed Scheme

The proposal seeks to replace the existing 14.7 m monopole and 3 cabinets with a new 20 m monopole, 8 new cabinets, 10 new concrete bollards and 2 retained cabinets. The works are proposed approximately 10 m to the south of the existing equipment to provide a 5G network.

Details of the 8 new cabinets proposed are as follows:
CAB1 - MK5 Link AC Cabinet, $1200 \mathrm{~mm}(\mathrm{~W}) \times 2200 \mathrm{~mm}(\mathrm{H})$
CAB2 - HUAWEI Cabinet, $600 \mathrm{~mm}(\mathrm{~W}) \times 2300 \mathrm{~mm}(\mathrm{H})$
CAB3 - WILTSHIRE Cabinet, 2000mm (W) x 2000mm (H)
CAB4 - DIPLEXER Cabinet, 1800mm (W) x 1800mm (H)
CAB5 - HUAWEI Cabinet 1000 (W) x 1800mm (H)
CAB6 - HUAWEI Cabinet $1000(W) \times 1800 \mathrm{~mm}(\mathrm{H})$
CAB7 - AMP5930, 600mm (W) x 1200mm (H)
CAB8 - H3G - Mk5 Link AC, 1200mm (W) x 1500mm (H)

### 3.3 Relevant Planning History

56867/APP/2012/2409 Land At Junction Of Harmondsworth Road And Sipson Road West Dr Installation of new telecommunications equipment cabinet and ancillary works (Application for prior approval made under Part 24 of the Town and Country Planning (General Permitted Development Order) (as amended).

Decision: 27-11-2012 Refused

56867/APP/2014/2732
Land At Junction Of Harmondsworth Road And Sipson Road West Dr
Additional ground level equipment cabinet and replacement of existing 14.7 m high mast with ne' 14.7 m high telecommunication mast (application under Part 24 of schedule 2 to the Town and Country Planning (General Permitted Development) Order for determination as to whether prior approval is required for siting and appearance)

Decision: 23-09-2014 Refused

56867/APP/2015/2910 Land At Junction Of Harmondsworth Road And Sipson Road West Dr Installation of a 15m high street works pole supporting 6 antennas, 2 ground based cabinets anc development ancillary thereto

Decision: 22-09-2015 Refused Appeal: 14-06-2016 Allowed

## Comment on Relevant Planning History

A planning application was allowed at appeal under application ref: APP/R5510/W/16/3143922 (14/06/2016) for a 15 m monopole further to the north of the site. However, there are material differences between this application and the application
that was allowed at appeal. Under this application, the proposal involves the erection of a monopole that is 5 m higher than the previous appeal application. It also includes an increased number of larger cabinets and 10 concrete bollards that the appeal application did not include.

## 4. Planning Policies and Standards

The Local Plan Part 2 Draft Proposed Submission Version (2015) was submitted to the Secretary of State on 18th May 2018. This comprises of a Development Management Policies document, a Site Allocations and Designations document and associated policies maps. This will replace the current Local Plan: Part 2 - Saved UDP Policies (2012) once adopted.

The document was submitted alongside Statements of Proposed Main and Minor Modifications (SOPM) which outline the proposed changes to submission version (2015) that are being considered as part of the examination process.

Submission to the Secretary of State on 18th May 2018 represented the start of the Examination in Public (EiP). The public examination hearings concluded on the 9th August 2018. The Inspector submitted a Post Hearing Advice Note outlining the need to undertake a final consultation on the updated SOPM (2019) only. The Council undertook this consultation between 27th March 2019 and 8th May 2019. All consultation responses have been provided to the Inspector for review, before the Inspector's Final Report is published to conclude the EiP process.

Paragraph 48 of the NPPF (2019) outlines that local planning authorities may give weight to relevant policies in emerging plans according to:
a) The stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
b) The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
c) The degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

On the basis that the public hearings have concluded and the Council is awaiting the final Inspector's Report on the emerging Local Plan: Part 2, the document is considered to be in the latter stages of the preparation process. The degree to which weight may be attached to each policy is therefore based on the extent to which there is an unresolved objection being determined through the EiP process and the degree of consistency to the relevant policies in the NPPF (2019).

## UDP I 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. |
| :--- | :--- |
| 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. |
| BE37 | Telecommunications developments - siting and design |
| BE38 | Retention of topographical and landscape features and provision of new planting <br> and landscaping in development proposals. |
| DMHB 1 | Heritage Assets |
| DMHB 4 | Conservation Areas |
| DMHB 11 | Design of New Development <br> DMHB 12 |
| Streets and Public Realm |  |
| DMHB 21 | Telecommunications |
| LPP 4.11 | (2016) Encouraging a connected economy <br> LPP 7.8 |
| (2016) Heritage assets and archaeology |  |

## 5. Advertisement and Site Notice

### 5.1 Advertisement Expiry Date:- 9th October 2019

5.2 Site Notice Expiry Date:- 9th October 2019

## 2nd October 2019

## 6. Consultations

## External Consultees

This application was consulted on between 18-09-19 and 09-10-19. One objection to the application was received which is summarised below:

## West Drayton Conservation Area Advisory Panel:

This open site is in the West Drayton Green Conservation Area, visible to traffic on the two busy roads on either side and from adjacent residential properties. This proposal to double the number of cabinets that are already at this location and to add a large ( 20 m high) monopole would be to the detriment of the street scene in this part of the Conservation Area.

## STATUTORY CONSULTEES

## NATS

The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS (En Route) Public Limited Company ("NERL") has no safeguarding objection to the proposal.

Heathrow Airport Safeguarding
We have now assessed the above application against safeguarding criteria and can confirm that we have no safeguarding objections to the proposed development. However the following informative should be attached to any future consents.

Given the nature of the proposed development it is possible that a crane may be required during its construction. We would, therefore, draw the applicant's attention to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, 'Cranes and Other Construction Issues' (available at http://www.aoa.org.uk/policy-campaigns/operations-safety/)

## Internal Consultees

Conservation Officer:

The existing site is a small pocket of land which is located within the West Drayton Green Conservation Area. The application site forms part of a grass verge which acts as a buffer between the main road and slip road providing access to the small parade of shops. The site is in close proximity to a busy junction which benefits from various street clutter as existing.

This pocket of land currently has a collection of masts, associated equipment cabinets and street lighting, which detracts from the suburban character of the surrounding environment.

Whilst the removal of the existing pole would be beneficial, the proposed installation of a 20 m high mono pole, associated ground base equipment cabinets and $10 \times$ concrete bollards would be considered unacceptable.

The site and width of the grass verge at this point is relatively narrow and modest in area. It is a

## Central \& South Planning Committee - <br> PART 1 - MEMBERS, PUBLIC \& PRESS

highly exposed site which acts as one of the gateways into the conservation area. The proposed pole would be significantly taller in height allowing for views of the structure from further afield. Furthermore the associated collection of proposed and retained cabinets would detrimentally sprawl equipment across the green verge. It is not clear why $10 \times$ concrete bollards are required in this instance. The concrete bollards would fail to relate to the conservation area and add unnecessary, incongruous structures to the site.

Overall the proposed development would be considered wholly unacceptable and result in detracting, clutter within the designated heritage asset. The proposal would be considered harmful to the conservation area and street scene. The application lacks justification as to why this is the only site suitable. It is felt in this instance such harm to the heritage asset could be avoided or reduced if an alternative location for such infrastructure is considered. Clear, robust evidence as to why alternative sites in a less sensitive location would not be appropriate would be required.

## Trees and Landscaping Officer

This site occupies an area of highway verge between Harmondsworth Road and Dell Road which is a service road in front of a local shopping parade. There is already street clutter in this area comprising a 14.7 m monopole and a number of equipment cabinets. There are no trees or TPO's affecting the site, however, the site lies on the the edge of the West Drayton Green Conservation Area.

The existing monopole was installed following an appeal decision. The monopole and associated (increased number of) cabinets will be unsightly and constitute street clutter within the Conservation Area. Furthermore, it is understood that there are alternative sites, close by, which would be less sensitive to this intervention. The proposal is, therefore, unacceptable.

## 7. MAIN PLANNING ISSUES

### 7.01 The principle of the development

Policy BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that telecommunications developments will be acceptable in principle provided that any apparatus is sited and designed so as to minimise its effect on the appearance of the surrounding areas. The Local Planning Authority will only grant permission for large or prominent structures if there is a need for the development in that location, no satisfactory alternative means of telecommunications is available, there is no reasonable possibility of sharing existing facilities, in the case of radio masts there is no reasonable possibility of erecting antennae on an existing building or other structure and the appearance of the townscape or landscape is not seriously harmed.

The National Planning Policy Framework (2019) stresses the importance of advanced, high quality and reliable communications infrastructures and the role it plays in supporting sustainable economic growth. It goes on to advise that the aim should be to keep the numbers of radio and telecommunications masts and sites to a minimum, consistent with the efficient operation of the network and that existing masts and sites should be used unless there is a demonstrable need for a new site.

Government guidance supports the avoidance of proliferation of sites and the sharing of masts between operators. It is clear from this NPPF guidance that existing buildings and structures should always be considered first. In this case, the proposal is to replace and upgrade the existing telecommunication installation for two carriers, H3G (UK) Ltd and EE (UK) Limited. Given the existence of the existing telecommunications equipment close to this location, there is no objection, in principle, to the use of this site for telecommunications equipment.

## Central \& South Planning Committee - <br> PART 1 - MEMBERS, PUBLIC \& PRESS

Whilst consideration is given to the fact that the this is an existing site, the replacement telecommunications apparatus is considered to materially alter the visual amenity of the area due to its increased height from 14.7 metres to 20 metres. The top of the of the pole would would be prominently visible due to the extra mass and size of the proposed structure. At street level, the large footprint and size of the cabinets would impact the character and appearance of the existing street scene.

It is therefore considered that the proposed would be detrimental to the appearance of the surrounding area in general and would fail to comply with Policy BE37 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

### 7.02 Density of the proposed development

Not applicable to this application.

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

Paragraph 193 of the National Planning Policy Framework (2019) notes that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

Paragraph 196 of the National Planning Policy Framework (2019) notes that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Policy BE4 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) requires new developments within Conservation Areas to preserve or enhance those features which contribute to their special architectural and visual qualities.

Policy BE13 of the Hillingdon Local Plan: Part 2 - 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. Saved Policy BE37 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) advises of the desirability of operators to share existing facilities.

Policy DMHB 4 of the emerging Local Plan: Part Two (2019) notes new development within Conservation Areas will be expected to preserve or enhance the character and appearance of the area.

Policy DMHB 21 of the emerging Local Plan: Part Two (2019) allows telecommunication development only where:

- it is sited and designed to minimise their visual impact;
- it does not have a detrimental effect of the visual amenity, character and appearance of the local area;
- it has been demonstrated that there is no possibility for use of alternative sites, mast sharing and the use of existing buildings;
- there is no adverse impact on areas of ecological interest, areas of landscape importance, Conservation Areas; and
- it includes a Declaration of Conformity with the International Commission on Non Ionizing Radiation.

The application seeks to erect a 20 m monopole with associated cabinets and concrete bollards on the grass verge between Sipson Road and Harmondsworth Road. The application site is wholly within the West Drayton Green Conservation Area. There is an

## Central \& South Planning Committee -

PART 1 - MEMBERS, PUBLIC \& PRESS
existing monopole with 2 cabinets and nearby ac equipment on the same verge to the north of the application site.

It is noted that whilst the site currently comprises telecommunications equipment 10 m to the north of the proposed site, this is at a height of 14.7 m and comprises 4 cabinets at ground floor level. However, under this application, the applicant seeks to increase the height of the monopole, the number of associated equipment cabinets and introduce concrete bollards.

The proposed new cabinets will be located in a row. The cabinets ranges in height from 1.2 to 1.9 metres. The 10 proposed concrete bollards would measure 1.2 m in height. All the associated equipment and monopole is proposed to be grey in colour and steel finish. Although the agent confirmed in correspondence that the colour of the cabinets can be amended.

The size, height, and the number of cabinets proposed requires a larger footprint than the existing and when viewed from the surrounding conservation area, it would be an incongruous addition to the existing streetscene. The cabinets would add undue clutter to the street and would result in demonstrable harm to the West Drayton Green Conservation Area.

As part of the assessment of the application, the applicant was asked if alternative sites within close proximity to the application site outside the Conservation Area had been reviewed. The applicant has failed to produce any evidence that alternative options and sites had genuinely been considered.

The proposed installation due to its height and design in this location would be clearly visible and would appear as an incongruous addition within the West Drayton Green Conservation Area. As such, it conflicts with Policies BE13 and BE37 of the Hillingdon Local Plan: Part Two - Saved UDP (November 2012) and Policies DMHB 4 and DMHB 21 of the emerging Local Plan: Part Two (November 2012). In accordance with Paragraph 196 of the NPPF (2019) the degree of harm has been weighed against the public benefits of high quality digital connectivity. It is considered that the benefits of the proposal does not outweigh the significant harm to this part of the West Drayton Green Conservation Area.

### 7.04 Airport safeguarding

NATS and Heathrow Airport Aerodrome Safeguarding were consulted on this application and raised no objections.

### 7.05 Impact on the green belt

Not applicable to this application.
7.07 Impact on the character \& appearance of the area

Please refer to 07.3 of this report.

### 7.08 Impact on neighbours

Policy BE21 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) states that planning permission will not be granted for new buildings or extensions which by reason of their siting, bulk and proximity, would result in a significant loss of residential amenity.

The closest residential property is numbers 1-3 Harmondsworth Road which are approximately 11 meters away from the proposed installation. There is a road separating the residents and the equipment cabinets and the new monopole and therefore whilst the proposed development would be highly visible, its impact on neighbouring amenity would

## Central \& South Planning Committee - <br> PART 1 - MEMBERS, PUBLIC \& PRESS

be limited.
7.09 Living conditions for future occupiers

Not applicable to this application.
7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP (November 2012) considers whether the traffic generated by proposed development is acceptable in terms of the capacity and functions of existing and committed principal roads only, and will wholly discount any potential which local distributor and access roads may have for carrying through traffic.

The Council's Highways Officer was consulted and no objections or commented were raised. The proposal would be located within an open grass verge area and would therefore not impinge on a footpath or road itself. It is therefore considered that the proposed pole and cabinet complies with Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

### 7.11 Urban design, access and security

Refer to 'Impact on the character and appearance of the area' section.

### 7.12 Disabled access

Not applicable to this application.
7.13 Provision of affordable \& special needs housing

Not applicable to this application.
7.14 Trees, landscaping and Ecology

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 Council's Landscape officer was consulted and stated that there are no trees or TPO's affecting the site.

### 7.15 Sustainable waste management

Not applicable to this application.
7.16 Renewable energy / Sustainability

Not applicable to this application.
7.17 Flooding or Drainage Issues

Not applicable to this application.
7.18 Noise or Air Quality Issues

Not applicable to this application.
7.19 Comments on Public Consultations

Comments have been addressed within the main body of the 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 to this application.

## 10. CONCLUSION

To conclude, this application seeks to provide a monopole upto 20 m in height with associated cabinets and concrete bollards. The existing site is located on a grass verge between Harmondsworth Road to the west and Sipson Road to the east, and the proposed new location is 10 m further to the south along Harmondsworth Road.

Whilst the principle of providing high quality and reliable telecommunications infrastructure is supported, the increase in height and bulk of the monopole, together with the concrete bollards associated cabinets, would result in visual clutter to the detriment of the character and appearance of the West Drayton Green Conservation Area. The benefits of the proposal do not outweigh the significant harm to this part of West Drayton Green Conservation Area and for the reasons outlined within this report, this application is recommended for refusal.

## 11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies With Modifications (March 2019)
The London Plan (2016)
National Planning Policy Framework (2019)
Contact Officer: Zenab Haji-Ismail
Telephone No: 01895250230


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Site Address:

## Between Sipson Road and Harmondsworth Road

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

Planning Application Ref:
4634/APP/2019/2717
Planning Committee:
Central \& Sopetbe 77

Scale:
1:1,250

Date:
November 2019


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## Report of the Head of Planning, Transportation and Regeneration

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Address 28 OAKDENE ROAD HILLINGDON
Development: Conversion of two storey dwelling into 2 x 1-bed flats with associated parking and amenity space, involving alterations to existing crossover
```


## LBH Ref Nos: 74847/APP/2019/1722

```
Drawing Nos: Design and Access Statement
28OAKDENEROAD-001
280AKDENEROAD-002
280AKDENEROAD-004
280AKDENEROAD-003
280AKDENEROAD-007
28OAKDENEROAD-301-REVA-250919
28OAKDENEROAD-302-REVA-250919
```

Date Plans Received: 22/05/2019 Date(s) of Amendment(s): 22/05/2019
Date Application Valid: 30/05/2019

1. SUMMARY

Planning Permission was granted for a part two storey part single storey side/rear extension under Planning Ref: 4247/APP/2017/4597 which has been partly implemented. Planning Permission is now sought for the conversion of the dwelling into $2 \times 1$ bed flats with associated parking and amenity space, involving alterations to existing crossover.

The proposed scheme would provide an appropriate standard of accommodation which satisfies all relevant standards.

## 2. RECOMMENDATION

APPROVAL subject to the following:
1 HO1 Time Limit
The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

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

## 2 HO2 Accordance with approved

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plan numbers 28OAKDENEROAD-301-REVA-250919, 28OAKDENEROAD-302-REVA-250919 and 28OAKDENEROAD-007

REASON
To ensure the development complies with the provisions of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).
$3 \quad \mathrm{HO} 10 \quad$ Front Garden Landscaping
Notwithstanding the details hereby approved a minimum of $25 \%$ of the front garden area
shall be soft landscaped (eg.grass or planted beds) for so long as the development remains in existence.

REASON
To ensure 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 of the Hillingdon Unitary Development Plan Saved Policies September 2007) and Policy 5.17 of the London Plan (2016).

## 4 RES9 Landscaping (car parking \& refuse/cycle storage)

Within one month of the commencement of works, a landscape scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include:

## 2.a Refuse Storage

2.b Details of covered and secure cycle storage for 4 cycle spaces
2.c Means of enclosure/boundary treatments between the adjoining gardens

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 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policy 5.17 (refuse storage) of the London Plan (2016).

## INFORMATIVES

## $1 \quad$ 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).

## $2 \quad 153 \quad$ 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.

BE13
BE15
BE19
BE20
BE21
BE23
BE24

New development must harmonise with the existing street scene.
Alterations and extensions to existing buildings
New development must improve or complement the character of the area.
Daylight and sunlight considerations.
Siting, bulk and proximity of new buildings/extensions.
Requires the provision of adequate amenity space.
Requires new development to ensure adequate levels of privacy to

|  | neighbours. |
| :---: | :---: |
| AM7 | Consideration of traffic generated by proposed developments. |
| AM14 | New development and car parking standards. |
| H7 | Conversion of residential properties into a number of units |
| OE1 | Protection of the character and amenities of surrounding properties and the local area |
| DMH 4 | Residential Conversions and Redevelopment |
| DMHB 16 | Housing Standards |
| DMHB 18 | Private Outdoor Amenity Space |
| DMT 6 | Vehicle Parking |
| 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 |
| 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 |
| NPPF- 2 | NPPF-2 2018 - Achieving sustainable development |
| NPPF- 5 | NPPF-5 2018 - Delivering a sufficient supply of homes |
| NPPF- 11 | NPPF-11 2018 - Making effective use of land |

AM14 New development and car parking standards.
H7
OE1

DMH 4
DMHB 16
DMHB 18
DMT 6
HDAS-EXT

HDAS-LAY

LPP 3.3
LPP 3.4
LPP 3.5
LPP 3.8
NPPF- 2
NPPF- 5
NPPF- 11

## $3 \quad 159 \quad$ 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.

## 4147 Damage to Verge - For Council Roads:

The Council will recover from the applicant the cost of highway and footway repairs, including damage to grass verges.

Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense.

For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).

For Private Roads: Care should be taken during the building works hereby approved to ensure no damage occurs to the verge of footpaths on private roads during construction. Vehicles delivering materials to this development shall not override or cause damage to a private road and where possible alternative routes should be taken to avoid private roads. The applicant may be required to make good any damage caused.

## $5 \quad 15 \quad$ Party Walls

The Party Wall Act 1996 requires a building owner to notify, and obtain formal agreement from, any adjoining owner, where the building owner proposes to:
carry out work to an existing party wall;
build on the boundary with a neighbouring property;
in some circumstances, carry out groundworks within 6 metres of an adjoining building.
Notification and agreements under this Act are the responsibility of the building owner and are quite separate from Building Regulations, or Planning Controls. The Building Control Service will assume that an applicant has obtained any necessary agreements with the adjoining owner, and nothing said or implied by the Council should be taken as removing the necessity for the building owner to comply fully with the Party Wall Act. Further information and advice is to be found in "the Party Walls etc. Act 1996 - explanatory booklet" published by the ODPM, available free of charge from the Residents Services Reception Desk, Level 3, Civic Centre, Uxbridge, UB8 1UW.

## $6 \quad 16 \quad$ Property Rights/Rights of Light

Your attention is drawn to the fact that the planning permission does not override property rights and any ancient rights of light that may exist. This permission does not empower you to enter onto land not in your ownership without the specific consent of the owner. If you require further information or advice, you should consult a solicitor.

## $7 \quad 115 \quad$ 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 Council's 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.

## $8 \quad$ I70 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.

## 3. CONSIDERATIONS

### 3.1 Site and Locality

The application site comprises a two storey semi-detached dwelling on the corner junction of Oakdene Road with Evergreen Drive, Hillingdon. The property is finished in a pebbledash render, is characterised with a hipped roof with a prominent central front gable and is set back from the adjacent highway to accommodate a front garden laid partly in soft landscaping and hardstanding for off street parking for up to 2 cars.

The surrounding area is residential in character and is made up of a mixture of two storey dwellings that differ in form, size and appearance.

### 3.2 Proposed Scheme

Planning Permission is sought for the conversion of the two storey dwelling into $2 \times 1$ bed flats with associated parking and amenity space, involving alterations to existing crossover.

Flat $A$ and $B$ would consist of a one bed 2 person flat, benefiting from 1 double bedroom with en-suite, a shared bathroom, a home study/office and lounge. Each unit would have 50 square metres of private garden space each.

### 3.3 Relevant Planning History

4247/APP/2016/3333 28 Oakdene Road Hillingdon
Two storey side extension and single storey rear extension

Decision: 31-10-2016 Refused

4247/APP/2016/4247 28 Oakdene Road Hillingdon
Two storey side extension and single storey rear extension
Decision: 17-01-2017 Refused

4247/APP/2017/3265 28 Oakdene Road Hillingdon
Part two storey, part single storey side/rear extension
Decision: 06-12-2017 Approved

4247/APP/2017/4597 28 Oakdene Road Hillingdon
Part two storey, part single storey side/rear extension
Decision: 27-02-2018 Approved

4247/APP/2017/676 28 Oakdene Road Hillingdon
Part two storey, part single storey side/rear extension
Decision: 18-04-2017 Approved

Part two storey, part single storey side/rear extension and conversion of 3-bed dwelling to $1 \times 3$ bed and $1 \times 1$-bed dwellings with associated parking and amenity space

Decision: 06-06-2018 Refused

## Comment on Relevant Planning History

4247/APP/2017/4597: Part two storey, part single storey side/rear extension - Approved.

## 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:
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.
AM7 Consideration of traffic generated by proposed developments.
AM14 New development and car parking standards.
H7 Conversion of residential properties into a number of units
OE1 Protection of the character and amenities of surrounding properties and the local area
DMH 4 Residential Conversions and Redevelopment
DMHB 16 Housing Standards
DMHB 18 Private Outdoor Amenity Space
DMT $6 \quad$ Vehicle Parking
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
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
NPPF- 2 NPPF-2 2018 - Achieving sustainable development
NPPF- 5 NPPF-5 2018 - Delivering a sufficient supply of homes
NPPF- 11 NPPF-11 2018 - Making effective use of land

## 5. Advertisement and Site Notice

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

## 6. Consultations

## External Consultees

A total of 4 adjoining and nearby neighbouring properties were consulted via letter dated 03.06.19 including a site notice displayed adjacent to the premises.

One letter of representation received which is summarised as follows:
Insufficient parking proposed as at least 4 spaces required.

## Internal Consultees

Internal Consultees:
Access Officer: No comments to make.
Environmental Specialist: No comments to make.
Ward Councillor: Requests that the application is reported to committee on the basis that the proposal would result in the loss of a family dwelling in a populated community and with 2 off street car parking space provision would over spill on to the public highway where parking spaces are already at a demand.

## 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. The proposed site is located within the developed area as identified in the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012). The Supplementary Planning Document (SPD) HDAS: Residential Layouts, at paragraph 3.5 states that the conversion of single dwellings into more dwellings can enable more effective use of sites to be achieved. However this type of development must seek to enhance the local character of the area. The conversion of houses into flats is unlikely to achieve a satisfactory environment where properties have a floorspace of less than 120 sq m . 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 in conjunction with Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012), seeks to protect the impacts of flatted development on the character and amenity of established residential areas. There are 71 houses along Oakdene Road with no history of any other property along this road which has been converted, and therefore would be under the $10 \%$
threshold. Furthermore No. 28 would have a floor area of 136 sq m and therefore can provide a satisfactory living environment for its occupiers. The principle of the conversion is therefore acceptable.

### 7.02 Density of the proposed development

Not applicable to this application.
7.03 Impact on archaeology/CAs/LBs or Areas of Special Character

Not applicable to this application.

### 7.04 Airport safeguarding

Not applicable to this application.
7.05 Impact on the green belt

Not applicable to this application.
7.07 Impact on the character \& appearance of the area

The main planning issues are the effect of the development on the character and appearance of the original building and the street scene.

Policy BE15 of the Hillingdon Local Plan Part two (Saved UDP Policies) requires alterations and extensions to existing buildings to harmonise with the scale, form and architectural composition of the original building. Policy BE13 requires the layout and appearance of extensions to harmonise with the existing street scene and Policy BE19 ensures any new development complements or improves the amenity and character of the area.

There are no further external changes proposed to the development following the grant of planning permission under Planning App Ref: 4247/APP/2017/4597 and, as such, it would not have a greater impact upon the character and appearance of the host dwelling and the visual amenities of the street scene and surrounding area.

### 7.08 Impact on neighbours

Policy BE20 requires any new development to be laid out so as to protect the daylight and sunlight levels of existing houses. Policy BE21 requires new extensions by virtue of their siting, bulk and proximity to not result in a significant loss of residential amenity to neighbouring properties and Policy BE24 should protect the privacy of the occupiers and their neighbours.

The property could potentially consist of a total of 4 bedrooms, nevertheless it is considered that the number of residents within the self contained flats would be no more than if a single family were to occupy the dwelling and therefore there would be no greater impact on neighbouring occupiers than what would reasonably be expected from a family of a similar size. Thus, it is considered that the conversion of the dwelling would not have an undue impact on existing residential amenity.

### 7.09 Living conditions for future occupiers

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 Housing Standards Minor Alterations to the London Plan March 2016 requires a single storey 1 bed, 2 person dwelling should have a gross internal floor area of 50 square metres.

A bedroom measuring a minimum of 7.5 square metres would be classified as a single bedroom for one person, and a double bedroom (2 people) would measure a minimum of 11.5 square metres.

The proposal includes a home study/office for each unit. However, this measures 6sq.m and would thus not qualify as a second bedroom.

The ground floor flat ( 1 bed, 2 person) would measure approximately 70 square metres. The proposed floor plan shows one double bedroom and family area having a reasonable level of outlook either via the front or rear windows the proposed layout is therefore deemed sufficient to provide a satisfactory living environment for its future occupiers.

The first floor (1 bed, 2 person) would consist of a similar arrangement with a gross internal floor area of 66 square metres and with the double bedroom and living areas benefiting from either a front and rear facing aspect would provide a satisfactory living environment for its future occupiers.

It is therefore considered that the proposed flats would accord with the minimum internal floor area for a 1 bed 2 person and would provide an acceptable standard of residential amenity for its future occupiers to comply with Policy 3.5 of the London Plan and the Housing Standards (MALP) March 2016.

Policy BE23 requires amenity space provision commensurate with the size of the dwelling proposed. A one bed flat would be expected to provide a minimum of 20 sq m of private usable amenity space. Both flats would have approximately 50 square metres each which would be of a size and shape which is functional and therefore would be sufficient to protect the residential amenities of the current and future occupiers of the two units. Further information regards to the type of fence will be secured via condition.

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

Hillingdon Local Plan: Part Two Policy AM7 considers the traffic generation of proposals and will not permit development that is likely to prejudice the free flow of traffic or pedestrian safety generally. Policy AM14 states the need for all development to comply with the Council's adopted parking standards.

The site would continue to provide two off street parking spaces on the front driveway following the widening of the crossover. it would comply with the emerging Local Plan Part Two: Development Management Policies which seeks a maximum of up to 1-1.5 spaces per unit. In this case officers would expect each flat to have access to a single parking space and this is achieved. Cycle provision for 2 spaces has also been provided. Bin storage can be secured via condition.

### 7.11 Urban design, access and security

These issues are covered in other sections of this report.

### 7.12 Disabled access

Not applicable to this application.
7.13 Provision of affordable \& special needs housing

Not applicable to this application.

### 7.14 Trees, landscaping and Ecology

Not applicable to this application.

### 7.15 Sustainable waste management

Not applicable to this application.
7.16 Renewable energy / Sustainability

Not applicable to this application.

### 7.17 Flooding or Drainage Issues

Not applicable to this application.

### 7.18 Noise or Air Quality Issues

Not applicable to this application.

### 7.19 Comments on Public Consultations

Discussed within External Consultees section of the 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

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 to this application.

## 10. CONCLUSION

Planning Permission is sought for the conversion of a two storey dwelling into 2 one bedroom self contained flats.

The proposal is not considered to have a greater impact upon the adjoining neighbours and character of the original property and street scene than the existing use and with sufficient off road car parking and amenity area, the application is considered acceptable.
11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019)
The London Plan (2016)
The Housing Standards Minor Alterations to The London Plan (March 2016)
Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016)
Technical Housing Standards - Nationally Described Space Standard Hillingdon Design and Accessibility Statement: Residential Layouts
Hillingdon Design and Accessibility Statement: Residential Extensions
Hillingdon Design and Accessibility Statement: Accessible Hillingdon National Planning Policy Framework

Contact Officer: Naim Poptani
Telephone No: 01895250230


## Notes:

## Site boundary

For identification purposes only.
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## Site Address:

| 28 Oakdene Road |  |
| :--- | :--- |
| Planning Application Ref: <br> 74847/APP/2019/1722 | Scale: <br> $\mathbf{1 : 1 , 2 5 0}$ |
| Planning Committee: <br> Central \& Soptige 90 | Date: |
| November 2019 |  |

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


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## Report of the Head of Planning, Transportation and Regeneration

## Address 1376 UXBRIDGE ROAD HAYES <br> Development: Change of use from retail (Use Class A1) to taxi control office (Sui Generis)(Retrospective) <br> LBH Ref Nos: 68816/APP/2019/2978 <br> Drawing Nos: Design and Access Statement <br> CDG/1378/2019/A <br> Date Plans Received: 06/09/2019 Date(s) of Amendment(s): <br> Date Application Valid: 06/09/2019

## 1. SUMMARY

The application seeks retrospective planning permission for a change of use from from retail (Use Class A1) to taxi control office (Sui Generis). It is noted that planning permission was refused under application Ref: 24582/APP/2014/4100, but was then allowed at appeal (Ref: APP/R5510/W/15/3009733) for the change of use from retail (Use Class A1) to a taxi control office (Sui Generis). Given the circumstances have not changed since this decision, the application proposal is considered acceptable and is recommended for approval.
2. RECOMMENDATION

APPROVAL subject to the following:

## 1 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plan number CDG/1378/2019/A and shall thereafter be retained/maintained for as long as the development remains in existence.

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

## 2 NONSC Non Standard Condition

Within 2 months of the date of this permission, a sound insulation scheme that specifies measures for the control of noise transmission to adjoining residential uses, shall be submitted to, and approved in writing by the Local Planning Authority. The scheme shall be implemented, in its entirety, within 2 months of the Council approving the details. All those measures set out in the approved scheme shall be maintained and retained for so long as the use exists.

REASON
To safeguard the amenity of the occupants of surrounding properties in accordance with policy OE1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

## INFORMATIVES

$$
1 \quad 152 \quad \text { Compulsory Informative (1) }
$$

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).

## $2 \quad 153 \quad$ 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. |
| :--- | :--- |
| AM14 | New development and car parking standards. |
| BE13 | New development must harmonise with the existing street scene. <br> Protection of the character and amenities of surrounding properties <br> Ond the local area |
| OE3 | Buildings or uses likely to cause noise annoyance - mitigation <br> measures |
| S7 | Change of use of shops in Parades <br> DMTC 3 |
| Maintaining the Viability of Local Centres and Local Parades |  |
| LDF-AH | Accessible Hillingdon, Local Development Framework, <br> Supplementary Planning Document, adopted January 2010 |

## $3 \quad 159 \quad$ 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

## $4 \quad$ I70 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.

## 3. CONSIDERATIONS

### 3.1 Site and Locality

The application site is known as 1376 Uxbridge Road in Hayes is located on the North East side of this main distributor road. The building is of two stories and forms the end of a
terrace of three buildings. The adjoining property to the South East is No.1374, which comprises a residential first floor and a hot food take away unit on the ground floor. The property to the opposite end of the terrace is No.1372. The rear of the site fronts Hewens Road with access gained via gates to the rear of the site.

The property has a dog-leg/L-shaped footprint, with a two storey rear outrigger. There is a flat roof above. There is a single storey part rear extension of a dilapidated nature. The first floor comprises of a one bedroom self contained flat. The ground floor has an authorised retail use but has been converted to a sui generis taxi control office without the benefit of planning permission.

The site falls within the designation of a 'parade' within the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

### 3.2 Proposed Scheme

The application seeks retrospective planning permission for a change of use from A1 to Sui Generis (Taxi control office).

### 3.3 Relevant Planning History

## 68816/APP/2012/2461 1376/1378 Uxbridge Road Hayes

Change of use of ground floor from retail (Use Class A1) to $1 \times 1$-bed self contained flat (Use Class C3) involving extension to rear and first floor rear extension to existing first floor self contained flat to allow an enlargement to a 2 -bed self contained flat.

## Decision: 21-12-2012 Refused

68816/APP/2013/1605 1376/1378 Uxbridge Road Hayes
Change of use of ground floor from Use Class A1 (shops) to Use Class C3 (dwelling houses) ar extension to rear to create $1 \times 1$-bed self contained flat and first floor rear extension to existing first floor self contained flat

Decision: 24-09-2013 Refused

68816/APP/2018/1042 1376 Uxbridge Road Hayes
Retrospective Planning Application for Ground Floor Flat Internal Alterations
Decision: 03-04-2018 NFA

68816/APP/2018/1269 1376 Uxbridge Road Hayes
Change of use from Use Class A1 (Shops) to Use Class C3 (Dwelling Houses) to create $1 \times 1$ bed flat (Retrospective)

Decision: 11-05-2018 Withdrawn

68816/APP/2018/837 1376 Uxbridge Road Hayes
Change of use of ground floor from retail (Use Class A1) to provide $1 \times 1$-bed flat (Use Class C₹ to include alterations to front elevation (Part - Retrospective)

Decision: 22-05-2018 Refused

## Comment on Relevant Planning History

68816/APP/2018/837 - Change of use of ground floor from retail (Use Class A1) to provide $1 \times 1$-bed flat (Use Class C3) to include alterations to front elevation (Part - Retrospective) was refused for the following reason:

The proposal would provide an indoor living area of an unsatisfactory size for the occupiers of the one bedroom flat and would give rise to a substandard form of living accommodation to the detriment of the amenities of future occupiers 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), Policies BE19 and H8 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), the Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016) and the Technical Housing Standards - Nationally Described Space Standard (March 2015).

It is also noted that planning permission was refused but then allowed at appeal under application reference 24582/APP/2014/4100 and APP/R5510/W/15/3009733 for the Change of Use from retail (Use Class A1) to a taxi control office (Sui Generis). The appeal decision is discussed below.

Officer note: The above appeal relates to 1378 Uxbridge Road. However on discussion with the applicant's agent, it would appear that the 2014 application used the incorrect site address as the red edged site for both applications remains the same.

## 4. Planning Policies and Standards

The Revised Proposed Submission Local Plan Part 2 (LPP2) documents (Development Management Policies, Site Allocations and Designations and Policies Map Atlas of Changes) were submitted to the Secretary of State for examination in May 2018.

The public examination hearing sessions took place over one week in August 2018. Following the public hearing sessions, the examining Inspector advised the Council in a Post Hearing Advice Note sent in November 2018 that he considers the LPP2 to be a plan that could be found sound subject to a number of main modifications.

The main modifications proposed by the Inspector were agreed by the Leader of the Council and the Cabinet Member for Planning, Transport and Recycling in March 2019 and are published for public consultation from 27 March to 8 May 2019.

Regarding the weight which should be attributed to the emerging LPP2, paragraph 48 of the National Planning Policy Framework (NPPF) 2019 states that 'Local Planning Authorities may give weight to relevant policies in emerging plans according to:
(a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
(b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
(c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

With regard to (a) above, the preparation of the LPP2 is now at a very advanced stage. The public hearing element of the examination process has been concluded and the examining Inspector has indicated that there are no fundamental issues with the LPP2 that would make it incapable of being found sound subject to the main modifications referred to above.

With regard to (b) above, those policies which are not subject to any proposed main modifications are considered to have had any objections resolved and can be afforded considerable weight. Policies that are subject to main modifications proposed by the Inspector will be given less than considerable weight. The weight to be attributed to those individual policies shall be considered on a case by case basis considering the particular main modification required by the Inspector and the material considerations of the particular planning application, which shall be reflected in the report, as required.

With regard to (c) it is noted that the Inspector has indicated that subject to main modifications the LPP2 is fundamentally sound and therefore consistent with the relevant policies in the NPPF.

Notwithstanding the above, the starting point for determining planning applications remains the adopted policies in the Local Plan: Part 1 Strategic Policies and the Local Plan: Part 2 Saved UDP Policies 2012.

## UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-
Part 1 Policies:

PT1.BE1 (2012) Built Environment
Part 2 Policies:
AM7 Consideration of traffic generated by proposed developments.
AM14 New development and car parking standards.
BE13 New development must harmonise with the existing street scene.
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
S7 Change of use of shops in Parades
DMTC 3 Maintaining the Viability of Local Centres and Local Parades
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

3 neighbouring properties were consulted by letter dated 16.9.19 and a site notice was displayed to the front of the site which expired on 16.10.19.

1 letter of objection has been received raising concerns about parking stress in the locality.

## Internal Consultees

Highways officer - No response received. It is however noted that the Highways Officer raised no objection to the same proposal previously stating:

The design and access statement advises that the a customer waiting area at the premises is not to be provided and drivers would called from home. There are waiting restrictions on Uxbridge Road and Hewens Road behind this parade of shops. The Council has not received any request from residents for any additional waiting restrictions or for a residents parking scheme. The location is such that it is not considered likely to expect many walk in customers. Subject to a condition to not provide a waiting area for customers and no vehicles associated with these premises to park in the adjoining streets, no objection is raised on highway grounds.

## 7. MAIN PLANNING ISSUES

### 7.01 The principle of the development

## Principle Of Development

Local shopping parades serve an important role in providing convenience shopping that caters for the needs of local residents. Paragraph 8.22 and policy S7 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) seeks to ensure that all residential areas are within half a mile of at least five essential shop uses, although not necessarily within the same parade. For some local shopping areas the closure of just one essential shop may be so significant as to precipitate the closure of other shops and the ultimate demise of the centre as a whole. The Local Planning Authority seeks to protect vulnerable parades and corner shops which have a particularly important role for the local community and to provide opportunities for the establishment of new essential shop uses in existing class A1 premises. Ideally there should be no less than 3 (essential shops) in the smaller parades and a choice of essential shops in the larger parades. Policy DMTC3 in the emerging Local Plan reinforces Policy S7.

The application site was one of 4 units within the parade (a small parade of comprising of 1 car workshop, $1 \times$ hot food take-away and an office). The application property was the only retail property in this parade which equates to $25 \%$ of the parade in retail use. The change of use of this site would result in the loss of all Class A1 retail uses within this parade contrary to Policy S7 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012). However, the Inspector in relation to the previous appeal stated:
"further to the east along Uxbridge Road there are many other retail and commercial premises on both sides of the road. Those units provide a wide range of shopping and other services, which are within easy walking distance of
this site, and can be accessed via pedestrian-controlled crossings. By reference to Table 8.2 of the LP it appears that the group in which the appeal site sits and many of those units to the east are all included within the Hayes End Parade.

It therefore seems to me that this group is an outlier to the main part of the parade, which due to its separation, limited size and parking restrictions on the Uxbridge Road, is significantly less attractive to customers. Consequently, whilst this proposal would result in no A1 uses in this small group, from the evidence before me I am not persuaded that the function of the parade as a whole would be significantly diminished, or that local residents would be deprived of essential shopping facilities. For those reasons I conclude that the proposal would not harm the vitality and viability of this parade, and that it would not conflict with LP policy S7."

The appeal decision is a strong material consideration and the principle of development is therefore considered acceptable.

### 7.02 Density of the proposed development

Not applicable to this application.
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) requires all new development to maintain the quality of the built environment including providing high quality urban design. Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to ensure that new development in residential areas complements or improves the amenity and character, therefore the scale and character of a new development is a material consideration.

There would be no impact on the area or the character and appearance of the property as external changes are not proposed as part of the application.
7.08 Impact on neighbours

Policy OE1 states permission will not be granted for uses which are likely to become detrimental to the character or amenities of surrounding properties and Policy OE3 states buildings or uses which have the potential to cause noise annoyance will only be permitted if the impact can be mitigated.

The application site is located on the busy Uxbridge Road with residential properties located to the rear in Hewens Road and above at first floor level. The Council's EPU Officer has previously advised that no objection is raised to the application subject to the attached condition requiring a scheme for sound insulation measures to be submitted and approved. As such the proposal is considered to have an acceptable impact upon the residential amenities of occupants of nearby properties.

### 7.09 Living conditions for future occupiers

Not applicable to this application.
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.

Policy AM14 states that new development will only be permitted where it is in accordance with the Council's adopted Car Parking Standards.

The proposal does not include the provision of a customer waiting area and the applicant has confirmed that cars would not be stationed at the site. The Council's Highways Officer has raised no objection to the proposal and has advised that there are waiting restrictions on Uxbridge Road and Hewens Road behind this parade of shops. The Council has not received any request from residents for any additional waiting restrictions or for a residents parking scheme. The location is such that it is not considered likely to expect many walk in
customers. As such the proposal is not considered to detract from highway safety in accordance with policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012).

### 7.11 Urban design, access and security

Not applicable to this application.

### 7.12 Disabled access

Not applicable to this application.
7.13 Provision of affordable \& special needs housing

Not applicable to this application.
7.14 Trees, landscaping and Ecology

Not applicable to this application.
7.15 Sustainable waste management

Not applicable to this application.
7.16 Renewable energy / Sustainability

Not applicable to this application.
7.17 Flooding or Drainage Issues

Not applicable to this application.
7.18 Noise or Air Quality Issues

The issues are addressed above.
7.19 Comments on Public Consultations

The issues raised during the consultation process are addressed in the sections above.
7.20 Planning obligations

Not applicable to this application.
7.21 Expediency of enforcement action

Since the end of August 2015 applications which are for development which was not authorised need to be assessed as to whether the unauthorised development was intentional. If so, then this is a material planning consideration. In this case officers have no indication that this was an intentional breach of planning control.
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 to this application.

## 10. CONCLUSION

The application seeks retrospective planning permission for a change of use from from retail (Use Class A1) to taxi control office (Sui Generis). It is noted that planning permission was refused under application Ref: 24582/APP/2014/4100, but was then allowed at appeal (Ref: APP/R5510/W/15/3009733) for the change of use from retail (Use Class A1) to a taxi control office (Sui Generis). Given the circumstances have not changed since this decision, the application proposal is considered acceptable and is recommended for approval.

## 11. Reference Documents

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

Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019)
The London Plan (2016)
Hillingdon Design and Accessibility Statement: Accessible Hillingdon National Planning Policy Framework

Contact Officer: Nicola Taplin
Telephone No: 01895250230


## Notes:

## $\square$ Site boundary

For identification purposes only.
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## Site Address:

1376 Uxbridge Way
Planning Application Ref: $\quad$ Scale:
68816/APP/2019/2978
Planning Committee:
Central \& Sopetge 101

1:1,250
Date:
November 2019

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

+HILLingDON LONDON

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## Report of the Head of Planning, Transportation and Regeneration

## Address $\quad 12$ AND 12A BROADWAY PARADE COLDHARBOUR LANE HAYES <br> Development: Conversion of single shop to two shops, use of one part as a newsagents (Use Class A1) and one part as beauty treatment (Use Class Sui Generis) and alterations to shopfront (Retrospective) <br> LBH Ref Nos: 5549/APP/2019/1975 <br> Drawing Nos: Pre-Existing Ground Floor Plan and Elevations Existing Ground Floor Plan and Elevations Location Plan (1:1250) <br> Date Plans Received: 11/06/2019 Date(s) of Amendment(s): <br> Date Application Valid: 27/08/2019

## 1. SUMMARY

The application seeks retrospective planning permission for the conversion of a single shop to two separate shops, use of one part as a newsagents (Use Class A1) and one part as beauty treatment (Use Class Sui Generis) and alterations to shopfront. There is no objection in principle to the scheme as the proposal does not involves a complete loss of an A1 Use. The proposed alterations are minor and would not detract from the character of the existing building or the wider area. It is also considered that the use would not unacceptably impact on the shopping frontage and as the overall retail element within the secondary shopping area would still be at $56.5 \%$, the proposed development would not harm the retail function of the Secondary Shopping Area.

## 2. RECOMMENDATION

APPROVAL subject to the following:

## 1 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plan, Existing Ground Floor Plan and Elevations and shall thereafter be retained/maintained for as long as the development remains in existence.

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

## INFORMATIVES

## $1 \quad$ 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).
2
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.

## $3 \quad 159 \quad$ 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.

## 4 I2 Encroachment

You are advised that if any part of the development hereby permitted encroaches by either its roof, walls, eaves, gutters, or foundations, then a new planning application may have to be submitted. The validity of this planning permission may be challengeable by third parties if the development results in any form of encroachment onto land outside the applicant's control for which the appropriate Notice under Article 13 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 has not been served.

## $5 \quad$ I25 Consent for the Display of Adverts and Illuminated Signs

This permission does not authorise the display of advertisements or signs, separate consent for which may be required under the Town and Country Planning (Control of Advertisements) Regulations 2007. [To display an advertisement without the necessary consent is an offence that can lead to prosecution]. For further information and advice, contact - Residents Services, 3N/04, Civic Centre, High Street, Uxbridge, UB8 1UW (Tel. 01895 250574).

## 3. CONSIDERATIONS

### 3.1 Site and Locality

The application property comprises a ground floor commercial unit situated within the
secondary shopping area of Hayes Town Centre on Coldharbour Lane.

### 3.2 Proposed Scheme

The application seeks retrospective planning permission for the conversion of a single shop to two separate shops, use of one part as a newsagents (Use Class A1) and one part as beauty treatment (Use Class Sui Generis) and alterations to shopfront.

### 3.3 Relevant Planning History

5549/ADV/2006/61 12 Broadway Parade Coldharbour Lane Hayes
INSTALLATION OF AN INTERNALLY ILLUMINATED ATM SIGN (RETROSPECTIVE APPLICATION)

Decision: 13-09-2006 Approved

5549/APP/2003/2305 12 Broadway Parade Coldharbour Lane Hayes
ERECTION OF A TWO STOREY REAR EXTENSION AND CONVERSION OF ROOFSPACE T HABITABLE ACCOMMODATION WITH REAR DORMER WINDOW AND FRONT FACING GABLE WINDOW

Decision: 27-11-2003 Approved

5549/APP/2006/2126 12 Broadway Parade Coldharbour Lane Hayes INSTALLATION OF AN ATM IN FRONT SHOP WINDOW (RETROSPECTIVE APPLICATION)

Decision: 13-09-2006 Approved

5549/B/81/9087
12 Broadway Parade Coldharbour Lane Hayes
Advertisment ( P )
Decision: 13-08-1981 Approved

5549/D/84/3057
12 Broadway Parade Coldharbour Lane Hayes
Advertisment ( P )
Decision: 07-06-1984 Approved

## Comment on Relevant Planning History

The relevant planning history is listed above.

## 4. Planning Policies and Standards

The Revised Proposed Submission Local Plan Part 2 (LPP2) documents (Development Management Policies, Site Allocations and Designations and Policies Map Atlas of Changes) were submitted to the Secretary of State for examination in May 2018.

The public examination hearing sessions took place over one week in August 2018. Following the public hearing sessions, the examining Inspector advised the Council in a

Post Hearing Advice Note sent in November 2018 that he considers the LPP2 to be a plan that could be found sound subject to a number of main modifications.

The main modifications proposed by the Inspector were agreed by the Leader of the Council and the Cabinet Member for Planning, Transport and Recycling in March 2019 and are published for public consultation from 27 March to 8 May 2019.

Regarding the weight which should be attributed to the emerging LPP2, paragraph 48 of the National Planning Policy Framework (NPPF) 2019 states that 'Local Planning Authorities may give weight to relevant policies in emerging plans according to:
(a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
(b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
(c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

With regard to (a) above, the preparation of the LPP2 is now at a very advanced stage. The public hearing element of the examination process has been concluded and the examining Inspector has indicated that there are no fundamental issues with the LPP2 that would make it incapable of being found sound subject to the main modifications referred to above.

With regard to (b) above, those policies which are not subject to any proposed main modifications are considered to have had any objections resolved and can be afforded considerable weight. Policies that are subject to main modifications proposed by the Inspector will be given less than considerable weight. The weight to be attributed to those individual policies shall be considered on a case by case basis considering the particular main modification required by the Inspector and the material considerations of the particular planning application, which shall be reflected in the report, as required.

With regard to (c) it is noted that the Inspector has indicated that subject to main modifications the LPP2 is fundamentally sound and therefore consistent with the relevant policies in the NPPF.

Notwithstanding the above, the starting point for determining planning applications remains the adopted policies in the Local Plan: Part 1 Strategic Policies and the Local Plan: Part 2 Saved UDP Policies 2012.

## 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:
S6 Change of use of shops - safeguarding the amenities of shopping areas
S12 Service uses in Secondary Shopping Areas
BE13 New development must harmonise with the existing street scene.
BE28 Shop fronts - design and materials

LPP 4.8 (2016) Supporting a Successful and Diverse Retail Sector and related facilities and services
DMTC 2 Primary and Secondary Shopping Areas
DMHB 13 Shopfronts
DAS-SF Shopfronts, Hillingdon Design \& Access Statement, Supplementary Planning Document, adopted July 2006
NPPF- 7 NPPF-7 2018 - Ensuring the vitality of town centres

## 5. Advertisement and Site Notice

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

## 6. Consultations

## External Consultees

16 neighbouring properties were consulted by letter dated 4.9 .19 and a site notice was displayed to the front of the site which expired on 4.10.19.

No consultation responses have been received.

## Internal Consultees

No internal consultations.

## 7. MAIN PLANNING ISSUES

### 7.01 The principle of the development

Paragraph 8.24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) defines secondary shopping areas as peripheral to the primary areas and in which shopping and service uses are more mixed although Class A1 shops should still be the majority use. Paragraph 8.26 states that as a guideline, the Council will normally seek to prevent a separation or an increase in the separation of Class A1 units of more than about 12 m , that is broadly the width of two typical shop fronts. Class A1 shops should remain the predominant use in secondary areas and the Local Planning Authority will expect at least $50 \%$ of the frontage to be in class A1 use.

Policy S12 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) establishes that the change of use from Class A1 to non Class A1 uses in secondary frontages where there remains adequate retail facilities to accord with the character and function of the shopping centre in order to maintain the vitality and viability of the town centre will be acceptable.

Emerging Policy DMTC2 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) states that in secondary shopping areas, the Council will support the ground floor use of premises for retail; financial and professional activities; restaurants, cafes, pubs and bars; launderettes and other coin operated dry cleaners; community service offices, including doctor's surgeries provided that:
i) a minimum of $50 \%$ of the frontage is retained in retail use; and
ii) Use Class A5 hot food takeaways the uses specified in policy DMTC4 are limited to a
maximum of $15 \%$ of the frontage;
iii) the proposed use will not result a separation of more than 12 metres between A1 retail uses; and
iv) the proposed use does not result in a concentration of non retail uses which could be considered to cause harm to the vitality and viability of the town centre

The Local Planning Authority's aim is to retain the retail function of all shopping areas to meet the needs of the area each serves. Shops grouped conveniently together assist the process of search for and comparison of goods and hence attract shoppers. As such the Local Planning Authority will exercise strict control over the loss of shops to other uses.

The proposal would not reduce the number of retail units within Hayes Town Centre.
When assessed against the Council's survey data for uses within the secondary shopping frontage of Hayes Town Centre, the proposed change of use would result in the loss of a further 1.35 m of retail frontage which would bring the total A1 use down to 382.7 m . This would result in the retention of $56.5 \%$ of the total secondary shopping frontage in retail use and as such, would remain above the $50 \%$ threshold as advised within paragraph 8.26 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012). Furthermore, the development does not create a separation of more than 12 m between class A1 units.

The proposal would thus maintain the retail function and attractiveness of the secondary shopping area of the Hayes Town Centre and its vitality and viability. The proposal is therefore in accordance with Policy S12 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Emerging Policy DMTC2 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019).
7.02 Density of the proposed development

Not applicable to this application.
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 BE13 ensures development harmonises with the existing street scene or other features of the area which are considered desirable to retain or enhance. Furthermore BE19 ensures new development complements or improves the amenity and character of the area. The proposal involves the replacement of the pre-existing glazed window with a glazed door to gain access to the beauty parlour. it is considered that the alterations to the shop front are in keeping with the commercial appearance of this parade of shops.

### 7.08 Impact on neighbours

It is considered that the proposed beauty treatment business would not result in any loss of amenity to occupants of first floor residential properties. Its use is considered similar in terms of noise and disturbance to the authorised retail use.

### 7.09 Living conditions for future occupiers

Not applicable to this application.

### 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.

Given the site's location in a local centre, it is considered the change of use would not affect the current parking provision. The use would not generate additional parking demand over and above the previous use.
7.11 Urban design, access and security

Not applicable to this application.
7.12 Disabled access

No accessibility concerns are raised.
7.13 Provision of affordable \& special needs housing

Not applicable to this application.
7.14 Trees, landscaping and Ecology

Not applicable to this application..
7.15 Sustainable waste management

Not applicable to this application.
7.16 Renewable energy / Sustainability

Not applicable to this application.
7.17 Flooding or Drainage Issues

Not applicable to this application.

### 7.18 Noise or Air Quality Issues

Not applicable to this application.
7.19 Comments on Public Consultations

No comments have been received.
7.20 Planning obligations

Not applicable to this application.
7.21 Expediency of enforcement action

Since the end of August 2015 applications which are for development which was not authorised need to be assessed as to whether the unauthorised development was intentional. If so, then this is a material planning consideration. In this case officers have no indication that this was an intentional breach of planning control.
7.22 Other Issues

No other issues raised.

## 8. Observations of the Borough Solicitor

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

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

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

## Planning Conditions

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

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

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

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

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

## 9. Observations of the Director of Finance

Not applicable to this application.

## 10. CONCLUSION

There is no objection in principle to the scheme as the proposal does not involves a complete loss of an A1 Use. The proposed alterations are minor and would not detract from the character of the existing building or the wider area. It is also considered that the
use would not unacceptably impact on the shopping frontage and as the overall retail element within the secondary shopping area would still be at $56.5 \%$, the proposed development would not harm the retail function of the Secondary Shopping Area.

## 11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019)
The London Plan (2016)
Hillingdon Design and Accessibility Statement: Shopfronts
HHillingdon Design and Accessibility Statement: Accessible Hillingdon National Planning Policy Framework

Contact Officer: Nicola Taplin
Telephone No: 01895250230


## Report of the Head of Planning, Transportation and Regeneration

Address
Development: Siting of a double decker bus on the school playground for use as a library
LBH Ref Nos: 9069/APP/2019/2686

Drawing Nos: PL-1000
PL-1001
PL-2000
PL-1010
PL-4000
Design and Access Statement

Date Plans Received: 12/08/2019 Date(s) of Amendment(s):
Date Application Valid: 12/08/2019

1. SUMMARY

The application seeks planning permission for the siting of a double decker bus on the school playground for use as a library. The proposed development complies with current local, London Plan and national planning policies which seek to support proposals which enhance education provision. Furthermore, the proposed building is considered to be visually acceptable in this location and it would have no unacceptable impact on residential amenity.

The application has been referred to committee as over 20 representations have been received (all in support of the proposal).

## 2. RECOMMENDATION

APPROVAL subject to the following:

## 1 COM3 Time Limit

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

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

## 2 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers: PL-2000 and PL4000 and shall thereafter be retained/maintained for as long as the development remains in existence.

## REASON

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

## INFORMATIVES

$1 \quad \mathrm{I} 52$
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).

## $2 \quad$ 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.

| BE4 | New development within or on the fringes of conservation areas <br> BE13 |
| :--- | :--- |
| New development must harmonise with the existing street scene. |  |
| BE19 | New development must improve or complement the character of the <br> area. |
| BE20 | Daylight and sunlight considerations. <br> SE21 |
| BE24 | Requires new development to ensure adequate levels of privacy to <br> neighbours. |
| OE1 | Protection of the character and amenities of surrounding properties <br> and the local area |
| R10 | Proposals for new meeting halls and buildings for education, social, <br> community and health services |
| LPP 3.18 | (2016) Education Facilities |
| LPP 7.4 | (2016) Local character |

## $3 \quad 159 \quad$ 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.

## 3. CONSIDERATIONS

### 3.1 Site and Locality

St Mary's RC Primary School occupies a 0.37 hectare site located on the southern side of Rockingham Road. The site is bordered to the south by 12-26 Rushes Mead and 12 Rockingham Close. 52 Rockingham Road and 2-10 Rockingham Close are located alongside the eastern boundary. The Rockingham Bridge Conservation Area is located to the North East.

### 3.2 Proposed Scheme

The application seeks planning permission for the siting of a double decker bus on the school playground for use as a library.

### 3.3 Relevant Planning History

9069/APP/2000/1946 St Marys Rc Primary School Rockingham Road Uxbridge
ERECTION OF A SINGLE STOREY UNIT EXTENSION BETWEEN SCHOOL BUILDINGS

Decision: 23-10-2000 Approved

9069/APP/2003/1812 St Marys Rc Primary School Rockingham Road Uxbridge ERECTION OF A SINGLE STOREY ATTACHED BUILDING FOR USE AS FOUNDATION STA EXTENSION (INVOLVING DEMOLITION OF EXISTING NURSERY AND PART OF VICTORIAI BUILDING)

Decision: 22-09-2003 Approved

9069/APP/2004/481 St Marys Rc Primary School Rockingham Road Uxbridge DETAILS IN COMPLIANCE WITH CONDITION 2 (MATERIALS), CONDITION 6 (TREE PROTECTION) AND CONDITION 7 (LANDSCAPING SCHEME) OF PLANNING PERMISSION REF 9069/APP/2003/1812 DATED 22/09/2003: ERECTION OF A SINGLE-STOREY ATTACHE BUILDING FOR USE AS A FOUNDATION STAGE EXTENSION (INVOLVING DEMOLITION O EXISTING NURSERY AND PART OF VICTORIAN BUILDING)

Decision: 17-02-2005 Approved

9069/APP/2007/1754 St Marys R C Primary School Rockingham Road Uxbridge ERECTION OF TWO SINGLE STOREY REAR EXTENSIONS TO SCHOOL ON SOUTH-WES 1 ELEVATION.

Decision: 05-09-2007 Approved

9069/APP/2011/2931 St Marys Rc Primary School Rockingham Road Uxbridge Installation of a new canopy to eastern side of school building.

Decision: 12-07-2012 Approved

9069/APP/2017/4633 St Marys Rc Primary School Rockingham Road Uxbridge Installation of new modular building

Decision: 06-03-2018 Approved

9069/B/99/1731 St Marys Rc Primary School Rockingham Road Uxbridge
Erection of a single storey attached classroom unit (works involve the demolition of an existing staff room)

Decision: 29-09-1999 Approved

## Comment on Relevant Planning History

The relevant planning history is listed above.

## 4. Planning Policies and Standards

The Revised Proposed Submission Local Plan Part 2 (LPP2) documents (Development Management Policies, Site Allocations and Designations and Policies Map Atlas of Changes) were submitted to the Secretary of State for examination in May 2018.

The public examination hearing sessions took place over one week in August 2018. Following the public hearing sessions, the examining Inspector advised the Council in a Post Hearing Advice Note sent in November 2018 that he considers the LPP2 to be a plan that could be found sound subject to a number of main modifications.

The main modifications proposed by the Inspector were agreed by the Leader of the Council and the Cabinet Member for Planning, Transport and Recycling in March 2019 and are published for public consultation from 27 March to 8 May 2019.

Regarding the weight which should be attributed to the emerging LPP2, paragraph 48 of the National Planning Policy Framework (NPPF) 2019 states that 'Local Planning Authorities may give weight to relevant policies in emerging plans according to:
(a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
(b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
(c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

With regard to (a) above, the preparation of the LPP2 is now at a very advanced stage. The public hearing element of the examination process has been concluded and the examining Inspector has indicated that there are no fundamental issues with the LPP2 that would make it incapable of being found sound subject to the main modifications referred to above.

With regard to (b) above, those policies which are not subject to any proposed main modifications are considered to have had any objections resolved and can be afforded considerable weight. Policies that are subject to main modifications proposed by the Inspector will be given less than considerable weight. The weight to be attributed to those individual policies shall be considered on a case by case basis considering the particular main modification required by the Inspector and the material considerations of the particular planning application, which shall be reflected in the report, as required.

With regard to (c) it is noted that the Inspector has indicated that subject to main modifications the LPP2 is fundamentally sound and therefore consistent with the relevant policies in the NPPF.

Notwithstanding the above, the starting point for determining planning applications remains the adopted policies in the Local Plan: Part 1 Strategic Policies and the Local Plan: Part 2

Saved UDP Policies 2012.

## 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:
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.
BE24 Requires new development to ensure adequate levels of privacy to neighbours.
OE1 Protection of the character and amenities of surrounding properties and the local area
R10 Proposals for new meeting halls and buildings for education, social, community and health services
LPP 3.18 (2016) Education Facilities
LPP 7.4 (2016) Local character

## 5. Advertisement and Site Notice

### 5.1 Advertisement Expiry Date:- 9th October 2019

5.2 Site Notice Expiry Date:- Not applicable

## 6. Consultations

## External Consultees

48 neighbours were consulted by letter dated 28.8.19 and a site notcie was displayed to the front of the site which expired on 24.9.19.

21 letters of support have ben received for the proposal.

## Internal Consultees

Access Officer:
I have considered the detail of this planning application and have no accessibility concerns at this planning stage. However, the following informative should be attached to any grant of planning permission: The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.

Conservation Officer: No comments.

## 7. MAIN PLANNING ISSUES

### 7.01 The principle of the development

Policy R10 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to encourage the provision of enhanced educational facilities across the borough. This overall objective is reiterated in the London Plan Policy 3.18. At national level the DCLG Policy Statement on Planning for Schools Development and the NPPF are particularly supportive of applications which enhance existing schools.

The proposal is considered to comply with these policy objectives and, accordingly, no objections are raised to the principle of the development subject to the proposal meeting site specific criteria.

### 7.02 Density of the proposed development

Not relevant to the consideration of this application.
7.03 Impact on archaeology/CAs/LBs or Areas of Special Character

Policies BE13, BE15 and BE19 seek to ensure that new development complements or improves the character and amenity of the area. The scale, bulk and siting of buildings are key determinants in ensuring that the amenity and character of an area is not compromised by new development. The application site lis to the south of the Rockingham Bridge Conservation Area Boundary. Accordingly the development is required to conserve or enhance the setting of the Conservation Area in accordance with the requirements of the NPPF and Policy BE4 of the Local Plan.

The siting of the proposed bus is bounded by a mixture of school development, including the school playground, school buildings and residential properties. The bus would be seen in context with the existing school site including the much larger main school building, tall boundary treatment and larger areas of hardstanding comprising the playground and car park itself. Accordingly, in compliance with the above mentioned policies, it is not considered that it would have any significant detrimental impact on the visual amenities of the street scene and given its distance from the boundary with the Rockingham Bridge Conservation Area, is not considered to have any impact upon this designated heritage asset.

### 7.04 Airport safeguarding

Not applicable to this application.

### 7.05 Impact on the green belt

Not applicable to this application.
7.07 Impact on the character \& appearance of the area

The issues are addressed in the sections above,
7.08 Impact on neighbours

Local Plan: Part 2 policies BE19, BE20, BE21 and BE24, in addition to the Council's Supplementary Planning Document on Residential Layouts, seek to safeguard residential amenity.

The proposed bus is to be sited within the school playground to the north of the school. The closest residential dwellings are numbers 71 and 52 Rockingham Road, which are some 45 and 30 m away respectively. Given the degree of separation, it is not considered that the development would have any detrimental impact on residential amenity.

### 7.09 Living conditions for future occupiers

Not applicable to this application.
7.10 Traffic impact, Car/cycle parking, pedestrian safety

Local Plan: Part 2 policies AM2 and AM7 seek to safeguard highway and pedestrian safety
and ensure that developments do not have an adverse impact on the surrounding highway network.

No alterations to the existing car parking layout or access arrangements are proposed. Furthermore, the proposal will not result in an increase in pupil or staff numbers. Accordingly, it is not considered that the development would have any detrimental impact on highway or pedestrian safety.
7.11 Urban design, access and security

No issues are raised.
7.12 Disabled access

No accessibility issues are raised,
7.13 Provision of affordable \& special needs housing

Not applicable to this application.
7.14 Trees, landscaping and Ecology

Not applicable to this application.
7.15 Sustainable waste management

Not applicable to this application.
7.16 Renewable energy / Sustainability

Not applicable to this application.

### 7.17 Flooding or Drainage Issues

Not applicable to this application.

### 7.18 Noise or Air Quality Issues

Not applicable to this application.
7.19 Comments on Public Consultations

The comments are addressed in the sections above.
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 raised.

## 8. Observations of the Borough Solicitor

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

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

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

## 9. Observations of the Director of Finance

Not applicable to this application.

## 10. CONCLUSION

The application seeks planning permission for the siting of a double decker bus on the school playground for use as a library. The proposed development complies with current local, London Plan and national planning policies which seek to support proposals which enhance education provision. Furthermore, the proposal is considered to be visually acceptable in this location and it would have no unacceptable impact on residential amenity.

## 11. Reference Documents

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Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019)
The London Plan (2016)
Hillingdon Design and Accessibility Statement: Accessible Hillingdon National Planning Policy Framework

Contact Officer: Nicola Taplin
Telephone No: 01895250230


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Agenda Annex

## Plans for Central \& South Applications Planning Committee <br> Wednesday 6th November 2019



## Report of the Head of Planning, Transportation and Regeneration

## Address $\quad 47$ FAIRFIELD ROAD UXBRIDGE

Development: Erection of three storey building to create $6 \times 3$-bed flats with associated car and cycle parking, amenity space and refuse storage, and installation of vehicular crossover to front, involving demolition of existing dwelling

LBH Ref Nos: 21763/APP/2019/2571

Date Plans Received: 01/08/2019 Date(s) of Amendment(s):
Date Application Valid: 19/08/2019


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Page 133


$\frac{\text { Proposed Front Street Scene }}{\text { Scale } 1100}$

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Page 138


$\xrightarrow{\text { Proposed Side Elevation }}$ Saile 1.100

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## Report of the Head of Planning, Transportation and Regeneration

## Address RIDING STABLES GOULDS GREEN HILLINGDON

Development: Demolition of stables and erection of cattery pens (Use Class Sui Generis) and rebuilding of the office/store (part retrospective).

LBH Ref Nos: 26738/APP/2019/2207

| Date Plans Received: | $01 / 07 / 2019$ | Date(s) of Amendment(s): | 19/08/2019 |
| :--- | :--- | :--- | :--- |
| Date Application Valid: | $05 / 08 / 2019$ |  | $01 / 07 / 2019$ |
|  |  | $09 / 07 / 2019$ |  |
|  |  | $11 / 10 / 2019$ |  |







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Pagé 163


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Site Address:

| Riding Stables <br> Goulds Green |  |
| :--- | :--- |
| Planning Application Ref: <br> 26738/APP/2019/2207 | Scale: <br> $\mathbf{1 : 1 , 2 5 0}$ |
| Planning Committee: <br> Central \& S甲utge 164 | Date: <br> November 2019 |

## LONDON BOROUGH

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


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## Report of the Head of Planning, Transportation and Regeneration

| Address | BETWEEN SIPSON ROAD \& HARMONDSWORTH ROAD WEST <br> DRAYTON |
| :--- | :--- |
| Development: | Installation of a 20m monopole, 12 antenna apertures, 8 equipment cabinets <br> and 10 concrete bollards and the retention of 2 equipment cabinets following <br> the removal of the existing 14.7m monopole, 3 antennas and redundant <br> equipment cabinets |
| LBH Ref Nos: | $4634 / A P P / 2019 / 2717$ |




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Site Address:

## Between Sipson Road and Harmondsworth Road

LONDON BOROUGH OF HILLINGDON
Residents Services Planning Section
Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111
Planning Application Ref:
4634/APP/2019/2717
Planning Committee:
Central \& Sopetbe 17

Scale:
1:1,250

Date:
November 2019


Hilling DON LONDON

## Report of the Head of Planning, Transportation and Regeneration

## Address 28 OAKDENE ROAD HILLINGDON

Development: Conversion of two storey dwelling into $2 \times 1$-bed flats with associated parking and amenity space, involving alterations to existing crossover

LBH Ref Nos: 74847/APP/2019/1722
Date Plans Received: 22/05/2019 Date(s) of Amendment(s): 22/05/2019

Date Application Valid: 30/05/2019




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## Site Address:



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 | 1376 UXBRIDGE ROAD HAYES |
| :--- | :--- |
| Development: | Change of use from A1 to Sui Generis (Taxi control office)(Retrospective) |
| LBH Ref Nos: | $68816 /$ APP/2019/2978 |

[^1]Date Application Valid: 06/09/2019



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Site Address:

| 1376 Uxbridge Way |  |
| :--- | :--- |
| Planning Application Ref: <br> 68816/APP/2019/2978 | Scale: <br> 1:1,250 |
| Planning Committee: <br> Central \& Sopetbe 183 | Date: |
| November 2019 |  |

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

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## Report of the Head of Planning, Transportation and Regeneration

Address $\quad 12$ AND 12A BROADWAY PARADE COLDHARBOUR LANE HAYES
Development: Conversion of single shop to two shops, use of one part as a newsagents (Use Class A1) and one part as beauty treatment (Use Class Sui Generis) and alterations to shopfront (Retrospective)

LBH Ref Nos: 5549/APP/2019/1975

Date Plans Received: 11/06/2019 Date(s) of Amendment(s):
Date Application Valid: 27/08/2019

## LOCATION PLAN FOR 12/UB3 3HF



ReQuestaPlan

Plan Produced for: MR.NARESH PURI
Date Produced: $\quad 30$ Apr 2019
Plan Number/Project ID: TQRQM19120014254492
Scale: $\quad$ 1:1250 @ A4
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(1) $\frac{\text { Site Plan }}{1: 250}$


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(1) Proposed Plan




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## Hilling DON

LONDON

| Meeting: | Central and South Planning Committee |  |
| :--- | :--- | :--- |
| Date: | 6th November 2019 | Time: 7:00pm |
| Place: | Committee Room 5, Civic Centre, Uxbridge |  |

## ADDENDUM SHEET

| Item: $\mathbf{6}$ Page: 9 | Location: 47 Fairfield Road, Uxbridge |
| :--- | :--- |
| Amendments/Additional Information: | Officer Comments: |
| Officers advise that this application is the |  |
| subject of a non-determination appeal. The |  |
| recommendation should,therefore, be |  |
| amended to read: |  |
| This application would have been refused on |  |
| the following grounds and these refusal |  |
| reasons should now be notified to the |  |
| Planning Inspectorate in respect of the |  |
| appeal against non-determination. |  |


| Item: $\mathbf{7}$ Page: $\mathbf{3 7}$ | Location: 4 Hamilton Road, Cowley |
| :--- | :--- |
| Amendments/Additional Information: | Officer Comments: |


| The Conservation Officer has cited best practice set out in HDAS: Residential Extensions. Officers have noted that planning consent has already been granted for a single storey side/rear extension that does not retain a gap to the boundary and the officer recommendation for refusal is not predicated on the lack of a set in from the boundary. | For clarification |
| :---: | :---: |
| Officers consider that the extension as constructed does not respect the character of the streetscene. An assessment of the street scene along Hamilton Road has revealed that there are no similar extensions prevalent in the streetscene and it is officer opinion that the poor appearance of the extension coupled with the forward projection of the soffit and guttering detail results in a development that is out of character with the Clayton Road ASLC. | For clarification |
| It is considered that construction standards fall outside the remit of planning and are dealt with through Building Control Iegislation. Consideration of the appearance and finishes applied to the extension are considered planning matters and are considered in Section 7.07 of the report. | For clarification |
| Existing garage is located immediately adjacent to the side/rear extension to the rear of the property and adjacent to the boundary with 3 Hamilton Road. This garage was proposed to be demolished in the original planning consent, however the garage has been retained and this increases the bulk of development to the rear of the property. | For clarification |


| Item: $\mathbf{8}$ | Location: Riding Stables, Goulds, Green, $\mathbf{4 7}$ <br> Hillingdon |
| :--- | :--- |
| Amendments/Additional Information: | Officer Comments: |
| The final three paragraphs within the "Impact <br> on the Green Belt" section should be deleted. | These paragraphs confuse the matter by going <br> into very special circumstances territory which is <br> not required in this instance as the proposal is <br> considered to fall under exception g) in <br> paragraph 145 of the NPPF. |
| The appeal decision under ref: |  |
| APP/R5510/W/18/3205954 dated 13th |  |
| November 2018 is attached to this |  |
| addendum. |  |$\quad$


| Item: 9 Page: 65 | Location: Between Sipson Road and <br> Harmondsworth Road, West Drayton |
| :--- | :--- |
| Amendments/Additional Information: | Officer Comments: |


| Amended reason for refusal: |  |
| :--- | :--- |
| The proposed development, by reason of the |  |
| size and siting of the monopole together with |  |
| the quantity, size, scale and siting of the |  |
| equipment cabinets and concrete bollards, |  |
| would create an obtrusive form of development |  |
| which would add visual clutter to the detriment |  |
| of the character, appearance and visual |  |
| amenities of the street scene and would fail to |  |
| either preserve or enhance the character or |  |
| appearance of the surrounding West Drayton |  |
| Green Conservation Area. The proposal is |  |
| therefore contrary to Policies BE1 and HE1 of |  |
| monopole in the reason for refusal which is |  |
| the Hillingdon Local Plan: Part One - Strategic |  |,


| The appeal decision under ref: | For information. |
| :--- | :--- |
| APP/R5510/W/16/314922 dated 14 June 2016 |  |
| is attached to this addendum. |  |


| Item: $10 \quad$ Page: 79 | Location: 28 Oakdene Road, Hillingdon |
| :---: | :---: |
| Amendments/Additional Information: | Officer Comments: |
| The following additional condition is recommended: |  |
| The residential units hereby approved shall not be occupied until a parking allocation scheme has been submitted to, and approved in writing by the Local Planning Authority. The parking allocation scheme shall include a requirement that one space is allocated per unit and dedicated for the use of each of the units hereby approved and shall remain allocated and dedicated in such a manner for the life-time of the development. |  |
| REASON |  |
| To ensure that an appropriate level of car parking provision is provided on site in accordance with Policy AM14 of the |  |
| Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan. |  |


| Item: $13 \quad$ Page: 113 | Location: St Mary's RC Primary School, <br> Rockingham Road, Uxbridge |
| :--- | :--- |
| Amendments/Additional Information: | Officer Comments: |

Officers consider that the proposal would provide supplementary space in addition to the existing library at St Mary's Catholic Primary School. The School have confirmed that the existing library is fully accessible for children with disabilities and the Design \& Access Statement states that a permanent ramp onto the bus will be provided for disabled access and it will be designed to comply with the current Building Regulation. It has been confirmed that the upper level of the bus would not be fully accessible, however officers consider that it would be difficult to support an objection to the application on these grounds only.

Should members be minded to approve the application, two additional conditions are recommended that would seek to safeguard the interests of children with disabilities.

Prior to the commencement of development details of the internal layout of the double decker bus to include details on how the bus will be used as a library to meet the needs of people with disabilities shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be provided prior to the occupation of the development and shall be permanently retained thereafter.

REASON: To ensure that the use of the double decker bus as a library is fully inclusive for people with disabilities in accordance with Policy CI1 of the Hillingdon Local Plan: Part One (Strategic Policies) 2012, Policy 7.2 of the London Plan 2016 and the Accessible Hillingdon Supplementary Planning Document 2017.

All the facilities designed specifically to meet the needs of people with disabilities that are shown on the approved plans shall be provided prior to the occupation of the development and thereafter permanently retained.

REASON: To ensure that adequate facilities are provided for people with disabilities in accordance with Policy Cl 1 of the Hillingdon Local Plan: Part One (Strategic Policies) 2012 and Policy 7.2 of the London Plan 2016


[^0]:    ENERAL NOTES.

[^1]:    Date Plans Received: 06/09/2019
    Date(s) of Amendment(s):

