



Borough Planning Committee

Date: TUESDAY, 13 JUNE 2023

Time: 7.00 PM

Venue: COMMITTEE ROOM 5 -CIVIC CENTRE

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

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To Councillors on the Committee

Councillor Henry Higgins (Chairman) Councillor Darran Davies (Vice-Chairman) Councillor Farhad Choubedar Councillor Ekta Gohil Councillor Gursharan Mand Councillor Raju Sansarpuri Councillor Jagjit Singh



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Putting our residents first

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

Useful information for residents and visitors

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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 <u>cannot</u> 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 receive the minutes of the previous meeting dated 10 May 2023 1 6
- 4 To receive the minutes of the meeting on 11 May 2023 (AGM) 7 8
- 5 Matters that have been notified in advance or urgent
- 6 To confirm that the items of business marked Part I will be considered in Public and the Items marked Part II will be considered in Private

PART I - Members, Public and the Press

Applications with a Petition

	Address	Ward	Description & Recommendation	Page
7	34, 36, 38 Green Lane, Northwood – 77897/APP/2023/602	Northwood	Demolition of existing outbuilding and partial demolition of the ground floor of nos. 34 and 38. Erection of an outbuilding for use as a workshop. Installation of an external staircase to retained upper floor residential units. Amalgamation of ground floors of nos. 38 and 36 to form a combined retail unit including a new shopfront. Recommendation: Refusal	9 - 30 140-159
8	Neyland Court, Pembroke Road, Ruislip – 76364/APP/2023/321	Ruislip	Removal of the existing mansard roof, construction of additional two storeys along with front extensions and external alterations to create an additional 8 units with associated amenity. Recommendation: Refusal	31 – 66 160-177

Applications without a Petition

	Address	Ward	Description & Recommendation	Page
9	Prezzo, High Street, Ruislip – 16897/APP/2023/411	Ruislip	Demolition of UPVC conservatory, erection of replacement conservatory, replacement signage, external painting, creation of external terrace area and internal refurbishment (part retrospective)	67 – 88 178-192
			Recommendation: Approval	
10	37 Midhurst Gardens, Hillingdon – 77404/APP/2022/2171	Hillingdon East	Outline planning application for the partial demolition and retention of existing No.37 Midhurst Gardens and construction of new end-of- terrace two-bedroom dwelling set over two floors with associated, parking, amenity, and formation of new access (all matters reserved)	89 – 112 193-198
			Recommendation: Approval	
11	Pembroke House, 5-9 Pembroke Road, Ruislip – 38324/APP/2022/2001	Ruislip	Variation of Condition 2 of planning permission ref. 38324/APP/2019/4066, dated 13/03/2020 (Erection of detached building to accommodate office accommodation above existing parking) to amend elevations, infill of undercroft and provision of wc/shower room and kitchen to first floor offices (part retrospective).	113-138 199-206
			Recommendation: Approval	

PART I - Plans for Borough Planning Committee – pages 139 - 206

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Minutes

BOROUGH PLANNING COMMITTEE

10 May 2023



Meeting held at Committee Room 5 - Civic Centre

	Committee Members Present:
	Councillors Henry Higgins (Chairman)
	Steve Tuckwell (Vice-Chairman)
	Farhad Choubedar
	Ekta Gohil
	Gursharan Mand
	Jagjit Singh
	Tony Gill
	LBH Officers Present:
	Glen Egan, Head of Legal Services
	Roz Johnson, Planning Services Manager
	Dr Alan Tilly, Transport Planning and Development Manager
	Max Smith, Planning Team Leader
	Haydon Richardson, Principal Planning Officer
	Katie Crosbie, Planning Team Leader
	Sehar Arshad, Legal Officer
	Steve Clarke, Democratic Services Officer
100	ADOLOGIES FOR ARSENCE (Aroundo Horm 1)
122.	APOLOGIES FOR ABSENCE (Agenda Item 1)
	Analogiaa far abaanaa wara raasiyad from Councillar Raiu Sanaarpuri with Councillar
	Apologies for absence were received from Councillor Raju Sansarpuri with Councillor
	Tony Gill substituting.
123.	DECLARATIONS OF INTEREST IN MATTERS COMING BEFORE THIS MEETING
120.	(Agenda Item 2)
	(Agenda hem 2)
	Councillor Gohil declared a non-pecuniary interest in item 9 as a friend owned a
	neighbouring property. Councillor Gohil left the room for item 9 and did not take part in
	the debate or vote on this item.
124.	TO SIGN AND RECEIVE THE MINUTES OF THE PREVIOUS MEETING (Agenda
124.	Item 3)
	nem Sj
	This item was taken following item 7 on the agenda.
	This item was taken following item 7 of the agenda.
	RESOLVED That the minutes of the meeting dated 05 April 2023 be agreed as an
	accurate record.
125.	MATTERS THAT HAVE BEEN NOTIFIED IN ADVANCE OR URGENT (Agenda Item
	4)
	There were none.
126.	TO CONFIRM THAT THE ITEMS OF BUSINESS MARKED PART I WILL BE
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	Page 1

	CONSIDERED IN PUBLIC AND THE ITEMS MARKED PART II WILL BE CONSIDERED IN PRIVATE (Agenda Item 5)		
	It was confirmed that all items of business were marked Part I and would be considered in public.		
127.	65 BERWICK AVENUE, HAYES - 35085/APP/2022/2548 (Agenda Item 6)		
	Officers introduced the application and delivered a detailed representation outlining the proposals noting that the application was recommended for refusal based on the five reasons stated in the officer report.		
	A petition objecting to the application had been received and the lead petitioner had submitted a statement which was read out to the Committee ahead of their deliberations. Key points raised in the statement included:		
	 Petitioners had concerns about the HMO property and noted the frequent turnaround of tenants and a history of anti-social behaviour from previous tenants. Petitioners sought to object to the application increasing the 6 person HMO to a 10 person HMO. The increase in tenants would bring about an increase in the issues experienced with the property and would impact on the safety of neighbouring residents. Incidents of noise disturbances and anti-social behaviour were already common and an increase in tenants would result in an increase of these issues. Concerns were raised regarding waste, refuge and litter from the property, which would inevitably increase should the application be granted. A lack of parking provision would put further pressures on local on-street parking and have the potential to increase instances of inconsiderate parking. The Committee were in agreement that an increase from a 6 person to a 10 person HMO would cause a significant level of harm to neighbours in the form of increased noise and parking pressures. Members were supportive of the five recommended refusal reasons provided by officers and sought to explore a further refusal reason regarding inadequate provision for waste and refuge storage and collection. The officers recommendation, in addition to the further reason for refusal discussed, was moved, seconded, and when put to a vote, unanimously agreed.		
	RESOLVED: 1) That the application be refused; and,		
	That an additional reason for refusal be given with regard to inadequate provision for waste and refuge storage and collection.		
128.	BLACK HORSE PH, HIGH ROAD - 271/APP/2022/1443 (Agenda Item 7)		
	Officers introduced the retrospective application and delivered a detailed presentation outlining the proposals. The application was recommended for refusal.		
	Both the applicant and the agent for the application were present, the agent addressed the Committee, key points of their address included:		
	• It was highlighted that the unique style of Kenyan Karoga cooking had been a		

vital part of the Black Horse's business since 2012 and without this part of the business, it was deemed that the business would not be viable.

- The applicant had erected the outdoor canopy and tv screens for the benefit of patrons and the garden had long been an established part of the business, used most frequently in the summer months when the weather was better.
- The agent noted that the suggestion that the erection of the canopy would increase activity in the garden, therefore impacting on neighbouring properties, was not true as the presence of the canopy and tv screens did not increase capacity beyond what already existed.
- The retractable canopy was a form already used commonly in many pub gardens.
- It was confirmed that the tv screens were used as a visual format only, and would never be used for audio, therefore causing no further impact regarding noise. There had been an outdoor tv screen in operation since 2012 and there had been no issue.
- In summary, the proposals were deemed modest and not out of character with the operations of a pub.

The Committee were informed that the speakers on the television screens had been disabled and could therefore not be used at any point and there was no intention to use the speakers in future. It was also confirmed by the agent that an acoustic report of the garden had not been carried out, it had not been deemed necessary as there were no additional noise generating capacities being introduced as a result of the proposals.

Members sought clarification over whether the proposals were essential in facilitating the Karoga style of cooking that was pivotal to the business. It was confirmed that Karoga was an outdoor style of cooking meaning the canopy could facilitate this part of the business in inclement weather, a factor deemed vital given the frequency of rainy weather.

The Committee noted that they wanted to see pubs performing well, especially given the current climate, and they wanted to facilitate this but it would not be at the expense of local residents. Officers noted that there was no concern regarding the retractable canopy but there were concerns regarding the raised television screen and the gazebos structures, however the application needed to be considered as a whole and therefore, officers had recommended the application for refusal. The Committee highlighted that there was a solution to be had but the current proposals were not deemed appropriate.

The officers recommendation was moved, seconded, and when put to a vote, unanimously agreed.

RESOLVED: That the application be refused as per officers recommendations.

129. LAND ADJACENT TO 5 ALBERT ROAD/NORTH HYDE ROAD, HAYES -42985/APP/2022/2336 (Agenda Item 8)

Officers introduced the application and delivered a detailed presentation outlining the proposals. It was highlighted that an appeal on the grounds of non-determination had been received and therefore the decision making powers had passed from the Local Planning Authority over to the Planning Inspectorate. However, should an appeal not have been received, the application would have been recommended for refusal.

A petition had been received objecting to the application and the lead petitioner had

submitted a statement to be read to the Committee. Key point raised in the statement included:

- It was highlighted that 155 people living within the adjacent vicinity of the site had signed the petition objecting to the proposals.
- There was parking provision for only two vehicles on site, meaning occupiers and visitors would inevitably add to the parking pressures experienced on Albert Road causing more congestion and inconvenience.
- The proposed entrance and hallway to Flat C of the proposals from North Hyde Road was protruding from the existing building lines of both Albert Road and North Hyde Road properties.
- The proposals would permanently remove the existing green area which was deemed harmful to the environment.
- The refuse bin store for the proposed Flat A would be situated on the front building line of number five Albert Road which was deemed unhygienic and would cause a bad odour to adjacent occupiers.
- The proposals would result in a loss of natural light to the occupiers of number five Albert Road.

The applicant and the agent were in attendance and addressed the Committee. Key points raised in their address included:

- To give the site some context, it was highlighted to be opposite a large supermarket store and on a street where there was no breakup of the properties. It was also deemed that the loss of the green area that the site was situated on would be deemed acceptable to provide housing as required.
- The sub-terranean dwelling was unique in design and the applicant had endeavoured to ensure the property utilised as much of the land as possible whilst retaining as much of the greenery of the site as possible, whilst also attempting to ensure the property was in keeping with the context of the local area.
- With regard to the recommended refusal reason based on the harm caused due to the adjacent approved development, it was deemed that this was slightly unfair as this application had been submitted almost six months before the application of the adjacent approved development.
- On the matter of an oversupply of parking, the applicant was happy to omit the provided parking given the good PTAL score of the area.
- The applicant was happy to also provide a basement impact assessment.

The Committee discussed the levels of privacy and overlooking between the proposed dwellings, to which the applicant noted that amendments could be made to the plans in order to mitigate these impacts. Officers noted that there was a concern with the principle of developing the site in terms of its effect on adjacent dwellings and the openness of the site, this view was also held by the Planning Inspectorate through earlier appeals which had been received with regard to this site. It was also noted that any small amendments would not overcome these larger scale concerns.

Members discussed the proximity of the basement dwelling to the nearby railway line and sought clarification on whether there could be a vibration or noise issue upon future occupants. Officers confirmed that, given the separation distance between the proposed dwelling and the railway line, they were satisfied that there would be no undue harm in terms of noise or vibrations caused.

	The Committee highlighted that given the application in front of them, they were in agreement with the officers recommended reasons for refusal, specifically noting the potential flood risk and the lack of basement impact assessment and, as a whole, they were unable to support the proposals. The officers recommendations for refusal were proposed, seconded, and when put to a vote, unanimously agreed.
	RESOLVED: That should an appeal on the grounds of non-determination not have been lodged, that the application would have been refused as per officers recommendations.
130.	2 NORTHBROOK DRIVE, NORTHWOOD - 56315/APP/2022/2504 (Agenda Item 9)
	Councillor Gohil had declared a non-pecuniary interest in this item and removed themselves from the room for the duration of the item.
	Officers introduced the application and gave an outline of the proposals highlighting that the application was recommended for approval.
	A petition in objection had been received against this application. The lead petitioner had submitted a statement to be read out to the Committee. Key points raised in the petitioner's statement included:
	 The lead petitioner thanked planning officers for their consideration of the concerns raised in the petition. It was deemed that the original concerns raised in the petition had been dealt with both reasonably and fairly, and as such they were in agreement with the recommended conditions suggested by officers. It was requested that, should the Committee be minded to grant planning
	permission, they should seek to include all of the recommended conditions. The Committee congratulated planning officers on their hard work on this application and addressing the concerns raised by local residents. It was noted that the lead petitioner was now happy that their concerns had been addressed, therefore the officers recommendation was proposed, seconded, and when put to a vote, unanimously approved.
	RESOLVED: That the application be approved as per officers recommendations.
131.	4 CHURCH CLOSE, WEST DRAYTON - 27891/APP/2022/2859 (Agenda Item 10)
	Councillor Gohil re-joined the meeting before the commencement of this item.
	Officers introduced the application and gave an overview of the proposals highlighting that an appeal on the grounds of non-determination had been received and as such, decision making powers had been passed from the Local Planning Authority over to the Planning Inspectorate. Should an appeal on the grounds of non-determination been received, the application would have been recommended for refusal.
	The Committee noted that a petition objecting to the proposals had been received. The officers recommendation to refuse the application, should an appeal on the grounds of non-determination not have been received, was moved, seconded, and when put to a vote, unanimously agreed.
	RESOLVED: That should an appeal on the grounds of non-determination not Page 5

	have been lodged, that the application would have been refused as per officers recommendations.
132.	18 IVER LANE, COWLEY, UXBRIDGE - 19016/APP/2023/20 (Agenda Item 11)
	Officers introduced the application and delivered a detailed presentation outlining the proposals noting that the application had been deferred for a site visit. It was highlighted that the application was recommended for approval.
	Members noted that the site visit had been useful exercise in understanding the application's relationship with the local conservation area. The Committee agreed that the proposals had no negative impact on the conservation area and now that the proposals had an attached Section 106 agreement, it was generally felt that the application was now deemed acceptable. Members sought to clarify whether the minor infringement of the 45-degree sight line would be considered a reason for refusal, however officers noted that the infringement was insignificant and that the proposals were deemed acceptable.
	The officers recommendation was proposed, seconded, and when put to a vote, agreed with six votes for and one abstention.
	RESOLVED: That the application be approved as per officers recommendations.
	The meeting, which commenced at 7.00 pm, closed at 8.39 pm.

These are the minutes of the above meeting. For more information on any of the resolutions please contact democratic@hillingdon.gov.uk Circulation of these minutes is to Councillors, Officers, the Press and Members of the Public.

Agenda Item 4

<u>Minutes</u>

BOROUGH PLANNING COMMITTEE

11 May 2023



Meeting held at Council Chamber

	Committee Members Present : Councillors Henry Higgins (Chairman), Darran Davies (Vice-Chairman),
	Farhad Choubedar, Ekta Gohil, Gursharan Mand, Raju Sansarpuri and Jagjit Singh
	LBH Officers Present : Nikki O'Halloran (Democratic Services Manager)
1.	ELECTION OF CHAIRMAN (Agenda Item 1)
1.	LECTION OF CHAIRMAN (Agenda item 1)
	RESOLVED: That Councillor Higgins be elected as Chairman of the Borough Planning Committee for the 2023/2024 municipal year.
2.	ELECTION OF VICE CHAIRMAN (Agenda Item 2)
	RESOLVED: That Councillor Davies be elected as Vice Chairman of the Borough Planning Committee for the 2023/2024 municipal year.
	The meeting, which commenced at 9.10 pm, closed at 9.20 pm.

These are the minutes of the above meeting. For more information on any of the resolutions please contact Nikki O'Halloran on nohalloran@hillingdon.gov.uk. Circulation of these minutes is to Councillors, Officers, the Press and Members of the Public.

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Agenda Item 7

Report of the Head of Development Management and Building Control

Address: 34, 36, 38 GREEN LANE NORTHWOOD

- **Development:** Demolition of existing outbuilding and partial demolition of the ground floor of nos. 34 and 38. Erection of an outbuilding for use as a workshop. Installation of an external staircase to retained upper floor residential units. Amalgamation of ground floors of nos. 38 and 36 to form a combined retail unit including a new shopfront.
- LBH Ref Nos: 77897/APP/2023/602
- Drawing Nos: 19150-101 19150-102 19150-103 19150-104 19150-105
 - 19150-106 19150-107 19150-108 19150-109 19150-110
 - 19150-111 19150-112 19150-113 19150-114 19150-115 19150-116 19150-117 19150-118 Design, Access & Heritage Statement prepared by The Harris Partnership (ref.

19150-DA01A, dated February 2023)

Date Plans received:01-03-2023Date(s) of Amendments(s):

Date Application valid 01-03-2023

1. SUMMARY

The site comprises three terraced buildings in a parade of eight mixed-use terraced properties with ground floor retail and first floor residential/retail on the southern side of Green Lane. It is at the western end of the Northwood (Green Lane) Town Centre and Conservation Area. The proposal involves the demolition of the rear ground floor wings of 34 and 38 Green Lane, the demolition of an

outbuilding to the rear of 36 Green Lane, the erection of a single storey, flat roofed workshop (Class E(g)(iii)), the amalgamation (at ground floor) of 36 and 38 Green Lane and associated new shop front.

There are 16 objections, including from Northwood Residents' Association relating mostly to loss of retail viability and resultant harm to the area (including the loss of existing retail tenants) and harm to the conservation area. There is also a petition against the proposal with 131 signatures. There are objections from the Council's Conservation Officer due to concerns with the works to the shopfront and the poor design of the workshop. The loss of retail floorspace (Class E) is not explicitly contrary to planning policy and so does not form an objection or reason for refusal. The Highways Officer has not objected or raised concerns on highways grounds.

The application is recommended for refusal for one reason - it would fail to preserve or enhance the character and appearance of the conservation area, resulting in less than substantial harm whereby there are no identified public benefits that would outweigh this harm. The proposed shop front alterations would also adversely affect the visual amenity of the street scene.

2. RECOMMENDATION

REFUSAL for the following reasons:

1. NON2 Harm to the character of the Conservation Area

By virtue of its box form design, orientation, appearance and disruption to the pattern and rhythm of the linear parade of shops posed by the proposed workshop building and the removal of traditional characteristics to the shopfront of 38 Green Lane, the development would fail to preserve or enhance the character and appearance of the Northwood Town Centre, Green Lane Conservation Area. It would result in less than substantial and unacceptable harm to the setting and character of the Northwood Town Centre, Green Lane Conservation Area, as well as the visual amenity of the street scene. When weighing the public benefits, these would not outweigh the identified harm. The proposal is therefore contrary to Policies HE1 and BE1 of the Hillingdon Local Plan: Part One Strategic Policies (2012), Policies DMHB 1, DMHB 4, and DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policies D3 and HC1 of the London Plan (2021), and Chapters 12 and 16 of the National Planning Policy Framework (2021).

INFORMATIVES

1. I71 Discussion

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 Local Plan Part 1, Local Plan Part 2, 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 principle of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

2. 152 Compulsory Informative (1)

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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).

153 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and national guidance.

x y	0
DMEI 14	Air Quality
DMEI 7	Biodiversity Protection and Enhancement
DMEI 9	Management of Flood Risk
DMHB 1	Heritage Assets
DMHB 13	Shopfronts
DMHB 13A	Advertisements and Shop Signage
DMHB 4	Conservation Areas
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
DMTC 1	Town Centre Development
DMTC 2	Primary and Secondary Shopping Areas
DMTC 3	Maintaining the Viability of Local Centres and Local Parades
DMTC 4	Amenity and Town Centre Uses
LPP D14	(2021) Noise
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D8	(2021) Public realm
LPP E4	(2021) Land for industry, logistics and services to support London's economic function
LPP E6	(2021) Locally Significant Industrial Sites
LPP G6	(2021) Biodiversity and access to nature
LPP GG2	(2021) Making the best use of land
LPP HC1	(2021) Heritage conservation and growth
LPP SD6	(2021) Town centres and high streets
LPP SD7	(2021) Town centres: development principles and Development Plan Documents
LPP SI12	(2021) Flood risk management
	(2021) Sustainable drainage

LPP SI13 (2021) Sustainable drainage

LPP SI7	(2021) Reducing waste and supporting the circular economy
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.3	(2021) Retail parking
LPP T6.5	(2021) Non-residential disabled persons parking
LPP T7	(2021) Deliveries, servicing and construction
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF14	NPPF 2021 - Meeting the challenge of climate change flooding
NPPF15	NPPF 2021 - Conserving and enhancing the natural environment
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment
NPPF7	NPPF 2021 - Ensuring the vitality of town centres
NPPF9	NPPF 2021 - Promoting sustainable transport

3. CONSIDERATIONS

3.1 Site and Locality

The site forms three properties on the southern side of Green Lane, forming the eastern end of a row of eight 2.5 storey terraced buildings in mixed use (ground floor retail with residential above) at the western end of the Green Lane Town Centre and Conservation Area. The site area extends to 2,000m2 and includes side vehicular access to a rear parking area providing rear/back of house access (including to first floor residential properties) with a separate single storey building at the rear boundary.

Similar town centre development predominates to the north and east, with Northwood Underground Station 130m to the east. A Council-owned car park is adjacent to the west with lower density residential development beyond.

Site Constraints

- Green Lane Northwood Town Centre
- Green Lane Northwood Primary Shopping Area
- Northwood Town Centre, Green Lane Conservation Area
- Flood Zone 1
- Potentially Contaminated Land
- PTAL Rating 3

3.2 Proposed Scheme

The proposal involves the following works:

- Demolition/removal of the rear of the ground floor (and associated structures) of 34-38 Green Lane

- New single storey, flat roof detached workshop building at the rear of the site with three adjacent car spaces

- Two new accesses stairs/landing to the rear of the existing first floor flats
- Associated works including new close boarded fencing, bin storage, cycle storage and other site

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works

- Amalgamation of 36 and 38 Green Lane into one shop

- New glazing to 38 Green Lane shop frontage and replacement glazing to 36 Green Lane shop frontage.

3.3 Relevant Planning History

2310/ADV/2005/42 34 Green Lane Northwood

INSTALLATION OF AN INTERNALLY ILLUMINATED FASCIA SIGN AND PROJECTING BOX SIGN

Decision: 17-02-2012 No Further Action(P)

2310/D/94/0305 34 Green Lane Northwood

Installation of a new shopfront

Decision: 13-05-1994 Approved

324/A/86/0439 36 Green Lane Northwood

Alterations to elevation (P)

Decision: 06-05-1986 Approved

324/APP/2006/829 36 Green Lane Northwood CHANGE OF USE FROM CLASS A1 (SHOPS) TO CLASS A3 (RESTAURANTS, SNACK BARS, CAFES).

Decision: 06-06-2006 Refused

324/APP/2017/3602 36 Green Lane Northwood

Change of use from retail (Use Class A1) to a mixed use comprising retail, restaurant/cafe (Use Classes A1/A3) (Retrospective)

Decision: 05-04-2018 Approved

4610/ADV/2001/10 38 Green Lane Northwood
 INSTALLATION OF NON-ILLUMINATED FASCIA AND PROJECTING SIGNS (RETROSPECTIVE APPLICATION)
 Decision: 16-01-2002 Approved

Comment on Relevant Planning History

None relevant.

4. Planning Policies and Standards

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

- The Local Plan: Part 1 Strategic Policies (2012)
- The Local Plan Part 2 Development Management Policies (2020)
- The Local Plan Part 2 Site Allocations and Designations (2020)
- The West London Waste Plan (2015)
- The London Plan (2021)

The National Planning Policy Framework (NPPF) (2021) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

The Northwood Town Centre, Green Lane Conservation Area Appraisal has also formed part of the assessment.

Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.E1 (2012) Managing the Supply of Employment Land

PT1.E5 (2012) Town and Local Centres

PT1.EM1 (2012) Sustainable Waste Management

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PT1.EM6 (2012) Flood Risk Management

- PT1.EM7 (2012) Biodiversity and Geological Conservation
- PT1.EM8 (2012) Land, Water, Air and Noise

PT1.HE1 (2012) Heritage

Part 2 Policies:

- LPP D14 (2021) Noise
- LPP D4 (2021) Delivering good design
- LPP D5 (2021) Inclusive design
- LPP D8 (2021) Public realm
- LPP E4 (2021) Land for industry, logistics and services to support London's economic function
- LPP E6 (2021) Locally Significant Industrial Sites
- LPP G6 (2021) Biodiversity and access to nature
- LPP GG2 (2021) Making the best use of land
- LPP HC1 (2021) Heritage conservation and growth
- LPP SD6 (2021) Town centres and high streets
- LPP SD7 (2021) Town centres: development principles and Development Plan Documents
- LPP SI12 (2021) Flood risk management
- LPP SI13 (2021) Sustainable drainage
- LPP SI7 (2021) Reducing waste and supporting the circular economy
- LPP T5 (2021) Cycling
- LPP T6 (2021) Car parking
- LPP T6.3 (2021) Retail parking
- LPP T6.5 (2021) Non-residential disabled persons parking
- LPP T7 (2021) Deliveries, servicing and construction
- DMEI 14 Air Quality
- DMEI 7 Biodiversity Protection and Enhancement
- DMEI 9 Management of Flood Risk
- DMHB 1 Heritage Assets
- DMHB 13 Shopfronts
- DMHB Advertisements and Shop Signage 13A
- DMHB 4 Conservation Areas
- DMT 1 Managing Transport Impacts

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- DMT 2 Highways Impacts
- DMT 5 Pedestrians and Cyclists
- DMT 6 Vehicle Parking
- DMTC 1 Town Centre Development
- DMTC 2 Primary and Secondary Shopping Areas
- DMTC 3 Maintaining the Viability of Local Centres and Local Parades
- DMTC 4 Amenity and Town Centre Uses
- NPPF11 NPPF 2021 Making effective use of land
- NPPF12 NPPF 2021 Achieving well-designed places
- NPPF14 NPPF 2021 Meeting the challenge of climate change flooding
- NPPF15 NPPF 2021 Conserving and enhancing the natural environment
- NPPF16 NPPF 2021 Conserving & enhancing the historic environment
- NPPF7 NPPF 2021 Ensuring the vitality of town centres
- NPPF9 NPPF 2021 Promoting sustainable transport

5. Advertisement and Site Notice

- 5.1 Advertisement Expiry Date: Not Applicable
- 5.2 Site Notice Expiry Date: 14th April 2023

6. Consultations

External Consultees

Neighbour consultation

A total of 64 residents and Northwood Residents Association were consulted between 9-30 March 2023 with a Conservation Area site notice installed from 14 March to 4 April 2023 and an advertisement in the local press from 22 March to 14 April 2023.

A total of 16 submissions (excluding duplicates from the same property but including one from Northwood Residents Association and submissions from the tenants of all three subject properties) were received. Additionally, a petition with 131 signatures was received requesting refusal of the application. The submissions raised the following summarised issues:

- Works will affect the existing local businesses and employment
- Loss of existing business floorspace
- Loss of existing units and businesses
- Reduction in floorspace and amalgamation of 36 and 38 Green Lane will affect vitality of the area
- The loss of floorspace creates a retail unit that is not supportive of the town centre location
- Loss of retail unit, in conflict with policy
- Existing businesses do not want to leave
- There is no need for larger retail units
- Workshop is unrelated to the size and scale of the town centre

Planning Officer Comments: The net loss in retail floorspace is not explicitly contrary to policy and may be considered partly offset by the increase in light industrial floor area. Both retail and the proposed workshop for light industrial use are within Use Class E.

- Loss of floorspace and depth to the retail units will affect cumulative viability and therefore the survival of the conservation area

- This row of terraces was the first parade of shops on Green Lane
- The flat roof design is detrimental to the conservation area
- The removal of a door to 38 Green lane will harm the character of the area
- Will affect the heritage significance of the area

Planning Officer Comments: The broader harm to the character and appearance of the conservation area is discussed in the body of the report and forms the basis for the refusal of the application.

- Servicing and rear access to the retail units will be lost

Planning Officer Comments: The retail units would still be accessed and serviced at the rear from a shared rear yard.

- Car parking spaces should not be provided
- Parking spaces are dangerous for access and visibility

Planning Officer Comments: There are no objections from the Council's Highways Officer on visibility and manoeuvring grounds, as discussed in the body of the report.

- Looks like developer wants to demolish
- Intent of developer remains unclear

Planning Officer Comments: These are not relevant planning considerations.

- Use of the workshop should be specified

Planning Officer Comments: The workshop use is specified in the application form as light industrial which can be carried out in a residential area without detriment to its amenity. This is within Use Class E, specifically class E(g)(iii).

The petition cited the following topic and desired outcome:

"The block has particular historic value and so the original units should be retained. The existing businesses do not need or want any change to the retail units they occupy. Reducing the size of the retail units and taking out viable commercial space would affect the businesses that occupy these premises and

reduce the quality of services they provide for the community".

Planning Officer Comments: Conservation concerns are outlined in the body of the report and whilst not all of the petition concerns are detailed, the heritage impact still forms Reason for Refusal 1. The personal situation of leaseholders does not form part of the planning consideration, though net loss of retail floorspace is discussed in the body of the report.

Internal Consultees

Conservation Officer: Objection raised due to the harm to the shopfront (including the loss of the door) and the poor design and siting of the workshop building.

Highways Officer: No objection (detailed comments are incorporated into section 7.10 of the Committee Report).

Planning Policy Officer: No objection to the principle of development.

In summary: "Relevant policies are DMTC 1 and DMTC 2. An important note is that, assuming the workshop is light industrial use, this is the same Use Class (E) as a retail unit...Therefore any net change calculations should be undertaken with the inclusion of the workshop if it is Use Class E.

Policy DMTC 2 refers to ensuring ground floor is uses for retail, financial and professional activities and restaurants, cafes, pubs and bars. Realistically, due to Use Class E we can't make this much distinction anymore and all uses within Class E should be acceptable. It requests that 70% of the frontage to be retained as Use Class A1, but again this should be interpreted as Use Class E. I note there is not loss of frontage either. Therefore I cannot see a conflict with Policy DMTC 2.

Policy DMTC 1 requires town centre development to demonstrate that adequate width and depth of floorspace has been provided for the town centre uses and appropriate servicing arrangements have been provided. I'd assume the amended units and new workshop could still be serviced from the rear under the proposal. The width has not changed - so as long as there are other units with a similar depth operating on the high street (i.e. it is not obviously abnormal) I don't think there could be a strong objection".

7. MAIN PLANNING ISSUES

7.01 The principle of the development

- Loss of Retail

Policy SD6 of the London Plan is a strategic policy that notes that the vitality and viability of London's varied town centres should be promoted and enhanced by encouraging strong, resilient, accessible and inclusive hubs with a diverse range of uses that meet the needs of Londoners, and strengthen the role of town centres as a main focus for Londoners' sense of place and local identity in the capital. The adaptation and diversification of town centres should be supported in response to the challenges and opportunities presented by multi-channel shopping and changes in technology and consumer behaviour, including improved management of servicing and deliveries.

Policy SD7 of the London Plan aims to ensure that commercial floorspace relates to the size and the role and function of a town centre and its catchment, is appropriately located and fit for purpose, with

at least basic fit-out and not compromised in terms of layout, street frontage, floor to ceiling heights and servicing, with efficient delivery and servicing in a way that minimises negative impacts on the environment, public realm, the safety of all road users, and the amenity of neighbouring residents. It also aims to support the diversity of town centres by providing a range of commercial unit sizes, particularly on larger-scale developments.

Policy E9 of the London Plan aims to support convenience retail in all town centres to secure inclusive neighbourhoods as well as provide a policy framework to enhance local and neighbourhood shopping facilities and prevent the loss of retail and related facilities that provide essential convenience and specialist shopping.

Policy DMTC 1 of Hillingdon's Local Plan Part 2 also supports 'main town centre uses' where the development proposal is consistent with the scale and function of the centre with adequate width and depth of floorspace and appropriate servicing arrangements have been provided.

Policy DMTC 2 of Hillingdon's Local Plan Part 2 supports the provision of ground floor retail (and other specified town centre uses) provided that a minimum of 70% of the frontage is retained in retail use; the proposed use will not result in a separation of Class A1 uses of no more than 12m interruption in frontage of A1 shops or a concentration of non retail uses which could be considered to cause harm to the vitality and vibrancy of the town centre; and compliance with other relevant local plan policies.

Whilst there is a clear intent to avoid the loss of retail within designated town centres and parades, there is no actual policy against the loss of retail floorspace, net or otherwise, in a town centre. There is also no policy direction against shop amalgamation.

Objections have referred to paragraph 93 of the National Planning Policy Framework (NPPF) which aims to protect social, recreational and cultural facilities and services the community needs, by guarding against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs. It falls within Section 8 of the NPPF which refers to healthy and safe communities. A retail use could, in theory, fall within the remit of Section 8. However, given the broad scope of retail uses would not necessarily include uses that would involve safe and healthy communities, it is clear that application of this NPPF paragraph within a retail use is not intended.

The three existing retail units have internal floorspaces of 115m2, 138m2 and 73m2, with depths of about 25m. The proposal involves the demolition of the rear parts of all three buildings and the internal walls between 36 and 38 Green Lane to allow the amalgamation of these two units. It results in two retail units of 66m2 and 131m2. This is a net loss of one retail space and 129m2 (in total floorspace terms).

It appears that the amalgamation of 36 and 38 Green Lane is an offset against the net loss of retail floorspace. At present, 38 Green Lane is 4.2m wide at its entrance but narrows to 2.6m. This is somewhat prohibitive as a retail space. Widening the space through amalgamation with 36 Green Lane offers a more flexible and attractive retail space with a double frontage. There would not be any loss in retail frontage as a result of the proposal.

The depth of the retail units is reduced from 26m at 34 Green Lane, 31m at 36 Green Lane and 24m at 38 Green Lane to 15m within both units. In terms of maintaining depth to ensure flexibility and viability in use, there are no significant constraints and the resultant units would be similar in

depth/area to the ground floor premises operating at 24 and 26 Green Lane. Overall, the net loss is noted, and is unfortunate, but there are clear benefits with the refurbishment of the existing spaces to be retained and the additional width provided within 36-38 Green Lane.

Therefore, the loss of retail floor space and the amalgamation of 36 and 38 to form one retail unit is acceptable in principle, subject to compliance with wider planning policies.

- Light Industrial Use

Policy E7 of the London Plan requires a proactive approach and encouragement for the intensification of business uses through introduction of small units, amongst other factors. Policy DME1 of the Local Plan will support light industrial within Locally Significant Employment Locations (LSELs).

There is no explicit policy encouragement towards or against the provision of light industrial uses in town centre locations and the provision of 44m2 of light industrial floorspace is not opposed in principle. In principle, the proposed workshop could provide a service that is compatible and complementary to the area, particularly given the back land location behind the street frontage. It is also recognised in the planning use class order (amended 1st August 2021) that any light industrial use that is capable of being carried out in a residential area (as proposed on the application form) is Class E, the same as retail shops or any other service appropriate to this commercial locality. On this basis, no objection is raised to the principle of the proposed workshop in this location, subject to compliance with wider planning policies.

- Conclusion

Paragraph 86 of the NPPF supports the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. The proposal involves a loss of retail floorspace and provision of workshop floorspace for a net loss overall. Whilst this is generally unusual, it is not a policy departure and the associated refurbishment of the premises, increased flexibility of the retail space and diversity of use weighs in favour. Therefore, the principle of development is acceptable, subject to compliance with wider planning policies.

7.02 Density of the proposed development

Not applicable.

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

Refer to Section 7.07.

7.04 Airport safeguarding

Not applicable.

7.05 Impact on the green belt

Not applicable.

7.06 Environmental Impact

Not applicable.

7.07 Impact on the character & appearance of the area

Policy BE1 of the Hillingdon Local Plan Part 1 - Strategic Policies (2012) seeks a quality of design

that enhances and contributes to the area in terms of form, scale and materials, is appropriate to the identity and context of the townscape and would improve the quality of the public realm and respect local character.

Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020) states that new development will be required to be designed to the highest standards and incorporate principles of good design, including harmony in consideration of the height of surrounding structures. Policy DMHB 12 of the same plan requires integration with the surrounding area.

The site is within the Northwood Town Centre, Green Lane Conservation Area and the Council has a duty to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area, including its setting (Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990). Paragraphs 199-202 of the NPPF requires consideration of the harm to the significance of the Conservation Area.

Policy DMHB 4 of the Hillingdon Local Plan Part 2 (2020) seeks to ensure that development within a Conservation Area preserves or enhances the character or appearance of the area, including though high quality design and resisting the loss of buildings and features. Policy HC1 of the London Plan (2021) seeks to conserve significance, by being sympathetic to the assets' significance and appreciation within their surroundings.

The Conservation Area Appraisal notes that The Pavement on the south side was the first section of shops to be completed (visible in 1914 ordinance maps) and the parades of shops are tightly packed. It is less flamboyant than its later neighbours. The parade is two and half storeys with shops on the ground floor with a red brick first floor with yellow brick decorative courses and dormer windows in the attic under slate roofs.

There is also reference to an alley that runs behind, and an interesting surviving outbuilding which is an early Victorian stable/workshop at the end of the alley. It is constructed of London stock brick with slate roofs and has three pitched roof dormers breaking through the eaves. This building falls outside of the application site. The appraisal notes that the buildings make a positive contribution to the historic and architectural character and appearance of the conservation area.

- To the rear

Notwithstanding the above appraisal, the rear of the buildings at 24-48 Green Lane are a haphazard collection of rear extensions of varying form and materials that have a clear servicing or back of house appearance, offering little in terms of a positive setting for the conservation area. They open onto the rear alleyway, they are also well removed from and not appreciated in views from the street. The demolition of these structures is therefore not opposed.

The replacement with a detached, flat roof, single storey building offers little in terms of enhancement of the site and the conservation area. Whilst of modest form and appearance, it is at odds with the historic pattern of development and disrupts the cohesion of the parade of shops by establishing an ill thought out replacement building of infill appearance. The orientation east/west is completely against the grain of the rear extensions and additions which are perpendicular to the street. This forms Reason for Refusal 1.

- To the street

Whilst not offering much to the conservation area, the new doors to 36 Green lane are largely like for like replacements and are satisfactory. The new shopfront to 38 Green Lane involves the removal of the door and the provision of bi-fold doors much the same as 36 Green Lane. The Council's Conservation Officer is opposed to these works with the loss of pilasters and corbel brackets harmful to the character and form of the parade of retail premises and the Conservation Area as a whole.

- Conclusion

For the reasons above, the proposed development would fail to preserve or enhance the character and appearance of the Northwood Town Centre, Green Lane Conservation Area, or the visual amenity of the street scene.

The harm arising from the proposed development is considered to be less than substantial. In line with paragraph 202 of the NPPF (2021), the public benefits of the proposal must be weighed against the harm to the significance of the designated heritage asset (Northwood Town Centre, Green Lane Conservation Area).

The principle of the development (loss of retail and provision of light industrial) is generally supported with the provision of a workshop use retaining a degree of employment activity. Nonetheless, given there is a net loss of retail floor space (even if it is not contrary to policy), there appears minimal economic benefit and the weight applied is minimal. Given the very limited benefits associated with the scheme, public or otherwise, the benefits do not outweigh the clear harm.

As such, it is concluded that there are no identified public benefits that would outweigh the demonstrated harms to the Conservation Area. The proposal would therefore conflict with Policies HE1 and BE1 of the Hillingdon Local Plan: Part One Strategic Policies (2012), Policies DMHB 1, DMHB 4, and DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policies D3 and HC1 of the London Plan (2021), and Chapters 12 and 16 of the National Planning Policy Framework (2021).

7.08 Impact on neighbours

Policy DMHB 11 and Policy EM8 of the Hillingdon Local Plan (part 2 and part 1 respectively) seek to ensure a satisfactory relationship with adjacent dwellings and no unacceptable loss of outlook, amenity, daylight and sunlight to neighbouring occupiers or impacts of noise, odour, emissions, safety and security, refuse, parking or traffic congestion. Policy D14 of the London Plan (2021) aims to reduce, manage and mitigate noise to improve health and quality of life by avoiding significant adverse noise impacts on health and quality of life. Section 15 of the NPPF aims for similar outcomes.

The proposal involves a net reduction in building footprint with the footprint of the new workshop building well removed from the existing retail and residential units, such that there is no additional dominance or loss of light.

The uses within the main building remain unchanged and the premise of the use class of the new workshop building is that the use is compatible with a residential area. Further, the openings are to the south, away from the existing retail and residential units. Whilst there are offices to the rear and residential properties beyond, the separation distance is appropriate to protect amenity.

New access stairs to each of the units, including a new shared landing for 34 and 36 Green Lane would, in theory, open up some sightlines to neighbours but when compared with the existing

situation, there is no significant change and no objection raised.

7.09 Living conditions for future occupiers

Not applicable.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Site Characteristics

The site forms part of a 1930's shopping parade located within Green Lane in Northwood and the surroundings consist of a mix of commercial and residential uses.

It is proposed to reconfigure and amalgamate two established retail units at 36 and 38 Green Lane to form a single larger commercial unit with the erection of a small-scale workshop unit located to the rear of the site. Demolition of an existing outbuilding and partial demolition of the ground floor elements of 34 and 38 would be necessary to facilitate the proposal.

An established access located to the side of no. 38 is to remain to serve the rear of the site envelope affording access to 3 parking spaces and 6 formal cycle parking spaces.

The site exhibits a public transport accessibility level (PTAL) of 3 which is considered as moderate, but the Council's Highways Officer has advised that in practice the 'real world' PTAL may be somewhat higher than numerically depicted. This is due to the relative proximity of Northwood London Underground Station and a plethora of local bus services operating within the locality. There are extensive parking controls on the surrounding roadways exampled by double yellow lines and 8am to 6.30pm - Monday to Saturday Pay & Display facilities.

Vehicular Trip Generation

Hillingdon Local Plan: Part 2 Policies DMT 1 and DMT 2 require the council to consider whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

The Council's Highways Officer has advised that as a consequence of the relatively small scale of development and limited on-plot parking, any vehicular trip generation uplift is predicted to be negligible and therefore does not give rise to any specific highway concerns.

Car Parking

Policy DMT 6 of the Local Plan requires compliance with the parking standards unless it is demonstrated that a deviation would not result in a deleterious impact on the surrounding road network.

It is apparent that the three existing retail units and the two residential units are not provided with any formal car parking. There is a substandard potential parking space at the rear of 34 Green Lane, which is not counted because of its inadequate length. It would then follow that any reduction in retail floorspace would not present any additional parking issue.

The workshop space is required to provide three spaces, with the Local Plan specifying two spaces plus one space per 50-100m2 of floorspace. The proposal includes three car spaces for the workshop use which represents compliance with the parking standard.

This moderate level of provision is further supported by the aforementioned good 'real world' transport links and local parking controls in the area which act as a parking constraint and therefore encourage sustainable travel to and from the site. It is also noted that there is a Council owned public car park close to the site.

EV charging amounting to one active and two passive charging points would be secured by condition in the event of an approval.

In light of the above, the proposed level of parking is considered acceptable.

Cycle Parking

Policy DMT 5 of the Hillingdon Local Plan - Part 2 (2020) requires compliance with the cycle parking standards. The retail units are reduced in floorspace and the residential units are unchanged, such that there are no additional cycle parking requirements. The workshop use generates the need for one space, though the Highways Officer recommends three spaces be provided on the basis of the mixed use of the site.

Three cycle racks, providing parking for six cycles, are provided at the rear of the residential units. This would be an improvement on the existing situation and while there is only a requirement for one space, the cycle parking could be shared by the workshop and existing residences (or even the retail units). The cycle parking is accessible, located in a back of house location alongside the residential entrances but would need to be made secure and sheltered. An allocation strategy, including one space allocated to the workshop use, as well as details of secure and covered bike shelters could be secured by condition in the event of an approval.

Access

Section 9 of the NPPF and Policy T4 of the London Plan (2021) states that development proposals should not increase road danger and that development proposals should not be refused unless highways impacts are severe.

The existing alleyway/driveway serving the rear of the site is single width and serves perhaps ten formal parking spaces and a number of additional informal or ad hoc parking spaces. The proposal for three additional parking spaces would add to the trip generation along this single lane access. However, the Highways Officer has advised that with the low level of traffic (three proposed spaces), the likelihood of conflict is very low. In itself, this is a limiting factor in terms of overall activity to and from the site. Coupled with the stringent waiting restrictions around the area that would inherently restrict general activity by deterring private car travel to and from the address without envisaged measurable harm, no concerns are raised with access. In terms of manoeuvrability within the car park, there is sufficient space and visibility for turning and forward movement from the site.

Servicing

There is a relatively ad hoc servicing arrangement at the rear of the site for the existing retail units with the greater likelihood that most deliveries would occur at the street front.

The proposed workshop building would alter this rear servicing arrangement by appearing to reduce accessibility to the retail units from the rear. However, the existing access to the rear of these

properties is already somewhat compromised, with either no direct access or restricted access down narrow passage ways. The proposal would introduce a more formal and clearly marked out arrangement with the car parking spaces. Any potential impact to servicing is viewed as either an improvement, commensurate or so minimal as not to warrant concern.

Construction Management Plan

A Construction Management Plan would be a requirement given the constraints and sensitivities of the immediate road network in order to avoid/minimise potential detriment to the public realm. Continued and safe pedestrian and vehicular access would also need to be maintained to the rear of the premises during the construction period. This would be conditioned in the event of an approval.

7.11 Urban design, access and security

Paragraph 92 of the NPPF and Policy DMHB 15 of the Hillingdon Local Plan Part 2 (2020) require healthy, inclusive and safe places so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion. There are no objections on these grounds.

7.12 Disabled access

Policy D5 of the London Plan requires accessible and inclusive design that is convenient and welcoming with no disabling barriers, providing independent access without additional undue effort, separation or special treatment.

The amalgamation of the retail units at 36 and 38 Green Lane will improve accessibility by removing the small step to the existing retail unit at 36 Green Lane. Access to 34 Green Lane will remain unchanged and the new access points to the existing residential units will remain via staircases. The workshop can be designed in a way that it is fully accessible such that no objection is raised.

7.13 Provision of affordable & special needs housing

Not applicable.

7.14 Trees, landscaping and Ecology

No impact.

7.15 Sustainable waste management

Policy EM11 of the Hillingdon Local Plan Part 1 (2012) refers to the minimisation of waste. As part of the redevelopment at the rear of the site, a new bin store is positioned underneath the staircase at the eastern end of the site. It is intended to serve the first floor residential properties at the site, along with the three ground floor retail premises.

The dimensions appear inadequate for the likely waste generation from five properties. Also refuse storage for residential units should be kept separate from commercial uses. However, given the available space between the workshop and the rear of the retail buildings, there is adequate space for suitably located and separate (between commercial and residential) bin storage areas that would protect the character of the area and neighbour amenity. This could be conditioned.

In the event of an approval, a condition would be included requiring details of separate residential and commercial refuse and recycling storage and collection arrangements.

7.16 Renewable energy / Sustainability

Policies BE1 and DMEI 2 of the Hillingdon Local Plan (Part 1 and Part 2 respectively) seek to achieve reductions in carbon dioxide emissions through energy efficient design and effective use of low and zero carbon technologies, including the use of Sustainable Urban Drainage Strategies, water efficiency and sustainable design and construction techniques to increase the re-use and recycling of construction, demolition and excavation waste and reduce the amount disposed to landfill.

No such details have been submitted. However, given the relatively modest nature of the construction works and the open plan form of the modest workshop building, there are limited opportunities for sustainability measures beyond what is required of building regulations. On this basis, no objections are raised.

7.17 Flooding or Drainage Issues

Flooding

Policy SI12 of the London Plan (2021) states that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. The site is in Flood Zone 1 with no identified surface flooding. The proposed workshop use is acceptable on flooding grounds. The proposal is therefore acceptable.

Drainage

Policy SI13 of the London Plan (2021) states that development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible. Policy DMEI 10 of the Hillingdon Local Plan Part 2 (2020) states that developments are required to include a drainage assessment demonstrating that appropriate sustainable drainage systems (SuDS) have been incorporated.

The site is not in a Critical Drainage Area, not shown to be at risk from surface flooding and there is a net reduction in building footprint. Subject to details of hard or soft landscaping in the area between the workshop and the rear of the retail buildings to ensure that there is adequate on site infiltration, as part of broader drainage details, there is unlikely to be any adverse drainage issues. These details could be secured by condition in the event of an approval.

7.18 Noise or Air Quality Issues

Policy DMEI 14 of the Hillingdon Local Plan Part 2 (2020) states that development should demonstrate appropriate reductions in emissions to sustain compliance with and contribute towards meeting EU limit values and national air quality objectives for pollutants. The site does not fall within the Air Quality Management Area, and given the relatively minor scale of development and continued uses, no concerns are raised.

7.19 Comments on Public Consultations

Refer to Section 6.

7.20 Planning obligations

Not applicable.

7.21 Expediency of enforcement action

None applicable.

7.22 Other Issues

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Contaminated Land

The site is located on land identified as potentially contaminated. Given that the development would involve demolition to accommodate new built development in a town centre location, it is unlikely that there would be any concerns with contaminated land that could not be remediated. Therefore, in the event of an approval the appropriate conditions for investigation and remediation would be included.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when

compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

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

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

For the reasons set out in this report, it is considered that the development conflicts with national, regional and local planning policies and guidance. No material considerations exist which would outweigh the identified harm. It is therefore recommended that the application be refused on the grounds set out in Section 2 of this committee report.

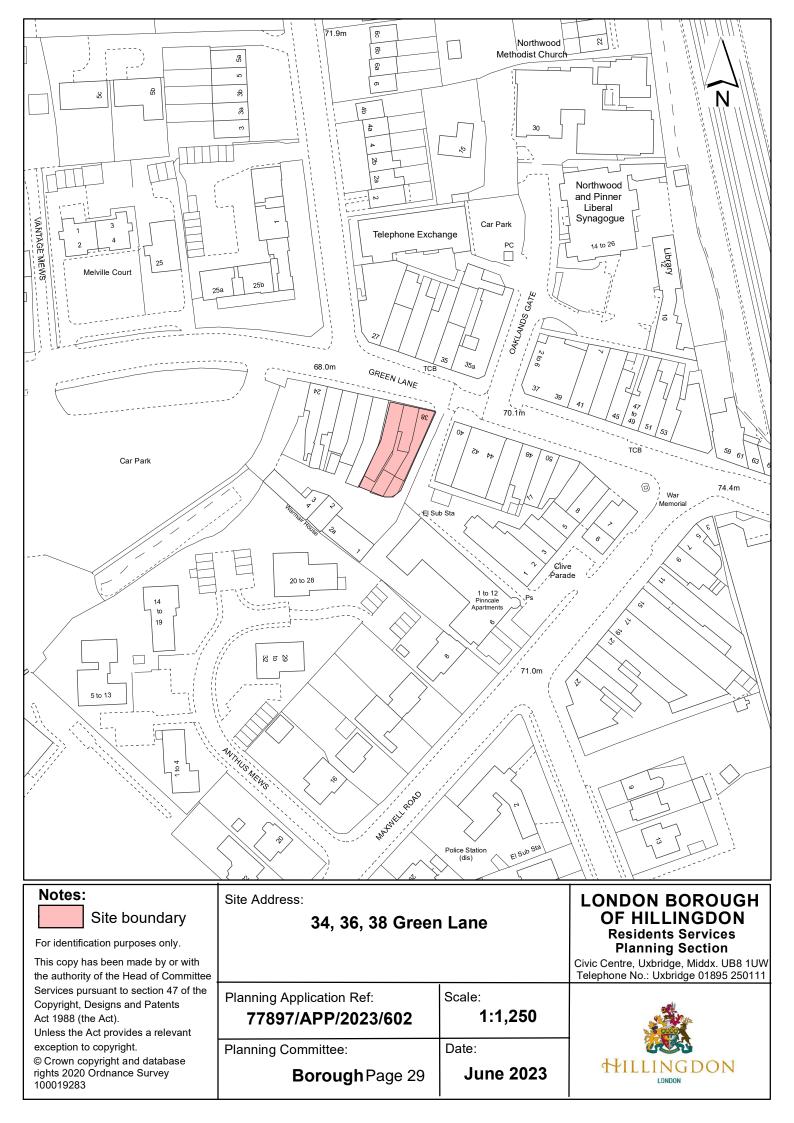
11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies (January 2020)
The London Plan (March 2021)
National Planning Policy Framework (NPPF) (July 2021)
National Planning Practice Guidance (NPPG)
Technical Housing Standards - Nationally Described Space Standard (2015) (as amended)

Contact Officer:

Simon Taylor

Telephone No:



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Agenda Item 8

Report of the Head of Development Management and Building Control

Address: NEYLAND COURT PEMBROKE ROAD RUISLIP

- **Development:** Removal of the existing mansard roof, construction of additional two storeys along with front extensions and external alterations to create an additional 8 units with associated amenity
- LBH Ref Nos: 76364/APP/2023/321

Drawing Nos:	P.314 A	
	P.303	
	L.301	
	P.301 A	
	P.304 A	
	P.305 A	
	P.306 A	
	P.307 A	
	P.308 A	
	P.309 A	
	P.310 A	
	P.311 A	
	P.312 A	
	P.313 A	
	B.301 A	
Date Plans received:	02-02-2023	Date(s) of Amendments(s):
Date Application valid	02-02-2023	

1. SUMMARY

The application proposes the removal of the existing mansard roof, construction of an additional two storeys along with front extensions and external alterations to create an additional 8 units with associated amenity. This proposal is a re-submission following the refusal of planning application 76364/APP/2022/1249.

In the absence of any family sized flats (i.e. three-bedrooms or more), the proposal has failed to demonstrate that the development would provide a suitable housing mix. The proposed development would be detrimental to the character, appearance and visual amenities of the street scene and the setting of the adjoining Ruislip Village Conservation Area and Midcroft, Ruislip Area of Special Local Character.

The proposed development would cause unacceptable harm to the living conditions of the existing

occupiers at Neyland Court, Pembroke House, No. 19 Pembroke Road, and Nos. 4, 6, 6a and 8 Brickwall Lane. Moreover, the quantity and quality of external amenity space being provided would be insufficient to serve the sizes and number of existing and proposed flats at the site. As such, the proposed development would provide substandard accommodation, in terms of external amenity space provision.

It is therefore recommended that the application be refused for the reasons set out in the following sections of this Committee Report.

2. RECOMMENDATION

REFUSAL for the following reasons:

1. NON2 Non Standard reason for refusal

The proposed development, by reason of its prominent location, size, scale, massing, height, design and choice of external finishes would result in an incongruous form of overdevelopment that would fail to harmonise with the character and architectural composition of the surrounding properties, appearing as a visually dominant and bulky form of development which would be detrimental to the character, appearance and visual amenity of the street scene and the setting of the adjoining Ruislip Village Conservation Area and Midcroft, Ruislip Area of Special Local Character. The proposal therefore conflicts with Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (2012) and Policies DMHB 1, DMHB 4, DMHB 5, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policies HC1, D3 and D4 of the London Plan (2021) and the National Planning Policy Framework (2021).

2. NON2 Non Standard reason for refusal

The proposed development, by reason of its built footprint projecting beyond the front and rear habitable room windows on the existing building, would cause harm to the living conditions of the existing occupiers at Neyland Court, in terms of loss of light, loss of outlook, sense of enclosure and overbearing impact. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (2012), Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and the National Planning Policy Framework (2021).

3. NON2 Non Standard reason for refusal

The proposed development, by reason of its siting, size, scale, bulk, massing and height, would cause harm to the residential amenities of the neighbouring occupiers at Pembroke House, number 19 Pembroke Road and numbers 4, 6, 6a and 8 Brickwall Lane, in terms of loss of outlook, loss of light, overshadowing, sense of enclosure and overbearing impact. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (2012), Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and the National Planning Policy Framework (2021).

4. NON2 Non Standard reason for refusal

The proposed development, by reason of its inadequate size, quality and functionality of external amenity space provision, would result in substandard forms of residential accommodation to the

detriment of existing and future occupants at the site. The proposal therefore conflicts with Policy DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy D6 of the London Plan (2021) and the National Planning Policy Framework (2021).

5. NON2 Non Standard reason for refusal

The proposed development fails to provide any three or more bedroom (family sized) units. Robust justification has not been provided to demonstrate that the provision of family sized units would be unsuitable or unviable. The proposal would therefore not provide a suitable mix of housing to support sustainable, inclusive and mixed communities contrary to Policy DMH 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy H10 of the London Plan (2021) and the National Planning Policy Framework (2021).

INFORMATIVES

1. I52 Compulsory Informative (1)

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

2. 174 Community Infrastructure Levy (CIL) (Refusing Consent)

This is a reminder that Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), should an application for appeal be allowed, the proposed development would be deemed as 'chargeable development' and therefore liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This would be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012.

For more information on CIL matters please visit the planning portal page at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

153 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and national guidance.

- DMCI 7 Planning Obligations and Community Infrastructure Levy
- DMEI 10 Water Management, Efficiency and Quality
- DMEI 2 Reducing Carbon Emissions
- DMEI 7 Biodiversity Protection and Enhancement
- DMEI 9 Management of Flood Risk
- DMH 1 Safeguarding Existing Housing

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DMH 2	Housing Mix
DMHB 1	Heritage Assets
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 16	Housing Standards
DMHB 17	Residential Density
DMHB 18	Private Outdoor Amenity Space
DMHB 4	Conservation Areas
DMHB 5	Areas of Special Local Character
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing
LPP DF1	(2021) Delivery of the Plan and Planning Obligations
LPP G7	(2021) Trees and woodlands
LPP H1	(2021) Increasing housing supply
LPP H10	(2021) Housing size mix
LPP HC1	(2021) Heritage conservation and growth
LPP SI12	(2021) Flood risk management
LPP SI13	(2021) Sustainable drainage
LPP SI2	(2021) Minimising greenhouse gas emissions
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF14	NPPF 2021 - Meeting the challenge of climate change flooding
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment
NPPF2	NPPF 2021 - Achieving sustainable development
NPPF4	NPPF 2021 - Decision-Making
NPPF5	NPPF 2021 - Delivering a sufficient supply of homes
NPPF9	NPPF 2021 - Promoting sustainable transport

3. CONSIDERATIONS

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3.1 Site and Locality

The application site is Neyland Court, which is located on the northern side of Pembroke Road. Neyland Court is a purpose-built building with a mansard roof occupied by twelve flats. To the rear of the building is an area of soft landscaping which serves as communal amenity space for the existing occupiers at Neyland Court. Beyond this amenity space, lies a car park which includes a block of garages positioned along the north-eastern site boundary. An unauthorised car port structure has been constructed adjacent to the rear boundary of the application site. A retrospective planning application seeking retention of the car port was refused by the Council on 19 August 2022 (refer to Section 3.3 of this report for further details). The car port is the subject of investigation by the Council's Planning Enforcement Team.

The application site falls adjacent to two heritage assets, the Ruislip Village Conservation Area and Midcroft, Ruislip Area of Special Local Character (ASLC). The immediate surrounding area is predominately characterised by inter and post war properties. Number 19 Pembroke Road is a dormer bungalow located directly to the east of the application site. Pembroke House is located to the west of the application site and is a former office building that has been converted into flats. To the rear of the site are the neighbouring properties at numbers 2b, 4, 6, 6a and 8 Brickwall Lane.

The site lies within Ruislip Town Centre as identified within the Hillingdon Local Plan Part 2 - Development Management Policies (2020).

3.2 Proposed Scheme

The application proposes the removal of the existing mansard roof, construction of an additional two storeys along with front extensions and external alterations to create an additional 8 units with associated amenity. This proposal is a re-submission following the refusal of planning application 76364/APP/2022/1249. The key changes that have been made as part of this current application include the relocation of proposed refuse and cycle stores to the rear car park of Neyland Court, changes to the proposed material finish of the building, changes to the rear building line/projection of the proposed additional storeys and changes to/part omission of a previously proposed steel frame structure to the front elevation. In addition, the application site (red line) has been extended in this current application to include the existing vehicular access into the site.

It should be noted that the application proposal description wording differs from the wording stated on the application form. However, this revised proposal description is considered to be a more accurate reflection of the proposed development, and was agreed in writing by the agent in an email dated 4th April 2023. Neighbouring residents were re-consulted based on this revised description.

Although the existing number of car parking spaces to the rear of Neyland Court has not been shown on the submitted block plan, the proposed site layout does provide details on the proposed car parking layout and the number of parking spaces being provided. It has also been noted that there is an existing refuse store located along the eastern site boundary which has not been shown on the submitted plans. Notwithstanding these issues, Planning Officers are satisfied that the scale drawings that have been submitted in support of this application provide sufficient details to enable the assessment of the proposal.

3.3 Relevant Planning History

76364/APP/2021/1569	Neyland Court Pembroke Road Ruislip			
Demolition of existing garage block and construction of detached building to accommodate new management office accommodation above replacement parking spaces				
Decision: 28-07-2021	Not Determined	Appeal: 14-12-2021 Dismissed		
76364/APP/2021/4604	Neyland Court Pembroke Road Ruislip			
Construction of detached building to accommodate new management office accommodation above replacement parking spaces				
Decision: 25-03-2022	Refused	Appeal: 24-08-2022 Dismissed		
76364/APP/2022/1249	Neyland Court Pembroke Road Ruislip			
Removal of the existing mansard roof, construction of additional two storeys along with front extensions and external alterations to create an additional 8 units with associated amenity.				
Decision: 10-10-2022	Refused			
76364/APP/2022/919	Neyland Court Pembroke Road Ruislip			
Retention of a car port (Retrospective)				
Decision: 19-08-2022	Refused	Appeal: 20-02-2023 Invalid Appeal		
		••		

Comment on Relevant Planning History

The relevant planning history attached to this site is referenced above.

Planning application reference 76364/APP/2022/1249 proposed the removal of the existing mansard roof, construction of an additional two storeys along with front extensions and external alterations to create an additional 8 units with associated amenity. It was presented to Members at the Borough Planning Committee on 4th October 2022, where it was refused. The decision notice was issued on 10th October 2022, with the grounds for refusal stated as follows:

1. The proposed development, by reason of its prominent location, size, scale, massing, height, design and choice of external finishes would result in an incongruous form of overdevelopment that would fail to harmonise with the character and architectural composition of the surrounding properties, appearing as a visually dominant and bulky form of development which would be detrimental to the character, appearance and visual amenity of the street scene and the setting of the adjoining Ruislip Village Conservation Area and Midcroft, Ruislip Area of Special Local Character. The proposal therefore conflicts with Policies BE1 and HE1 of the Hillingdon Local Plan: Part One-Strategic Policies (2012) and Policies DMHB 1, DMHB 4, DMHB 5, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policies HC1, D3 and D4 of the London Plan (2021) and the National Planning Policy Framework (2021).

2. The proposed development, by reason of its built footprint projecting beyond the front and rear habitable room windows on the existing building, would cause harm to the living conditions of the existing occupiers at Neyland Court, in terms of loss of light, loss of outlook, sense of enclosure and overbearing impact. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One- Strategic Policies (2012), Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and the National Planning Policy Framework (2021).

3. The proposed development, by reason of its siting, size, scale, bulk, massing and height, would cause harm to the residential amenities of the neighbouring occupiers at Pembroke House, number 19 Pembroke Road and numbers 4, 6, 6a and 8 Brickwall Lane, in terms of loss of outlook, loss of light, overshadowing, sense of enclosure and overbearing impact. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One- Strategic Policies (2012), Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and the National Planning Policy Framework (2021).

4. The proposed refuse store and long stay cycle store, by virtue of their proximity to the ground floor habitable room windows of an existing flat at Neyland Court, would cause harm to the residential amenities enjoyed by this neighbouring occupier/occupiers, in terms of loss of outlook, loss of privacy, noise and disturbance. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One- Strategic Policies (2012), Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and the National Planning Policy Framework (2021).

5. Insufficient evidence has been provided to demonstrate that adequate refuse and recycling facilities can be provided for the existing and future occupiers of the proposed development without adversely impacting upon neighbouring residential amenity, on-site parking provision or highway safety. This issue is further exacerbated by the constrained nature of the site. The proposal would therefore conflict with Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and the National Planning Policy Framework (2021).

6. Insufficient evidence has been provided to demonstrate that secure, sheltered and accessible long stay cycle store parking spaces can be provided for future occupiers of the proposed development without adversely impacting upon the external amenity space provision at the site, on-site parking provision or highway safety. This issue is further exacerbated by the constrained nature of the site. The proposal would therefore fail to facilitate and encourage cycling as a sustainable mode of transport contrary to Policy DMT 5 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Policy T5 of the London Plan (2021) and the National Planning Policy Framework (2021).

7. The proposed development fails to provide any three or more bedroom (family sized) units. Robust justification has not been provided to demonstrate that the provision of family sized units would be unsuitable or unviable. The proposal would therefore not provide a suitable mix of housing to support sustainable, inclusive and mixed communities contrary to Policy DMH 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy H10 of the London Plan (2021) and the National Planning Policy Framework (2021).

8. The proposed development, by reason of its inadequate size, quality and functionality of external amenity space provision, would result in substandard forms of residential accommodation to the detriment of existing and future occupants at the site. The proposal therefore conflicts with Policy DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy D6 of the London Plan (2021) and the National Planning Policy Framework (2021).

9. The proposal fails to demonstrate how the development would achieve the highest standards of fire safety in regard to its design in incorporating appropriate features which reduce the risk to life in the event of a fire, its construction methods, means of escape, strategy of evacuation and providing suitable access and equipment for firefighting appropriate for the size and residential nature of the development. The proposal would therefore be contrary to Policies D5 and D11 of the London Plan (2021) and the National Planning Policy Framework (2021).

It is considered that the revised scheme under consideration has addressed previous reasons for refusal no. 4, 5, 6 and 9 (above). However reasons for refusal no. 1, 2, 3, 7 and 8 have not been overcome, as discussed in the relevant sections of this Committee Report.

4. Planning Policies and Standards

Development Plan:

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon currently consists of the following documents: The Local Plan: Part 1 - Strategic Policies (2012)

The Local Plan: Part 2 - Development Management Policies (2020) The Local Plan: Part 2 - Site Allocations and Designations (2020) The West London Waste Plan (2015) The London Plan (2021)

Material Considerations:

The National Planning Policy Framework (NPPF) (2021) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.HE1 (2012) Heritage

Part 2 Policies:

DMCI 7 Planning Obligations and Community Infrastructure Levy

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- DMEI 10 Water Management, Efficiency and Quality
- DMEI 2 Reducing Carbon Emissions
- DMEI 7 Biodiversity Protection and Enhancement
- DMEI 9 Management of Flood Risk
- DMH 1 Safeguarding Existing Housing
- DMH 2 Housing Mix
- DMHB 1 Heritage Assets
- DMHB 4 Conservation Areas
- DMHB 5 Areas of Special Local Character
- DMHB 11 Design of New Development
- DMHB 12 Streets and Public Realm
- DMHB 14 Trees and Landscaping
- DMHB 16 Housing Standards
- DMHB 17 Residential Density
- DMHB 18 Private Outdoor Amenity Space
- DMT 1 Managing Transport Impacts
- DMT 2 Highways Impacts
- DMT 5 Pedestrians and Cyclists
- DMT 6 Vehicle Parking
- LPP D3 (2021) Optimising site capacity through the design-led approach
- LPP D4 (2021) Delivering good design
- LPP D5 (2021) Inclusive design
- LPP D6 (2021) Housing quality and standards
- LPP D7 (2021) Accessible housing
- LPP DF1 (2021) Delivery of the Plan and Planning Obligations
- LPP G7 (2021) Trees and woodlands
- LPP H1 (2021) Increasing housing supply

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- LPP H10 (2021) Housing size mix
- LPP HC1 (2021) Heritage conservation and growth
- LPP SI12 (2021) Flood risk management
- LPP SI13 (2021) Sustainable drainage
- LPP SI2 (2021) Minimising greenhouse gas emissions
- LPP T5 (2021) Cycling
- LPP T6 (2021) Car parking
- LPP T6.1 (2021) Residential parking
- NPPF2 NPPF 2021 Achieving sustainable development
- NPPF4 NPPF 2021 Decision-Making
- NPPF5 NPPF 2021 Delivering a sufficient supply of homes
- NPPF9 NPPF 2021 Promoting sustainable transport
- NPPF11 NPPF 2021 Making effective use of land
- NPPF12 NPPF 2021 Achieving well-designed places
- NPPF14 NPPF 2021 Meeting the challenge of climate change flooding
- NPPF16 NPPF 2021 Conserving & enhancing the historic environment

5. Advertisement and Site Notice

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

6. Consultations

External Consultees

188 neighbouring properties were consulted by letter on 10th February 2023. 26 additional neighbouring properties were consulted on 1st March 2023. Following changes to the wording of the proposal description, neighbouring properties were re-consulted on 6th April 2023. The consultation period expired on 27th April. 12 objections were received. Their comments are summarised as follows:

- · Out of character with the area
- \cdot Change to overall landscape and residential street scene

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- · Loss of light, outlook and amenities
- · Loss of privacy and overlooking issues
- · Loss of communal amenity space for the occupiers at Neyland Court
- · Encroachment, overwhelming and overbearing impact
- \cdot Loss of trees, despite application form stating otherwise
- · Impact to health and well-being
- \cdot Harm to wildlife and the environment
- · Concerns that the capacity size of the proposed refuse store would be inadequate
- · Insufficient on-site car parking provision
- \cdot Car parking space 1 and 2 should be counted as one space due to their size

 \cdot Car parking spaces 10, 11 and 13 cannot be used for parking as there is insufficient space for manoeuvring

- · Site is susceptible to flooding
- · Increased footfall to the building
- · Concerns about the age of the existing intercom system and drainage serving the building
- · Proposal will require removal of the communal carpet that has recently been installed
- · Potential damage to the pavement and highway by lorries
- · Alleged use of the office buildings for residential accommodation purposes
- · Disruption during the construction phase

 \cdot Current proposal is almost identical to 76364/APP/2022/1249 and should be refused for the same reasons.

PLANNING OFFICE RESPONSE: The points raised about the proposal's impact on the character and appearance of the area, neighbouring residential amenities, parking, trees, flooding and refuse storage are covered in the main body of this Committee Report.

It is acknowledged that only one vehicle can be accommodated within the garage area labelled as 1 and 2 within the office building to the rear of the site. However, this is no different to the existing arrangement. Similarly, spaces 10, 11 and 13 are located within an existing garage block which the proposal seeks to retain. As such, the proposal would not undermine the on-site car parking provision for the existing occupiers of Neyland Court over and above the existing situation. If this application had been recommended for approval, a condition would have been secured requiring the submission of a Construction Management Plan to minimise noise, disruption and pollution.

The points raised about the age of the intercom system and the carpet are not material planning considerations. If this application had been recommended for approval, an informative would have been included advising that the Council will recover costs of highway and footway repairs, if any damaged is caused to them during construction.

PETITION:

A petition in objection to the application has been received (25 signatures). The petition states:

'We would like to object to the proposed development mainly due to below reasons:

The proposed development, by reason of its prominent location, size, scale, massing, height, design and choice of external finishes would result in an incongruous form of overdevelopment that would fail to harmonise with the character and architectural composition of the surrounding properties. The proposed development, by reason of its built footprint projecting beyond the front and rear habitable room windows on the existing building, would cause harm to the living conditions of the existing occupiers at Neyland Court, in terms of loss of light, loss of outlook, sense of enclosure and overbearing impact.

The proposed development, by reason of its siting, size, scale, bulk, massing and height, would cause harm to the residential amenities of the neighbouring occupiers at Pembroke House, number 19 Pembroke Road and numbers 4, 6, 6a and 8 Brickwall Lane, in terms of loss of outlook, loss of light, overshadowing, sense of enclosure and overbearing impact.

Insufficient evidence has been provided to demonstrate that adequate refuse facilities can be provided for the existing and future occupiers of the proposed development without adversely impacting upon neighbouring residential amenity.'

PLANNING OFFICER RESPONSE: The matters raised in the petition are discussed in the main body of the Committee Report.

RUISLIP RESIDENTS' ASSOCIATION:

The Ruislip Residents Association (RRA) have considered the plans for "Construction of 2 additional storeys, erection of a front extension and external alterations to allow for 8 new flats" that are very similar to the last plans refused by Hillingdon Council Ref: 76364/APP/2022/1249 for "Removal of the existing mansard roof, construction of additional two storeys along with front extensions and external alterations to create an additional 8 units with associated parking and amenity." The reasons for the refusal of the last plan have not been addressed in this latest planning application that should again be refused.

Lack of detail:

It is good to see that some of the incorrect information submitted in previous applications has been corrected this time. This application contains very little detail:

1. Street Scenes: The Existing and Proposed Street Scene on P.314 yet again do not show the adjacent bungalow at no 19 Pembroke Road situated one metre to the east of Neyland Court, as shown on the Google Street view image below! By contrast the street scenes submitted only shows the 5- storey building at Pembroke House, a former office building that is much further away to the west of the application site.

PLANNING OFFICER RESPONSE: Whilst the above point is noted, there is no validation requirement for a street scene elevation drawing to be submitted. Notwithstanding, Section 7.07 of this Committee Report does discuss the harmful impact the proposed development would have on the surrounding street scene, which includes its relationship with the bungalow at No.19 Pembroke Road.

2. Existing Site Plan: There is no Existing Site layout to show existing trees. For instance, the cherry tree by the existing bin store that is proposed to be removed for the proposed cycle rack. Will the tree be replaced?

3. Tree Survey: No tree survey has been submitted to demonstrate that existing trees will not be affected by the proposed development and that provision would be made for their long-term protection.

PLANNING OFFICER RESPONSE: None of the trees at the site are protected by Tree Preservation Orders, nor are they considered to be of such high visual amenity value to warrant such protection. If this application had been recommended for approval, a condition could have been secured requiring the submission of details of tree protection measures and replacement trees (if necessary).

4. Waste Management Plan: I understand that the maximum distance for refuse to be collected is 10m from the public highway. This latest plan locates the refuse area at the rear of Neyland Court with access

from the public highway via the carpark instead of the existing side access between Neyland Court and no 19 Pembroke Road, in excess of 10m?. The size of the bin store and its capacity is unstated. Will the capacity be sufficient to accommodate general waste and recycling refuse for the proposed 20 flats in total?. No Waste management Plan has been submitted to clarify the situation.

PLANNING OFFICER RESPONSE: The proposed refuse/recycling store would be positioned in a similar location to the existing bin store. It is therefore considered that the servicing of the proposed development by the Council's refuse collection crew would be the same as the existing arrangements. This is notwithstanding the Council's guidance on bins being located no further than 10 metres from a collection point. Nevertheless, confirmation of the acceptability of the storage and collection arrangements will be sought from the Council's waste management service and reported in an addendum prior to the planning committee.

5. Design, Materials & Construction: The design of the building in terms of materials to be used, construction methods are not explained. No survey results are included to demonstrate that the existing foundations are adequate for an additional two storeys. If they are not adequate, then what is the plan? No measurements are provided for the supporting pillars. No evidence is provided in the documentation that the proposed extended building can be supported by these pillars. Is this subject to further planning conditions? How will the extra two storeys be built on top of the existing top floors?. In the previous application the existing mansard roof was to be removed. What is planned this time? There are no details. How will it affect existing residents living on the second floor?

PLANNING OFFICER RESPONSE: The structural integrity of the existing building and how the development would be constructed are not planning considerations, as these would be addressed through the Building Regulations. If this application had been recommended for approval, a condition could have been secured requiring details of the external finishes to be submitted to the Council for consideration.

6. Fire Safety: Without the details above how can it be demonstrated that the highest standard of fire safety will be implemented? Construction methods are unstated, the means of escape are not mentioned, the strategy of evacuation etc. from a five storey building are not included with these proposals.

PLANNING OFFICE RESPONSE: The submitted Planning and Design Access Statement confirms that the proposed development would be compliant with Approved Document B of the Building Regulations, and indicates the proposed safety measures. In the event of an approval, a condition would be secured requiring the submission of a fire safety strategy detailing how the development would achieve high standards of fire safety and emergency evacuation arrangements. Refer to Section 7.11 of this Committee Report for further details.

7. Renewable Energy: No details of the sustainability credentials of the proposed development or the type of renewable technologies that would be utilised have been provided. It is mentioned that gas will be supplied to the new flats. How will that be achieved? There is currently no gas supply to Neyland Court!

PLANNING OFFICER RESPONSE: If this application had been recommended for approval, a condition could have been secured requiring the submission of details for approval in relation to the sustainability credentials of the proposed development and the type of renewable technologies to be utilised. Refer to Section 7.16 of this Committee Report for further details.

Based on the information provided Ruislip Residents' Association considers that the application should be refused.

1. The proposed building will fail to appear as a well-integrated development along Pembroke Road. Any

increase in the height of the application site will be highly visible and loom above the buildings in very close proximity to the east in Pembroke Road. The scale, massing and design of the building will be significantly detrimental to the character of the local area.

2. The proposed building will not respect its unique location between the High Street within the RVCA and residential Midcroft ASLC where the proposed building will be easily viewable from the dwellings and amenity spaces at the rear of the High Street and behind in Brickwall Lane and South Drive. The proposals can be argued to provide a public benefit with the provision 8 new dwellings, but this benefit is outweighed by the impact upon the character and appearance of the local area within the CA and ASLC.

3. The proposed development, by reason of its siting, size, scale, bulk, massing and height, would cause harm to the residential amenities of the neighbouring occupiers at Pembroke House, number 19 Pembroke Road and numbers 4, 6, 6a and 8 Brickwall Lane, in terms of loss of outlook, loss of light, overshadowing, sense of enclosure and overbearing impact. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One- Strategic Policies (2012), Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and the National Planning Policy Framework (2021).

4. The additional storeys will not be built on the principal part of the existing building. It is proposed to extend the footprint of the building towards the front to accommodate balconies that will overhang by 1.5 m above the existing front windows below, to the rear with another overhang. The impact of these overhanging structures and moving the front doors southwards would result in loss of light, loss of outlook to the flats on the 2nd floor and below on the north and south elevations. It will create a sense of enclosure and overbearing impact. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One- Strategic Policies (2012), Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and the National Planning Policy Framework (2021).

5. No Waste management Plan has been submitted. Insufficient evidence has been provided to demonstrate that adequate refuse and recycling facilities can be provided for the existing and future occupiers of the proposed development without adversely impacting upon the residential amenity of residents living at the rear of Neyland Court. This issue is further exacerbated by the excessive distance proposed for collecting the refuse from the highway. The proposal would therefore conflict with Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and the National Planning Policy Framework (2021).

6. No methodologies or impact survey findings are included to assess the structural stability of the existing building and impact upon the existing dwellings at Neyland Court.

7. No measurements are provided for the supporting pillars. No evidence is provided in the documentation that the proposed extended building can be supported by these pillars. Is this subject to further planning conditions?.

8. No schemes are included to ensure there is no harm to the amenity of neighbours at 19 Pembroke Road a metre away from potential excavations to strengthen the existing foundations of Neyland Court if required. Is this subject to further planning conditions?

9. The plans fail to demonstrate how the development would achieve the highest standards of fire safety in regard to its design in incorporating appropriate features which reduce the risk to life in the event of a fire, its construction methods, means of escape, strategy of evacuation and providing suitable access and equipment for firefighting appropriate for the size and residential nature of the development. The proposal would therefore be contrary to Policies D5 and D11 of the London Plan (2021) and the National Planning Policy Framework (2021).

10. The proposed development fails to provide any three or more bedroom (family sized) units. Robust justification has not been provided to demonstrate that the provision of family sized units would be unsuitable or unviable. The proposal would therefore not provide a suitable mix of housing to support sustainable, inclusive and mixed communities contrary to Policy DMH 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy H10 of the London Plan (2021) and the National Planning Policy Framework (2021).

11. The provision of 8 balconies for the proposed 8 flats will only provide 55.6 sq m of amenity space. For 20 flats 400 sq m should be provided. The proposed development, by reason of its inadequate size, quality and functionality of external amenity space provision, would result in substandard forms of residential accommodation to the detriment of existing and future occupants at the site. The proposal therefore conflicts with Policy DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy D6 of the London Plan (2021) and the National Planning Policy Framework (2021).

12. No tree survey has been submitted to demonstrate that existing trees will not be affected by the proposed development and that provision would be made for their long-term protection.

13. The size of rear windows on the 3rd and 4th floors are not indicated, but they seem very small and thus may indicate insufficient natural light for future inhabitants.

14. The side windows for proposed kitchens on east side will overlook down into roof windows a metre away at no 19 Pembroke Road. Can they be conditioned to be obscure glazed?

15. No disabled parking spaces seem to be planned or EVCP provision.

16. There is no mention of disabled access, unlike Pembroke House no lift is proposed.

Conclusion: The RRA conclude that these proposals will result in an incongruous addition that would have a detrimental impact on the character and appearance of the site and surrounding RVCA and Midcroft ASLC and loss of residential amenity. It is a blatant case of overdevelopment and should be refused.

PLANNING OFFICER RESPONSE: The points raised by Ruislip Residents' Association have been noted. Material planning considerations are discussed in the following sections of this report.

The proposal is for a car-free development. There is therefore no requirement for electric vehicle charging points to be provided. Policy T6.1 part H) of the London Plan (2021) states that all disabled persons parking bays associated with residential development must be for residents' use only (whether M4(2) or M4(3) dwellings). There is no policy requirement for the proposed flats to meet Category Part M4(2) or M4(3) of the Approved Document M of the Building Regulations, which means that there is no requirement - in planning policy terms - for disabled parking bays.

WARD COUNCILLOR:

Confirmed request to call-in the application for determination by the Borough Planning Committee and provided the following comments:

I'd begin by saying that this is almost identical to the previous application 76364/APP/2022/1249- and I believe many of the reasons for refusal apply to the current application. These include the fact that the development would result in height massing and bulk which are incompatible with its surroundings. It would result in unacceptable loss of amenity to residents of Neyland Court, number 19 Pembroke Road and

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residents in Brickwall Lane with an overbearing and overdominant structure. Loss of amenity would also arise from residents from the additional dwellings needing access to the garden area which would be reduced in size as a result. The bin storage area, which is barely adequate for existing residents is no larger in the proposals and its actual siting as set out in the plans would not be compatible with the existing layout. The outer support structure required to hold the additional two stories would deprive residents of the use of the footpath adjoining the boundary of number 19 Pembroke Road. The applicant has also misrepresented the existing layout of the site, with plans which show all existing garages accessible to vehicles when in reality at least one has an impossible turning circle, making it of use only for storage. I do wonder how many such repeat applications which are similar in nature we have to accept for determination before we are entitled as a local authority to accept no more. This application is contrary to policy and should be refused.

PLANNING OFFICER COMMENTS: The Ward Councillor's comments are noted and material issues raised have been addressed above and within the main body of the report. Comments regarding restriction of access for residents in respect of a footpath adjoining the boundary of number 19 Pembroke Road are noted. Whilst not considered to constitute a ground for refusal in its own right, there are concerns more generally regarding the provision of external amenity space, as discussed throughout the report and recommended refusal reason number 4.

MOD- RAF NORTHOLT (comments summarised):

I can confirm the MOD has no safeguarding objections to this proposal. However, the MOD recognises that cranes may be used during the construction of tall buildings at this site. These may affect the performance of the Precision Approach Radar (PAR) and air traffic safety. If the proposal at this site does progress, it will be necessary for the developer to liaise with the MOD at RAF Northolt prior to the erection of cranes or temporary tall structures. The MOD would request that a condition such as the one below be included in any planning permission granted to ensure that the MOD is notified of when and where cranes will be erected.

Submission of a Construction Management Strategy:

Development shall not commence until a construction management strategy has been submitted to and approved in writing by the Local Planning Authority covering the application site and any adjoining land which will be used during the construction period. Such a strategy shall include the details of cranes and other tall construction equipment (including the details of obstacle lighting). The approved strategy (or any variation approved in writing by the Local Planning Authority) shall be implemented for the duration of the construction period.

Reason: To ensure that construction work and construction equipment on the site and adjoining land does not obstruct air traffic movements or otherwise impede the effective operation of air traffic navigation transmitter/receiver systems.

PLANNING OFFICER COMMENTS: The MODs comments are noted and had the application otherwise been recommended for approval, the suggested condition would have been included in the recommendation.

Internal Consultees

COUNCIL'S ACCESS OFFICER:

This proposal has been reviewed against the requirements of the 2021 London Plan policy D7 which should not be applied to the extension of this existing flatted development, deemed not to be accessible to wheelchair users in its current form.

Conclusion: no objections raised from an accessibility perspective.

COUNCIL'S HIGHWAYS OFFICER:

This is a resubmission of an application previously refused in October 2022 for a comparable scheme (76364/APP/2022/1249). Refusal reasons 5 & 6 (siting of refuse/cycle store respectively) have now been addressed hence the 'Highway/Transport' related comments applied to the 2022 determination are still applicable. The application has been reviewed by the Highway Authority who are satisfied that the proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with Local Plan: Part 2 Development Plan (2020) Policies DMT 1, DMT 2 & DMT 6 and Policies T4, T5 and T6 of the London Plan (2021).

PREVIOUS HIGHWAY COMMENTS RELATING TO APPLICATION 76364/APP/2022/1249 (referenced by Highway Officer above):

Site Characteristics & Background:

This site is located on the edge of Ruislip Town Centre in proximity of Ruislip LU station and a generous local bus service provision. The local road network is extensively covered by all day and 24/7 parking controls and given the relatively good access to rail and bus services, the public transport accessibility level (PTAL) is rated at a level of 4 which therefore significantly reduces dependency on the ownership and use of private motor transport.

The application site comprises of a block of 12 one-bedroom flatted residential units fronting Pembroke Road with parking to the rear with some 16 on-plot residential parking spaces of which 6 are in garage blocks and under existing office units. The proposal intends to create additional 8x1 bedroom flats by way of the addition of two extra storeys on a 'car-free' basis.

Parking Provision:

Hillingdon Local Plan: Part 2 Policy - DMT 6 requires that new development will only be permitted where it accords with the council's adopted parking standards unless it can be demonstrated that a deviation from the standard would not result in a deleterious impact on the surrounding road network.

London Plan (2021): Policy T6.1 (Residential Parking) requires that new residential development should not exceed the maximum parking standards as set out in table 10.3.

It is proposed to add 8x1 bedroom flats to the address. To comply with the adopted Hillingdon parking standard, the maximum on-site requirement demands up to 8 to 12 spaces. In contrast for a PTAL rating of 4, the London Plan (2021) parking standard suggests a lesser quantum to a maximum of 4-6 spaces. The proposal is presented as 'car-free'.

It is noted that the surrounding road network exhibits certain characteristics which arguably support a lower provision or 'car-free' development. To expand - the roadways are extensively covered by parking controls which is likely to deter any potential untoward parking displacement associated with the proposal. This fact, coupled with the relatively sustainable nature of the location, is likely to discourage ownership and therefore dependency on private motor transport in the first place. Based on the above reasoning, a similar stance would be anticipated from the Planning Inspectorate if the application were to be refused on insufficient parking grounds and appealed thereafter. Therefore, on-balance the 'car-free' proposal is considered acceptable.

Cycle Parking:

In terms of cycle parking there would be a requirement to provide 1 secure and accessible space for each unit to accord with the council's adopted cycle parking standard. This would total a requirement of 8 suitably located spaces. The applicant has accepted this aspect with a capacity of up to a total of 10 spaces located within a secure enclosure to the rear of the premises. There are no further observations.

Vehicular Trip Generation:

Local Plan: Part 2 Policies DMT 1 and DMT 2 require the council to consider whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

As a consequence of the 'car-free' nature of the proposal, vehicular trip generation uplift is predicted to be negligible and therefore does not raise any specific highway concerns or objection.

Operational Refuse Requirements:

Refuse collection would continue to be conducted via Pembroke Road. A main bin storage location should be located in proximity of the public highway in order to conform to the council's 'waste collection' maximum distance parameter of 10m i.e. distance from a refuse vehicle to the point of collection. A new bin storage area is depicted on the frontage of the build which conforms to the above parameter. There are no further observations.

Conclusion:

The application has been reviewed by the Highway Authority who are satisfied that the proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with Local Plan: Part 2 Development Plan Policies DMT 1, DMT 2 & DMT 6 and Policies T4, T5 and T6 of the London Plan (2021).

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The NPPF (2021) encourages the effective use of land in meeting the needs for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. An important component of this is to ensure that as much use as possible of previously-developed or 'brownfield' land is made.

Policy GG4 of the London Plan (2021) seeks to create a housing market that works better for all Londoners, those involved in planning and development must: A) ensure that more homes are delivered; and C) to create mixed and inclusive communities, with good quality homes that meet high standards of design and provide for identified needs, including for specialist housing.

Policy H1 of the London Plan (2021) states that Boroughs should optimise the potential for housing delivery on all suitable and available sites through their Development Plan and planning decisions, especially the following sources of capacity: e) small sites (see Policy H2 Small sites).

Policy H2 of the London Plan (2021) states that Boroughs should pro-actively support well-designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and planmaking in order to:

1) significantly increase the contribution of small sites to meeting London's housing needs

2) diversify the sources, locations, type and mix of housing supply

3) support small and medium-sized housebuilders

4) support those wishing to bring forward custom, self-build and community-led housing

5) achieve the minimum targets for small sites set out in Table 4.2 as a component of the overall housing targets set out in Table 4.1.

At a local level, Policy DMH 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that the net loss of existing self-contained housing will be resisted unless the housing is replaced with at least equivalent residential floor space.

The proposed development would involve the construction of an additional two storeys along with front extensions and external alterations to create an additional 8 flats. The proposal would not result in the loss of floor space for the existing flats at the site, nor would it result in the reduction of habitable rooms within these existing flats. The proposed development would therefore be compliant with Policy DMH 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), in this respect. However, this is notwithstanding the unacceptable harm that would be caused to the residential amenities of the existing occupiers at Neyland Court (as discussed in Section 7.08 of this Committee Report).

The proposal would make use of a brownfield site in a sustainable town centre location. In this context, there is no objection, in principle, to the creation of additional residential units at the site in land use terms. However, this would be subject to an appropriate housing mix, density levels, design, residential amenity, parking and highway safety, and the proposal being in accordance with the relevant planning policies and guidance set out in the Development Plan.

HOUSING MIX:

Policy H10 of the London Plan (2021) states that new development should consist of a range of unit sizes.

Policy DMH 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that the Council will require the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need. The Council's current information on housing need indicates a substantial borough-wide requirement for larger affordable and private market units, particularly 3 bedroom properties, as identified in the Strategic Housing Market Assessment 2016.

The proposed development would provide an additional 8 x one-bedroom units. No three-bedroom units are being proposed, despite there being a need within the Borough for this particular housing type. No robust justification has been provided as to why the proposal fails to provide any three-bedroom units. The proposal would therefore fail to provide an appropriate housing mix which would undermine the Council's housing strategy, and conflict with Policy DMH 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Policy H10 of the London Plan (2021).

7.02 Density of the proposed development

Policy D3 of the London Plan (2021) states that all development must make the best use of land by following a design-led approach that optimises the capacity of sites. Higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling. In other areas, incremental densification should be actively encouraged by Boroughs to achieve a change in densities in the most appropriate way. This should be interpreted in the context of Policy H2 of the London Plan (2021) which states that Boroughs should proactively support well-designed new homes on small sites below 0.25 hectares in size.

Policy DMHB 17 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that all new residential development should take account of the Residential Density Matrix contained in Table 5.2, which recommends a density range of 155-396 habitable rooms per hectare and 50-120 units per hectare.

The site is located in Ruislip Town Centre and has a PTAL rating of 4. Based on the total site area of 0.1103 hectares, the proposed development would have a total density level of 363 habitable rooms per hectare and 181 units per hectare. The proposal would clearly exceed the Council's maximum density levels of units per hectare by 51%. Whilst it is acknowledged that density levels should not be applied mechanistically, the ranges set out in Table 5.2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) have been calculated taking account of a number of factors, such as public transport accessibility, design and local context.

In this case, it is considered that the significant exceedance in the maximum recommended density levels adds further weight to the stance that the proposed development seeks to unacceptably maximise the number of flats at the site at the expense of harm to the character and appearance of the area and residential amenity.

Please refer to the sections 7.07 to 7.08 of this Committee Report which assess these planning considerations in further detail.

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

Refer to the section of the report titled 'Impact on the character & appearance of the area'.

7.04 Airport safeguarding

Policy DMAV 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that the Council will ensure that uses such as housing, education and hospitals are not located in areas significantly affected by aircraft noise without acceptable mitigation measures.

The application site is within 3km of the RAF Northolt Buffer Zone. However, as the site is within an established mixed use area, comprising both commercial and residential developments, it is considered that visibility and audibility of aircraft operations associated with RAF Northolt would not be of significant harm to the living conditions of future occupiers, especially given the existing residential use of the site. It is therefore considered that it would be unreasonable to refuse the application on the ground of harm to the residential amenity of future occupiers, in respect to aircraft noise associated with RAF Northolt.

As noted in Section 6 of this Committee Report, the MOD has confirmed no aircraft safeguarding objections subject to the inclusion of a construction management condition.

7.05 Impact on the green belt

Not applicable.

7.06 Environmental Impact

Not applicable.

7.07 Impact on the character & appearance of the area

Paragraph 126 of the NPPF (2021) seeks the creation of high quality, beautiful and sustainable buildings. Parts b) and c) of paragraph 130 of the NPPF (2021) state that planning policies and decisions should ensure that developments are visually attractive as a result of good architecture and are sympathetic to local character and history, including the surrounding built environment.

Policies D3 and D4 of the London Plan (2021) require development proposals to be of a high quality and to enhance the local context by delivering buildings and spaces that positively respond to local distinctiveness.

Policy HC1 of the London Plan (2021) states that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings.

Policy DMHB 4 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that new development, including alterations and extensions to existing buildings, within a Conservation Area or on its fringes, will be expected to preserve or enhance the character or appearance of the area. Policy DMHB 5 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that within Areas of Special Local Character, new development should reflect the character of the area and its original layout.

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states 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.

Policy DMHB 12 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) reemphasises the need for new development to be well integrated with the surrounding area and provides design criteria as to how this would be achieved.

The application site is adjacent to, but not within both the Ruislip Village Conservation Area and Midcroft, Ruislip, Area of Special Local Character. The Ruislip Village Conservation Area was first designated in 1969. Its significance is derived in part from the attractive and historic, largely early twentieth century townscape which extends along the High Street to the west of the site. Its setting to the south-east is an urban one of large late twentieth century buildings. The Midcroft, Ruislip, Area of Special Local Character lies to the north of the site and is largely characterised by attractive suburban houses set in tree lined streets. Neyland Court currently comprises two storeys with the third storey contained within its mansard roof profile. Its current size, scale and height, mediates well between the adjoining chalet style bungalow at number 19 Pembroke Road to the east, and the adjacent five storey building at Pembroke House which was formerly offices but has since been converted to flats.

The proposed development would replace the existing mansard roof with two additional storeys and include the erection of front extensions (the height of the building would be increased from 3 to 5 storeys). The proposed development would significantly increase the massing of the building, due to

the additional height, built form and bulk proposed. As a result, the proposed development would appear disruptive and incongruous within the street scene. The transition in scale between the proposed building and the modest chalet style bungalow at No. 19 Pembroke Road would be unduly harsh, and represent a visually obtrusive and awkward juxtaposition. The development would therefore fail to integrate appropriately to its immediate surroundings, due to its prominence and poor relationship to the neighbouring bungalow properties to the east of the site.

The footprint of the proposed additional storeys would project beyond the front and rear facades of the existing building. The top heavy appearance of the proposed building with the absence of any setback from the front elevation or set-in from the sides, would mean that the proposed additional storeys would appear overly dominant. This would be seen from both direct and long views on Pembroke Road, noting in particular the single storey storey bungalows immediately to the east of the site. Due to the site's proximity to the junction on Station Approach and West End Road, public views of the development would be readily visible from this public vantage point which borders Ruislip Village Conservation Area. Furthermore, views of the upper elements of the proposed building would be seen from Brickwall Lane which is designated within Midcroft, Ruislip, Area of Special Local Character. It is therefore considered that the proposal would cause harm to the setting of Ruislip Village Conservation Area and Midcroft, Ruislip, Area of Special Local Character.

In terms of design, whilst it is noted that the applicant has made changes to the proposed materials in this scheme (in comparison with the refused scheme) in order to better integrate the proposed additional storeys with the existing building, this has not been entirely successful, as it is considered that the additional storeys would still appear at odds with the existing lower floors of the building. Thus, resulting in an incoherent building that bears little relationship with its surrounding context. Furthermore, the proposed building would be poorly articulated, and is not considered to represent high quality design. As a result, the proposed development would have a negative impact upon the character and appearance of the area and the setting of the adjoining Conservation Area and Midcroft, Ruislip, Area of Special Local Character.

It is noted that an Appeal was allowed at Pembroke House for the extension of the fourth floor to provide 1 x two-bedroom unit (LPA ref: 38324/APP/2017/2287, Appeal ref: APP/R5510/W/17/3185312). However, the material considerations relating to Pembroke House are not directly comparable to the subject scheme at Neyland Court. The Inspector's Appeal Decision for Pembroke House specifically refers to the proposed extension appearing as a subservient feature due to its design and for it being set-back on three sides. The two additional storeys being proposed at Neyland Court would not only have no set-backs, but would in fact project beyond the front and rear walls of the existing building. Furthermore, Pembroke House is located closer towards the Town Centre and is sited adjacent to a three storey mixed use building known as Pembroke Lodge. Neyland Court is located further east and sits directly adjacent to a row of single storey bungalows. It is therefore considered that very limited weight should be afforded to the fourth storey extension allowed at Pembroke House.

Having regard to the above, it is considered that the proposed development would have a harmful impact on the character, appearance and visual amenities of the local area, and would neither preserve nor enhance the setting of the adjoining Ruislip Village Conservation Area and Midcroft, Ruilsip, Area of Special Local Character. The proposal therefore conflicts with Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (2012), Policies DMHB 1, DMHB 4, DMHB 5, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), Policies HC1, D3 and D4 of the London Plan (2021) and the NPPF (2021).

The harm arising from the proposed development to the Ruislip Village Conservation Area is considered to be less than substantial. In line with paragraph 202 of the NPPF (2021), the public benefit of the proposal must be weighed against the harm. (Please refer to section 7.22 of this report for the 'planning balance' assessment).

7.08 Impact on neighbours

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

Paragraph 5.38 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that: "The Council will aim to ensure that there is sufficient privacy for residents and it will resist proposals where there is an unreasonable level of overlooking between habitable rooms of adjacent residential properties, schools or onto private open spaces. A minimum of 21 metres separation distance between windows of habitable rooms will be required to maintain levels of privacy and to prevent the possibility of overlooking. In some locations where there is a significant difference in ground levels between dwellings, a greater separation distance may be necessary."

Paragraph 5.40 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that: "For the purposes of this policy, outlook is defined as the visual amenity enjoyed by occupants when looking out of their windows or from their garden. The Council will expect new development proposals to carefully consider layout and massing in order to ensure development does not result in an increased sense of enclosure and loss of outlook."

Paragraph 5.41 of the Hillingdon Local Plan: Part 2 (2020) states: "The Council will aim to minimise the impact of the loss of daylight and sunlight and unacceptable overshadowing caused by new development on habitable rooms, amenity space and public open space. The Council will also seek to ensure that the design of new development optimises the levels of daylight and sunlight. The Council will expect the impact of the development to be assessed following the methodology set out in the most recent version of the Building Research Establishments (BRE) "Site layout planning for daylight and sunlight: A guide to good practice".

The proposed additional two storeys would project beyond the front and rear windows of the existing flats at Neyland Court. As a result, the occupants of the flats set beneath the proposed two additional storeys would experience a sense of enclosure and overbearing impact. In the absence of a BRE daylight/sunlight study, the proposal fails to demonstrate that it would not result in an unacceptable loss of light or cause overshadowing issues for the existing occupiers at Neyland Court. Furthermore, it is considered that the proposed development would overshadow the communal garden at Neyland Court due to its height, scale, bulk and massing, undermining the quality of outdoor external amenity space for existing occupiers.

Number 19 Pembroke Road is a modest chalet-style bungalow located immediately to the east of the application site. Although the submitted plans show the nearest rear wall at Neyland Court being in alignment with No. 19 Pembroke Road, this is not an accurate depiction of the actual situation. No. 19 has a plastic canopy spanning across its rear elevation, with its actual rear wall being set-behind Neyland Court by approximately 1.8 metres. The increased built form, scale, bulk, mass and height of the proposed development, in combination with its close proximity to the shared boundary, would be unacceptably overbearing, create a sense of oppression and a loss of outlook for the occupiers of No.19 and their associated rear garden space. For the same reasons, it is considered that the proposed development is likely to result in a loss of light and overshadowing for the occupiers at

No.19 and their rear garden space. A BRE daylight/sunlight study has not been submitted to demonstrate otherwise.

The rear boundary of the application site adjoins the rear gardens of the bungalows at Nos. 4, 6, 6a and 8 Brickwall Lane. These neighbouring properties have habitable windows facing south. Due to the five storey scale of the proposed building, and its position in relation to the bungalows, there are concerns that the proposal would cause overshadowing issues for residents of Nos. 4, 6, 6a and 8 Brickwall Lane. A BRE daylight/sunlight study has not been provided which means there is no substantive quantitative evidence to suggest otherwise. It is considered that the separation distance between the proposed building and Nos. 4, 6, 6a and 8 Brickwall Lane would not be sufficient to mitigate the identified harm, especially noting the single storey scale of these properties and their small garden sizes.

Pembroke House is a five storey former office building that has been converted into flats. This neighbouring building has habitable room windows fitted in its side elevation which face towards Neyland Court. Due to this relationship, and noting the increased scale, bulk and height of the proposed development, it is considered that the proposal would result in a loss of outlook and a sense of enclosure to both the side (east) and some of the rear habitable windows at Pembroke House. As highlighted above, in the absence of a BRE daylight/sunlight study, it has not been demonstrated that the proposal would not result in an unreasonable loss of light for the residential occupiers at Pembroke House.

The lawful use of the two buildings situated to the rear of Pembroke House is office use, it is therefore considered that the proposed development would have no impact upon these buildings in respect of neighbouring residential amenity.

There would be a separation distance of approximately 25 metres between the proposed development and the flatted development at Corinthian Court, which lies due south of the application site on the opposite side of Pembroke Road. Given this separation distance, it is considered that the proposal would not adversely impact upon the residential amenities of the occupiers at Corinthian Court.

It is noted that the proposal would involve the introduction of balconies along the front elevation of Neyland Court and new windows in the sides and rear elevations. The proposed front balconies and windows would be separated by approximately 25 metres from the front balconies on Corinthian Court (as noted above). The outlook from the proposed rear windows would not be dissimilar to the existing windows fitted in this elevation. As such, it is considered that the proposed development would not result in a material loss of privacy or overlooking for the neighbouring occupiers at Corinthian Court or Brickwall Lane.

If this application had been recommended for approval, a condition would have been secured requiring the proposed side windows to be obscure glazed and non-opening up to 1.8 metres of the finished floor level. A condition of this nature would not have unduly impacted the quality of internal accommodation for future occupiers, given that the side windows serve as secondary windows to an open plan living/kitchen which is primarily served by glazed French doors leading to a balcony. Also, a condition would have been secured requiring 1.8 metre high privacy screening to be erected along the sides of the proposed balconies.

In light of the above, it is considered that the proposed development would cause unacceptable harm to the living conditions and external amenity space provision of the existing occupiers at Neyland

Court, Pembroke House, No. 19 Pembroke Road, and Nos. 4, 6, 6a and 8 Brickwall Lane. The proposed development would therefore be contrary to Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) and paragraph 130 part f) of the NPPF (2021).

7.09 Living conditions for future occupiers

INTERNAL AMENITY SPACE PROVISION:

Policy D6 of the London Plan (2021) sets out the minimum internal floor space standards required for residential developments in order to ensure that there is an adequate level of amenity for future occupants. Table 3.1 of Policy D6 of the London Plan (2021) states that:

- A one storey dwelling with 1 bedroom, 2 person occupancy should provide a GIA of at least 50 square metres.

Policy DMHB 16 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that all housing development should have an adequate provision of internal space in order to provide an appropriate living environment.

All eight of the proposed flats would meet the minimum 50 square metre requirement set by Table 3.1 of the London Plan (2021). The proposed double bedrooms would have a width of at least 2.75 metres and would have a floor area in excess of 11.5 square metres, in compliance with parts 2) and 4) of Policy D6 of the London Plan (2021). The open plan kitchen/living rooms would be served by glazed doors leading onto a balcony, and the double bedrooms would be served by windows fitted in the rear elevation of the building. It is therefore considered that future occupants would receive an adequate level of outlook and natural light.

The proposed 8 flats would provide a satisfactory provision of internal amenity space for future occupants.

EXTERNAL AMENITY SPACE PROVISION:

Policy DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that all new residential development and conversions will be required to provide good quality and usable private outdoor amenity space. Amenity space should be provided in accordance with the standards set out in Table 5.3. Balconies should have a depth of not less than 1.5 metres and a width of not less than 2 metres. Table 5.3 states that:

- 1 bedroom flats should be provided with at least 20 square metres of private amenity space.

The proposed development would provide an additional 8 x one-bedroom flats, requiring an extra 160 square metres of external amenity space to be provided above the existing communal rear garden which currently serves the existing 12 flats at Neyland Court.

The proposed flats would have balconies measuring approximately 6.6 to 7.8 square metres, which falls significantly below the minimum private amenity space standards set out in Table 5.3 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020). It is therefore considered that the proposed balconies would constitute substandard forms of private amenity space due to their limited size and lack of functionality. This, in turn, is likely to result in future occupiers having to rely on the existing communal rear garden as their outdoor space.

Although the proposed site plan indicates that the rear communal garden measures 137.9 square

metres, when actually measured this external amenity space only measures 117 square metres. The areas indicated as being 'landscaping buffer' are not useable external amenity space and have therefore been discounted. Similarly, the area of soft landscaping to the front of the site labelled as "front communal amenity" does not constitute as useable external amenity space. This is because this front area is readily visible from the public highway, thus limiting the opportunity for general outdoor activity that existing and future occupants could reasonably expect.

For guidance purposes, a flatted development with 20 x one-bedroom flats (i.e. the existing 12 x onebedroom flats plus the proposed 8 x one-bedroom flats) should have a minimum of 400 square metres of external amenity space. At 117 square metres, the communal garden space would fall considerably below the 400 square metre requirement. The communal garden would therefore fail to provide adequate external amenity space for future occupiers, and the proposal would unacceptably undermine the external amenity space provision for the existing occupants at the site. This would result in poor living conditions for both existing and future occupants.

Whilst it is clear that the existing development at Neyland Court does not accord with Table 5.3 private amenity standards, this does not mean that the proposal, which would make an existing situation considerably worse by introducing an additional eight new flats at the site, should be accepted. Furthermore, public open spaces do not provide suitable private amenity areas that future occupiers of the proposed flats could enjoy. It is therefore considered that little weight should be afforded to the argument that there are public parks in the local area.

It is considered that the quantity and quality of external amenity space being provided would be insufficient to serve the sizes and number of existing and proposed dwellings at the site. Thus, limiting the opportunity for general outdoor activity that existing and future occupants could reasonably expect with dwellings of this size and type. As such, the proposed development would provide a substandard form of accommodation, in terms of external amenity space provision. The proposal therefore conflicts with Policy DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy D6 of the London Plan (2021) and paragraph 130(f) of the NPPF (2021).

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Paragraph 111 of the NPPF (2021) states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Policy DMT 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals will be required to meet the transport needs of the development and address its transport impacts in a sustainable manner.

Policy DMT 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that proposals must ensure that safe and efficient vehicular access to the highway network is provided, schemes do not contribute to the deterioration of air quality, noise or local amenity or safety of all road users and residents. Also, that impacts on local amenity and congestion are minimised and there are suitable mitigation measures to address any traffic impacts in terms of capacity and functions of existing roads.

Policy DMT 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires that proposals comply with the Council's parking standards 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.

CAR-FREE DEVELOPMENT:

Appendix C of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that 1 bedroom flats should be provided with 1 to 1.5 spaces. Based on this, the proposal for 8 x one-bedroom flats would require between 8 to 12 car parking spaces.

In contrast, Policy T6.1 of the London Plan (2021) states that development comprising up to 1 bed units in outer London with a PTAL rating of 4 should provide a maximum of 0.75 car parking spaces per dwelling. For the proposed development, this would equate to a maximum of 4-6 car parking spaces, which is a lesser requirement than the Council's adopted Car Parking Standards.

It is worth noting that Policy T6 of the London Plan (2021) states that: "Car-free development should be the starting point for all development proposals in places that are (or are planned to be) well-connected by public transport, with developments elsewhere designed to provide the minimum necessary parking ('car-lite'). Car-free development has no general parking but should still provide disabled persons parking in line with Part E of this policy.

The applicant in their planning application submission has identified that their proposal would be a car-free development. The determination of the suitability or non-suitability of a 'car free' proposal is reliant on a number of extraneous factors to the site itself. The local characteristics of the surrounding network is one of the main factors that needs to be taken into consideration as this can significantly influence the need (or otherwise) for new residential occupiers owning private motor transport.

The site has a Public Transport Accessibility Level (PTAL) rating of 4 on a scale of 1 to 6, where 1a is the lowest and 6b is the highest level of accessibility to public transport services. The site is within a 3 minute walking distance from Ruislip Underground Station giving access to the Metropolitan and Piccadilly lines. It has access to bus routes, which are close to the site and provide frequent and peak services to wider parts of the Borough. Moreover, the site is located on the edge of Ruislip Town Centre and has access to a number of shops, restaurants and services. Therefore, given the site's location amongst such services, and as it is within walking distance to buses and an underground station, it would not be necessary for future occupants of the proposed flats to use a car to access day-to-day services.

Additionally, it is apparent that the vast majority of the road network surrounding the site acts as a natural deterrent to an alternative parking facility for 'would be residents' of the proposed development. This deterrent is realised by virtue of the extensive local parking restrictions and yellow lines that surround the location which inherently assist in discouraging the likelihood of untoward parking displacement onto the public domain by a new 'car-free' development.

The site is not located within a Controlled Parking Zone. As such, it would be not be necessary, fair or reasonable to secure a legal agreement to prevent future occupiers from obtaining residential parking permits. Besides, such a legal agreement would not meet the tests set out in paragraph 57 of the NPPF (2021). In particular, it would not be necessary to make the development acceptable in planning terms.

The Council's Highways Department were consulted and considered, on balance, that a car-free

development would be acceptable for similar reasons to those set out in the preceding paragraphs.

In light of the above combination of factors, it is considered that the car-free nature of the proposed development would be appropriate and is unlikely to have a significantly harmful pressure on street parking in the local area or have a severe impact on highway safety or the local road network. It is considered that accessible sustainable travel alternatives would be available to future occupiers of the proposed development to justify the zero parking.

BICYCLE PROVISION:

Policy T5 of the London Plan (2021) states that development proposals should help remove barriers to cycling through securing the provision of appropriate levels of cycle parking which should be fit for purpose, secure and well-located. Table 10.2 of the London Plan (2021) requires 1 long stay space per one bedroom dwelling and 2 short-stay spaces per 5-40 dwellings. In this case, the proposed development would need to provide 8 long stay spaces and 2 short stay spaces.

Policy DMT 5 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals will be required to ensure that safe, direct and inclusive access for pedestrians and cyclists is provided on the site connecting it to the wider network, including the provision of cycle parking in accordance with Appendix C, Table 1 or, in agreement with the Council.

Two short stay visitor cycle spaces are proposed to the front of the site. The proposed visitor cycle spaces would be located approximately 4.6 metres from the nearest front habitable ground floor window of the existing flats at Neyland Court. This separation distance, coupled with the proposed defensible space in the form of soft landscaping, would adequately mitigate issues with privacy, overlooking, noise and disturbance. There is therefore, no objection, to the capacity and location of the short stay cycle spaces. Full details of the cycle stands would be secured by condition, in the event of an approval.

Since the refusal of application reference 76364/APP/2022/1249, the proposed cycle store has been re-located from the communal amenity space. The submitted proposed site plan now shows that the cycle store would be located in the car park, along the eastern site boundary. In the event of an approvable scheme, provision of the cycle store could have been secured by planning condition.

Subject to the above conditions, it is considered that the proposal would provide secure and accessible cycle parking spaces for future occupants in compliance with Policy DMT 5 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Policy T5 of the London Plan (2021).

7.11 Urban design, access and security

FIRE SAFETY:

Policy D12 of the London Plan (2021) states that in the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety. Policy D5 part B of the London Plan (2021) states development should be designed to incorporate safe and dignified emergency evacuation for all building uses.

The submitted Planning and Design Statement confirms that the proposed development would be compliant with Approved Document B of the Building Regulations and indicates the proposed safety measures. In the event of an approval, a condition would be secured requiring the submission of a

fire safety strategy detailing how the development would achieve high standards of fire safety and emergency evacuation arrangements. Subject to such a condition, the proposal would accord with Policies D5 and D12 of the London Plan (2021). It is considered that the additional information provided within this planning application has addressed previous reason for refusal number 9 of application reference 76364/APP/2022/1249.

7.12 Disabled access

Paragraph 3.7.1 of the London Plan (2021) states that "Policy D7 Accessible housing should apply to all dwellings which are created via works to which Part M volume 1 of the Building Regulations applies, which, at the time of publication of this Plan, generally limits the application of this policy to new build dwellings.

The proposal is for the erection of two additional storeys above an existing building to provide eight flats. As such, it is considered that the accessibility requirements set out in Policies D5 and D7 of the London Plan (2021) are not applicable in this instance.

7.13 Provision of affordable & special needs housing

The proposal is for less than 10 residential units and does not meet the threshold in order to require affordable housing provision. As such, the proposal is not contrary to Policy H2 of the Hillingdon Local Plan: Part 1 - Strategic Policies (2012) and Policy DMH 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) in this respect.

7.14 Trees, landscaping and Ecology

TREES AND LANDSCAPING:

Policy DMHB 14 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) states that planning applications for proposals that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees. Where the tree survey identifies trees of merit, tree root protection areas and an arboricultural method statement will be required to show how the trees will be protected. Where trees are to be removed, proposals for replanting of new trees on-site must be provided or include contributions to offsite provision.

There are trees at and adjoining the application site; however, none of them are protected by a Tree Preservation Order (TPO). It is noted that there is a tree adjacent to the southern flank wall of the existing garage block which has not been shown on the submitted drawings. If planning permission were to be granted, conditions would be secured requiring details of tree protection measures and/ or replacement trees to be submitted to the Council for consideration.

ECOLOGY:

Policy DMEI 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that if development is proposed on or near to a site considered to have features of ecological or geological value, applicants must submit appropriate surveys and assessments to demonstrate that the proposed development will not have unacceptable effects. The development must provide a positive contribution to the protection and enhancement of the site or feature of ecological value.

The site does not contain any ponds, open woodland or dense scrub and shrubbery. There are no protected sites of ecological interest adjacent to the site. It is therefore considered that the likelihood of protected species being present at the site is low, and as such, an ecology assessment is not required. This position would be in accordance with 'Circular 06/05: Biodiversity and Geological

Conservation - Statutory Obligations and their Impact within the Planning System' which states that, "...bearing in mind the delay and cost that may be involved, developers should not be required to undertake surveys for protected species unless there is a reasonable likelihood of the species being present and affected by the development.

Notwithstanding, the applicant still has a responsibility to fulfil their duties under the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2017 (as amended). An informative would be secured advising the applicant on this matter, in the event of an approval.

7.15 Sustainable waste management

Policy DMHB 11 part (d) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals should make sufficient provision for well designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. External bins should be located and screened to avoid nuisance and adverse visual impacts to occupiers and neighbours.

The proposed site plan shows that an enclosed refuse and recycling store would be provided within the rear car park of Neyland Court that would accommodate 1x 1100L communal bin for waste and another 1x1000L bin for recycling. The siting of the store is in a similar position as the existing refuse storage area.

It would appear that the capacity is sufficient for 20x 1-bedroom flats at Neyland Court, and given that the siting is in the same location as existing, there are no immediate concerns raised. However, confirmation will be sought from the Council's waste services as to the acceptability of the capacity, manoeuvrability and access for collection. These comments and any alterations to the recommendation will be reported in an addendum prior to the Borough Committee meeting.

7.16 Renewable energy / Sustainability

Policy SI 2 of the London Plan (2021) states that residential development should achieve at least a 10% improvement beyond Building Regulations 2013.

Policy DMEI 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies 2020) requires all developments to make the fullest contribution to minimising carbon dioxide emissions in accordance with the London Plan targets (2016 The London Plan).

No details of the sustainability credentials of the proposed development or the type of renewable technologies that would be utilised have been provided. However, it is considered that this matter could be resolved by the imposition of a planning condition, if planning permission were to be granted. Also, a condition would be secured requiring the proposed dwellings to achieve as a minimum, a water efficiency standard of no more than 105 litres per person per day, maximum water consumption.

Subject to the above conditions, the proposal would be compliant with Policies DMEI 2 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies

7.17 Flooding or Drainage Issues

Policy SI 12 of the London Plan (2021) states that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 of the London Plan (2021) states that development proposals should aim to achieve greenfield run-off rates and ensure

that surface water run-off is managed as close to its source as possible.

Policy DMEI 9 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that proposals that fail to make appropriate provision for flood risk mitigation, or which would increase the risk or consequences of flooding, will be refused.

Policy DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development within areas identified at risk from surface water flooding which fail to make adequate provision for the control and reduction of surface water runoff rates will be refused.

The site lies within Flood Zone 1 of the Environment Agency's Flood Risk Map. This means the site is classified as being at low risk and defined as having a less than 1 in 1,000 probability of fluvial and tidal flooding. As such, there are no restrictions on development, including more vulnerable uses such as the erection of additional flats, in this location, in terms of fluvial and tidal flood risk.

The site lies within a Critical Drainage Area. Sections of the highway on Pembroke Road to the front of the site, and a very small section of the site adjacent to the east boundary fall within a Surface Water Flooding Zone. Given that the proposal primarily relates to vertical extensions, there is limited scope to implement a comprehensive Sustainable Urban Drainage System (SuDS) at the site. Nevertheless, in light of the critical drainage and surface water flood risk designations, in the event of an approval, a planning condition would be recommended to secure submission of satisfactory drainage details, which could potentially include rainwater harvesting (e.g. through provision of water butts). This is notwithstanding the issues raised about the substandard provision of external amenity space for existing and future occupiers of the site (as discussed in Section 7.09 of the Committee Report). Also, a condition would be secured in the event of approval requiring the proposed paving to the front of the site to be permeable hard standing.

Having regard to the above and subject to conditions, it is considered that the proposed development would not increase the risk of flooding on the site or elsewhere, and would provide a drainage system that would remain functional throughout the lifetime of the development. The proposal would therefore be in compliance with Policies DMEI 9 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Policies SI 12 and SI 13 of the London Plan (2021).

7.18 Noise or Air Quality Issues

NOISE FROM THE PROPOSED DEVELOPMENT:

Policy D14 of the London Plan (2021) states that in order to reduce, manage and mitigate noise to improve health and quality of life, residential and non-aviation development proposals should manage noise by avoiding significant adverse noise impacts on health and quality of life.

Whilst there would be some potential for increased levels of on-site activity to generate noise and disturbance, Neyland Court would nevertheless continue to be used in an exclusively residential capacity. The proposed provision of eight additional flats at the site is not considered to lead to such a significant change in the local noise environment as to warrant a refusal of planning permission on those grounds.

It is noted that the living rooms of the proposed flats on the third floor level would be stacked above the bedrooms of the existing flats on the second floor level. However, the requirement of Approved Document E of the Building Regulation are deemed adequate for sound insulation transmission loss between floors and walls of adjoining residential dwellings. Had the application otherwise been considered acceptable, no planning conditions related to the above matter would be considered necessary as they are part of Building Regulations.

It is therefore considered that the proposal would not cause harm to the residential amenities of neighbouring occupiers, in terms of noise and disturbance.

In the event of an approvable scheme, a planning condition would have been imposed to secure a construction management plan, in order to minimise noise and disturbance during the construction phase.

AGENT OF CHANGE:

Policy D13 of the London Plan (2021) states that the Agent of Change principle places the responsibility for mitigating impacts from existing noise and other nuisance-generating activities or uses on the proposed new noise-sensitive development. Policy D14 of the London Plan (2021) states that in order to reduce, manage and mitigate noise to improve health and quality of life, residential development proposals should manage noise by reflecting the Agent of Change principle set out in Policy D13.

The neighbouring properties bordering the sides and rear of the application site are in residential use and office use (two buildings located to the rear of Pembroke House). The application site is set away from the nearest commercial uses on High Street by approximately 70 metres. There is a separation distance in excess of 100 metres between the application site and Ruislip Station and railway line.

Having regard to the agent of change principle, and noting the circumstances set out in the preceding paragraph, it is considered that the future occupiers would not be adversely impacted by noise from existing commercial premises to such a significant extent to necessitate the need for noise mitigation measures to be secured through the imposition of a planning condition (in the event of an approval).

AIR QUALITY:

Policy DMEI 14 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that proposals should demonstrate appropriate reductions in emissions. It adds that, development proposals should, as a minimum:

i) be at least "air quality neutral";

ii) include sufficient mitigation to ensure there is no unacceptable risk from air pollution to sensitive receptors, both existing and new; and

iii) actively contribute towards the improvement of air quality, especially within the Air Quality Management Area.

The site is designated within an Air Quality Focus Area. In the event of an approval, a condition would be secured requiring the submission of an Air Quality Management Assessment to demonstrate that the proposed development would be at least air quality neutral. Also, a condition would be secured requiring the submission of a Construction Management Plan to minimise air and other emissions caused during the construction phase. In light of these conditions, and noting the minor scale of the proposal, it is considered that it would not be necessary, fair or reasonable to require an air quality contribution to be secured through a legal agreement.

7.19 Comments on Public Consultations

Covered in other sections of this Committee Report.

7.20 Planning obligations

Policy DMCI 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that to ensure development is sustainable, planning permission will only be granted for development that clearly demonstrates there will be sufficient infrastructure of all types to support it. Infrastructure requirements will be predominantly addressed through the Council's Community Infrastructure Levy (CIL).

The Council adopted its own Community Infrastructure Levy (CIL) on 1st August 2014. The Hillingdon CIL charge for residential developments is £95 per square metre of additional floor space. This is in addition to the Mayoral CIL charge of £60 per square metre. CIL rates are index linked. The proposal involves the erection of new dwellings and is therefore CIL liable, if planning permission were to be granted.

7.21 Expediency of enforcement action

A planning enforcement investigation relates to the site, however this is separate to the consideration of this planning application.

7.22 Other Issues

PLANNING BALANCE:

Paragraph 202 of the NPPF (2021) states 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."

The proposal would contribute to the Council's delivery of housing and provide some economic benefits during the construction stages. However, the scheme is only for 8 x one-bedroom private market flats, with unacceptable external amenity space provision for both existing and future occupiers at the site. Furthermore, the proposal would cause harm to the residential amenities of neighbouring occupiers and is unacceptable in design terms, even if there were no adverse impacts on an adjacent conservation area.

Whilst noting that some weight should be given to the delivery of housing, the Council is currently able to demonstrate a five-year supply of deliverable housing sites. The weight to be attached to housing delivery is substantially diminished by the adverse impacts of the scheme as set out above. Limited weight should be given to the proposals social and economic contribution. The NPPF requires that great weight be attached to any harm to a designated heritage asset. Overall, the public benefits would fall well short of outweighing the 'less than substantial harm' to the Ruislip Village Conservation Area.

LAND CONTAMINATION:

It is noted that the site is located on land identified as potentially contaminated. Therefore, in the event of an approval, the appropriate conditions for investigation and remediation would be included.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national

policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

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

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

For the reasons set out in this report, it is considered that the proposed development would conflict with national, regional and local planning policies and guidance. It is therefore recommended that the application be refused on the grounds set out in section 2 of this Committee Report.

11. Reference Documents

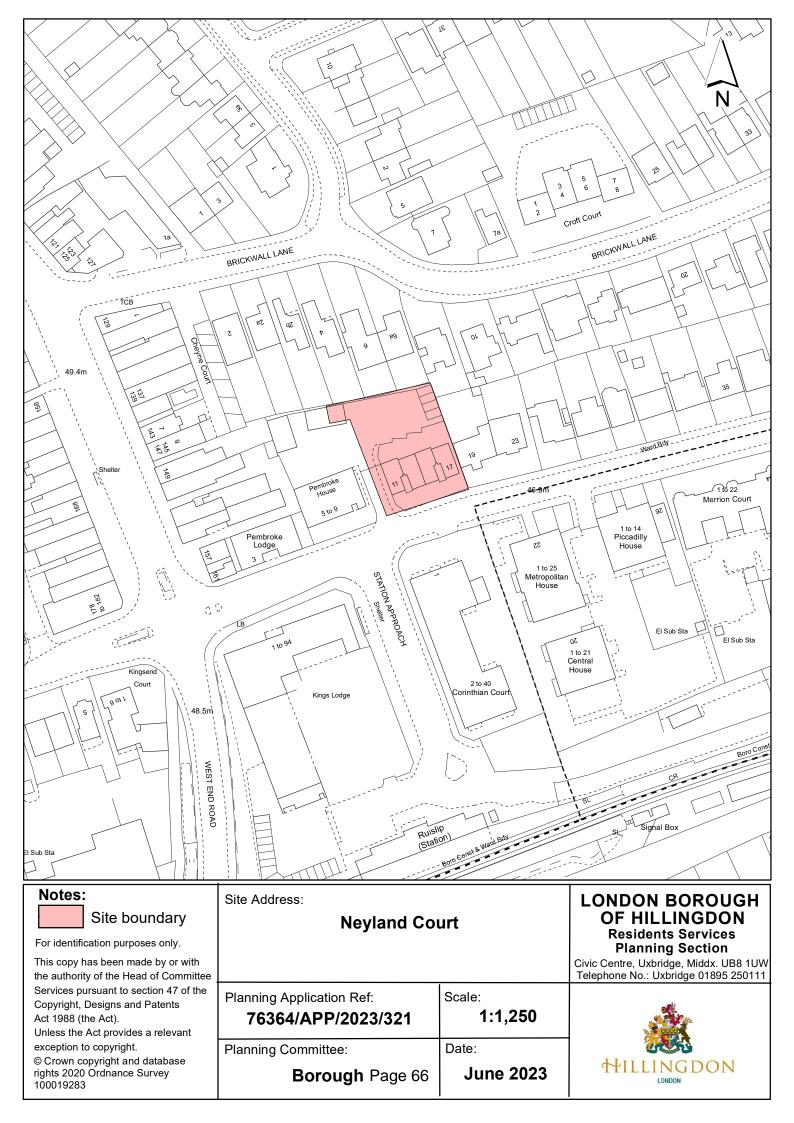
National Planning Policy Framework (July 2021) The London Plan (March 2021) Hillingdon Local Plan: Part One - Strategic Policies (November 2012) Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) Hillingdon Local Plan Accessible Hillingdon Supplementary Planning Document (September 2017)

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Agenda Item 9

	Report of the Head of I	Development Management and	Building Control
Address:	PREZZO HIGH STREE	ET RUISLIP MIDDLESEX	
Development:		onservatory, erection of replace external painting, creation of ex (part retrospective)	-
LBH Ref Nos:	16897/APP/2023/411		
Drawing Nos:	04-01 C 39422 C 06-01 D 07-01 C 10-02 B Cover Letter Exterior visual Page 16 Heritage Statement Amended Design and A 01-01 C 02-01 C 09-01 A 09-02 D 10-01 A 10-03 A 05-01 D	- colour scheme only drawings ccess Statement	not accurate
Date Plans received:	14-02-2023	Date(s) of Amendments(s):	14-02-2023
Date Application valid	14-02-2023		04-05-2023

1. SUMMARY

The application seeks to regularise the demolition of the conservatory that was previously on site, and to erect a replacement conservatory with associated external works, in preparation for a new restaurant in the building. There is no objection, in principle, to the replacement of the conservatory.

Following revisions to reduce the scale and impact of the proposal, it is considered that the proposed development would not harm the character and appearance of the area and would sustain the significance of the designated heritage assets, in respect to the Grade II listed building and Ruislip Village Conservation Area. The proposed development would not impact on the living conditions of any neighbouring residential occupiers.

It is therefore recommended that planning permission is granted, subject to the imposition of relevant

planning conditions.

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 numbered:

Existing Plan with Demolitions 01-01 C Proposed Plan 02-01 C Reflected Ceiling Plan 04-01 C Proposed Finishes Plan 05-01 D Proposed Small Power & Setting Out 06-01 D Proposed Licensing Plan 07-01 C Existing Exterior 09-01 A Proposed Exterior 09-02 D Proposed Bar Design 10-01 A Proposed Fixed Seating Details 10-02 B Proposed W/Ss 01 & 02 10-03 A Amended Design and Access Statement (received 20-04-23) Heritage Statement (received 04-05-23)

and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2021).

3. NONSC Materials

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

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

The colour scheme of the conservatory and shopfront shall be 'sage green' as shown on the indicative drawing, titled 'Exterior Visual, Page 16'.

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REASON

To ensure that the development presents a satisfactory appearance in accordance with Policies DMHB 2, DMHB 4 and DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

4. TL5 Landscaping Scheme

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

- 1. Details of Soft Landscaping
- 1.a Planting plans (at not less than a scale of 1:100)
- 1.b Written specification of planting and cultivation works to be undertaken

1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

2. Details of Hard Landscaping

2.a Hard Surfacing Materials

3. Details of Landscape Maintenance

3.a Landscape Maintenance Schedule for a minimum period of 5 years

3.b Proposals for the replacement of any tree, shrub, or area of turfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased

4. Schedule for Implementation

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 DMHB 2, DMHB 4, DMHB 11, DMHB 12 and DMHB 14 of the Hillingdon Local Plan Part 2 (2020) and Policy G5 of the London Plan (2021).

5. COM26 Ecology

Notwithstanding the approved drawings, prior to the installation of any external lighting, details shall be submitted to and approved in writing by the Local Planning Authority that demonstrate that the proposed external lighting would not have any adverse impact on the ecological interests of the site. The external lighting shall only be installed in accordance with the approved details, and thereafter shall be retained as such for the lifetime of the development.

REASON

In order to encourage a wide diversity of wildlife on the existing semi-natural habitat of the site in accordance with policy DMEI 7 of the Hillingdon Local Plan Part 2 (2020) and London Plan (2021) Policies G5 and G6.

6. NONSC Inclusive Access

The development hereby approved shall ensure the conservatory meets the minimum standards of accessibility for wheelchair users in accordance with BS 8300-1:2018.

REASON

To ensure inclusive access is achieved and maintained in accordance with Policy D5 of the London Plan (2021).

7. RES8 Tree Protection

No site clearance or construction work shall take place until the details have been submitted to, and approved in writing by, the Local Planning Authority with respect to:

1. A method statement outlining the sequence of development on the site including demolition, building works and tree protection measures.

2. Detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority. Such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details. The fencing shall be retained in position until development is completed.

The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

2.a There shall be no changes in ground levels;

2.b No materials or plant shall be stored;

2.c No buildings or temporary buildings shall be erected or stationed;

2.d No materials or waste shall be burnt; and

2.e No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

3. Where the arboricultural method statement recommends that the tree protection measures for a site will be monitored and supervised by an arboricultural consultant at key stages of the development, records of the site inspections / meetings shall be submitted to the Local Planning Authority.

REASON

To ensure that trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with policy DMHB 14 of the Hillingdon Local Plan Part 2 (2020).

INFORMATIVES

1. 170 LBH worked applicant in a positive & proactive (Granting)

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available

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detailed advice in the form of our statutory policies from Local Plan Part 1, Local Plan Part 2, 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.

2. I52 Compulsory Informative (1)

The decision to GRANT planning consent 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).

153 Compulsory Informative (2)

The decision to GRANT planning consent has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and national guidance.

DMHB 1	Heritage Assets
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 13	Shopfronts
DMHB 2	Listed Buildings
DMHB 4	Conservation Areas
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D8	(2021) Public realm
LPP HC1	(2021) Heritage conservation and growth
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment

3. CONSIDERATIONS

3.1 Site and Locality

The application property, known as The Duck House is a grade II listed building prominently situated in the heart of the historic village of Ruislip at the junction of the High Street, Eastcote Road and Bury Street. The site is within the Ruislip Village Conservation Area and is adjacent to a number of other listed buildings located on the junction. To the rear is the Manor Farm group of listed buildings and scheduled monument.

The building dates from the seventeenth century and was previously two houses. Its timber frame has been refronted in brick. It has four bays, the outer two project slightly under hipped tiled roofs. On the left is a small canted bay shop window while to the right is a much larger elegant 19th century shop

front. The building was formerly two shops and is listed under "Haileys Shop, The Village Sweet Shop". In the latter half of the 20th century, a modern single storey, flat roof extension was added to the rear of the site and a conservatory added to the west. The conservatory has since been demolished.

The application site is located within the Ruislip Motte and Bailey Archaeological Priority Area and within the designated Ruislip town centre / secondary shopping area.

3.2 Proposed Scheme

The current application seeks planning permission for the demolition of the modern conservatory (retrospective) and to erect a replacement conservatory with associated external landscaping works.

This planning application is accompanied by an application for advertisement consent for proposed signage (ref. 16897/ADV/2023/9) and an application for listed building consent for the proposed internal works to the Grade II listed building (ref.16897/APP/2023/412). The listed building consent and advertisement consent applications are for separate consideration under delegated powers (in line with the Council's scheme of delegation). As noted above, these applications would facilitate a new restaurant in the building.

Whilst the application before the Committee is for planning permission, for completeness the works involved for the new restaurant are as follows.

The proposed external alterations subject to this application for planning permission include:

- Replacement of the conservatory in the same place as the former. The conservatory will be constructed of brushed aluminium and of a sage green colour palette taking reference from its pondside and wooded surroundings;

- Introduction of a decking area to the rear of the building;

- Retention of the existing dwarf wall along the west roadside boundary of the Duck House and construction of Harris Hurdle fencing and additional planting along this boundary.

The works subject to the application for advertisement consent involve:

- Replacement of signage in like for like location.

The proposed internal alterations subject to listed building consent include the following:

- Reopening of a former doorway;
- Interior decoration throughout with applied t&g panelling to some worn brick walls in places;
- New level timber floor throughout;
- Installation of new wall lights;
- Insertion of new fire places;
- The proposed conservatory is also subject to listed building consent.

This application before the Borough Planning Committee is for planning permission, in line with the scheme of delegation (as the application site is Council freehold). Nevertheless, it should be noted that the proposal as a whole (all the applications) have been assessed together, in consultation with

the Council's Heritage Officer. Accordingly, there may be overlap with the proposed drawings, and assessment within this report, between the applications. However, the proposal as a whole is considered acceptable, subject to the recommended conditions (which would be applied as relevant to each application). Once again, this application is for planning permission.

3.3 Relevant Planning History

16897/ADV/2008/100 Blubeckers Restaurant High Street Ruislip

Installation of wall sign to street elevation.

Decision: 14-10-2008 Refused

16897/ADV/2015/74 The Duck House 2 High Street Ruislip

Installation of one set of externally illuminated text on board to front elevation, one set of sign written text to front elevation externally illuminated via a trough light, the retention of a wall mounted menu, one set of externally illuminated text on board on east side elevation and one non-illuminated text on board on west side elevation, involving removal of existing signs (Advertisement Consent)

Decision: 22-01-2016 Approved

16897/ADV/2016/19 The Duck House High Street Ruislip

Installation of one externally illuminated panel sign to rear elevation

Decision: 20-04-2016 Approved

16897/ADV/2023/9 Prezzo High Street Ruislip

Installation of 4 no. externally illuminated fascia signs

16897/APP/2008/1187 Blubeckers Restaurant High Street Ruislip

CONSTRUCTION OF EXTERNAL SEATING DECKED AREA OVER LAND ADJACENT TO THE DUCK POND INCORPORATING EXTERNAL RECESSED FLUSH FLOOR AMENITY LIGHTING, REMOVAL OF HEDGE/FENCE TO BURY STREET FRONTAGE (RETAINING EXISTING BRICK WALL), AND REPLACE WITH LOW LEVEL SHRUB PLANTING AND METAL RAILINGS TO MATCH EXISTING METAL RAILINGS ADJOINING THE DUCK POND.

Decision: 24-07-2008 Withdrawn

16897/APP/2008/1907 Blubeckers Restaurant High Street Ruislip

Construction of external seating decked area over land adjacent to the duck pond incorporating external recessed flush floor amenity lighting, removal of hedge/fence to Bury Street frontage (retaining existing brick wall), and replace with low level shrub planting and metal railings to match existing metal railings adjoining the duck pond, and pruning of wisteria to front elevation of the building (Application for Listed Building Consent).

Decision: 24-07-2008	Withdrawn	
16897/APP/2008/2557 Blubeckers Restaurant High Street Ruislip Installation of wall sign to street elevation.		
Decision: 14-10-2008	Refused	
16897/APP/2009/2179	Blubeckers Restaurant High Street Ruislip	
walls/partitions, new pla seating and new extern members. External alte	uding a new plate glass inner lobby, demolition of some minor ate glass lobby to kitchen area, construction of new lightweight timber fixed nal lighting and sandblast clean the existing stained/painted internal timber erations comprising the installation of a new entrance door with lantern above undary fencing along the Bury Street elevation. (Application for Listed	
Decision: 11-12-2009	Approved	
16897/APP/2009/2194	Blubeckers Restaurant High Street Ruislip	
Installation of new entra the Bury Street elevation	ance door with lantern light above and erection of new boundary fencing on on.	
Decision: 11-12-2009	Approved	
16897/APP/2012/1679	The Duck House High Street Ruislip	
Erection of external dec	ck for seating on land adjacent to duck pond with external lighting.	
Decision: 05-09-2012	Refused	
16897/APP/2012/1681	The Duck House High Street Ruislip	
Erection of external deck for seating on land adjacent to duck pond with external lighting (Application for Listed Building Consent)		
Decision: 05-09-2012	Refused	
16897/APP/2015/3587	The Duck House 2 High Street Ruislip	
Installation of one set of externally illuminated text on board to front elevation, one set of sign written text to front elevation externally illuminated via a trough light, the retention of a wall mounted menu, one set of externally illuminated text on board on east side elevation and one non-illuminated text on board on east side elevation and one non-illuminated text on board on east side elevation and one non-illuminated text on board on east side elevation and one non-illuminated text on board on east side elevation and one non-illuminated text on board on east side elevation and one non-illuminated text on board on east side elevation and one non-illuminated text on board on board on west side elevation, involving removal of existing signs (Listed Building Consent)		
Decision: 22-01-2016	Approved	
16897/APP/2015/3667	The Duck House High Street Ruislip	
Minor cosmetic change	es to the interior of The Duck House (Listed Building Consent)	
Decision: 29-01-2016	Approved	
16897/APP/2016/782	The Duck House High Street Ruislip	

Installation of one externally illuminated panel sign to rear wall (Listed Building Consent) **Decision:** 20-04-2016 Approved

16897/APP/2023/412 Prezzo High Street Ruislip Middlesex

Demolition of UPVC conservatory, erection of replacement conservatory, replacement signage, external painting, creation of external terrace area and internal refurbishment (part retrospective) (Application for Listed Building Consent)

16897/B/83/1265	The Duck House Restaurant,2a/2b	High Street Ruislip
Extension/Alterations to	Retail premises (P) of 17 sq.m.	
Decision: 07-11-1983	Approve Limited Time	
16897/C/83/1266 Listed building consent	The Duck House Restaurant,2a/2b to dev/alter (P)	High Street Ruislip
Decision: 07-11-1983	Approve Limited	
Decision. 07-11-1903	Time	
16897/G/97/0173	The Duck House Restaurant,2a/2b	High Street Ruislip
Erection of a single stor	ov roar kitchon and store extension and s	ingle storey rear dining area

Erection of a single storey rear kitchen and store extension and single storey rear dining area conservatory involving demolition of existing rear extensions, conversion of two first floor rooms for use as customers toilets and retrospective change of use of No.2B High Street to a restaurant use (Class A3)(Application for Listed Building Consent)

Decision: 19-11-1997 Approved

16897/H/97/0188 The Duck House Restaurant,2a/2b High Street Ruislip

Erection of a single storey rear kitchen and store extension and single storey rear dining conservatory involving demolition of existing rear extensions, conversion of two first floor rooms for use as customers toilets and retrospective change of use of No.2B High Street to a restaurant use (Class A3)

Decision: 19-11-1997 Approved

Comment on Relevant Planning History

The relevant planning history attached to this site is reference above.

ENF/558/22 - relates to the demolition of the modern conservatory to the rear, which forms part of this application.

4. Planning Policies and Standards

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan Part 1 - Strategic Policies (2012) The Local Plan Part 2 - Development Management Policies (2020) The Local Plan Part 2 - Site Allocations and Designations (2020) The West London Waste Plan (2015) The London Plan (2021)

The National Planning Policy Framework (NPPF) (2021) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.HE1 (2012) Heritage

Part 2 Policies:

- DMHB 1 Heritage Assets
- DMHB 2 Listed Buildings
- DMHB 12 Streets and Public Realm
- DMHB 11 Design of New Development
- DMHB 4 Conservation Areas
- DMHB 13 Shopfronts
- LPP D3 (2021) Optimising site capacity through the design-led approach
- LPP D8 (2021) Public realm
- LPP HC1 (2021) Heritage conservation and growth
- DMT 2 Highways Impacts

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- DMT 5 Pedestrians and Cyclists
- NPPF12 NPPF 2021 Achieving well-designed places
- NPPF16 NPPF 2021 Conserving & enhancing the historic environment

5. Advertisement and Site Notice

- **5.1** Advertisement Expiry Date: Not Applicable
- 5.2 Site Notice Expiry Date: 22nd March 2023

6. Consultations

External Consultees

Eight neighbouring properties, Ruislip Residents Association and The Ruislip, Northwood and Eastcote Local History Society (RNELHS) were consulted by letters dated 16th of February 2023. A site notice was also displayed on 21st February 2023 and the application was published in the Gazette on 1st March 2023.

One representation was received from Ruislip Residents Association (RRA) and one representation was received from The RNELHS. Their comments are summarised as follows:

RUISLIP RESIDENTS ASSOCIATION:

1. The address for the site is inconsistent for the three applications. It is Prezzo for the applications for planning permission and listed building consent, and Duck House for the application for advertisement consent.

2. Concerns regarding the scale of the proposed conservatory as the footprint would be larger than the demolished extension. It would be more dominant in respect to the listed building.

3. The proposed extended terrace area would not address the reasons for the refusal of a similar plan (ref. 16897/APP/2012/1679). This was refused due to the impact on the conservation area, and detriment to the recognised ecological value of the area.

RNELHS:

1. The replacement conservatory would occupy a larger footprint than the demolished one and will be more dominant than the main listed building.

2. The installation of decking to extend the terrace area will not be sympathetic to the 17th century timber framed building.

3. Additional outdoor tables would create a cluttered appearance which would detract from the setting of an important building at the historic centre of Ruislip.

4. Over development of this important historic site.

PLANNING OFFICER RESPONSE:

Revisions have been sought to significantly reduce the scale and impact of the proposed conservatory.

The revised drawings have been assessed by the Council's Conservation Officer who considers them acceptable, subject to appropriate conditions. The impact on the listed building and conservation area is discussed within the main body of this report. It is also noted that the proposal has been amended so that the terrace is a combination of York stone paving and real wood decking.

The inconsistent site address is noted. The site address for the application for advertisement consent has been amended to 'Prezzo' to align with the site address for the other two associated applications.

With regard to the previously refused application for a terrace, it is important to note that this application does not propose decking and paving in the same area. The previously refused application proposed a new terrace to the north-eastern side of the larger Duck House building, with some of the raised terrace above marshland. This application proposes a mix of decking and York stone paving to the south-western side of the building. It should also be noted that the application site already has an outdoor terraced area that is paved with York stone. The proposed installation of real wood decking and York stone paving would minimally increase the outdoor area. Therefore, and as assessed within the main body of this report, the works to the terrace are not considered harmful to the conservation area.

It is however noted that external lighting is proposed, which may have an impact on the ecological values of the duck pond. Therefore, notwithstanding the submitted drawings, a condition has been included requiring the submission of an external lighting strategy/details to demonstrate that there would not be any harmful ecological impacts.

WARD COUNCILLOR:

A query was received from a ward Councillor who asked if officers could comment if they feel disabled access is being met. This is because concerns have been received that there would not be the same level of disabled access.

PLANNING OFFICE RESPONSE:

The Council's Accessibility Officer has assessed the proposal and considers it acceptable. A condition is recommended that requires the conservatory to meet minimum standards of accessibility for wheelchair users in accordance with BS 8300-1:2018. This condition has been included in this recommendation. In general, the same level of accessibility would be retained. Accessibility is discussed further in Section 7.12 of this report.

HISTORIC ENGLAND (Greater London Archaeology Advisory Service - GLAAS):

No comments received to date. Any comments received will be reported to the Committee via an addendum report.

Internal Consultees

COUNCIL'S CONSERVATION OFFICER:

27-03-23 - Initial Comments

The modern conservatory has already been demolished, permission is therefore retrospective and there is no objection to its demolition and replacement subject to a suitable design.

The replacement conservatory is a similar width but several metres longer with a prominent lantern. The

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justification given for the increase is the number of tables needed which will strengthen the business and the likelihood that it succeeds in this location. However, as proposed in this location there are concerns that the conservatory is disproportionately large in relation to the listed building, particularly when viewed from the road in front and to a lesser degree in views from across the pond to the rear where it is partly screened by trees from some views. The conservatory needs to be reduced in size closer to the previous footprint, the height and size of the lantern should also be reduced.

The design and materials are more considered than the demolished white UPVc conservatory and the green colour way should ensure that it doesn't stand out as much. A further way of mitigating its impact would be to increase the planting along the road and possibly install a fence internally with planting on the garden side as well to soften its impact from across the pond. Suburban fencing should be avoided, something such as hazel hurdles would be softer.

A new gate is proposed but the plans seem to show the old opening as well. The access should be limited to one gateway in order to preserve the effectiveness of the screening.

On site I was informed that the terrace would be laid with York stone as existing but there would be a decked area adjacent to the pond. The Heritage Statement also mentions the introduction of a decked area. The plans simply state "Rear terraced area" without specific information on materials. A combination of York stone with a small cantilievered area of decking where the land slopes away might be possible but the plans should be clearer on what exactly is proposed, would there be a balustrade for instance? A completely decked garden area would not be considered appropriate in this context.

Recommendation: Broadly acceptable in principle but some amendments needed, in particular to the scale of the conservatory in order to preserve the setting of the listed building and the character and appearance of the conservation area. Some clarification/more information also needed.

PLANNING OFFICER RESPONSE:

Revisions were sought and revised comments received from the Conservation Officer.

COUNCIL'S CONSERVATION OFFICER:

24-04-23

There are still some concerns with the external proposals. Although the length of the orangery extension has been reduced it has not been reduced to the 6 metres in length requested. The six metres identified appears to be from the chimney stack on the west elevation rather than the main wall. This needs to be amended.

The height of the orangery to the ridge of the lantern has been reduced but the width has been increased almost threefold so any gains in reduction in scale have been lost. The lantern needs to be reduced in size, as proposed it is too prominent.

There is an existing small dwarf wall with a hedge which has now become rather sparse but both need to be retained and the hedge will need additional planting so that ultimately this boundary remains a green boundary, albeit with a fence behind to increase screening and reduce sound from the road. There will also need to be planting to soften its impact on the garden side. The fence would be in addition to the hedge. The plans need to reflect the existence and preservation of the dwarf wall and hedge. As previously advised the fencing should be something rustic not a hard suburban fence and there are no details regarding this. All aspects of the hard and soft landscaping will need to be conditioned in order to preserve

the conservation area and the setting of the listed building.

The material for the decking and balustrade needs to be timber not composite - the plans need to reflect this.

Just to reiterate if the application is to be approved there should be conditions for: -Hard and soft landscaping -External paint colours

PLANNING OFFICER RESPONSE:

Following the detailed Conservation comments, a final set of revisions were drafted and found to be acceptable.

HIGHWAYS OFFICER:

There are no envisaged highway related implications associated with the proposal hence there is no objection put forward.

COUNCIL'S ACCESS OFFICER:

Final comments (following receipt of amended plans) 21-04-23:

The detail provided in the updated DAS is proportionate to the proposed development and is now acceptable. I am minded to still recommend the attachment of a condition that requires the conservatory to meet minimum standards of accessibility for wheelchair users in accordance with BS 8300-1:2018.

PLANNING OFFICER RESPONSE

Initial concerns were raised regarding the Design and Access Statement, however, following two sets of revisions, it was found to be acceptable, subject to the relevant condition as noted above (and included in the recommendation at Section 2 of this report).

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The proposed extension to a commercial property would increase the number of covers to strengthen the viability of the business and its likelihood of succeeding within this town centre location. This is acceptable in principle and is supported by strategic policies that seek to foster economic growth and sustainability. However, while the principle of the proposal is acceptable, this is subject to other planning considerations that are discussed throughout this report.

7.02 Density of the proposed development

Not applicable.

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

The impacts on the listed building, the conservation area and the appearance of the area are

addressed in section 7.07 of this report.

In respect of potential archaeological interests, GLAAS has been consulted. As noted in section 6 of this report, no comments or objections have been received to date. Any comments received will be reported to the Committee via an addendum report.

7.04 Airport safeguarding

Not applicable.

7.05 Impact on the green belt

Not applicable.

7.06 Environmental Impact

Covered in other sections of this report.

7.07 Impact on the character & appearance of the area

This section of the report considers the street scene and character impact of the development, including the impact on heritage assets.

POLICY CONTEXT:

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a Listed Building or its setting, the local planning authority "shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that Local Planning Authorities must pay "special attention to the desirability of preserving or enhancing the character or appearance of the conservation area."

Paragraph 134 (Chapter 12) of the NPPF (2021) states, inter alia, that "development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design...conversely, significant weight should be given to:...(b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings."

Paragraph 199 (Chapter 16) of the NPPF (2021) states 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 (and the more important the asset, the greater the weight should be).

Paragraph 202 (Chapter 16) of the National Planning Policy Framework (2021) states 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 D3 of the London Plan (2021) requires that development proposals should enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.

Policy HC1 of The London Plan (2021) states that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities.

Policy BE1 of the Hillingdon Local Plan: Part One Strategic Policies (2012) seeks a quality of design in all new development that both enhances and contributes to the area in terms of form, scale and materials, is appropriate to the identity and context of the townscape and would improve the quality of the public realm and respect local character.

Policy HE1 of the Hillingdon Local Plan: Part One Strategic Policies (2012) seeks to conserve and enhance Hillingdon's distinct and varied environment, its settings and wider historic landscape.

Policy DMHB 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that the Council will expect development proposals to avoid harm to the historic environment.

Policy DMHB 2, Part D of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that "planning permission will not be granted for proposals which are considered detrimental to the setting of a Listed Building."

Policy DMHB 4 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that new development, including alterations and extensions to existing buildings, within a Conservation Area or on its fringes, will be expected to preserve or enhance the character or appearance of the area.

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that new development will be required to be designed to the highest standards and incorporate principles of good design including: i) harmonising with the local context by taking into account the surrounding scale of development, considering the height, mass and bulk of adjacent structures.

Policy DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) requires development proposals to be well integrated with the surrounding area and accessible.

ASSESSMENT:

The application proposes the construction of a new conservatory to the west of Duck House, in replacement of the, now demolished, white uPVC structure. The permission for the demolition of this element is therefore retrospective and there is no objection to its demolition and replacement subject to a suitable design.

It is noted that following consultation, several amendments were sought to revise the scheme. The revisions included reducing the proposed conservatory by 2.3m in width, to ensure the replacement conservatory is of a similar width and footprint to the previous conservatory. Whilst the proposed conservatory does feature a more prominent lantern than the previous, the maximum height has been reduced, from 4.24m with the previous conservatory to 3.6m with the proposed.

The proposed conservatory has been designed to a higher quality, with the design and materials being more carefully considered than the previous. The proposed green colour, although modern,

ensures that it would not stand out in the setting of the historic building. Moreover, it is noted that the green colour palette would also match the external signage further helping the conservatory blend into the setting of Duck House.

Additional revisions were sought to further mitigate any impact of the proposal by introducing hazel hurdle fencing and increased planting along the road on both sides of the proposed fencing including repurposing an existing metal gate as the new access. It is important to note that the plans show the retention of the existing dwarf wall and low fencing and the proposed hazel fencing does not attach to the listed building.

The application proposes changes to the materials used for the outdoor terrace. Following comments from the Conservation Officer, additional information was sought to ensure the materials would complement the listed building. The materials include a real wood decking area and York stone paving to the rear, and York stone paving to the front terraced areas, which is found to be acceptable and would not cause harm to the setting of the listed building or the conservation area.

Having regard to the above, it is considered that the proposal would not cause harm to the setting, character and appearance of the Grade II listed building, and would preserve the character, appearance and visual amenity of the surrounding Conservation Area. It would therefore accord with Policies HE1 and BE1 of the Hillingdon Local Plan Part 1 (November 2012) and Policies DMHB 1, DMHB 2, DMHB 4, DMHB 11 and DMHB 12 of the Hillingdon Local Plan Part Two - Development Management Policies (January 2020), Policies D3 and HC1 of the London Plan, and Chapters 12 and 16 of the National Planning Policy Framework (2021).

7.08 Impact on neighbours

Hillingdon Local Plan Part 2: Development Management Policies (2020) Policy DMHB 11 seeks to ensure that development proposals do not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space. This includes such impacts as overlooking, loss of privacy and harm to outlook.

Given the site context, there are no residential properties adjoining or within a close proximity to the application site. The residential properties to the south, east and west would not be impacted upon by the proposal, in terms of daylight/sunlight, outlook and overbearing effect.

It is noted that the proposal relates to outdoor dining/seating, however given that an existing terrace area exists and having regard to the separation from residential properties, it is considered that the proposal would not give rise to any undue noise and disturbance impacts.

Overall, it is considered that the proposed development would not adversely impact upon the residential amenities of neighbouring occupiers, in accordance with Policy BE1 of the Hillingdon Local Plan: Part One Strategic (2012) and Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

7.09 Living conditions for future occupiers

Not applicable.

- 7.10 Traffic impact, Car/cycle parking, pedestrian safety Not applicable.
- 7.11 Urban design, access and security

Addressed elsewhere in this report.

7.12 Disabled access

The approach to the site will remain unaltered with no level changes being proposed. The access gate to the rear external dining terrace will be replaced at a suitable width for wheelchair access and access from the street will remain level.

The proposed conservatory would have a small step up to the existing listed building, as was the case with the demolished conservatory. There would be no material change for access between the previous conservatory and the proposed conservatory. Where there are internal steps at the site, the staff will be trained to assist all customers as required. This includes those with young families, those who are less able and those who are wheelchair bound. The staff will have an access ramp on site available to use and be fully trained to install as required.

There is an existing disabled WC positioned on the ground floor of the space which will be retained and refurbished to a higher level of finish.

The first floor will be redecorated and retained as an additional dining space or private dining area. As access is only via stairs, if required, the ground floor can also be reconfigured in a similar way allowing an accessible private dining space for those who are unable to use the stairs.

The internal works are subject to listed building consent, and not part of this application.

The Council's Access Officer considers the proposal acceptable, and has recommend a compliance condition which has been included in this report.

Taking into account the Grade II listing of this building and the need to minimise any harm to its historic fabric, the existing/pre-existing development of the site, as well as designing a conservatory that would preserve and enhance the value of this historic asset, it is considered that the proposed accessibility arrangements are acceptable.

7.13 Provision of affordable & special needs housing

Not applicable.

7.14 Trees, landscaping and Ecology

There are trees on and adjacent to the site. The terraced area is existing but would be updated with a mix of replacement York stone and real wood decking. Similarly, the proposed conservatory would be situated on the footprint of the demolished conservatory. Consequently, the proposed works are unlikely to harm existing trees. Nevertheless, a condition requiring the submission of a tree protection plan for approval and implementation has been included in this recommendation to ensure this outcome.

7.15 Sustainable waste management

Not applicable.

7.16 Renewable energy / Sustainability

Not applicable.

7.17 Flooding or Drainage Issues

Not applicable.

7.18 Noise or Air Quality Issues

Not applicable.

7.19 Comments on Public Consultations

Comments received in response to the public consultation have been summarised in Section 6 of this report and addressed within the relevant sections of the report.

7.20 Planning obligations

Not applicable.

7.21 Expediency of enforcement action

Not applicable.

7.22 Other Issues

Not applicable.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

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

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

For the reasons set out in this report, it is considered that the proposed development would comply with national, regional and local planning policies and guidance. Therefore, it is recommended that the application be approved.

11. Reference Documents

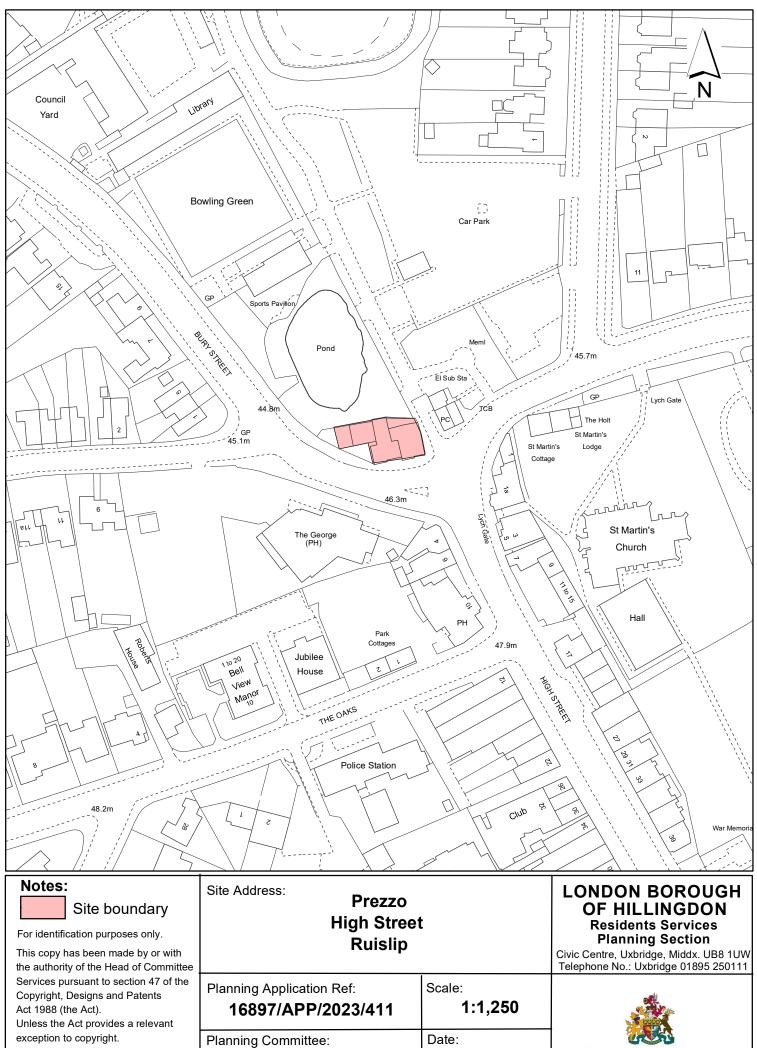
Hillingdon Local Plan: Part One - Strategic Policies (November 2012) Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) The London Plan (2021) National Planning Policy Framework (2021)

Contact Officer:

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Agenda Item 10

Report of the Head of Development Management and Building Control

Address: 37 MIDHURST GARDENS HILLINGDON

- **Development:** Outline planning application for the partial demolition and retention of existing No.37 Midhurst Gardens and construction of new end-of-terrace two-bedroom dwelling set over two floors with associated, parking, amenity and formation of new access (all matters reserved)
- LBH Ref Nos: 77404/APP/2022/2171

Drawing Nos:AAL-22-170-P04
AAL-22-170-P01 Rev B
Design and Access Statement
AAL-22-170-P02 Rev B
AAL-22-170-P03 Rev BDate Plans received:06-07-2022Date Application valid06-07-2022

1. SUMMARY

Outline planning permission is sought for the construction of an end-of-terrace two-bedroom dwelling set over two floors with associated, parking, amenity and formation of new access (with all matters reserved). The works also include the partial demolition but retention of No.37 Midhurst Gardens.

During the process of the application, planning permission was granted for a single storey rear extension and loft conversion at 37 Midhurst Gardens (77404/APP/2022/2947 and 77404/APP/2022/2932). The approved works were being constructed at the time of the site visit (19/01/23) and have since been completed. As such, amended plans were requested and subsequently submitted to show the existing site alongside the proposed development. The amended plans also addressed concerns regarding parking availability and the design of the new property (albeit all matters are reserved for subsequent consideration).

The proposed dwelling would be sited within space at the end of an existing terrace block. The indicative drawings submitted show a dwelling of similar external finish to neighbouring properties, which has been designed to integrate with the existing terrace block. Off street parking and greenery is proposed at the front of the site, similar to other properties in the street scene. The development is therefore considered to have an acceptable impact on the character and appearance of the area.

Due to its considered design and separation distance from neighbouring properties, the development would cause no undue harm to neighbouring amenities. Adequate off road parking would be provided for the existing and proposed dwelling, and consequently, there would be no harmful impact on the local highway network.

Furthermore, the new property would provide a good level of internal and external amenity space for

future residents, whilst contributing (albeit modestly) towards the Borough's Housing supply.

Subject to conditions, it is considered that outline planning permission should be granted for the proposed development.

2. **RECOMMENDATION**

APPROVAL subject to the following:

1. RES1 Outline Time Limit and Reserved Matters

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

REASON

To comply with Section 92 of the Town and Country Planning Act 1990.

2. RES2 Outline Reserved Matters

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

REASON

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

3. NONSC Sustainable Drainage

No development shall take place until full sustainable drainage details for the development have been submitted to and approved in writing by the Local Planning Authority. These shall include consideration of the drainage hierarchy with a drainage plan showing pipe locations, details and levels, details of ground investigations, calculations demonstrating the performance of soakaways or capacity of attenuation features to cater for 1 in 100 year flood event with a 40% allowance for climate change and runoff controlled at greenfield rates, or better and maintenance arrangements for the life of the development. The development shall only be carried out in accordance with the approved details and the approved measures are to be maintained thereafter for the life of the development.

REASON

To ensure that surface water run off is managed in accordance with Policy DMEI 10 of the Hillingdon Local Plan Part 2 (2020) and Policy S1 13 of the London Plan (2021).

4. OM19 Construction Management Plan

No development shall take place until a demolition and construction management plan has been submitted to and approved in writing by the Local Planning Authority. The plan shall detail:

a) The phasing of development works

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b) Types of vehicles accessing the site, including their ability to enter the shared driveway without affecting neighbouring properties

c) The hours during which development works will occur

d) How vehicles will access the site whilst protecting neighbouring sites

e) Measures to prevent mud and dirt tracking onto footways and adjoining roads (including wheel washing facilities)

f) Traffic management and access arrangements (vehicular and pedestrian) and parking provisions for contractors during the development process (including measures to reduce the numbers of construction vehicles accessing the site during peak hours)

g) Measures to reduce the impact of the development on local air quality and dust through minimising emissions throughout the demolition and construction process

h) The storage of demolition/construction materials on site

The approved details shall be implemented and maintained throughout the duration of the demolition and construction process.

REASON

To safeguard the amenity of surrounding areas in accordance with Policy BE1 of the Hillingdon Local Plan Part 1 (2012).

5. NONSC Accessibility

Prior to the above ground works commencing, details of step free access to the proposed dwelling via all points of entry and exit shall be submitted to, and approved in writing, by the Local Planning Authority. Floor plans shall also be submitted demonstrating that the proposed dwelling meets the standards for Category 2 M4(2) dwellings, as set out in Approved Document M to the Building Regulations (2010) 2015, thereafter the proposal shall be carried out in accordance with the approved plans and all such provisions shall remain in place for the life of the building.

REASON

To ensure that the proposed dwelling is accessible for all and an appropriate standard of housing stock is provided, in accordance with London Plan (2021) Policy D7.

6. B12 Access Details and Provision

The existing vehicular crossover shall be widened in accordance with details to be agreed in writing by the Local Planning Authority prior to the commencement of development. The development shall not be occupied until the crossover works have been completed in accordance with the approved details.

REASON

To ensure that pedestrian and vehicular safety is not prejudiced in accordance with Policies DMT 1, DMT2 and DMT 6 of the Hillingdon Local Plan Part 2 (2020).

7. RES6 Levels

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

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REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

8. RES7 Materials (Submission)

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

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

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

9. RES9 Landscaping (car parking & refuse/cycle storage)

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

1. Details of Soft Landscaping

1.a Planting plans (at not less than a scale of 1:100)

1.b Written specification of planting and cultivation works to be undertaken

1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate

2. Details of Hard Landscaping

2.a Refuse Storage

2.b Cycle Storage (secure and enclosed)

2.c Means of enclosure/boundary treatments (including a rear gate for cycle storage access)

2.d Car Parking Layouts (including a parking allocation plan and 1 x active electrical vehicle charging point for each dwelling)

2.e Hard Surfacing Materials

2.f External Lighting

2.g Other structures (such as play equipment and furniture)

3. Details of Landscape Maintenance

3.a Landscape Maintenance Schedule for a minimum period of 5 years

3.b Proposals for the replacement of any tree, shrub, or area of turfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased

4. Schedule for Implementation

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 DMHB 11, DMHB 12, DMHB 14, DMEI 1 and DMT 2 of the Hillingdon Local Plan Part 2 (2020).

10. RES14 Outbuildings, extensions and roof alterations

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification); no garage(s), shed(s) or other outbuilding(s), nor extension or roof alteration to the dwellinghouse hereby approved shall be erected without the grant of further specific permission from the Local Planning Authority.

REASON

To protect the character and appearance of the area and amenity of residential occupiers in accordance with policies DMHB 11 and DMHD 2 of the Hillingdon Local Plan Part 2 (2020).

11. B3 Fencing to Protect Root Areas

Prior to works commencing on site, detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, groups of trees and other vegetation to be retained during construction work, shall be submitted to and approved in writing by the Local Planning Authority. Such fencing should be a minimum height of 1.5 metres and shall be erected prior to any demolition, removal of topsoil, and commencement of building operations and retained in position until development is completed. The land so enclosed shall be kept clear of all dumping, materials, machinery and cement mixing and the existing soil levels not altered or disturbed. No fires shall be lit on the land so enclosed.

REASON

To ensure that trees and other vegetation to be retained are not damaged during construction work in accordance with Policy DMHB 14 of the Hillingdon Local Plan Part 2 (2020).

INFORMATIVES

1. 152 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. 173 Community Infrastructure Levy (CIL) (Granting Consent)

Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. Before commencement of works the development parties must notify the London Borough of Hillingdon of the commencement date for the construction works (by submitting a Commencement Notice) and assume liability to pay CIL (by submitting an Assumption of Liability Notice) to the Council at planning@hillingdon.gov.uk. The Council will then issue a Demand Notice setting out the date and the amount of CIL that is payable. Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed.

The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

Pre-Commencement Conditions: These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of the pre-commencement conditions have been discharged/complied with.

3. 115 Control of Environmental Nuisance from Construction Work

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

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

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

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

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

You are advised to consult the 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.

4. 123 Works affecting the Public Highway - Vehicle Crossover

The development requires the alteration of a vehicular crossover, which will be constructed by the Council at the applicant's expense. This work is also subject to the issuing of a separate licence to obstruct or open up the public highway. For further information and advice contact: - Highways Maintenance Operations, 4W/07, Civic Centre, Uxbridge, UB8 1UW.

153 Compulsory Informative (2)

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and national guidance.

DMH 1 Safeguarding Existing Housing

DMH 2	Housing Mix
DMH 6	Garden and Backland Development
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 15	Planning for Safer Places
DMHB 16	Housing Standards
DMHB 17	Residential Density
DMHB 18	Private Outdoor Amenity Space
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP D1	(2021) London's form, character and capacity for growth
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing
LPP H1	(2021) Increasing housing supply
LPP H2	(2021) Small sites
LPP SI13	(2021) Sustainable drainage
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF15	NPPF 2021 - Conserving and enhancing the natural environment
NPPF2	NPPF 2021 - Achieving sustainable development
NPPF4	NPPF 2021 - Decision-Making
NPPF5	NPPF 2021 - Delivering a sufficient supply of homes
NPPF9	NPPF 2021 - Promoting sustainable transport

3. CONSIDERATIONS

3.1 Site and Locality

The development site is located on the west side of Midhurst Gardens. The site comprises a two storey end of terrace dwelling finished in painted pebble dash and tiling. The property is set back from the road, with off street parking and soft landscaping to the frontage.

The surrounding area is residential, comprising two storey semi detached and terraced dwellings.

Properties are finished in mixtures of brick, pebble dash and render. Some have front porches and gable features, others have flush front elevations. Each property is set back from the road and they have small front gardens and/or off street parking.

The site has a Public Transport Accessibility Level (PTAL) of 1b (poor).

3.2 Proposed Scheme

Outline planning permission is sought for the partial demolition and retention of No.37 Midhurst Gardens and construction of new end-of-terrace two-bedroom dwelling set over two floors with associated, parking, amenity and formation of new access (with all matters reserved).

A two storey bay on the side elevation of the existing house at 37 Midhurst Gardens would be demolished to make way for the proposed dwelling.

Whilst Outline planning permission is sought, the application includes detailed plans of the design of the proposed house. These are considered to be 'indicative' given that at reserved matters stage, the applicant could chose to submit alternative details pertaining to access, appearance, layout, scale and landscaping for consideration. Adjoining neighbours would be consulted at the reserved matters stage, and would therefore have the opportunity to comment on any alternative design submitted.

3.3 Relevant Planning History

77404/APP/2022/2932 37 Midhurst Gardens Hillingdon

Erection of a single storey rear extension, which would extend beyond the rear wall of the original house by 4 metres, for which the maximum height would be 3.10 metres, and for which the height of the eaves would be 2.90 metres

Decision: 03-11-2022 Prior Approval N/Req

77404/APP/2022/2947 37 Midhurst Gardens Hillingdon

Conversion of roof space to habitable use to include a rear dormer, 3 front roof lights and conversion of roof from hip to gable end (Application for a Certificate of Lawful Development for a Proposed Development)

Decision: 18-11-2022 Approved

Comment on Relevant Planning History

The planning history is set out in section 3.3 of this report (above).

Permission was granted for a single storey rear extension and loft conversion at the property under application Nos. 77404/APP/2022/2947 and 77404/APP/2022/2932. The approved works were being

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constructed at the time of the site visit (19/01/23) and have since been completed.

4. Planning Policies and Standards

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan: Part 1 - Strategic Policies (2012) The Local Plan Part 2 - Development Management Policies (2020) The Local Plan Part 2 - Site Allocations and Designations (2020) The West London Waste Plan (2015) The London Plan (2021)

The National Planning Policy Framework (NPPF) (2021) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.H1 (2012) Housing Growth

Part 2 Policies:

- DMH 1 Safeguarding Existing Housing
- DMH 2 Housing Mix
- DMH 6 Garden and Backland Development
- DMHB 11 Design of New Development
- DMHB 12 Streets and Public Realm
- DMHB 14 Trees and Landscaping
- DMHB 15 Planning for Safer Places
- DMHB 16 Housing Standards

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- DMHB 17 Residential Density
- DMHB 18 Private Outdoor Amenity Space
- DMT 1 Managing Transport Impacts
- DMT 2 Highways Impacts
- DMT 5 Pedestrians and Cyclists
- DMT 6 Vehicle Parking
- LPP D1 (2021) London's form, character and capacity for growth
- LPP D3 (2021) Optimising site capacity through the design-led approach
- LPP D4 (2021) Delivering good design
- LPP D5 (2021) Inclusive design
- LPP D6 (2021) Housing quality and standards
- LPP D7 (2021) Accessible housing
- LPP H1 (2021) Increasing housing supply
- LPP H2 (2021) Small sites
- LPP SI13 (2021) Sustainable drainage
- LPP T5 (2021) Cycling
- LPP T6 (2021) Car parking
- LPP T6.1 (2021) Residential parking
- NPPF11 NPPF 2021 Making effective use of land
- NPPF12 NPPF 2021 Achieving well-designed places
- NPPF15 NPPF 2021 Conserving and enhancing the natural environment
- NPPF2 NPPF 2021 Achieving sustainable development
- NPPF4 NPPF 2021 Decision-Making
- NPPF5 NPPF 2021 Delivering a sufficient supply of homes
- NPPF9 NPPF 2021 Promoting sustainable transport

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 directly notified of the proposal on 25/07/22.

1 letter has been received in response to consultation on the application. Those comments have been summarised below.

- The drawings of the comparison plan and site layout suggests that existing trees and hedges will be retained. One tree has already been removed, can you please review the drawings and confirm whether any further trees will be removed.

Oak Farm Residents' Association (OFRA) comment as follows:

a) The proposed dwelling includes a rear, first floor and ground extension element which projects beyond the maximum 3.6m allowed for this type of dwelling and should be reduced accordingly.

b) Because of its depth the first floor element is likely to impact on light provision at the existing property (37), as it would fail to respect the 45 degree angle that should be retained from the window of the current property.

c) The first floor element exceeds 50% of the width of the proposed build, which is deemed inappropriate for most proposals.

d) The Planning Officer should also consider whether this proposal as a new build represents the removal of a planned and established design break in the existing housing pattern, removing characteristics / features of the prevailing end terrace design.

e) The dormer / hip to gable approved under 77404/APP/2022/2947 for this site is now under construction, but is not shown on the plans for this application. It is unclear from the plans submitted how this impacts on the roof of the proposed development.

Ward Councillor Comment / Call In request:

"The current no.37 has off-road parking for approximately 4 vehicles (not 2, as stated in the application). The dropped kerb for this parking area is in front of the area where the proposed new house would be, removing about 2 of the current 4 available spaces when the hard-standing furthest away from the dropped-kerb is built on.

The remaining parking area would be directly in front of the proposed new building and would require the two potential vehicles to park side by side. However, the current dropped-kerb isn't wide enough to facilitate this, so the 2nd vehicle would have to habitually drive over the pavement to the side of the dropped-kerb to access it.

The layout plans on the application only indicate the new proposed building, they don't indicate its location in relation to other buildings, the highway or the dropped kerb, so there is no indication of how off-road

parking is to be achieved (or reference to a need/wish to apply to extend the width of the existing droppedkerb to make it viable). As such, the extra property would aggravate existing issues with the availability of on-road parking.

On the basis of the above I would wish that the application be Refused (or at least determination delayed until further detailed layout plans are obtained). Failing this, I would like the application to be heard by the full Planning Committee in open session."

PLANNING OFFICER COMMENTS:

Material issues raised have been addressed in the relevant sections of this Committee Report. In addition, Members are advised to note the following:

In relation to point e) (above), updated plans have been submitted to include the recently approved and constructed single storey rear extension and roof extension at No.37 Midhurst Gardens. The impact of the proposed development on the appearance of the existing dwelling and area has been assessed in the main body of the report.

Internal Consultees

ACCESS OFFICER:

This application for partial demolition and erection of a new end-of-terrace two-bedroom dwelling would be subject to compliance with London Plan policy D7. Any approval at this outline stage should secure the provision of accessible housing with an appropriate/all matters reserved condition.

HIGHWAYS OFFICER:

These revised Highway comments are in response to the revisions made to the layout of the on-plot car parking which involves the creation of one shared double driveway instead of two separate single driveways. This standard of provision is in accordance with the published London Plan 2021 which would allow a maximum of 1.5 no. car parking spaces. However, the Highway Authority note that the existing vehicle crossover was originally provided to serve one parking space, with two parking spaces being provided, the vehicle crossover would need to be widened to avoid a situation whereby the taper is driven over. When widened, one full height kerb stone with two tapers shall be retained between the new widened crossover and the crossover serving 35 Midhurst Gardens. These car parking spaces shall be allocated one to each dwelling and accordingly marked.

The new end-of-terrace dwelling would be provided with 2 no. bicycle spaces within a shelter located in the back garden. However, somebody wishing to ride their bicycle would have to push it along a footpath to the side of the house just one metre wide. This is not in accordance with the London Cycle Design Standard which requires a minimum width of 1.5m. Furthermore, there would then be landscaping blocking access onto Midhurst Road. It appears this could be overcome by providing an access for cyclists at the rear of the property that connects with the service road.

The published London Plan 2021 Policy T6.1 Residential Parking requires that all 'residential car parking spaces must provide infrastructure for electric vehicles' whether this is passive or active provision. From the plans submitted none appears to be proposed, however if the application is recommended for approval this requirement could be fulfilled by way of a planning condition. One electric vehicle charge point is required for each property.

There are no highway objections to this proposal subject to the following planning conditions. A condition that the applicant submit plans for approval showing how the cycle parking would be made accessible, a condition requiring the applicant to submit details of the electric vehicle charge point infra-structure that shall be provided, that each dwelling shall be allocated a car parking space and a condition that the applicant apply to the Council for the vehicle crossover to be widened, the cost of this work shall be funded in full by the applicant.

PLANNING OFFICER COMMENT:

The Access Officer and Highway Officer comments are noted. Conditions and informative notes have been recommended in section 2 of this report in accordance with their recommendations.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site comprises an existing residential dwelling and associated garden within an established residential area.

The NPPF has a requirement to encourage the effective use of land. However, it should be noted that it also states: 'Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area (paragraph 71).'

London Plan (2021) Policy H2 states that well designed housing schemes on small sites should be actively supported. The Hillingdon Local Plan details how small scale sites will make a significant contribution to housing supply.

Policy DMH 6 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) 'Garden and Backland Development' states:

'There is a presumption against the loss of gardens due to the need to maintain local character, amenity space and biodiversity. In exceptional cases a limited scale of backland development may be acceptable, subject to the following criteria:

i) neighbouring residential amenity and privacy of existing homes and gardens must be maintained and unacceptable light spillage avoided;

ii) vehicular access or car parking should not have an adverse impact on neighbours in terms of noise or light. Access roads between dwellings and unnecessarily long access roads will not normally be acceptable;

iii) development on backland sites must be more intimate in mass and scale and lower than frontage properties; and

iv) features such as trees, shrubs and wildlife habitat must be retained or re-provided.

The proposed dwelling would be developed within an existing residential garden, however would not be considered to constitute backland development, given its siting at the end of an existing terrace, fronting the road. Whilst the proposal would develop an existing gap between two terraced rows, a generous spacing would still be retained and the loss of the gap would not appear harmful in the streetscene context (discussed in greater detail in section 7.07 of this report - below). In these particular circumstances, it is considered that the principle of development can be supported, subject

to detailed consideration of relevant matters specified in Policy DMH 6 (above). These considerations are discussed within the relevant sections of this report (below).

HOUSING MIX:

Policy H10 of the London Plan (2021) states that applicants and decision-makers should have regard to the need for additional family housing. Family housing is defined within the glossary of the London Plan (2021) and advises that it must generally be of a size that has three or more bedrooms.

Policy DMH 1 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that the net loss of existing self-contained housing, including affordable housing, will be resisted unless the housing is replaced with at least equivalent residential floorspace.

Policy DMH 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that the Council will require the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need.

The supporting text related to this policy states at paragraph 4.6 that 'The Council's current information on housing need indicates a substantial borough-wide requirement for larger affordable and private market units, particularly three bedroom properties. Applicants proposing residential schemes will be required to demonstrate that this need has been taken into account.'

A two storey, two bed dwelling is proposed. Whilst the development would not add an additional family sized dwelling to the Borough's housing stock it would not lead to the loss of any family sized dwellings. The Local Plan encourages a mix of housing sizes in new developments and this infill development is considered to add to that mix. The proposed dwelling is therefore considered to be acceptable in terms of its housing mix.

7.02 Density of the proposed development

Policy D3 of the London Plan (2021) states that all development must make the best use of land by following a design-led approach that optimises the capacity of sites. Higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling. In other areas, incremental densification should be actively encouraged by Boroughs to achieve a change in densities in the most appropriate way. This should be interpreted in the context of Policy H2 of the London Plan (2021) which states that Boroughs should proactively support well-designed new homes on small sites below 0.25 hectares in size.

Numerical densities are considered to be more appropriate to larger sites and what is considered of greater significance to the determination of this application is the local contextual factors. The key consideration is therefore whether the development would acceptably integrate with the character and appearance of the area, and would respect residential amenity considerations, rather than the consideration of the numerical density of the proposal. These issues are discussed in detail at sections 7.07 and 7.08 of this report.

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.

7.06 Environmental Impact

Not applicable to this application.

7.07 Impact on the character & appearance of the area

Paragraph 130 of the NPPF (2021) states 'Planning policies and decisions should ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

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

Policies D1, D3 and D4 of the London Plan (2021) require development proposals to be of high quality and to enhance the local context by delivering buildings and spaces that positively respond to local distinctiveness.

Hillingdon Local Plan Part 1: Strategic Policies (2012) Policy BE1 states 'The Council will require all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods, where people enjoy living and working and that serve the long-term needs of all residents. All new developments should achieve a high quality of design in all new buildings, alterations, extensions and the public realm which enhances the local distinctiveness of the area, contributes to community cohesion and a sense of place.'

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states: 'All development, including extensions, alterations and new buildings will be required to be designed to the highest standards and, incorporate principles of good design including: i) harmonising with the local context by taking into account the surrounding scale of development, height, mass and bulk of adjacent structures; building plot sizes and widths, plot coverage and established street patterns; building lines and setbacks, rooflines, streetscape rhythm, for example, gaps between structures and other streetscape elements, such as degree of enclosure; architectural composition and quality of detailing; local topography, views both from and to the site; and impact on neighbouring open spaces and their environment.'

Policy DMHB 12 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) reemphasises the need for new development to be well integrated with the surrounding area and provides design criteria as to how this would be achieved. The proposal seeks to add an additional dwelling to the end of an existing row of terraced houses. The plans accompanying this outline application (which are considered to be indicative, as explained in section 3.2 of this report), show that a new house could be constructed to match/complement the design of the terrace in terms of proportions, materials and finishes. The roof is shown to be hipped to match the dwelling at the northern end of the subject terrace and also the end house of the neighbouring terrace to the south-east. Whilst the final design would be decided at reserved matters stage, the submitted plans demonstrate that an acceptably designed new house could be accommodated on the site.

The proposed dwelling would partially infill a break in the street scene where one terrace ends and another begins, a design feature observable elsewhere on Midhurst Gardens usually to accommodate rear access lanes. The visual gap where the application site is located is not considered to be of such visual interest that would warrant refusal of permission, especially when weighed against the contribution to housing supply from the proposed scheme. In any case, a 5.4m gap would remain, ample to provide a break between the two terraces.

The new dwelling would have a projecting part two/part single storey section to the rear. Whilst the concerns of the OFRA are noted, the rear projection would appear subordinate to the main part of the building and would be similar to the arrangement at no. 45b Midhurst Gardens - a dwelling allowed at appeal (reference APP/R5510/W/16/3144513) at the other end of the subject terrace. At ground floor level, the proposed dwelling would project to the same extent as the host property no. 37 Midhurst Gardens. Taking these factors into account, the indicative proposal is considered acceptable from a design perspective. A condition would prevent additional extensions and outbuildings being added under permitted development rights, as there is scope for such additions to harm residential amenity if not properly controlled.

During the process of the application, concerns were raised regarding the fact that the roof of the proposed dwelling would overlap with the existing dwelling. Although the matter could have been dealt with at the reserved matters stage, the applicant submitted amended plans demonstrating that the new building would sit within its boundary and its roof would be separated from the recently constructed dormer at No.37 Midhurst Gardens.

The site's frontage would comprise a mixture of soft and hard landscaping like other properties in the area. It is noted that it is uncommon for two properties to share a parking area. However, the existing dwelling has two off street parking spaces in the same location as those proposed. Furthermore, a similar relationship exists at the other end of the terrace (between 45a and 45b Midhurst Gardens). As such, this arrangement would not result in any significant harm to the established character and appearance of the area.

Overall, it is considered that the proposal would not give rise to any undue harm to the character and appearance of the area and that an acceptably designed new dwelling could be secured through the reserved matters process.

7.08 Impact on neighbours

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

The front elevation windows of the new dwelling would look toward properties on the other side of Midhurst Gardens at the same distance as No.37. As such, they would cause no harmful loss of

privacy or overlooking to those properties. Rear elevation first floor windows would provide oblique views of neighbouring gardens. However, this would be a common and acceptable residential relationship. Properties directly to the rear of the site (on Midhurst Gardens) would be positioned sufficiently far away, so as not to be harmfully overlooked.

The indicative drawings submitted include windows in the side elevation of the proposed dwelling. These are secondary or non-habitable room windows which could be obscure glazed by condition. Given that an alternative scheme could come forward at reserved matters stage, this matter (and any appropriate condition) would be for consideration at reserved matters stage. However, the indicative drawings provide comfort that an acceptable relationship could be secured.

The new dwelling has a two storey rear projection. Due to its stepped design, the projection would not be considered to be overbearing, or lead to harmful loss of light or outlook to No. 37 Midhurst Gardens (as demonstrated through the plotting of the 45 degree guideline on the submitted drawing). Additionally, due to its generous separation from no. 35 Midhurst gardens, the proposal would not give rise to a harmful impact on residential amenity to this property.

Properties to the front and rear of the site would be far enough away, so as not to be subject to any undue impact in respect of light, outlook or overbearing impacts.

Overall the proposed development would have an acceptable impact on the amenities of neighbouring properties.

7.09 Living conditions for future occupiers

INTERNAL AMENITY:

Policy DMHB 16: 'Housing Standards' of the Hillingdon Local Plan Part 2: Development Management Policies (2020) states:

All housing development should have an adequate provision of internal space in order to provide an appropriate living environment. To achieve this, all residential development or conversions should meet or exceed the most up to date internal space standards, as set out in Table 5.1.

The London Plan (2021) advises that two storey, 2 bed, 3 person dwellings should provide future residents with a minimum internal floor space of 70sqm. The plans supplied show that 77sqm of internal floor space would be provided, exceeding requirements in the London Plan. Each habitable room within the property would have access to natural light and outlook through well positioned windows and doors. Overall, it is considered that the proposal would provide future residents with an acceptable standard of internal living accommodation.

Landscape buffers are to be provided to the front of the new dwelling to ensure that adequate privacy exists for its users.

EXTERNAL AMENITY:

Policy DMHB 18 of the Hillingdon Local Plan Part 2: Development Management Policies (2020) requires all new residential developments to provide good quality and usable private outdoor amenity space. 60sqm of external amenity space is required for 2-3 bedroom properties. Approximately 133sqm of external amenity space would be provided for future residents, which is considered to be acceptable. A similar area would be retained for the existing house, well exceeding the 100sqm

required for a four bedroom dwelling.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy DMT 2 of the Hillingdon Local Plan Part 2: Development Management Policies (2020) states: '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 pedestrians 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 5 of the Hillingdon Local Plan Part 2: Development Management Policies (2020) states: 'A) Development proposals will be required to ensure that safe, direct and inclusive access for pedestrians and cyclists is provided on the site connecting it to the wider network, including: i) the retention and, where appropriate, enhancement of any existing pedestrian and cycle routes; ii) the provision of a high quality and safe public realm or interface with the public realm, which facilitates convenient and direct access to the site for pedestrian and cyclists;

iii) the provision of well signposted, attractive pedestrian and cycle routes separated from vehicular traffic where possible; and

iv) the provision of cycle parking and changing facilities in accordance with Appendix C, Table 1 or, in agreement with Council.'

Policy DMT 6 of the Hillingdon Local Plan Part 2: Development Management Policies (2020) states: '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.

The Mayor of London adopted a new and revised London Plan in March 2021. Consequently, the car parking standards set out in the London Plan take precedence over those in the Local Development Plan, except where the Local Plan specifies lower local maximum standards.

PARKING:

The London Plan (2021) advises that 2 bed dwellings in Outer London with a PTAL rating of 1-2 should be provided with up to 1.5 parking spaces. 1 parking space is to be provided for the proposed development. This is within the maximum standard and is therefore considered to be acceptable.

The existing dwelling has 4 bedrooms. The London Plan advises that such properties in this location should be provided with up to 1.5 parking spaces. it also states that 'Boroughs should consider standards that allow for higher levels of provision where there is clear evidence that this would support additional family housing'. 1 parking space is being proposed which is within the maximum

standards. Furthermore, the property is an existing family house and not an additional family house, the policy advice is therefore not considered to be directly applicable to the proposed development. The provision of 1 car parking space for the existing dwelling is therefore considered to be acceptable as mentioned by the Borough's Highways Officer.

Due to the presence of a lamp post and a telegraph pole immediately outside 37 Midhurst Gardens, the plans have been amended so that the parking spaces for both the existing and proposed dwellings would be located adjacent to each other, in front of the proposed house, sharing the same crossover. As noted above (in Section 6 of this report), this arrangement is acceptable to the Highway Authority, subject to a slight widening of the crossover. The final details of access would be secured through the reserved matters and recommended condition number 6.

ELECTRIC CHARGING POINTS:

Part G) of Policy T6 and part C) of Policy T6.1 of the London Plan (2021) state that all residential car parking spaces must provide infrastructure for electric or Ultra-Low Emission vehicles. Recommended condition number 9 would secure electric vehicle charging points for both the new and host property in the event of approval.

BICYCLE PARKING:

Appendix C, Table 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires the provision of cycle parking facilities for new residential units. A cycle store would be provided in the rear garden of the proposed dwelling (details to be secured through recommended condition 9). The Highway Officer has recommended that an access gate be provided at the rear of the site, in order to enable access by cycle to the rear service road. This requirement has also been captured in recommended condition number 9 (relating to landscaping).

REFUSE/RECYCLING COLLECTION:

Policy DMHB 11 part (d) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals should make sufficient provision for well-designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. Properties within the area have waste storage within their front gardens. As such, the proposed waste storage facilities identified on the indicative drawings at the front of the site would not be considered harmful/out of character. Condition 9 as set out in Section 2 of this report, would secure the details and provision of the waste storage facilities.

CONSTRUCTION:

A condition has been recommended for inclusion requiring a Construction Management Plan. This would ensure that the development would have no significant adverse impact impact on traffic and pedestrian safety during construction.

CONCLUSION:

Overall, subject to the aforementioned conditions, it is concluded that the proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policies DMT 1, DMT 2 and DMT 6 and Policies T4, T5 and T6 of the London Plan

(2021).

7.11 Urban design, access and security

Discussed in other sections of this report where relevant.

7.12 Disabled access

London Plan Policy D7 states:

To provide suitable housing and genuine choice for London's diverse population, including disabled people, older people and families with young children, residential development must ensure that:

1) at least 10 per cent of dwellings (which are created via works to which Part M volume 1 of the Building Regulations applies) meet Building Regulation requirement M4(3) 'wheelchair user dwellings' 2) all other dwellings (which are created via works to which Part M volume 1 of the Building Regulations applies) meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'.

No objection has been raised by the Council's Access Officer, subject to appropriate consideration through condition/reserved matters stage (secured through conditions 2 and 5).

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

Policy DMHB 14: 'Trees and Landscaping' of the Hillingdon Local Plan Part 2: Development Management Policies (2020) requires:

A) All developments will be expected to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit.

B) Development proposals will be required to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area, which supports and enhances biodiversity and amenity particularly in areas deficient in green infrastructure.

C) Where space for ground level planting is limited, such as high rise buildings, the inclusion of living walls and roofs will be expected where feasible.

D) Planning applications for proposals that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees. Where the tree survey identifies trees of merit, tree root protection areas and an arboricultural method statement will be required to show how the trees will be protected. Where trees are to be removed, proposals for replanting of new trees on-site must be provided or include contributions to offsite provision.

The development site comprises several trees which are not protected and could therefore be removed. Nevertheless, several trees are shown to be retained on the site plans and a condition has been added to ensure they are not harmed during construction works.

7.15 Sustainable waste management

Discussed in other sections of this report.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Policy SI12 of the London Plan (2021) states that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 of the London Plan (2021) states that development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible.

Policy DMEI 9 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that proposals that fail to make appropriate provision for flood risk mitigation, or which would increase the risk or consequences of flooding, will be refused. Policy DMEI 10 states that development within areas identified at risk from surface water flooding which fail to make adequate provision for the control and reduction of surface water runoff rates will be refused.

The application site is located in Flood Zone 1 where there is a low probability of risk of fluvial flooding. As such, all forms of development including residential development (which is classified as a 'more vulnerable use') is acceptable in this location, in terms of fluvial flood risk.

In the event of approval, a sustainable water management scheme would be secured by condition to ensure compliance with Policies DMEI 9 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Policies SI 12 and SI 13 of the London Plan (2021).

7.18 Noise or Air Quality Issues

NOISE:

The addition of 1 residential dwelling in this residential area is unlikely to give rise to any harmful increase in noise.

AIR QUALITY:

It is considered that the scale of the development would not result in any undue impact on air quality.

Further to the above a construction management plan is to be required via condition, which would limit noise and air quality impacts of the development during construction.

7.19 Comments on Public Consultations

The issues raised during the consultation process have been addressed in the sections above.

7.20 Planning obligations

The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014 and the Hillingdon CIL charge for residential developments is £95 per square metre of additional floorspace. This is in addition to the Mayoral CIL charge of £60 per sq metre. The proposal involves the erection of a new dwelling and is therefore CIL liable.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

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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.

10. CONCLUSION

The proposed development would have a satisfactory impact on the character and appearance of the area and would not give rise to any undue harm to neighbouring amenities, or the local highway network. Furthermore, the proposal would contribute an additional residential unit (providing an appropriate standard of accommodation) to the Council's housing stock.

The proposal is considered to comply with the Development Plan and no material considerations indicate that the policies of the Development Plan should not prevail. It is therefore recommended that outline planning permission be granted subject to conditions.

11. Reference Documents

The Local Plan: Part 1 - Strategic Policies (2012) The Local Plan: Part 2 - Development Management Policies (2020) The Local Plan: Part 2 - Site Allocations and Designations (2020) The West London Waste Plan (2015) The London Plan (2021)

Contact Officer:	Haydon Richardson	Telephone No:	01895 250230
Contact Onicon	rayaon raonaraoon		01000 200200

Notes: Site Address: LONDON BOROUGH Site boundary **OF HILLINGDON 37 Midhurst Gardens Residents Services** For identification purposes only. **Planning Section** Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 01895 250111 This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Planning Application Ref: Scale: Copyright, Designs and Patents 1:1,250 77404/APP/2022/2171 Act 1988 (the Act). Unless the Act provides a relevant exception to copyright. Planning Committee: Date: © Crown copyright and database rights 2020 Ordnance Survey HILLINGDON June 2023 BoroughPage 112 LONDON 100019283

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Agenda Item 11

Report of the Head of Development Management and Building Control

Address:	PEMBROKE HOUSE 5-	9 PEMBROKE ROAD RUISLIP
Development:	dated 13/03/2020 (Erec accommodation above	of planning permission ref. 38324/APP/2019/4066, tion of detached building to accommodate office existing parking) to amend elevations, infill of undercroft wer room and kitchen to first floor offices (part
LBH Ref Nos:	38324/APP/2022/2001	
Drawing Nos:	•	Panel product specification ation by Custom Rooflights
Date Plans received:	23-06-2022	Date(s) of Amendments(s):
Date Application valid	23-06-2022	

1. SUMMARY

The application proposes a 'Minor Material Amendment' to vary Condition 2 attached to planning permission 38324/APP/2019/4066, dated 13th March 2020, for the erection of detached building to accommodate office accommodation above existing parking. This is a part retrospective planning application.

It should be noted that the principle of erecting an office building to the rear of Pembroke House cannot be revisited, as this aspect has already been established through the original scheme allowed at Appeal by the Secretary of State (Appeal Decision APP/R5510/W/18/3218019), and the subsequent scheme granted under planning permission 38324/APP/2019/4066.

Having regard to the previous scheme approved under planning permission 38324/APP/2019/4066, it is considered that the amended size, height, design and fenestration treatment of the constructed office building have not caused harm to the character and appearance of the area and the wider setting of the Ruislip Village Conservation Area and Midcroft, Ruislip Area of Special Local Character. Furthermore, it is considered that the constructed office building has not unduly impacted upon the residential amenities of neighbouring occupiers.

Following negotiations, revised drawings were submitted showing the removal of the existing hob and oven from the kitchen, as these facilities are of a residential nature and go beyond what might

reasonably be expected in an office unit. In the event of an approval, recommended Condition number 5 would require the removal of the hob and oven within a period of 2 months from the date of the decision notice. The condition would also prohibit the installation of cooking appliances (with the exclusion of a microwave) in the future.

The proposal retains the same number of parking spaces as per the previously approved scheme. Whilst it is acknowledged that the constructed garage and undercroft area would not technically comply with the recommended dimensions found in Appendix C, Table 1 'Parking Standards' of the Hillingdon Local Plan: Part Two - Development Management Policies (2020), this was similarly the case for the development granted planning permission under application reference 38324/APP/2019/4066. In light of the above, the proposal does not introduce parking or highway issues and is acceptable in this regard.

The application is recommended for approval, subject to the imposition of conditions as set out in Section 2 of this report.

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 plans, numbers B.01 Rev. C, EX.01, P.04 Rev. D, P.05 Rev. E, P.06 Rev. C, P.07 Rev. C and the documents titled VOX Solid System Brick Panel product specification and Skylight product specification by Custom Rooflights, and shall thereafter be retained/maintained as such, for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan Parts 1 (November 2012) and 2 (January 2020) and the London Plan (2021).

2. NONSC Obscure glazing

The first floor side window(s) in the western elevation shall be glazed with permanently obscured glass to at least scale 4 on the Pilkington scale and be non-opening below a height of 1.8 metres taken from internal finished floor level for so long as the development remains in existence.

REASON

To prevent overlooking to and between the adjoining office properties in accordance with policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

3. NONSC Parking

The car parking to be provided with the development hereby approved shall be kept available for the parking of vehicles at all times.

REASON

To ensure that the development complies with Policies DMT 1, DMT 2 and DMT 6 of the Hillingdon

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Local Plan: Part 2 - Development Management Policies (January 2020).

4. NONSC Details of cycle and refuse storage

Within 3 months of the date of this decision notice, details of:

i) the covered and secure cycle storage as detailed on drawing number P.04 Rev. D; and ii) provision for refuse/recycling storage to serve the development;

shall be submitted to and approved in writing by the Local Planning Authority.

Within 4 months of the date of this decision notice, the approved cycle store and refuse/recycling storage facilities shall be provided on site and thereafter they shall be retained/maintained for the lifetime of the development hereby approved.

REASON

To ensure that the development complies with Policies DMHB 11 and DMT 5 of the Hillingdon Local Plan Part 2: Development Management Policies (January 2020) and Policy T5 of the London Plan (2021).

5. NONSC Removal of oven and hob

Within 2 months of the date of this decision notice, the existing hob, oven and fume extractor (including all associated fixtures and fittings) shall be removed in their entirety as detailed on drawing number P.05 Rev. E. Thereafter, no other cooking facilities (except for a microwave) shall be contained within the building, for the lifetime of the development hereby approved.

REASON

To avoid the creation of a separate residential use in the interests of residential amenity, in accordance with Policies DMHB 11 and DMHB 16 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020).

6. COM12 Use restriction

The building hereby approved shall only be used for office purposes and for no other purposes (including any other purpose in Class E of the Schedule to the Town and Country Planning (Use Classes) Order 1987).

REASON

In the interests of maintaining the amenities of neighbouring residents in accordance with policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

INFORMATIVES

1. 170 LBH worked applicant in a positive & proactive (Granting)

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from Local Plan Part 1, Local Plan Part 2, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as

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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.

2. 173 Community Infrastructure Levy (CIL) (Granting Consent)

Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. Before commencement of works the development parties must notify the London Borough of Hillingdon of the commencement date for the construction works (by submitting a Commencement Notice) and assume liability to pay CIL (by submitting an Assumption of Liability Notice) to the Council at planning@hillingdon.gov.uk. The Council will then issue a Demand Notice setting out the date and the amount of CIL that is payable. Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed.

The above forms can be found on the planning portal at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

Pre-Commencement Conditions: These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of the pre-commencement conditions have been discharged/complied with.

3. 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).

153 Compulsory Informative (2)

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and national guidance.

DME 3 Office Development DMEI 14 Air Quality DMEI 9 Management of Flood Risk DMHB 1 Heritage Assets **DMHB 11 Design of New Development DMHB 12** Streets and Public Realm **DMHB 14** Trees and Landscaping DMHB 4 **Conservation Areas** DMHB 5 Areas of Special Local Character

DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP E1	(2021) Offices
LPP G7	(2021) Trees and woodlands
LPP HC1	(2021) Heritage conservation and growth
LPP SD7	(2021) Town centres: development principles and Development Plan Documents
LPP SI12	(2021) Flood risk management
LPP SI13	(2021) Sustainable drainage
LPP T6	(2021) Car parking
LPP T6.2	(2021) Office parking
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places
NPPF14	NPPF 2021 - Meeting the challenge of climate change flooding
NPPF16	NPPF 2021 - Conserving & enhancing the historic environment
NPPF2	NPPF 2021 - Achieving sustainable development
NPPF4	NPPF 2021 - Decision-Making
NPPF6	NPPF 2021 - Building a strong, competitive economy
NPPF9	NPPF 2021 - Promoting sustainable transport

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on the northern side of Pembroke Road. It comprises a part five storey building (known as Pembroke House) which is a former office building that has been converted into flats. To the rear of the building is a car park and two office buildings. The office building that forms the subject of this Committee Report runs along the rear boundary. It is two storeys in height with a garage and undercroft parking area at ground floor level and office floor space at first floor level. The second office building is located in the north-western corner of the car park, and is the subject of a pending application under reference 38324/APP/2022/2010.

The site falls adjacent to two heritage assets, the Ruislip Village Conservation Area and Midcroft, Ruislip Area of Special Local Character (ASLC). To the east of the application site is Neyland Court and beyond that are inter and post war properties. To the west of the site, are mixed commercial and residential buildings that form the setting of Ruislip High Street. To the rear of the application site are the gardens to the neighbouring residential properties at numbers 2, 2a, 2b and 4 Brickwall Lane.

The site lies within Ruislip Town Centre, as identified within the Hillingdon Local Plan Part 2-Development Management Policies (2020). According to the Council's GIS, the site is designated within a Critical Drainage Area, Air Quality Focus Area and Northolt RAF 3km Air Safeguarding Buffer Zone. The site has a Public Transport Accessibility Level (PTAL) rating of 4 (Good).

3.2 Proposed Scheme

The application proposes a 'Minor Material Amendment' to vary Condition 2 attached to planning permission 38324/APP/2019/4066, dated 13th March 2020, for the erection of detached building to accommodate office accommodation above existing parking. It should be noted that this is a part retrospective planning application.

The main amendments are as follows:

 \cdot The height of the constructed building has increased to 6.2 metres, previously approved height was 5.7 metres.

 \cdot The width of the constructed building has increased to 13.7 metres, previously approved width was 12.5 metres.

· Changes have been made to the size and design of the window openings on the front elevation.

· Replacement of the approved first floor side (east) elevation with a Juliet balcony.

 \cdot Re-positioning of the ground floor side (east) elevation window and first floor side (west) elevation window and changes to their size and design.

· Removal of the soldier course brickwork above the undercroft area.

· Insertion of a garage door in the front elevation of the building and infilling of the side (east) undercroft.

· Changes to the design of the entrance door in the front elevation of the building.

· Installation of three flat roof lights set within the sunken roof section of the building.

· Re-positioning of the internal staircase.

· Installation of shower room and kitchen.

The above amendments have already been carried out by the applicant. During the course of this application, revised drawings were submitted showing that the installed counter top hob and oven would be removed from the kitchen (refer to Section 7.01 of this Committee Report for further details).

Under the terms of a Section 73 application, it is only the impact of the proposed minor changes that are for consideration. It is worth highlighting that this S.73 application is not seeking any change to the lawful use of the building as an office.

3.3 Relevant Planning History

15615/APP/2006/1221 Pembroke House 5 - 9 Pembroke Road Ruislip

ERECTION OF SINGLE-STOREY REAR EXTENSION TO RETAIL/STORAGE AREA, AND CREATION OF 15 PARKING SPACES INCLUDING RAMPS FOR VEHICULAR ACCESS (PARKING SPACES ON GROUND AND FIRST-FLOOR LEVELS)

Decision: 20-06-2006 Refused Appeal: 04-01-2007 Dismissed

15615/APP/2006/25 5-9 Pembroke House Pembroke Road Ruislip

ERECTION OF SINGLE STOREY REAR EXTENSION TO RETAIL AREA AND CREATION OF 28 PARKING SPACES INCLUDING RAMPS FOR VEHICULAR ACCESS (PARKING SPACES ON TWO FLOORS (GROUND AND FIRST FLOOR LEVELS)). Decision: 28-02-2006 Refused

38324/APP/2013/3629	Pembroke House	Pembroke House, 5 - 9 Pembroke Road Ruislip			
Removal of condition No. 4 (Development) of planning permission ref:38324/APP/2011/786 dated 22/12/2011 (Part conversion from retail/offices (Use Class A1/B1) to 6 x two-bedroom flats and 3 x threebedroom					
	per floors, demolitic	ice, cycle store and bin store, alterations to elevations, on of existing external fire escape and alterations to			
Decision: 16-03-2021	No Further Action(P)				
38324/APP/2014/2680	Pembroke House	e Pembroke Road Ruislip			
Two storey building to gates	rear for use as offic	ce space and storage involving installation of railings and			
Decision: 11-11-2014	Refused	Appeal: 02-10-2015 Part Allowed			
38324/APP/2016/407	Pembroke House	e Pembroke Road Ruislip			
Erection of detached building to accommodate refuse storage at ground floor and office accommodation above					
Decision: 21-06-2016	Refused	Appeal: 11-11-2016 Allowed			
38324/APP/2018/164	Pembroke House	e 5-9 Pembroke Road Ruislip			
APP/R5510/W/16/315 (Erection of detached b	5076 dated 11/11/2 puilding to accomm) for minor elevatio	of the Secretary of State's Appeal Decision ref: 016 (LBH ref: 38324/APP/2016/407 dated 24-06-2016) odate refuse storage at ground floor and office nal variations, relocation of refuse store and infilling of			
Decision: 23-05-2018	Approved				
38324/APP/2018/2678	Pembroke House	e 5-9 Pembroke Road Ruislip			
Erection of detached b	Erection of detached building to accommodate office accommodation above existing parking				
Decision: 18-10-2018	Refused	Appeal: 26-04-2019 Allowed			
38324/APP/2019/2798	Pembroke House	e 5-9 Pembroke Road Ruislip			
nos. two bed, 1 nos. or	ne bed) with additio	one bed flat and 1 nos. two bed flat) to create two flats (1 onal office and maintenance storage area, plus two sting side elevation windows.			
Decision: 09-04-2020	Refused				
38324/APP/2019/4066	Pembroke House	e 5-9 Pembroke Road Ruislip			
Erection of detached building to accommodate office accommodation above existing parking.					

Decision: 13-03-2020 Approved

38324/APP/2019/938 Pembroke House 5-9 Pembroke Road Ruislip

Variation of condition 2 (Approved Plans) of Appeal Decision reference: APP/R5510/W/17/3185312, dated 29/1/2018 (Council Ref: 38324/APP/2017/2287 dated 22/6/2017) (Extension of the 4th floor to provide 1 x 2 bedroom unit (Use Class C3)) to allow for alterations to approved plans

Decision: 11-07-2019 Approved

38324/APP/2020/1428 Pembroke House 5-9 Pembroke Road Ruislip

Variation of Condition 2 (Approved Plans) of planning permission ref: 38324/APP/2019/938, dated 11-07-19 (Variation of condition 2 (Approved Plans) of Appeal Decision reference: APP/R5510/W/17/3185312, dated 29/1/2018 (Council Ref: 38324/APP/2017/2287, dated 22/6/2017) (Extension of the 4th floor to provide 1 x 2 bedroom unit (Use Class C3)) to allow for alterations to approved plans); i) installation of French railings across the front of the building at 4th floor; ii) to install 2 French doors and associated Juliette balconies as replacement for side windows; iii) to install one high level obscure glazed window to the rear elevation of the approved top floor flat; iv) amended internal layout

Decision: 28-08-2020 Approved

38324/APP/2020/2879 Pembroke House 5-9 Pembroke Road Ruislip

Details pursuant to Condition 5 (balcony screen) of planning permission ref: 38324/APP/2020/1428, dated 28-08-2020 (Variation of Condition 2 (Approved Plans) of planning permission ref: 38324/APP/2019/938 dated 11-07-2019 (Variation of condition 2 (Approved Plans) of Appeal Decision reference: APP/R5510/W/17/3185312 dated 29/1/2018 (Council Ref: 38324/APP/2017/2287, dated 22/6/2017) (Extension of the 4th floor to provide 1 x 2 bedroom unit (Use Class C3)) to allow for alterations to approved plans); i) installation of French railings across the front of the building at 4th floor; ii) to install 2 French doors and associated Juliette balconies as replacement for side windows; iii) to install one high level obscure glazed window to the rear elevation of the approved top floor flat; iv) amended internal layout)

Decision: 23-12-2020 Approved

38324/APP/2022/1310 Pembroke House 5-9 Pembroke Road Ruislip

Existing use of 8 parking spaces for Class C3 use for residents of Neyland Court and Pembroke House to have the option of renting (Application for a Certificate of Lawful Development for an Existing Use)

Decision: 16-06-2022 Refused

38324/APP/2022/2010 Pembroke House 5-9 Pembroke Road Ruislip

Variation of Condition 2 (approved plans) of planning permission ref. APP/R5510/W/16/3155076 dated 11/11/2016 (LBH ref: 38324/APP/2016/407 dated 24-06-2016) (Erection of detached building to accommodate refuse storage at ground floor and office accommodation above) for minor elevational variations, relocation of refuse store and infilling of undercroft to create garage

Comment on Relevant Planning History

The relevant planning history attached to this site is referenced above.

The application building known as Office 1G is subject to a Breach of Condition Notice Ref: HS/BCN/020000(B) dated 30th March 2022. The Notice relates to the failure to comply with Condition 2 (Approved Plans) and Condition 6 (Cycle Store details) attached to planning permission 38324/APP/2019/4066.

The planning application under consideration seeks to regularise the non-compliance with planning permission 38324/APP/2019/4066. As noted previously, the proposal is 'part retrospective', as amended drawings submitted during the course of the application propose the removal of a currently installed hob and oven. Proposed cycle storage provision is also included on the submitted drawings and this is discussed in Section 7.10 (below).

4. Planning Policies and Standards

Development Plan:

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

The Local Plan: Part 1 - Strategic Policies (2012) The Local Plan: Part 2 - Development Management Policies (2020) The Local Plan: Part 2 - Site Allocations and Designations (2020) The West London Waste Plan (2015) The London Plan (2021)

Material Considerations:

The National Planning Policy Framework (NPPF) (2021) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.HE1 (2012) Heritage

Part 2 Policies:

- DME 3 Office Development
- DMEI 9 Management of Flood Risk
- DMEI 14 Air Quality
- DMHB 11 Design of New Development
- DMHB 12 Streets and Public Realm
- DMHB 14 Trees and Landscaping
- DMHB 5 Areas of Special Local Character
- DMHB 4 Conservation Areas
- DMHB 1 Heritage Assets
- DMT 1 Managing Transport Impacts
- DMT 2 Highways Impacts
- DMT 5 Pedestrians and Cyclists
- DMT 6 Vehicle Parking
- LPP E1 (2021) Offices
- LPP G7 (2021) Trees and woodlands
- LPP HC1 (2021) Heritage conservation and growth
- LPP SD7 (2021) Town centres: development principles and Development Plan Documents
- LPP SI12 (2021) Flood risk management
- LPP SI13 (2021) Sustainable drainage
- LPP T6 (2021) Car parking
- LPP T6.2 (2021) Office parking
- NPPF11 NPPF 2021 Making effective use of land
- NPPF12 NPPF 2021 Achieving well-designed places
- NPPF14 NPPF 2021 Meeting the challenge of climate change flooding
- NPPF16 NPPF 2021 Conserving & enhancing the historic environment

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- NPPF2 NPPF 2021 Achieving sustainable development
- NPPF4 NPPF 2021 Decision-Making
- NPPF6 NPPF 2021 Building a strong, competitive economy
- NPPF9 NPPF 2021 Promoting sustainable transport

5. Advertisement and Site Notice

- 5.1 Advertisement Expiry Date: Not Applicable
- 5.2 Site Notice Expiry Date: 17th August 2022

6. Consultations

External Consultees

148 neighbouring properties were consulted by letters dated 19 July 2022. A site notice was displayed on 26th July 2022. Seven objections were received, and their comments are summarised as follows:

· This application has only been submitted as a result of Enforcement Notice ENF/434/21.

- \cdot The building has not been built in accordance with the approved drawings.
- \cdot The office floor space is excessive.

 \cdot The internal plans includes a bathroom and kitchen - these facilities are more than what is required for an office.

- · The building is regularly being used for residential accommodation.
- \cdot Separation distance from Pembroke House is below planning policy guidance.
- \cdot Juliet balcony and windows not as originally approved.
- · Loss of privacy, loss of light and visual intrusion for neighbouring residential occupiers.
- · Parking, traffic and access implications.
- \cdot Roofline not in-keeping with the character of the area.
- \cdot Operating hours of the office has not been stated.
- · Concerns about health and safety risk as the building is likely to be used for residential accommodation.
- · The building is not a registered address of a business.
- \cdot There is ample space for office use in the adjacent building.

Following the receipt of revised drawings, neighbouring properties were re-consulted on 10th May 2023. The consultation period expired on 24th May. Two additional representations were received, and their comments are summarised as follows:

- · This is far too small and populated a place for it not to affect quality of life of the current residents.
- · The development without doubt would be an eyesore and not nice to look at.

 \cdot The development would block neighbouring residents natural light, making it very depressing and affecting mental health.

 \cdot Having another crammed building in the back of Pembroke House would ruin the scenery and have a massive impact on the wildlife due to the trees.

· The residents have suffered enough without this foolish development idea stealing our peace and home

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life contentment and safety.

 \cdot Rats and mice are already a plague due to closeness of bins and homes.

PLANNNING OFFICER RESPONSE: Material planning considerations are discussed in the following sections of this report. Sections 7.07-7.10, 7.14 and 7.18 of the Committee Report discuss matters concerning the proposals impact on the character and appearance of the area, neighbouring residential amenities, parking, highway safety and impact on trees.

WARD COUNCILLOR:

A Ward Councillor objects to this planning application as it is believed that the building seems unsuitable to be turned into residential accommodation, with a complete lack of amenity for new residents and loss of privacy to residents in Neyland Court.

PLANNING OFFICER RESPONSE: As previously mentioned, this S.73 planning application is not seeking any changes to the lawful use of the building for office purposes. The representations received about the alleged use of the building as self-contained residential accommodation are noted, however this is a separate matter, for consideration by the Council's Planning Enforcement Team. It is understood that an inspection (relating to Planning Enforcement Investigation Ref. ENF/434/21) did not establish that the building was in use as a residential dwelling/flat at that time.

RUISLIP RESIDENTS' ASSOCIATION:

The original plans for 38324/APP/2019/4066 were Approved on the basis that the roof would complement the roof of Ref. APP/R5510/W/16/31550756 dated 11/11/2016 (LBH ref: 38324/APP/2016/407, and as outlined in the officer's report on pages 7 & 8 as follows:

"From the evidence provided, it appears that the distance from the proposed building and the existing residential properties at Pembroke House is approximately 16.5m, which is below the 21.0m acceptable separation distance as set out in the Council's Supplementary Planning Document on Residential Extensions (SPD). However, this SPD relates to residential dwellings, whereas the proposal would be for a B1 office use and the overall amount of proposed office space would be very limited. In this case, I do not consider that the SPD guidance is relevant to the appeal proposal. It is necessary that I reach a view on privacy matters using my own planning judgement. In this case, the proposed building would be separated from the flats at Pembroke House by an existing car park. In addition, the building would be used for office purposes and so I consider that it is reasonable to take the view that it would not likely be occupied at all times of the day. In addition, the windows proposed for the elevation facing the flats in Pembroke House would be relatively small and limited in numerical terms. When the above matters are considered as a whole, I do not consider that the appeal proposal would give rise to a significant loss of privacy for the occupiers of Pembroke House. Therefore the proposal would accord with the amenity aims of Policy BE24 of the UDP and the guidance set out in the Framework."

The proposal would provide three tilt and turn windows at first floor level on the front elevation and two smaller top hung casement windows in the two side elevations. No windows are proposed in the rear elevation at first floor level. The side window on the eastern elevation would face onto garages at the rear of Neyland Court and so would not result in overlooking or loss of privacy. The window on the western side elevation would face onto the existing office building. Given the 6m distance between the two buildings, there could be an issue of overlooking of windows of the existing and proposed offices; the proposed side window would therefore need to be obscure glazed so that there would not an issue of overlooking of the two office buildings.'

The documents submitted with these retrospective plans do not provide any details to provide any background to provide justification for the considerable changes that have been made to the original plans approved.

In summary the following additional information should be available to fully review and assess this planning application:

- A statement to summarise aims and objectives of proposed changes to the building.
- Justification for the infill of the undercroft.
- Justification why the roof is not built according to plan.
- Justification to explain why the windows are all much larger than those approved.
- Justification for the provision of WC to a ground floor office.
- Justification for the provision of WC/Shower Room and Kitchen to first floor office.
- No indication of staff numbers in these offices and why they need shower facilities.
- No indication of Openings times at these offices.
- Security arrangements.
- Disabled access arrangements.
- Cycle parking provision for office staff or visitors.
- EVCP provision for office staff or visitors.

Our Conclusions:

Based on the information submitted it should be refused for the following reasons:

1. The design of the building has not been built according to plan. The roof fails to harmonise with the architectural composition of the other office building as originally anticipated and would be detrimental to the character, appearance, and visual amenities of the surrounding area.

2. The size and design of the windows originally approved were intended to be for B1 office use and intended "to be relatively small and limited in numerical terms". By contrast the windows are not according to plan. They are all larger and a Juliet balcony has been introduced on the east side. They cause unreasonable harm and significant loss of privacy for the occupiers of Pembroke House and Neyland Court. Therefore the retrospective proposals fail to accord with the amenity aims of Policy BE24 of the UDP and the guidance set out in the Framework.

3. Given the 6m distance between the two office buildings, there is an issue of overlooking of windows. The proposed west side window should be obscure glazed.

If these retrospective plans are approved then we request that conditions are imposed requiring the building to remain as B1 Office use to ensure that it does not become independent living accommodation.

PLANNING OFFICER RESPONSE:

There is no validation requirement for the applicant to provide a summary or justification of the amendments being proposed as part of this subject S.73 planning application. The applicant has submitted scale drawings which clearly show the proposed amendments for which planning permission is being sought for, and this has been stated within their application form. Planning Officers are therefore fully satisfied that sufficient information has been provided to enable the assessment and determination of the S.73 planning application.

It should be clarified that no conditions were attached to the original planning permission (reference 38324/APP/2019/4066) restricting the hours of use of the office building. It would therefore be unreasonable to introduce such a condition as part of this S.73 application, which is only seeking approval for the proposed amendments that have been made to the previously approved scheme.

The scheme previously approved under planning permission 38324/APP/2019/4066 comprised an office building with a flat roof with projecting roof lights. The office building that has been constructed at the site, and forms the subject of this application, also contains a flat roof form. However, the parapet wall height of the constructed building has been increased by 50 centimetres, which means that the roof lights are no longer visible. Having regard to the size, scale, massing and design of the scheme approved under planning permission 38324/APP/2019/4066, it is considered that the proposed amendments have not caused harm to the character and appearance of the area. Refer to Section 7.07 of this Committee Report for further details.

It is acknowledged that the constructed office building (Office 1G) has not been built in accordance with the approved plans. Whilst the windows are of a different size, they would be in a similar position to those previously approved. The constructed Juliet balcony in the side (east) elevation has replaced the previously approved first floor window. It is therefore considered that the outlook from these installed windows and Juliet balcony would not be dissimilar to the scheme originally approved under planning permission 38324/APP/2019/4066. The impact on privacy/overlooking is discussed in further detail in Section 7.08 of this report and is considered acceptable.

The approximately 6 metre separation distance between Office 1G (the application property) and Office 1F (the neighbouring office building at the application site) would be similar in relationship to the original scheme approved under planning permission 38324/APP/2019/4066. It is noted that a condition was secured to the previous permission requiring the window in the side (west) elevation to be obscure glazed and non-opening up to 1.8 metres from the finished floor level. This same condition would be re-attached, in the event that planning permission was to be granted (recommended condition no. 2).

In the event of an approval, a condition would be secured to ensure that the building is only used for office purposes and no other uses falling within Use Class E (condition 6).

RUISLIP VILLAGE CONSERVATION PANEL: No comments received.

MOD SAFEGUARDING -RAF NORTHOLT: No comments received.

Internal Consultees

COUNCIL'S HIGHWAYS OFFICER:

Specific reference is made to the proposed 'infill of under-croft' element of this condition variation to the original 2020 consent (38324/APP/2019/4066) which consists of 4 parking spaces in total including the reconfiguration/rotation of 2 under-croft spaces by 90 degrees (originally denoted spaces 21 & 22) thereby creating a generously wide single space within an enclosed garage facility. The prevailing spaces within the rear car park of Pembroke House approved for the previous consent remain unaltered in quantum.

It is noted that it would be beneficial if the presented parking spaces were moderately longer and wider in scale to better accord with Hillingdon's Local Plan: Part 2 - Development Management Policy DMT 6 (Appendix C - Table 1(a) section 8).

However, it is also noted that a comparable length & width of spaces was accepted within the consented 2020 scheme as the deficit in scale was considered marginal. Therefore, in the spirit of consistency and in view of a potentially unsuccessful outcome on appeal if now refused on scale, this retrospective 'in-fill of under-croft' and parking reconfiguration is, on balance, considered acceptable as presented.

All other relevant transport related aspects such as the indicated 'two space' cycle parking provision, were previously secured/conditioned within the 2020 consent (condition 6) and as presented, conform with the

incumbent regional London Plan standard that requires 2 spaces (1 long stay & 1 short stay). There are no further observations.

Conclusion: The application has been reviewed by the Highway Authority who are satisfied that the proposal would not discernibly exacerbate congestion or parking stress within and outside of the site envelope, and would not raise any measurable highway safety concerns, in accordance with Local Plan: Part 2 Development Plan (2020) Policies DMT 1, DMT 2 & DMT 6 and Policy T4, T5 and T6 of the London Plan (2021).

COUNCIL'S CONSERVATION AND URBAN DESIGN OFFICER: No comments.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The principle of an office in this location has been established by the approved scheme.

It is acknowledged that the plans submitted as part of this application show that a kitchen (that includes an oven and hob) and a separate shower room have been installed at first floor level. These facilities did not form part of the approved plans for the scheme granted under planning permission 38324/APP/2019/4066. Following negotiations, revised drawings were submitted by the applicant showing that the existing oven and hob would be removed from the kitchen, as these facilities are of a residential nature and go beyond what might reasonably be expected in an office unit. In the event of an approval, a compliance condition would be secured requiring the hob and oven to be removed within 2 months of the date of the decision notice (condition no. 5).

It is not uncommon for toilet, sink and shower facilities (especially for those who cycle to work) to be provided for employees in office premises. There is therefore no objection to the retention of the shower room. However, this is notwithstanding the points raised in the preceding paragraph in respect of the removal of the oven and hob.

Under the terms of a S.73 application, it is only the impact of the proposed minor changes that are for consideration. The principle of erecting an office building to the rear of Pembroke House cannot be revisited as this aspect has already been established through the aforementioned planning permission. This current S.73 application does not propose any change to the lawful use of the building as office accommodation and will be assessed on this basis.

7.02 Density of the proposed development

Not applicable.

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

The site falls adjacent to two heritage assets, the Ruislip Village Conservation Area and Midcroft, Ruislip Area of Special Local Character (ASLC). Please refer to section 7.07 of this Committee Report for the proposal's impact on the character and appearance of the area.

7.04 Airport safeguarding

The site is designated within Northolt RAF 3km Air Safeguarding Buffer Zone. However, given the lawful office use of the building, and noting the nature of the amendments being sought under this

current S.73 application, it is considered that the proposal would not give rise to any aircraft issues associated with RAF Northolt.

The Ministry of Defence was consulted on this application and has not raised any objection.

7.05 Impact on the green belt

Not applicable.

7.06 Environmental Impact

Covered in other sections of this report.

7.07 Impact on the character & appearance of the area

Policies D3 and D4 of the London Plan (2021) require development proposals to be of a high quality and to enhance the local context by delivering buildings and spaces that positively respond to local distinctiveness. Policy HC1 of the London Plan (2021) states that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings.

Policy DMHB 4 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that new development, including alterations and extensions to existing buildings, within a Conservation Area or on its fringes, will be expected to preserve or enhance the character or appearance of the area.

Policy DMHB 5 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that within Areas of Special Local Character, new development should reflect the character of the area and its original layout.

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) 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.

Policy DMHB 12 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) reemphasises the need for new development to be well integrated with the surrounding area and provides design criteria as to how this would be achieved.

The Inspector of the allowed Appeal Decision (APP/R5510/W/18/3218019) states the following, in regard to the impact on the character and appearance of the area:

"4. The appeal site is located within the car park at the rear of Pembroke House. It is adjacent to, but not within the CA and ASLC. The CA was first designated in 1969, and the medieval village, based around Manor Farm, St.Martin's Church and the surrounding buildings form the core of the CA. Ruislip has a distinct identity that reflects its historical development.

5. Whilst the appeal site lies within the setting of the CA and ASLC, the car park itself is private, and public use is restricted. The design of the building, brick built with a mansard roof and hanging tiles would be very similar to the existing office building in the car park and would be considerably smaller than many of the existing buildings, including Pembroke House, that surround it.

6. Due to the private nature of its location to the rear of Pembroke House, it would not be conspicuous within the street scene setting of Pembroke Road. Furthermore, and owing to the position and scale of the development, I am satisfied that the development would not interfere with important views into or out of the CA or have a detrimental impact on its setting. Consequently, I do not consider that the development would look out of place in the locality or cause significant harm to the character and appearance of the area.

7. With regard to the ASLC, it is the rear gardens of the Brickwall Lane properties that set the context. These generally incorporate high vegetation screening along the boundary. There is no evidence to suggest that any of that screening would be affected by the proposals. The proposals are a significant distance from those properties, and as there are no windows proposed at the rear, privacy to the amenity spaces of the Brickwall Lane properties would not be compromised by the appeal proposals. In this context, I do not consider that any significant harm would be caused to the ASLC.

For the reasons outlined above, I conclude that the development would not result in any material harm to the setting of the CA or to the ASLC, and as such would not be in conflict with policies BE1 and HE1 of the London Borough of Hillingdon Local Plan Part One Strategic Policies (2012) (the LP) and Policies BE4, BE5, BE13, and BE19 of the London Borough of Hillingdon Local Plan Saved Unitary Development Plan Policies 2012 (the UDP), which, amongst other matters, seek to promote good design that harmonises with its surroundings and protect designated and locally registered heritage assets. Policy BE15 of the UDP is not directly relevant to this main issue in that it is concerned with extensions and alterations to existing buildings."

As previously stated, subsequent to the above appeal decision, planning permission was granted on 13th March 2020 (ref. 38324/APP/2019/4066) at Pembroke House for a revised scheme involving the erection of a detached office building in a similar location to that allowed at Appeal. The current (part retrospective) planning application now seeks to regularise the non-compliance with planning permission 38324/APP/2019/4066.

In this case, the external changes that have been made to the office building since the grant of planning permission 38324/APP/2019/4066 include: increasing the width and height of the building; fenestration changes (including the installation of a Juliet balcony in the side east elevation); the partial infilling of the approved undercroft with a front garage door and a brick wall on the side (east) elevation; elevation changes including the removal of the approved brick soldier course running along the perimeter and the use of a different type of brick.

It is acknowledged that the width and height of the office building are greater than that originally approved under planning permission 38324/APP/2019/4066. However, when comparing the size and scale of the building to that which was originally approved, it is considered that the increased height of approximately 50 centimetres and width of 1.2 metres is not so significant as to warrant refusal on design grounds. The office building remains at two-storeys in scale and would be comparative in height to the adjacent office building in the north-western corner of the site. It is therefore considered that the amended dimensions of the office building are not inherently out of keeping with its immediate rear car park setting.

The amended fenestration changes have resulted in wider first floor window openings. However, the actual height of these windows has been reduced when compared to those approved under planning permission 38324/APP/2019/4066. As such, the amended window openings have not significantly impacted upon the overall appearance of the office building. The Juliet balcony on the side (east) elevation is set-in approximately 3.2 metres from the front wall of the office building and faces onto

the car park of the adjoining site at Neyland Court. It is therefore considered that the Juliet balcony does not appear as a visually prominent feature. The amended scheme has resulted in the partial infilling of the undercroft with a front garage door and brick wall with window on the side (east) elevation. Within the car park of the adjoining site at Neyland Court is a block of garages located along the eastern boundary. It is considered that the new front garage door on the office building is reflective of its rear car park location.

External finishes appropriate to the context have been used

As highlighted by the Inspector in the above Appeal Decision extract, public views of the office building are limited due to its location within the car park to the rear of Pembroke House. With this in mind, and for the reasons set out in the preceding paragraphs, it is considered that the amended scheme has not caused harm to the character and appearance of the adjacent Conservation Area or Area of Special Local Character.

7.08 Impact on neighbours

The difference in scale and mass between the building as approved under planning permission 38324/APP/2019/4066 and as constructed is modest, with the height of the building increased by approximately 50 centimetres and its width by 1.2metres. With this in mind, and noting the separation distances from neighbouring rear windows, it is considered that the dimensions of the amended office building have not significantly impacted upon the neighbouring residential amenities of Nos. 2, 2a, 2b, 4 and 6 Brickwall Lane, in respect of loss of light, outlook and sense of enclosure.

It is noted that the fenestration treatment is different to that approved under planning permission 38324/APP/2019/4066. However, the office building continues to be served by three first floor windows fitted in its front elevation, as per the original planning permission 38324/APP/2019/4066 (albeit the window openings are wider). Given that the depth of the building has not been amended, the separation distance between the office building and Pembroke House remains the same as that deemed acceptable under planning permission 38324/APP/2019/4066. Whilst the windows installed are wider than the approved windows (as noted), on balance, it is considered that the amended scheme has not resulted in harmful loss of privacy or overlooking to neighbouring residential occupiers at Pembroke House. It is considered that a refusal of planning permission on such grounds would be unsustainable in the event of appeal. Moreover, the proposal has not resulted in any undue loss of light/overshadowing or overbearing impact upon Pembroke House.

On the side (east) elevation of the office building, a Juliet balcony has been installed at first floor level in replacement of the approved window. Whilst this is a larger opening than previously approved, the outlook would remain similar. Views towards neighbouring properties to the north would be at an oblique angle and the relationship would be acceptable on this basis. The Juliet balcony would primarily look towards the car park at Neyland Court and thus would not cause harmful overlooking to the Neyland Court flats. At ground floor, a high level window has been installed in the east elevation, however this would not result in any harmful overlooking due to its nature. The distance from the subject building to the flats at Neyland Court is adequate, such that there is no harmful overbearing impact or loss of light.

There would be a separation distance of approximately 28 metres from the side boundary of No.19 Pembroke Road, despite the increased width of the office building by 1.2 metres. Given these circumstances, and noting that the use of the building would remain for office purposes, it is considered that the amended scheme has not resulted in harm to the amenities of the occupiers of No.19 Pembroke Road and beyond.

As previously noted, Condition 2 has been recommended to ensure a satisfactory relationship (in respect of privacy) with the adjacent office building (building 1F).

In light of the above, it is considered that the amendments made to the office building have not unduly impacted upon the living conditions of neighbouring occupiers.

7.09 Living conditions for future occupiers

Not applicable.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policies DMT 1 and DMT 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) require the Council to consider whether the traffic generated by proposed developments is acceptable in terms of the local highway, junction capacity, traffic flows and conditions of general highway or pedestrian safety.

Policy DMT 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires that new development will only be permitted where it accords with the Council's adopted parking standards unless it can be demonstrated that a deviation from the standard would not result in a deleterious impact on the surrounding road network.

The Inspector of the allowed Appeal Decision APP/R5510/W/18/3218019 (LPA ref: 38324/APP/2018/2678) states the following, in regard to parking and highway safety:

"13. The existing parking provision is a private car park for residents. Based on the evidence provided, there are 21 existing spaces for 19 residents and the existing office building.

14. The proposed building would include car parking space within the construction footprint. I concur with the Highway Authority in that the proposals would effectively remove two spaces, in that space 18 would be unusable for a normal vehicle, and space 17 would be very close to the entrance to the new building. However, and acknowledging that, I find that space 17 would nonetheless still be usable. Furthermore, space 18 could well be utilised for motorbikes or cycles. I also agree with the Highway Authority that the surrounding area is covered by parking controls, and that there is good access to public transport. I note that the Highway Authority have not raised an objection to the proposals.

15. Notwithstanding the above, the Council have raised concerns regarding the overall amount of car parking that would be provided on the site. I understand from the evidence provided that 15 car parking permits are currently issued, and this is controlled by the owners of the building. This is below the 1:1 car parking standard set out within policy AM14, however it is reasonable to assume that the car park is not currently at capacity, and that it would remain under the control of the owners of the building. In addition, I am not in receipt of any evidence to suggest that there is an ongoing problem with car parking on the site. The car park is not available to be used by the public, and I am satisfied that the revised capacity would be sufficient to be able to control the private parking demand. I consider that the loss of two spaces would not cause significant harm to highway safety or lead to any on-street parking issues or traffic flow issues off site.

16. For the collective reasons outlined above, I conclude that the proposal would accord with policies AM7 and AM14 of the UDP which collectively state that, amongst other matters, that proposals should not cause significant harm to the conditions of highway and pedestrian safety and that the

number of car parking spaces on the site would be sufficient for all land uses."

Following the issuing of the above Appeal Decision, planning permission was granted under application reference 38324/APP/2019/4066 for an office building in a similar location to that allowed at Appeal. However, this latter scheme had a revised layout whereby the original consented spaces originally labelled as Nos. 20 and 21 were re-orientated at 90 degrees. It should be noted that the Committee Report for 38324/APP/2019/4066 states that the Highways Officer raised no objection to this alternative arrangement, in respect to the parking and highway safety. "

In terms of this current S.73 application, the ground floor parking layout of the office building has been altered since the granting of planning permission 38324/APP/2019/4066. The car parking space within the garage area of the building has been re-orientated at ninety degrees (similar to the arrangement originally allowed at Appeal). Importantly, the alterations retain the same number of parking spaces (4no.) as the previously approved scheme (38324/APP/2019/4066).

The Council's Highway Officer acknowledges that the proposed car parking spaces do not meet the prescribed dimensions found in Appendix C, Table 1 'Parking Standards' of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020). However, this was similarly the case for the 2018 scheme allowed at Appeal (ref:38324/APP/2018/2678) and also the consented 2020 scheme (ref: 38324/APP/2019/4066). Having regard to the above, the proposal does not introduce parking or highway concerns and it is considered that refusing this current S.73 application on the grounds that the proposal does not meet the recommended parking/garage dimensions in Appendix C, Table 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) would be unjustifiable and unsustainable in the event of an Appeal. Furthermore, it is noted that the Highway Officer does not object to the application.

This current S.73 proposal also retains the same number of car parking spaces within the wider car park of Pembroke House as that approved under planning permission 38324/APP/2019/4066. Bearing this in mind, and noting that the car parking permits are currently issued and controlled by the owners of the building, it is considered that the proposal would not exacerbate the demand for street parking or prejudice highway safety.

The proposal would therefore accord with the objectives of policies DMT 1, DMT 2 and DMT 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy T4 and T6 of the London Plan, and paragraph 111 of the NPPF (2021).

BICYCLE PROVISION:

Policy T5 of the London Plan (2021) states that developments should provide cycle parking at least in accordance with the minimum standards set out in Table 10.2 and Figure 10.3, which requires 1 long stay employee cycle space per 150 sqm GEA and 1 short stay visitor cycle space for the first 5,00 sqm.

Policy DMT 5 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals will be required to ensure that safe, direct and inclusive access for pedestrians and cyclists is provided on the site connecting it to the wider network.

To comply with Policy T5 of the London Plan (2021), the proposal is required to provide 1 long stay and 1 short stay cycle space. The submitted ground floor plan indicates that two cycle spaces would be provided. In the event of an approval, a condition would be secured requiring full details of the cycle stands to be submitted to the Council for consideration (condition 4). Subject to such a condition, it is considered that the proposal would provide secure and accessible cycle space provision for the users of the office building in compliance with Policy DMT 5 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) and Policy T5 of the London Plan (2021).

7.11 Urban design, access and security

This has been covered in other sections of the Committee Report.

7.12 Disabled access

Policy D5 of the London Plan (2021) states that development proposals should achieve the highest standards of accessible and inclusive design. They should, amongst other criteria, be convenient and welcoming with no disabling barriers, providing independent access without additional undue effort, separation or special treatment.

The office building is accessed via an internal staircase. It does not contain lift provision, which means the access arrangement puts disabled people at a disadvantage, contrary to Policy D5 of the London Plan (2021). However, the constructed staircase access arrangement is no different to the scheme originally approved and consequently, it is considered that a refusal on this ground would be unjustifiable, in the event of an Appeal.

7.13 Provision of affordable & special needs housing

Not applicable.

7.14 Trees, landscaping and Ecology

TREES AND LANDSCAPING:

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that landscaping and tree planting should enhance amenity, biodiversity and green infrastructure.

Policy DMHB 14 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that:

A) All developments will be expected to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit.

B) Development proposals will be required to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area, which supports and enhances biodiversity and amenity particularly in areas deficient in green infrastructure.

There are trees at and adjacent to the rear boundary of the application site. However, none of them are protected by a Tree Preservation Order (TPO). The increase in the footprint of the office building has not resulted in its rear building line projecting any closer to the rear site boundary above the scheme originally approved under planning permission 38324/APP/2019/4066. It is therefore considered that the proposal has not impacted upon the health of adjacent trees over and above that deemed acceptable under planning permission 38324/APP/2019/4066.

ECOLOGY:

Policy DMEI 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that if development is proposed on or near to a site considered to have features of ecological or geological value, applicants must submit appropriate surveys and assessments to demonstrate that

the proposed development will not have unacceptable effects. The development must provide a positive contribution to the protection and enhancement of the site or feature of ecological value.

The office building is located in the rear car park of Pembroke House which is surfaced in hard standing. The site does not contain any ponds, open woodland or dense scrub and shrubbery. There are no protected sites of ecological interest adjacent to the site. It is therefore considered that the likelihood of protected species being present at the site is low, and as such, an ecology assessment is not required. This position would be in accordance with 'Circular 06/05: Biodiversity and Geological Conservation- Statutory Obligations and their Impact within the Planning System' which states that, "...bearing in mind the delay and cost that may be involved, developers should not be required to undertake surveys for protected species unless there is a reasonable likelihood of the species being present and affected by the development."

7.15 Sustainable waste management

Policy DMHB 11 of the Hillingdon Local Plan Part 2 - Development Management Policies (2020) states that development proposals should make sufficient provision for well designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. External bins should be located and screened to avoid nuisance and adverse visual impacts to occupiers and neighbours.

The approved Site Layout Plan (drawing number P.02 Rev. A) attached to planning permission 38324/APP/2019/4066 showed that a dedicated refuse store would be provided for the office building adjacent to the flank eastern wall of Pembroke House. However, during the site visit it was observed that this refuse store has not been provided.

To resolve this matter, a condition has been recommended to secure details and subsequent provision of suitable refuse storage facilities (condition 4).

Subject to the above condition, it is considered that the development would be able to provide a convenient location for refuse and recycling facilities in accordance with Policy DMHB 11 of the Hillingdon Local Plan: Part 2 -Development Management Policies (2020).

7.16 Renewable energy / Sustainability

Not applicable.

7.17 Flooding or Drainage Issues

Policy SI 12 of the London Plan (2021) states that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 of the London Plan states that development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible.

Policy DMEI 9 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that proposals that fail to make appropriate provision for flood risk mitigation, or which would increase the risk or consequences of flooding, will be refused. Policy DMEI 10 states that development within areas identified at risk from surface water flooding which fail to make adequate provision for the control and reduction of surface water runoff rates will be refused.

The site lies within Flood Zone 1 of the Environment Agency's Flood Risk Map. This means the site is classified as being at low risk and defined as having a less than 1 in 1,000 probability of fluvial and tidal flooding. As such, there are no restrictions on development, including office uses (i.e. a less

vulnerable use according to the PPG flood risk vulnerability classification), in this location, in terms of fluvial and tidal flood risk.

According to the Council's GIS, the site lies within a Critical Drainage Area. The proposal has resulted in an increase to the footprint of the office building when compared to the original planning permission 38324/APP/2019/4066. This increase is considered relatively minor however, in comparison to the overall footprint of the office building. It is therefore considered that the development is unlikely to significantly exacerbate the risk of surface water flooding at the site.

In light of the above, it is considered that the proposal does not significantly increase the risk of flooding on the site or elsewhere. This is in accordance with Policies DMEI 9 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policy SI 12 and SI 13 of the London Plan (2021) and the NPPF (2021).

7.18 Noise or Air Quality Issues

NOISE:

Policy D14 of the London Plan (2021) states that in order to reduce, manage and mitigate noise to improve health and quality of life, residential and non-aviation development proposals should manage noise by avoiding significant adverse noise impacts on health and quality of life.

The lawful use of the application building as an office would remain the same as part of the current S.73 application. It is therefore considered that the proposal does not raise any significant noise issues in respect of impact on neighbouring residential occupiers.

AIR QUALITY:

Policy DMEI 14 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that:

A) Development proposals should demonstrate appropriate reductions in emissions to sustain compliance with and contribute towards meeting EU limit values and national air quality objectives for pollutants.

B) Development proposals should, as a minimum:

i) be at least "air quality neutral";

ii) include sufficient mitigation to ensure there is no unacceptable risk from air pollution to sensitive receptors, both existing and new; and

iii) actively contribute towards the improvement of air quality, especially within the Air Quality Management Area.

The site is located within an Air Quality Focus Area, however, having regard to the nature of the changes proposed as part of this S73 application, it is considered that the proposal does not raise any significant air quality issues. The proposal therefore accords with Policy DMEI 14 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020).

7.19 Comments on Public Consultations

Covered in Section 6 of this Committee Report.

7.20 Planning obligations

COMMUNITY INFRASTRUCTRE LEVY:

Policy DMCI 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that to ensure development is sustainable, planning permission will only be granted for development that clearly demonstrates there will be sufficient infrastructure of all types to support it. Infrastructure requirements will be predominantly addressed through the Council's Community Infrastructure Levy (CIL).

The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014 and the Hillingdon CIL charge for office developments is £35 per square metre of additional floorspace. This is in addition to the Mayoral CIL charge of £60 per square metre. The proposal is considered to be CIL liable in the event that planning permission is granted.

7.21 Expediency of enforcement action

The application has been submitted in an attempt to regularise matters relating to a Breach of Condition Notice. If the planning application is refused (contrary to officer recommendation), the matter will be referred back to the Council's Planning Enforcement Team.

7.22 Other Issues

Not applicable.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

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

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

For the reasons set out in this Committee Report, it is considered that the proposal would comply with the objectives of national, regional and local planning policies and guidance. It is therefore recommended that the application be approved, subject to the imposition of the conditions set out in Section 2 of the Committee Report.

11. Reference Documents

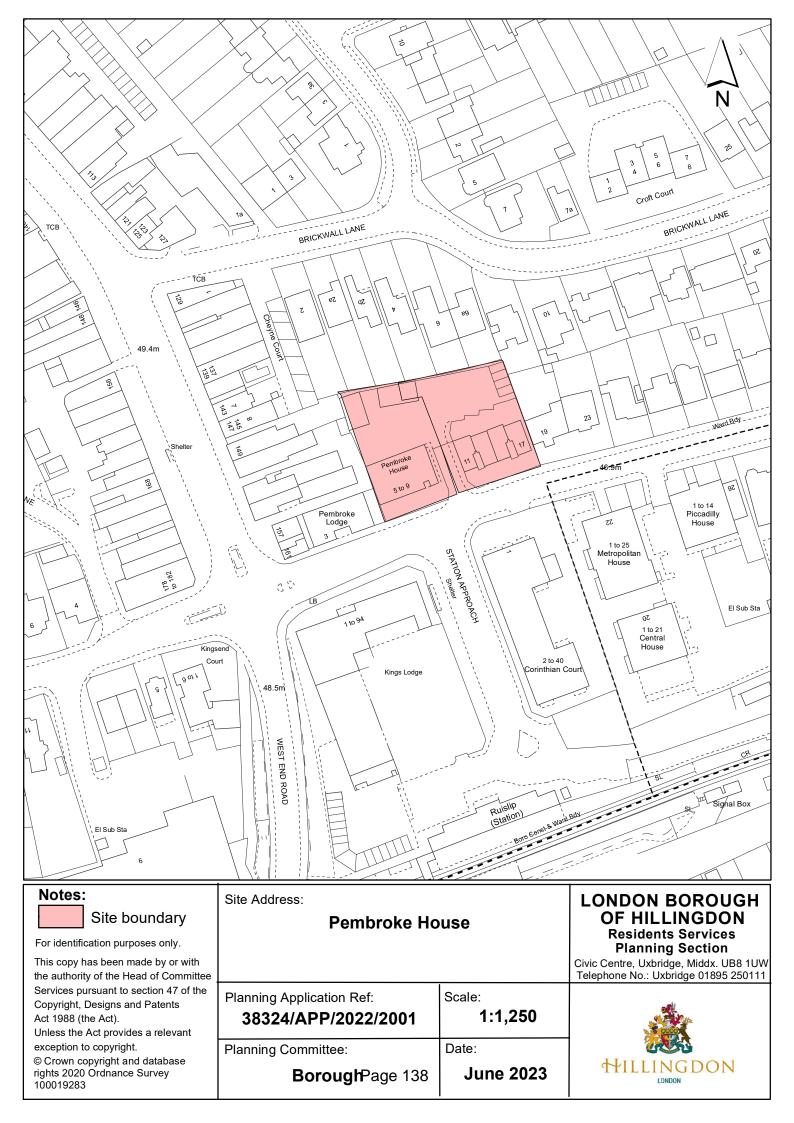
National Planning Policy Framework (July 2021) The London Plan (March 2021) Hillingdon Local Plan: Part One - Strategic Policies (November 2012) Hillingdon Local Plan: Part Two - Development Management Policies (January 2020) Hillingdon Local Plan Accessible Hillingdon Supplementary Planning Document (September 2017) Planning Obligations Supplementary Planning Document (July 2014)

Contact Officer:

Nesha Burnham

Telephone No:

01895 250230



Agenda Annex

Plans for Borough Planning Committee

Tuesday 13th June 2023



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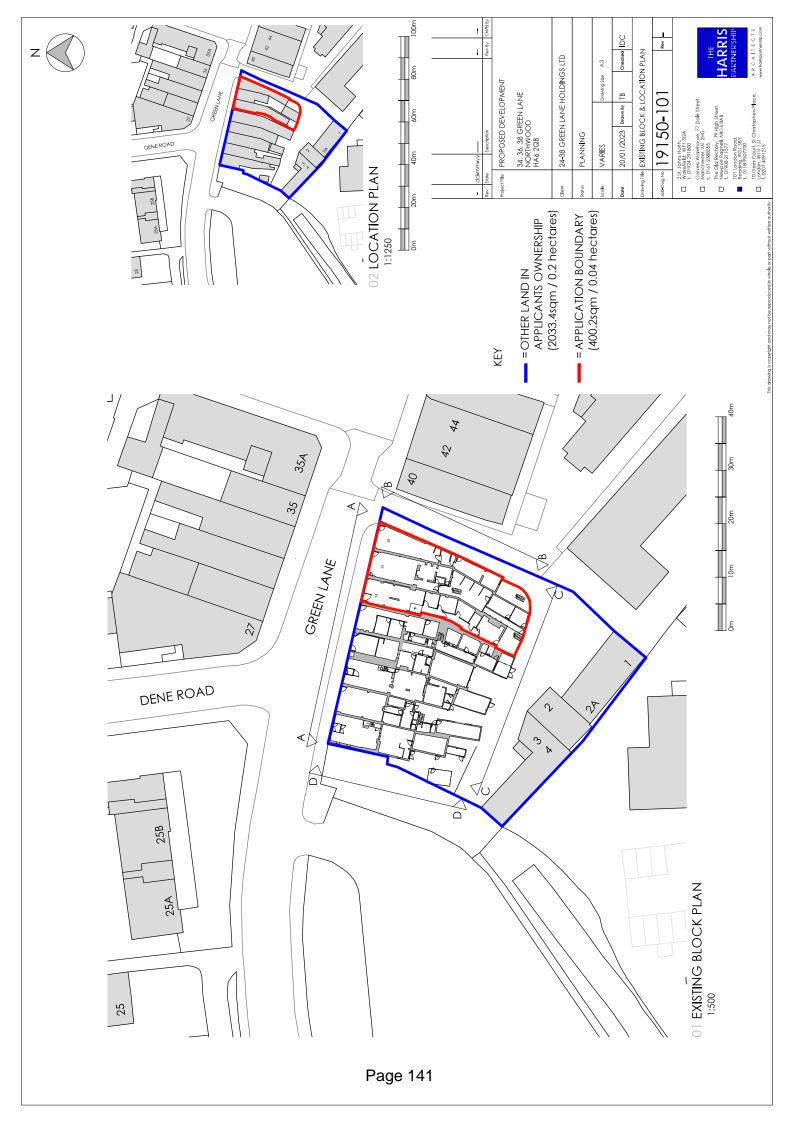
Page 139

Report of the Interim Director of Planning, Regeneration & Public Realm

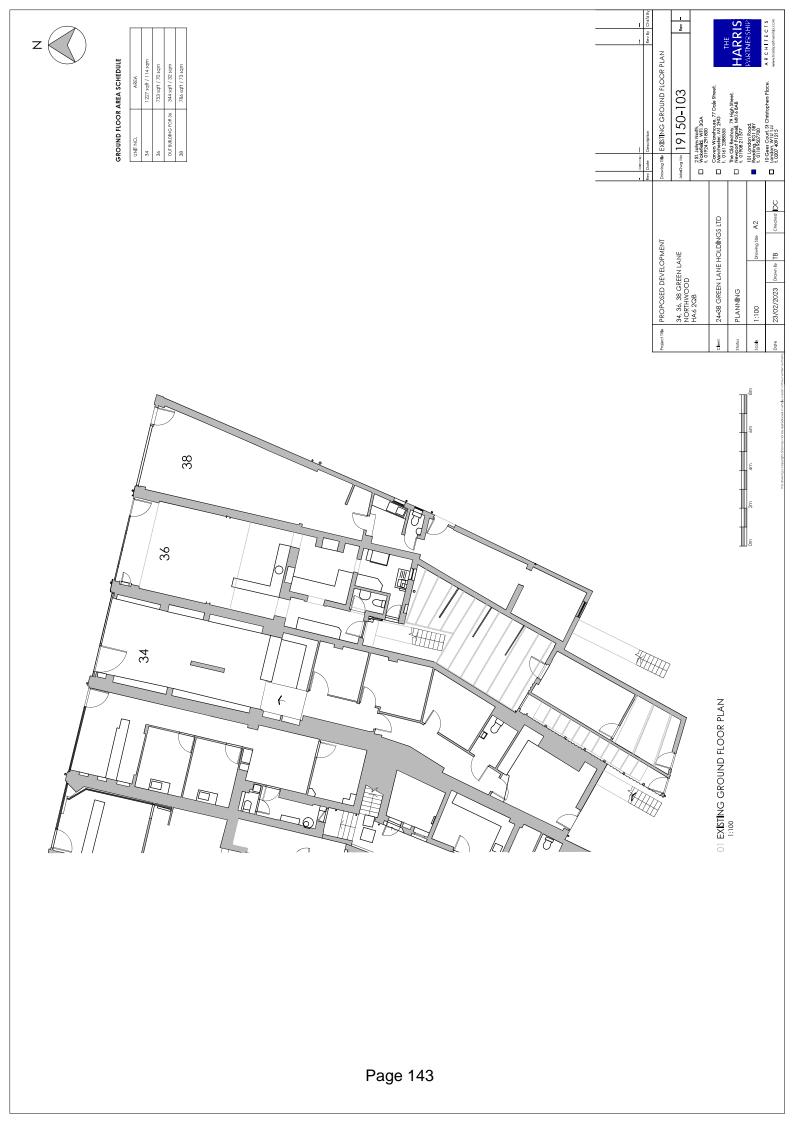
Address: 34, 36, 38 GREEN LANE NORTHWOOD

Development: Demolition of existing outbuilding and partial demolition of the ground floor of nos. 34 and 38. Erection of an outbuilding for use as a workshop. Installation of an external staircase to retained upper floor residential units. Amalgamation of ground floors of nos. 38 and 36 to form a combined retail unit including a new shopfront.

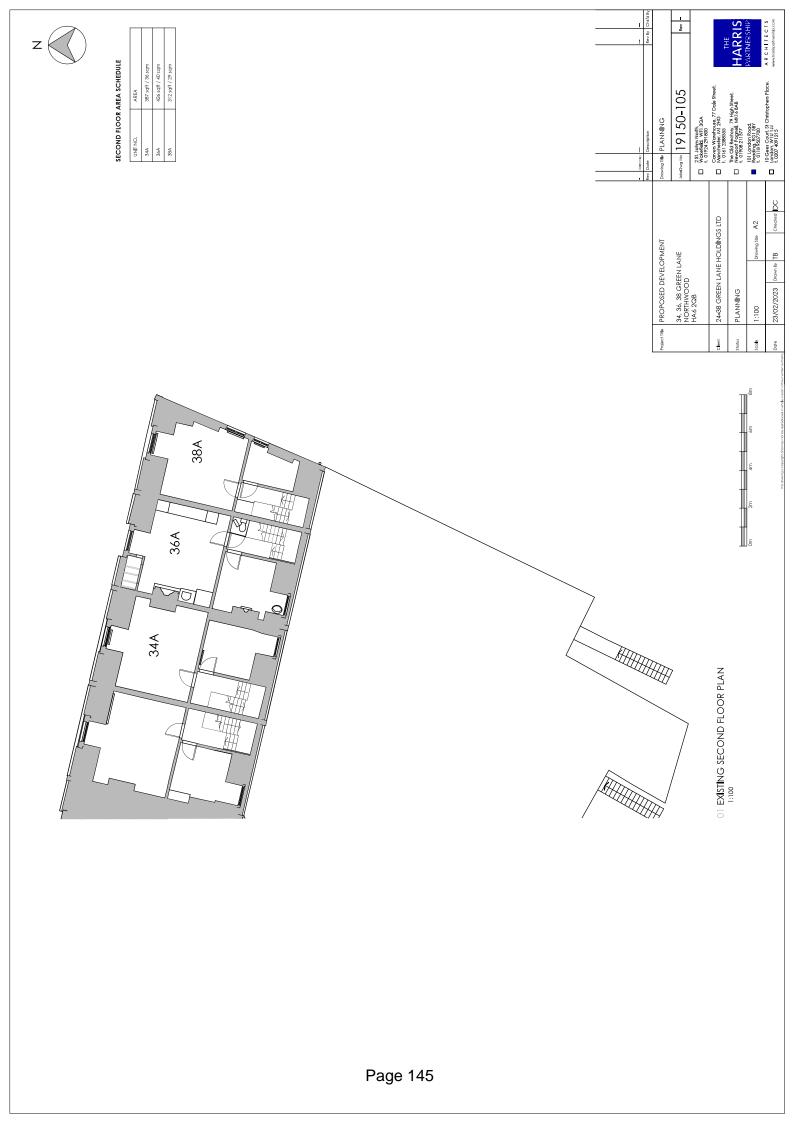
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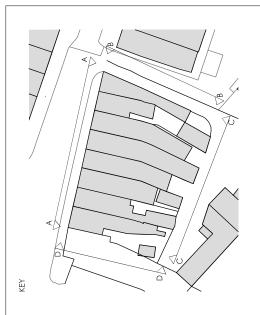








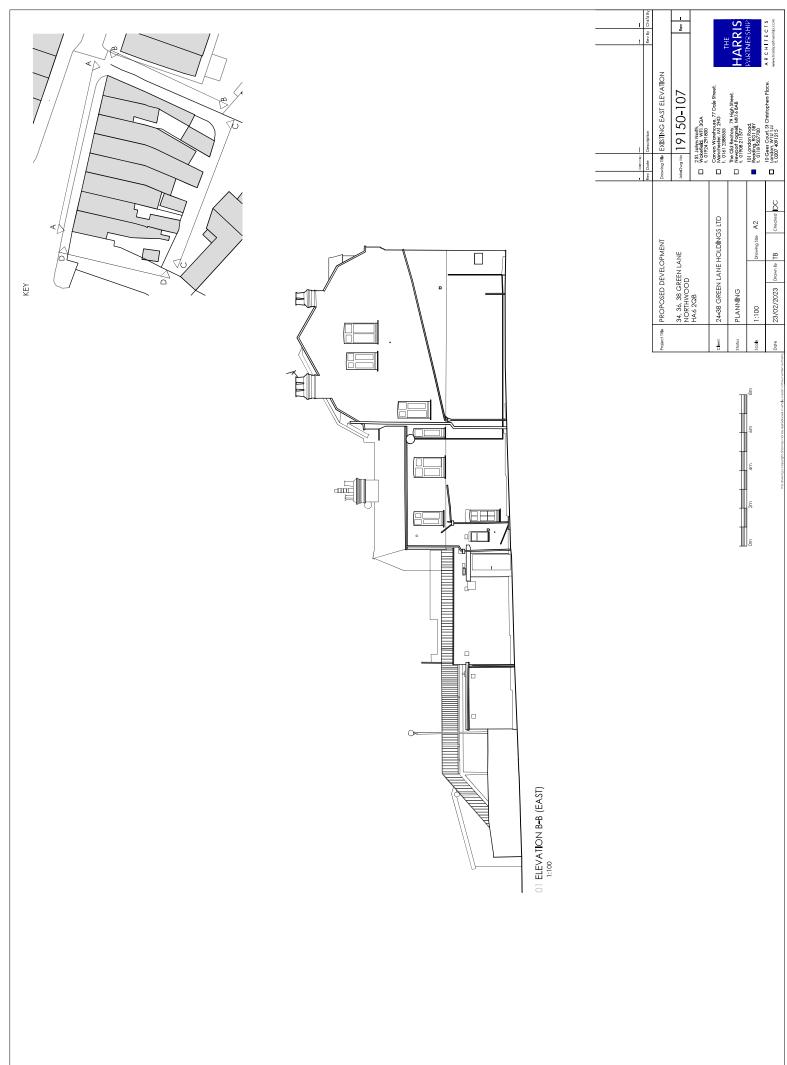


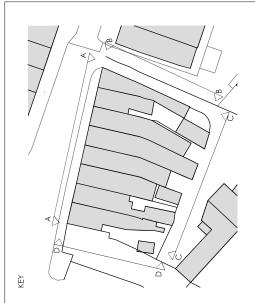


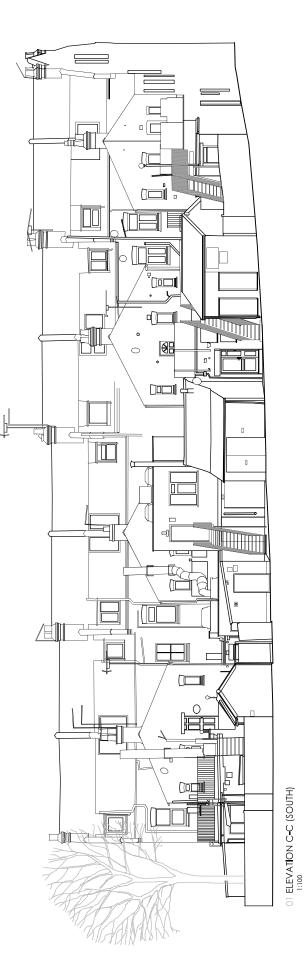


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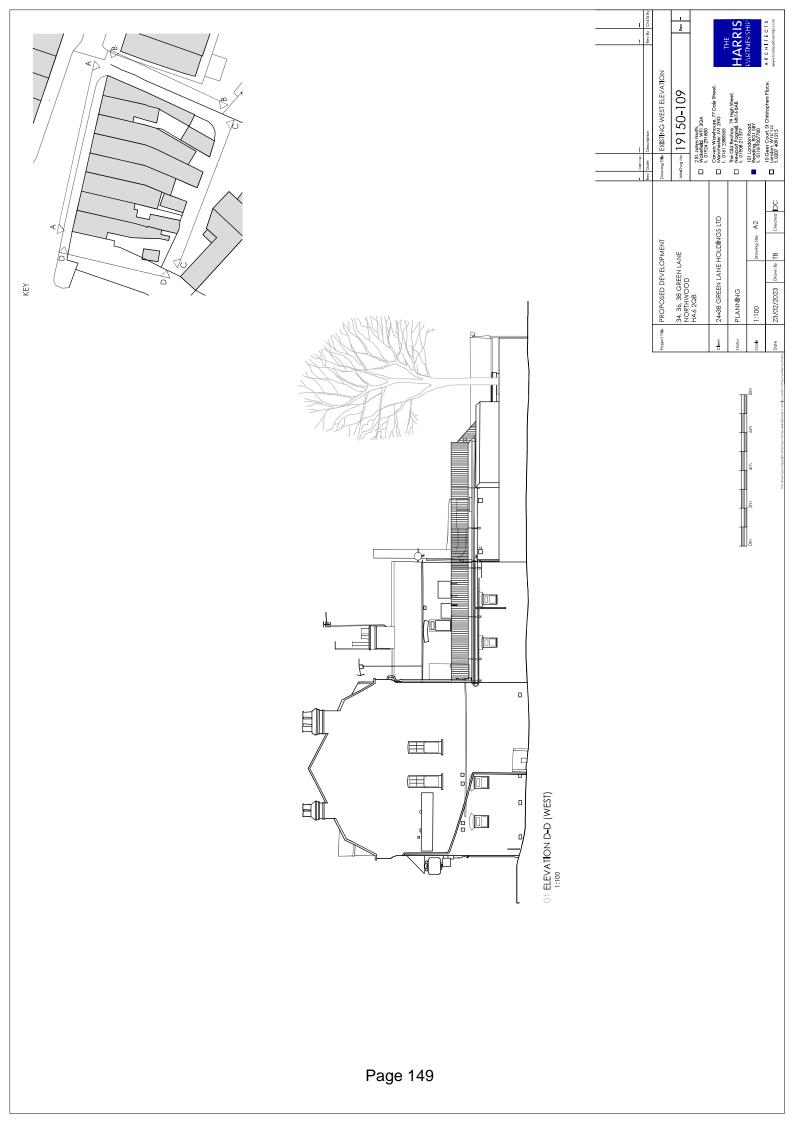




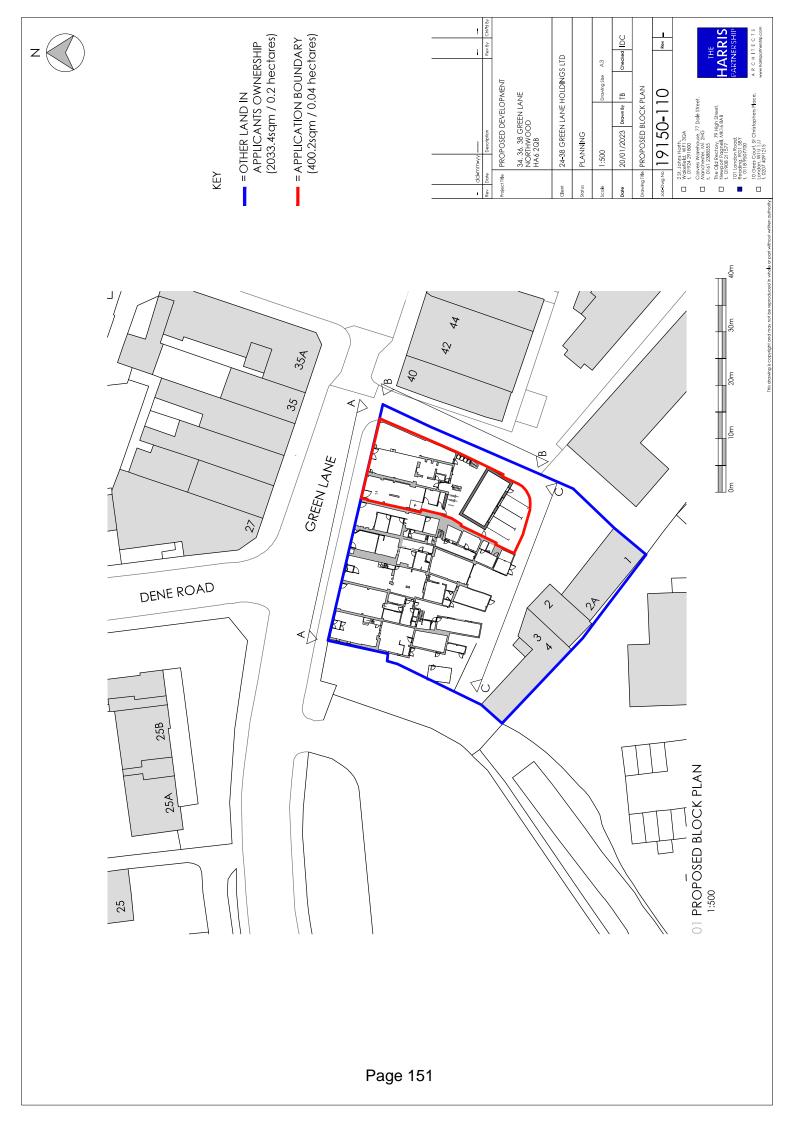


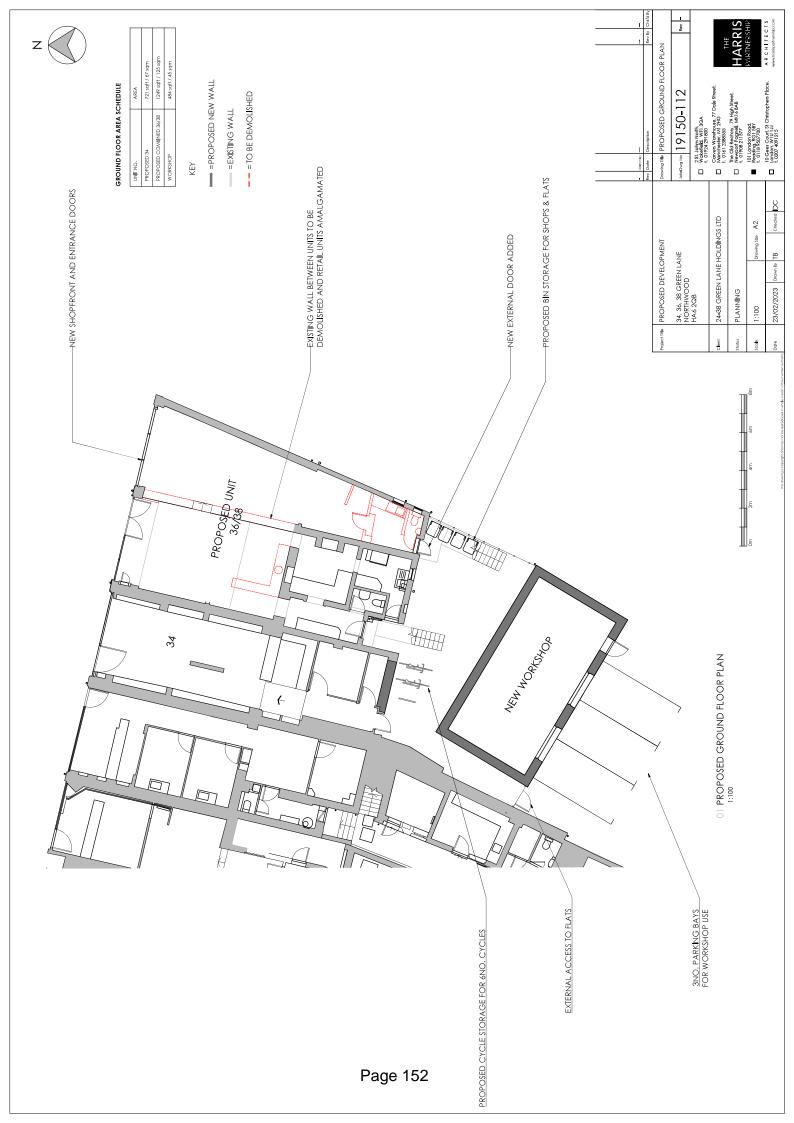
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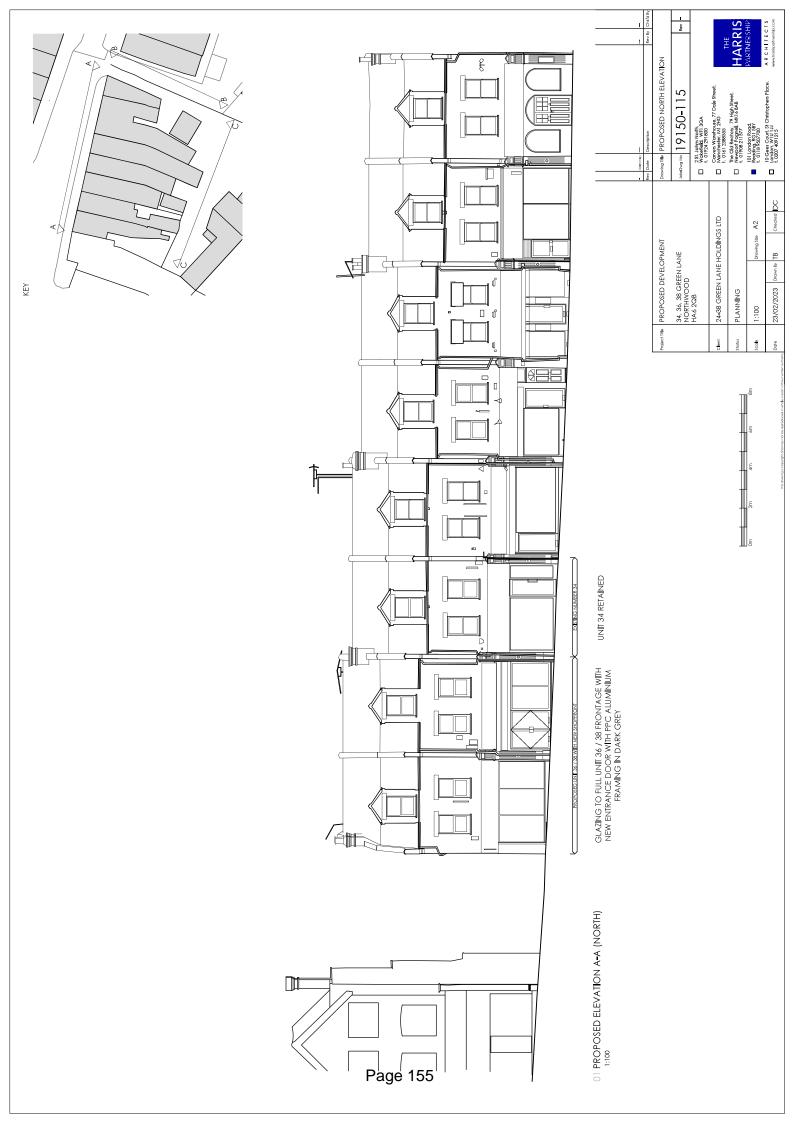


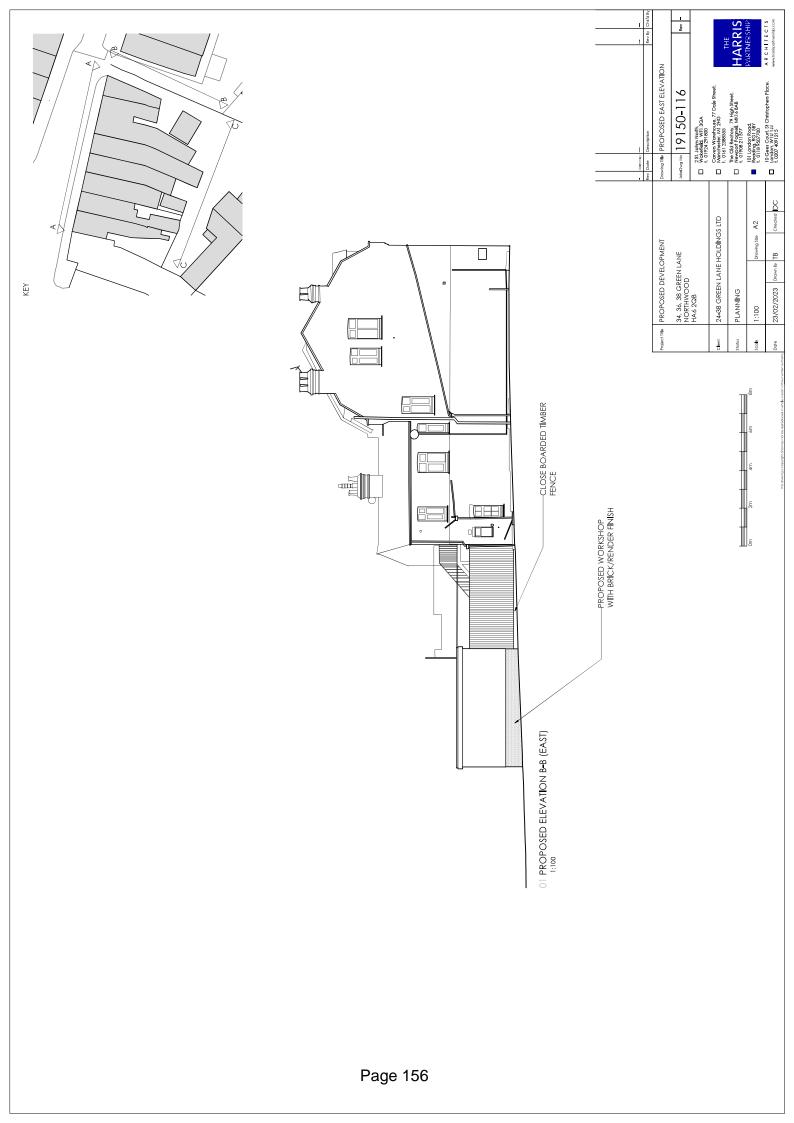


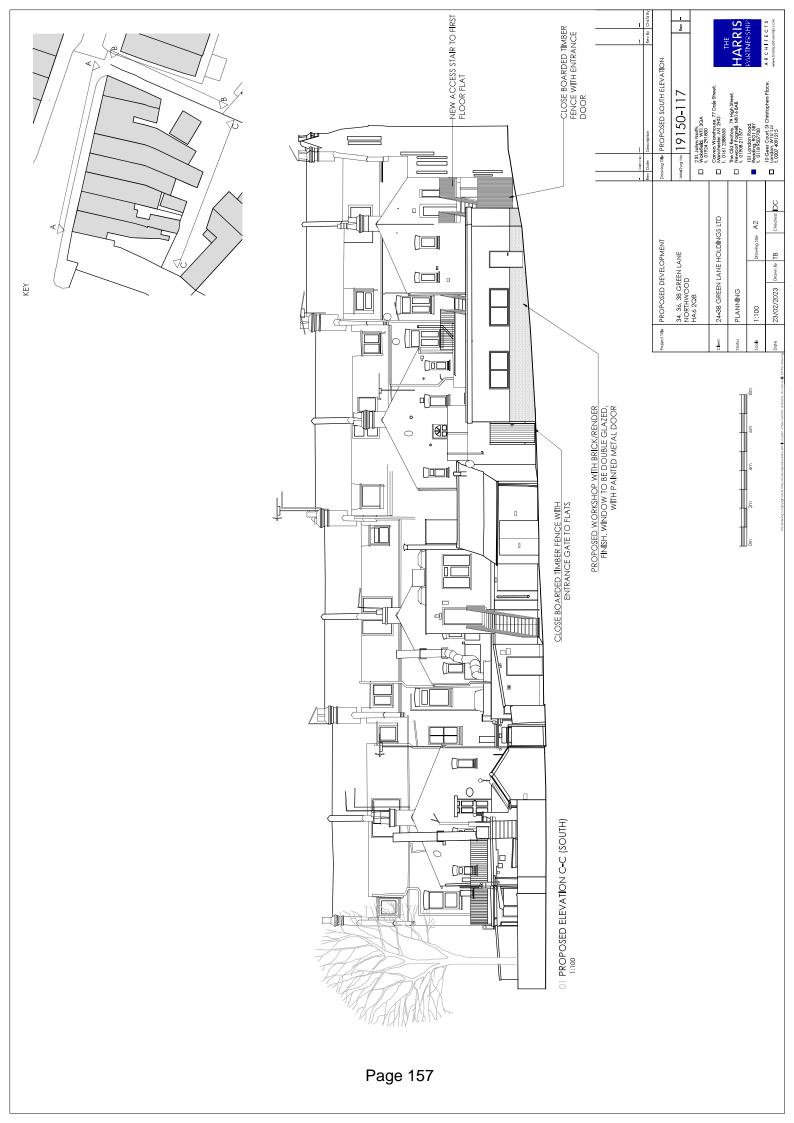


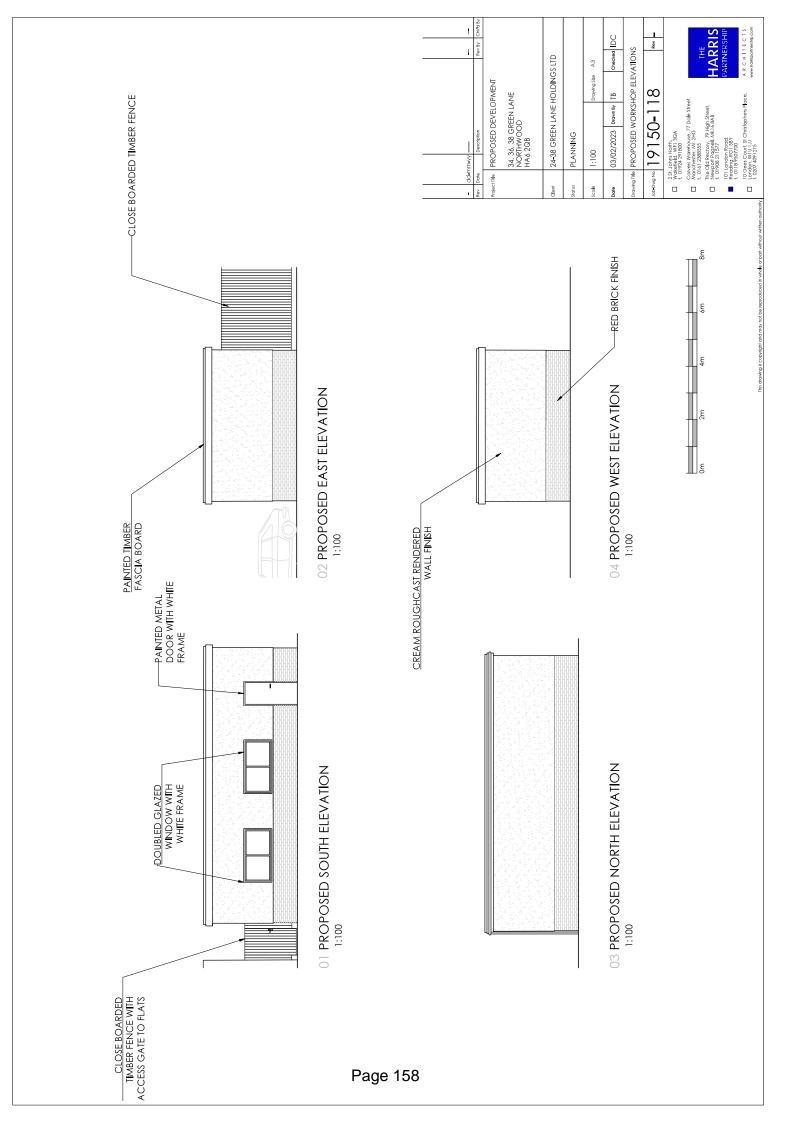


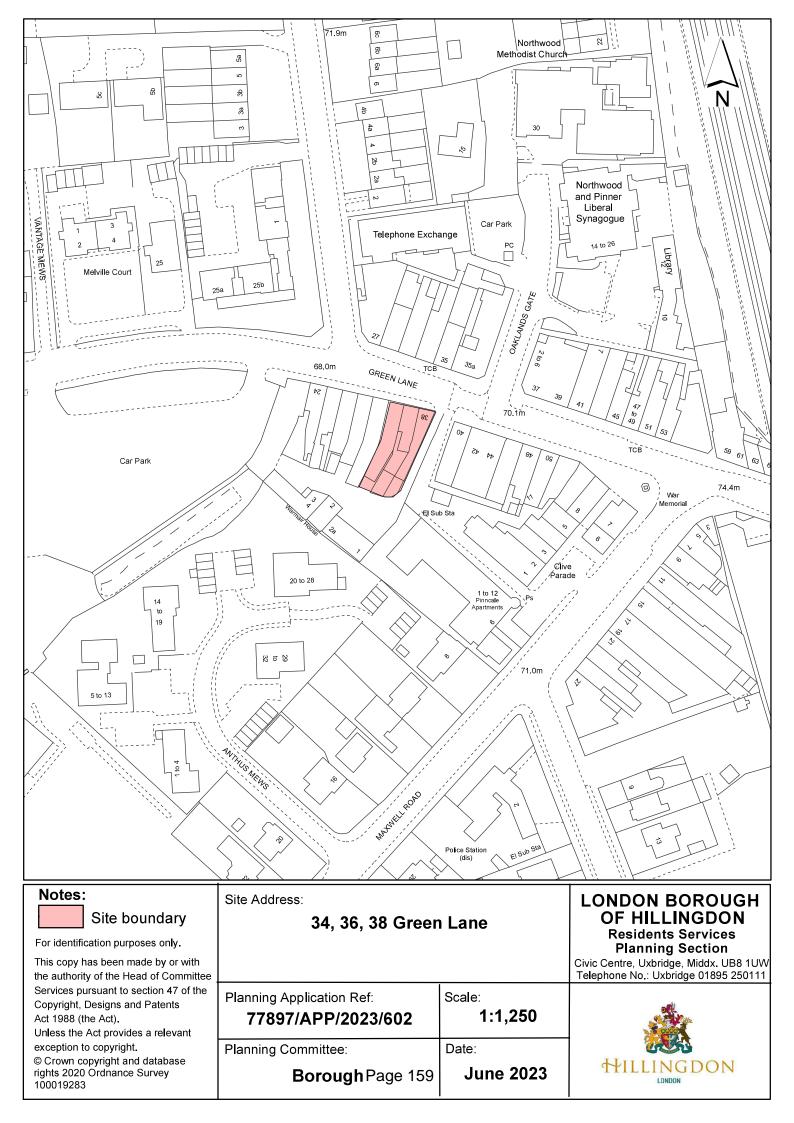
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Page 154			











Report of the Interim Director of Planning, Regeneration & Public Realm

Address: NEYLAND COURT PEMBROKE ROAD RUISLIP

- **Development:** Removal of the existing mansard roof, construction of additional two storeys along with front extensions and external alterations to create an additional 8 units with associated amenity
- LBH Ref Nos: 76364/APP/2023/321

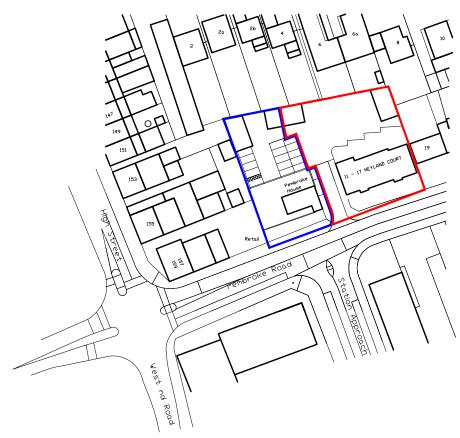
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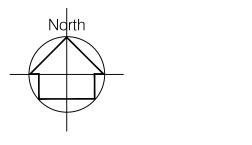
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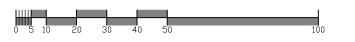
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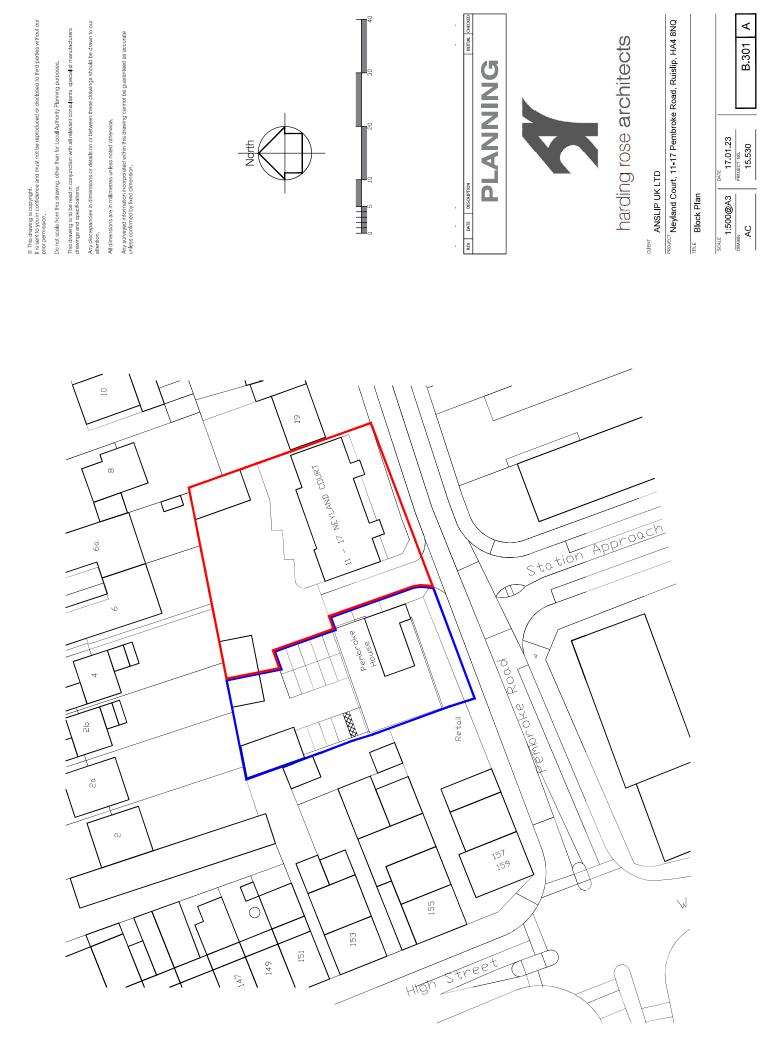
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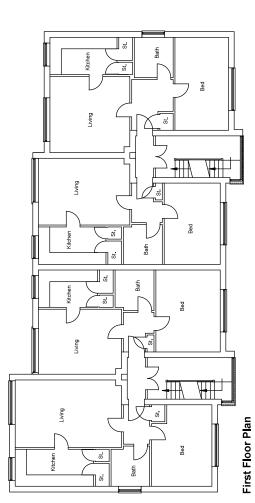
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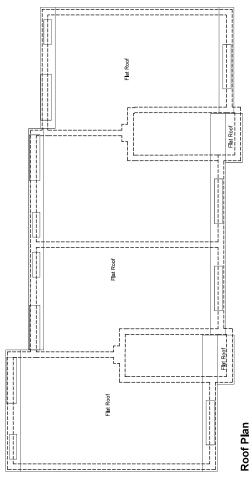
PROJECT Neyland Court, 11-17 Pembroke Road, Ruislip, HA4 8NQ

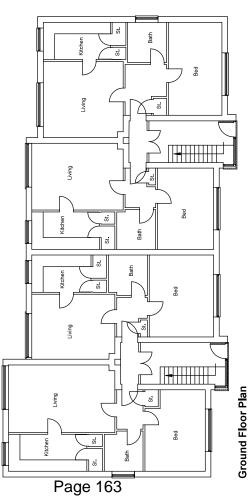
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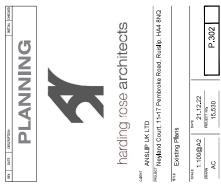
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Bed

Flat Roof

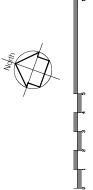
Flat Roof

Second Floor Plan



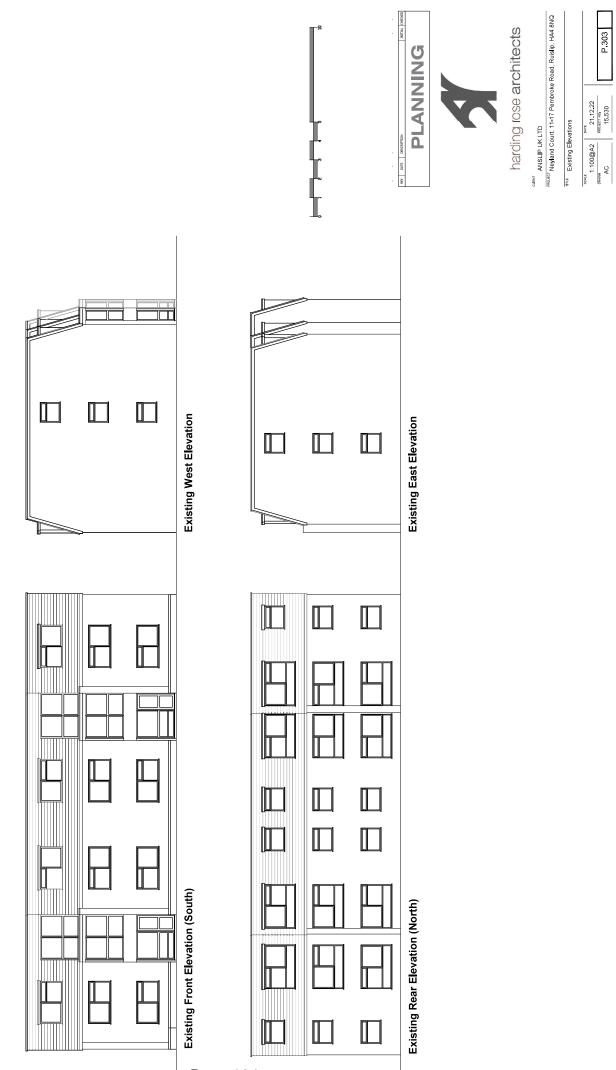
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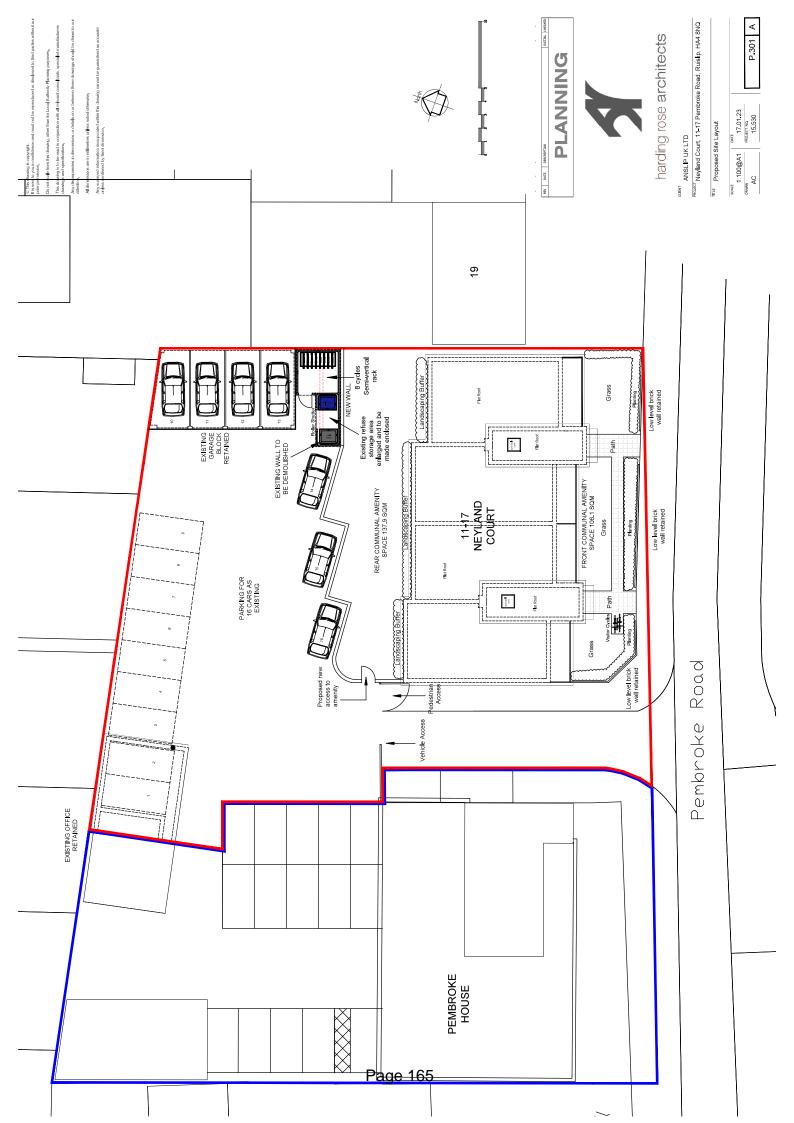


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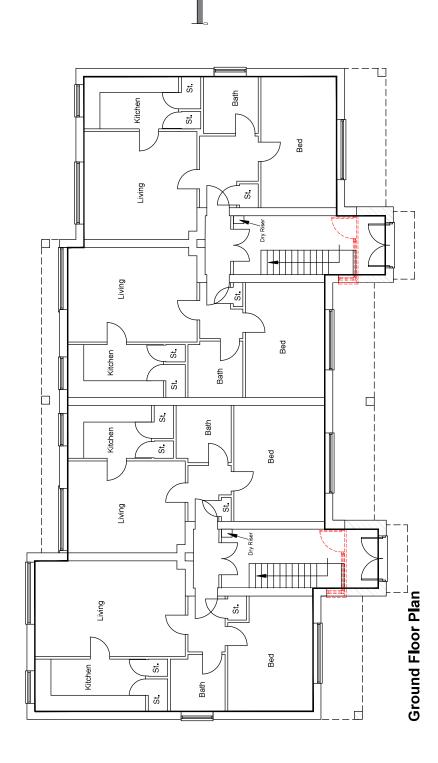
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PROJECT Neyland Court, 11-17 Pembroke Road, Ruislip, HA4 8NQ

ANSLIP UK LTD

CLIENT

TITLE Proposed Ground Floor Plan

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P.304

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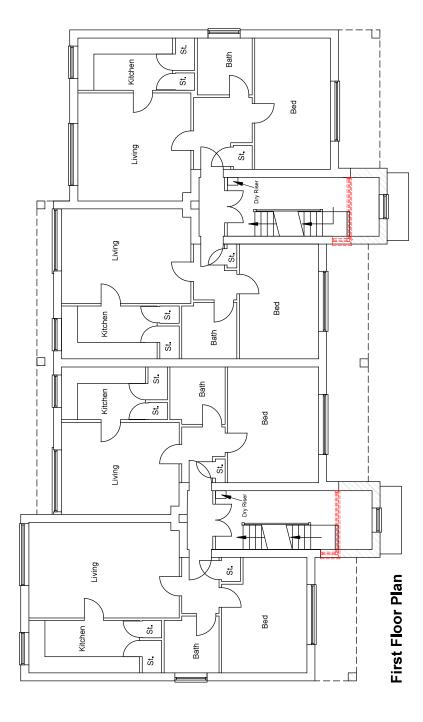
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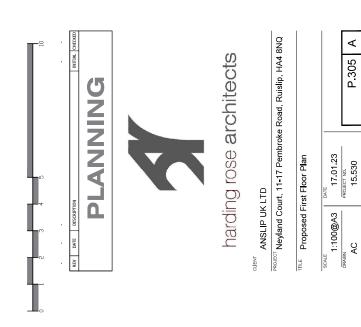
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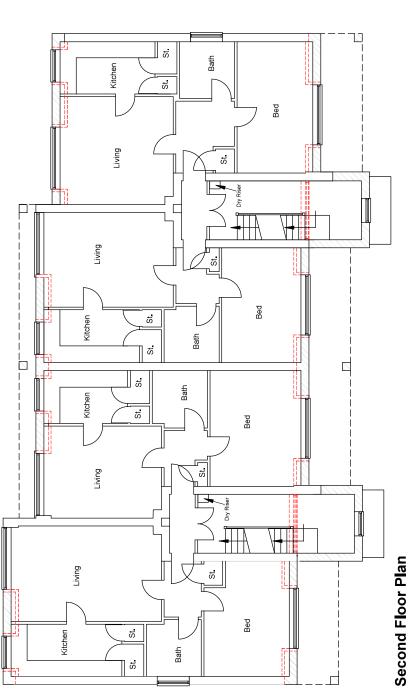
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PROJECT Neyland Court, 11-17 Pembroke Road, Ruislip, HA4 8NQ

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CLIENT

TITLE Proposed Second Floor Plan

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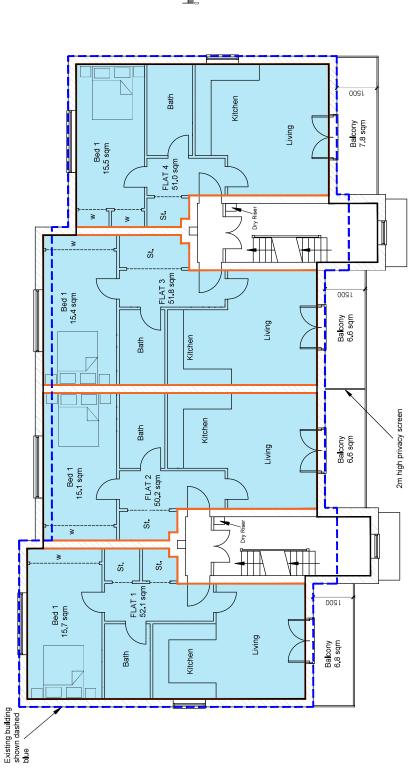
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PROJECT Neyland Court, 11-17 Pembroke Road, Ruislip, HA4 8NQ

ANSLIP UK LTD

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TITLE Proposed Third Floor Plan

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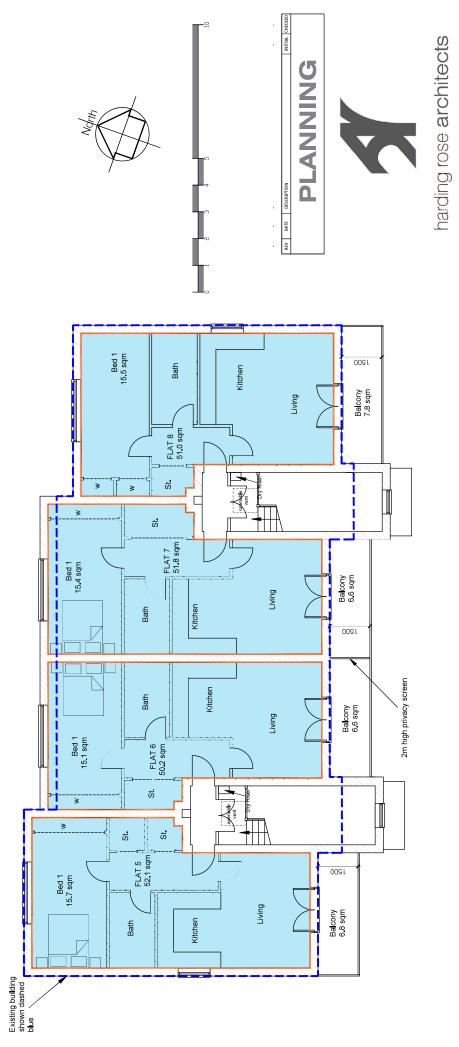
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PROJECT Neyland Court, 11-17 Pembroke Road, Ruislip, HA4 8NQ

ANSLIP UK LTD

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TITLE Proposed Fourth Floor Plan

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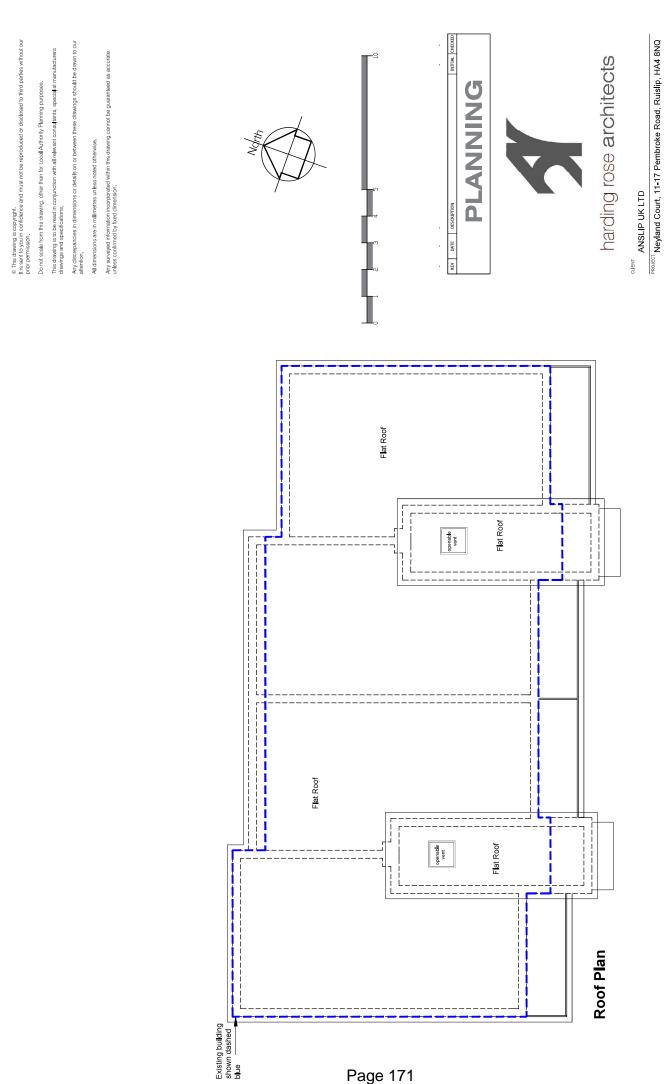
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P.309

DATE 17.01.23

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TITLE Proposed Roof Plan

PROJECT NO. 15.530

Page 171





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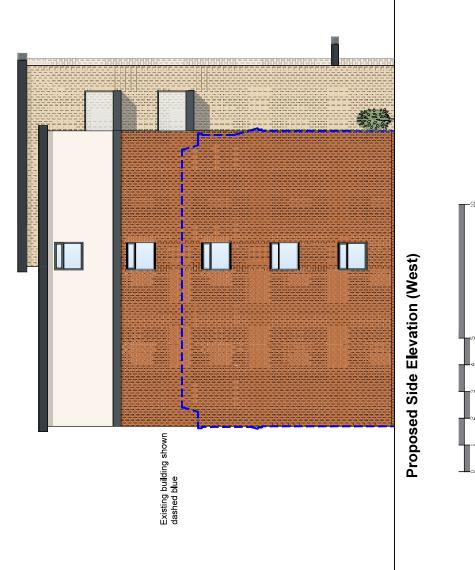
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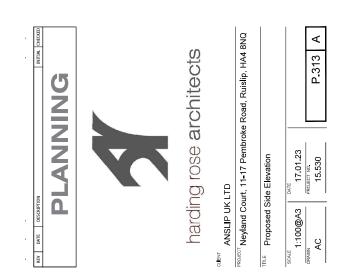
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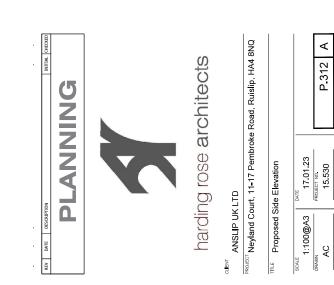
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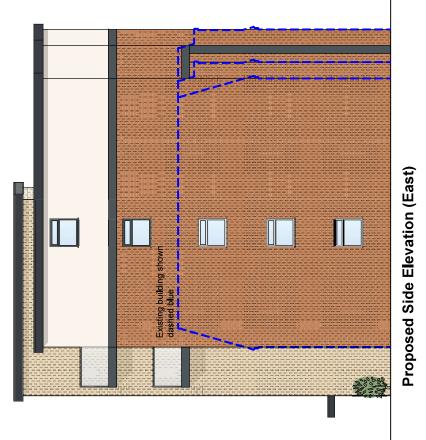
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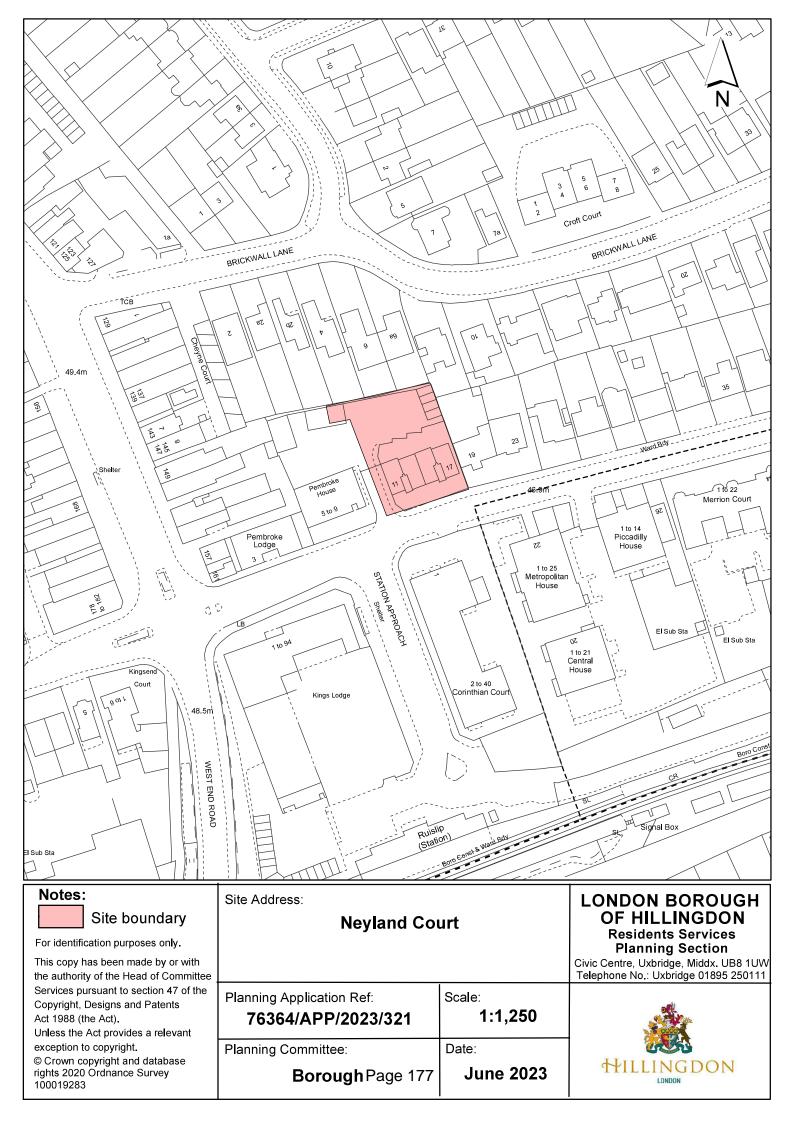
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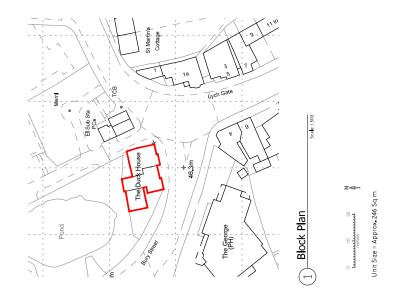


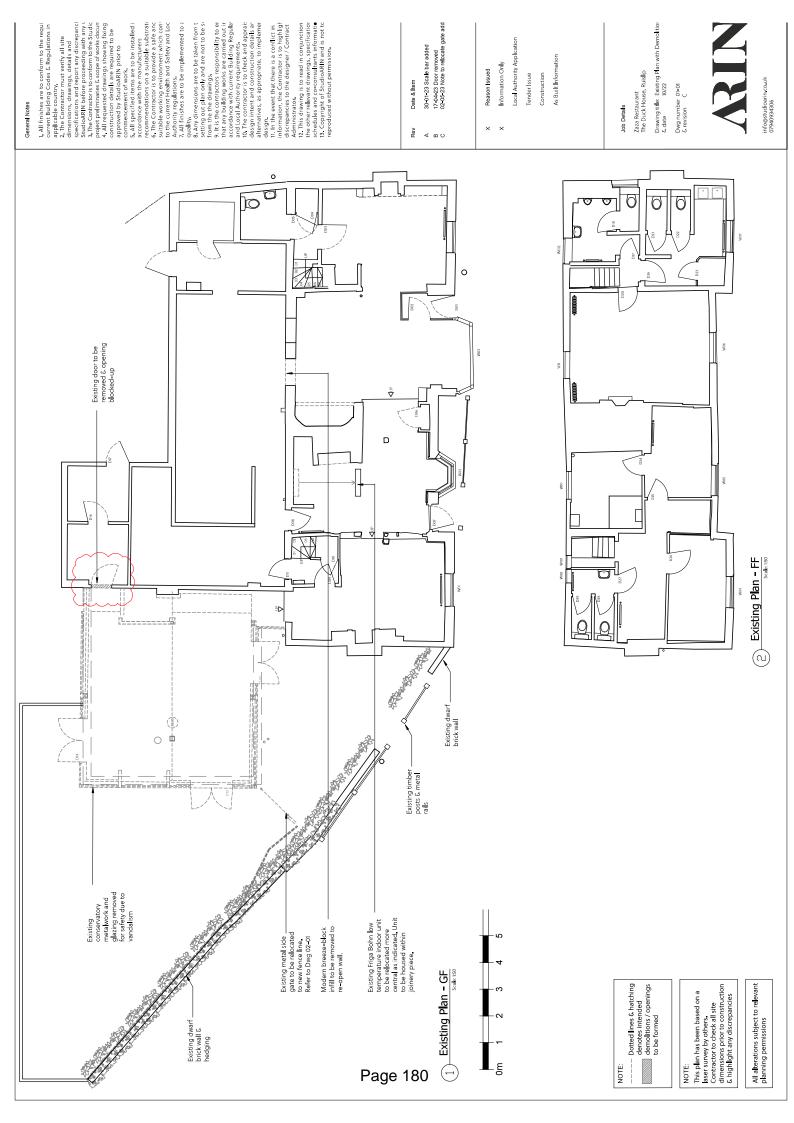
Report of the Interim Director of Planning, Regeneration & Public Realm

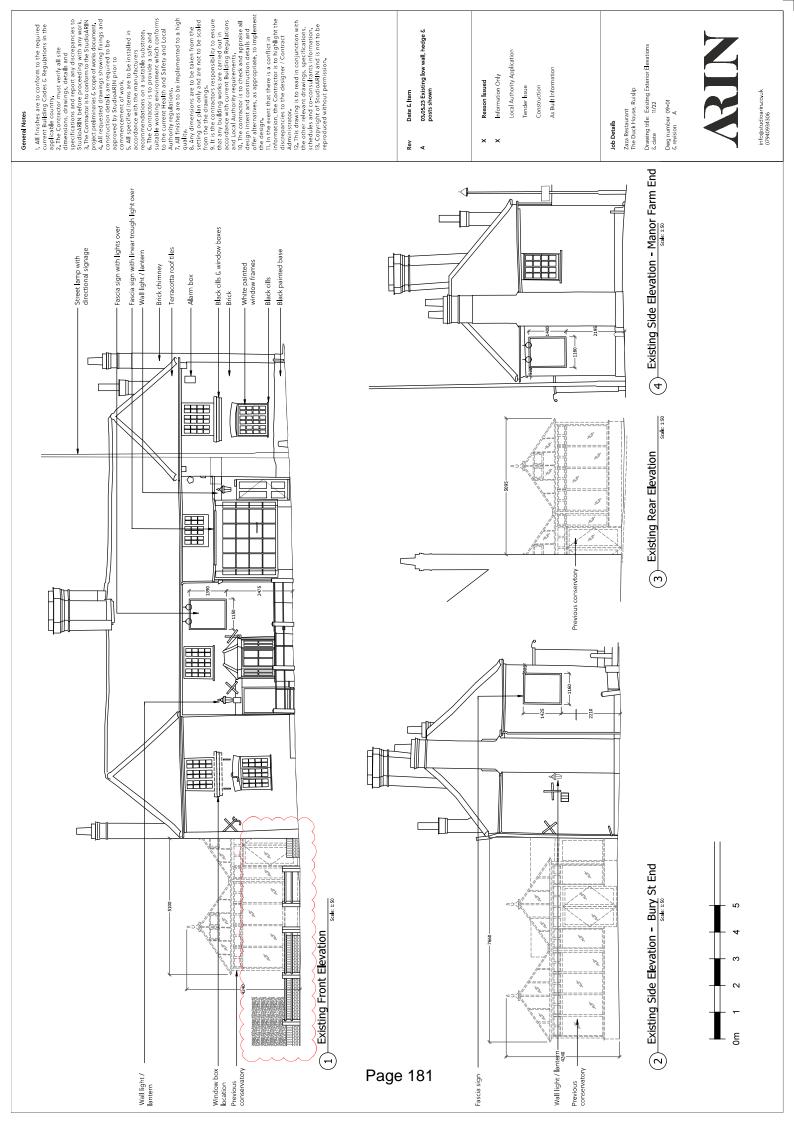
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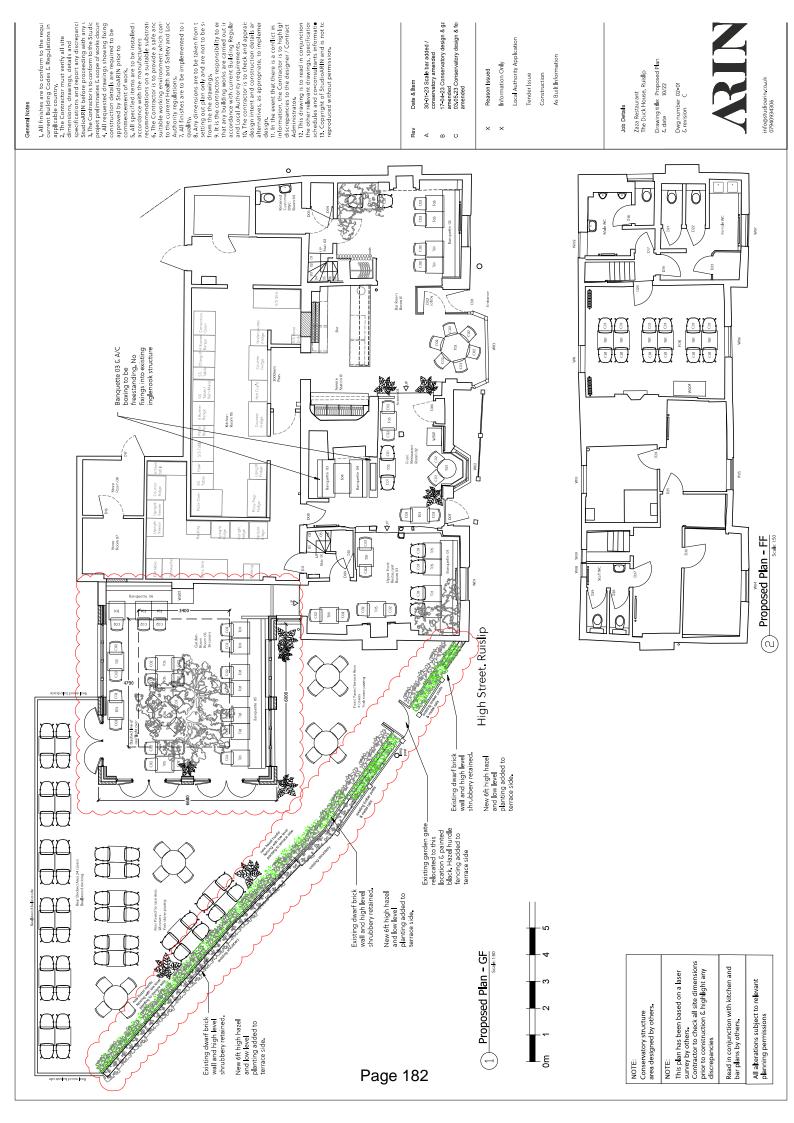
- **Development:** Demolition of UPVC conservatory, erection of replacement conservatory, replacement signage, external painting, creation of external terrace area and internal refurbishment (part retrospective)
- LBH Ref Nos: 16897/APP/2023/411

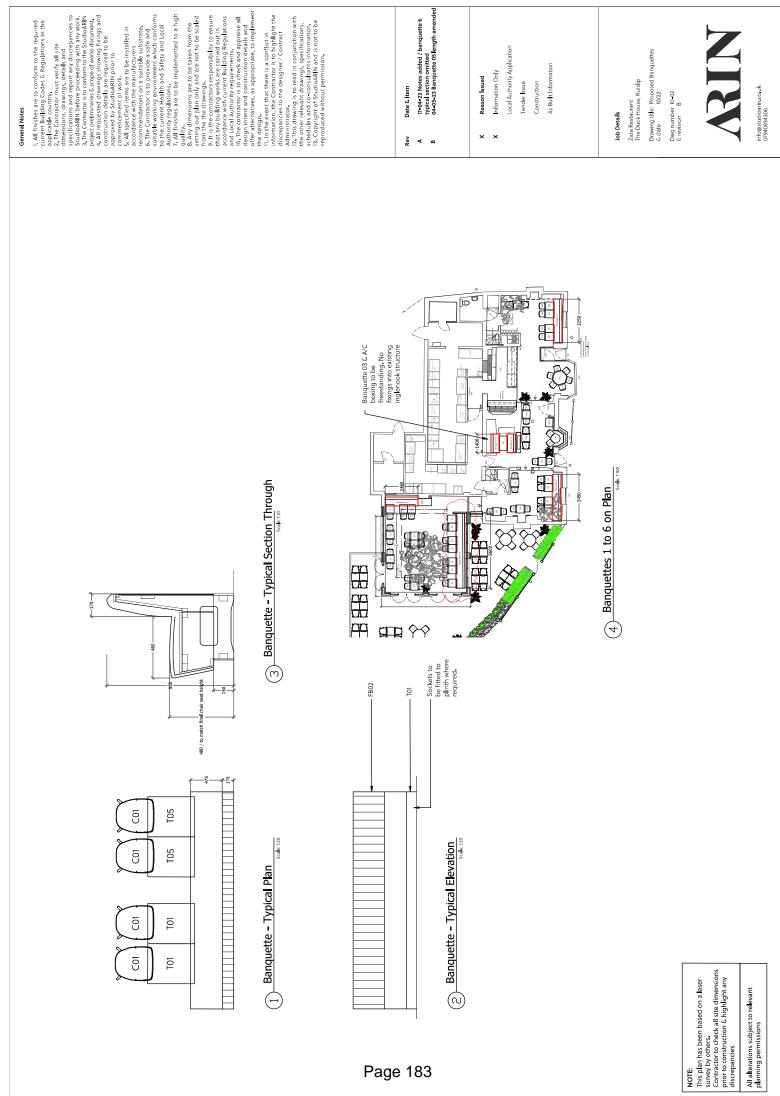




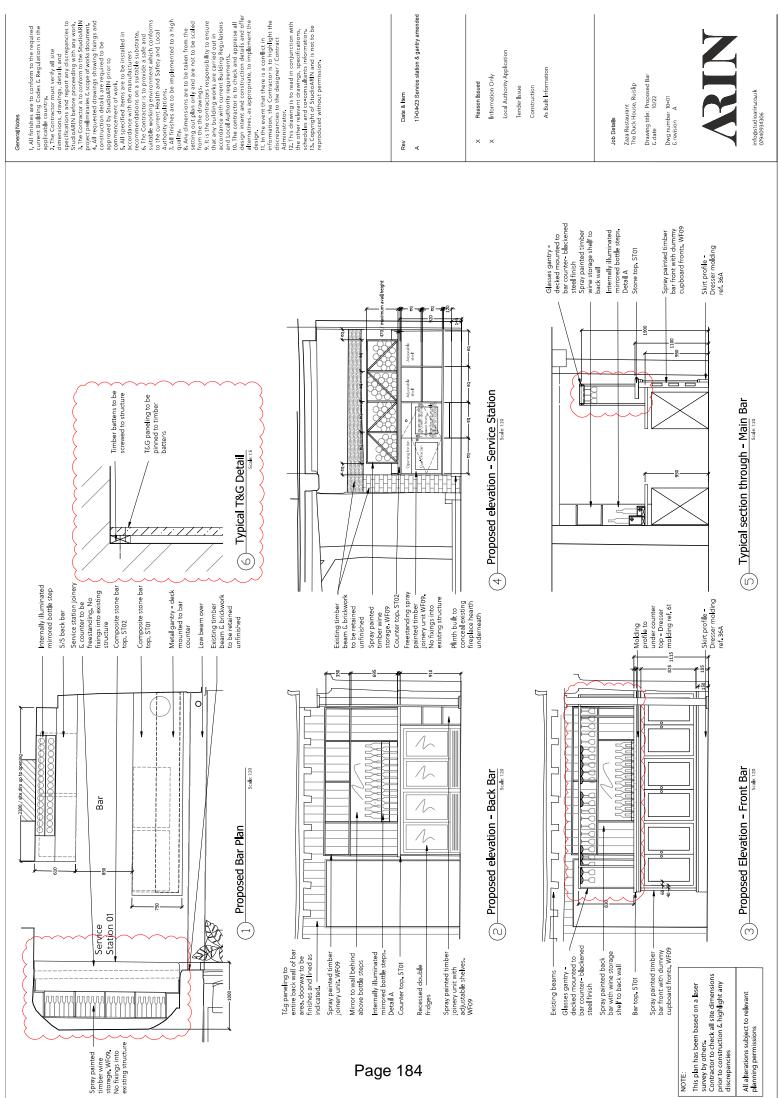


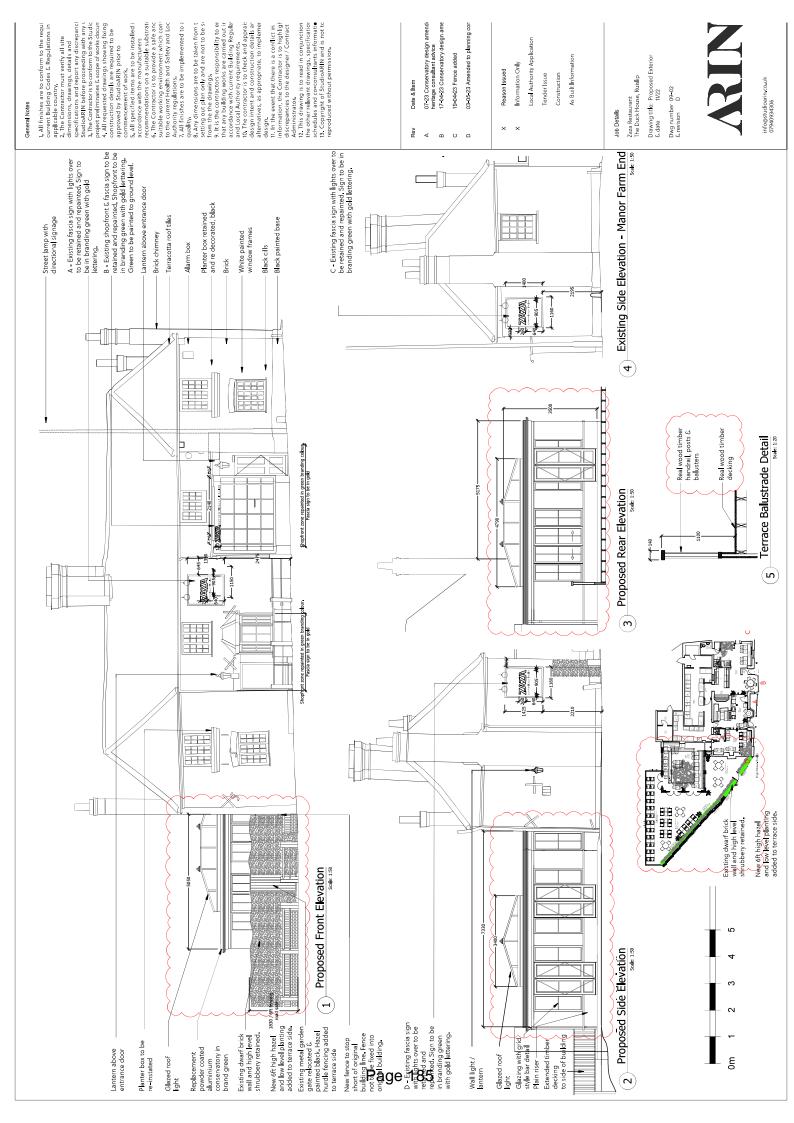


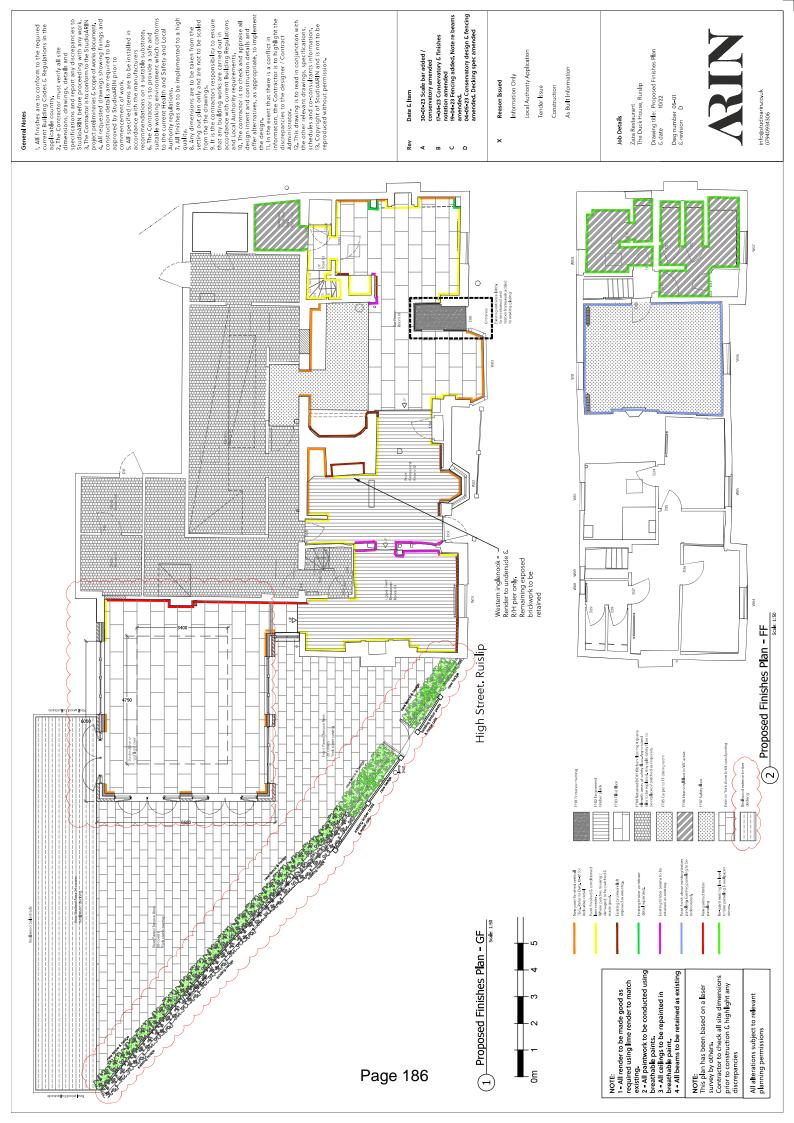


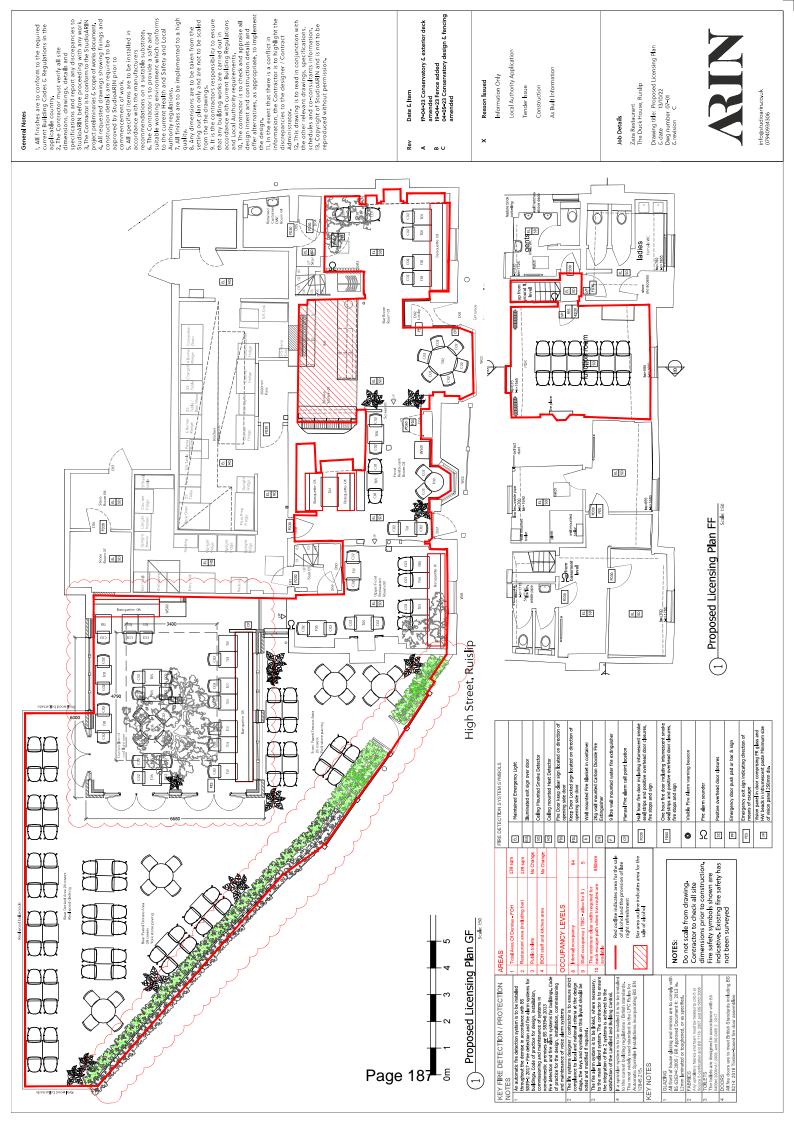


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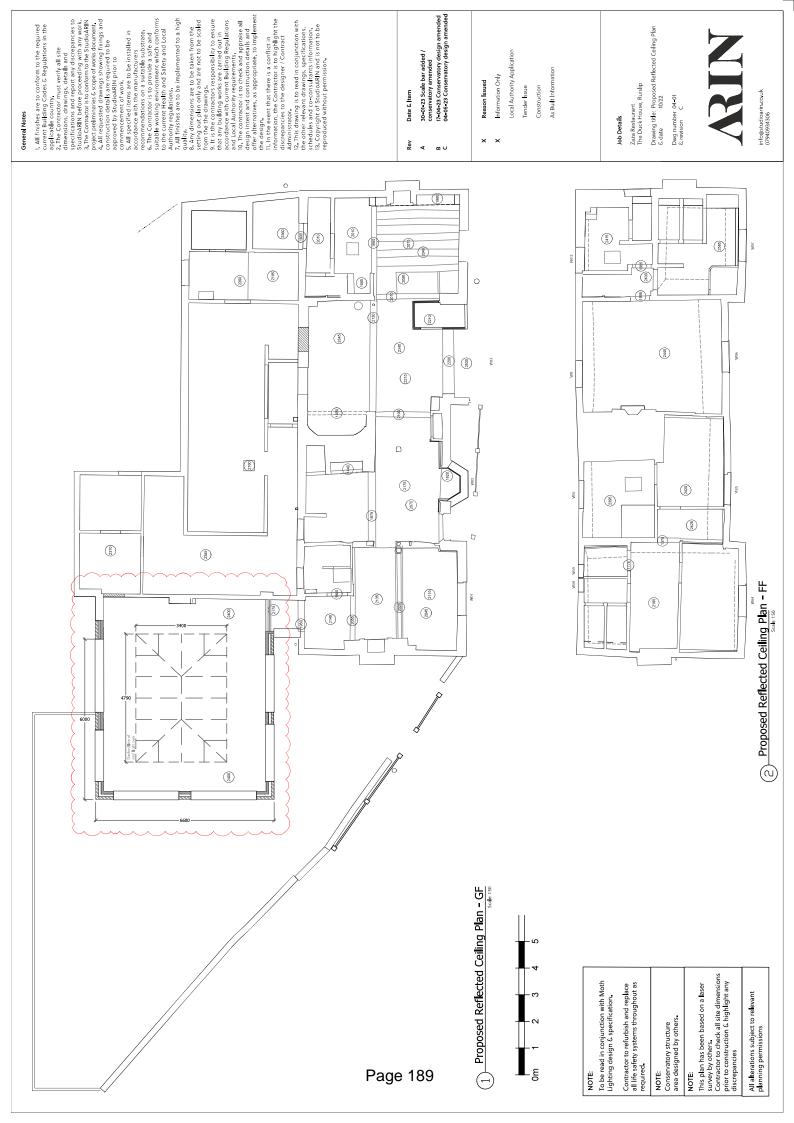


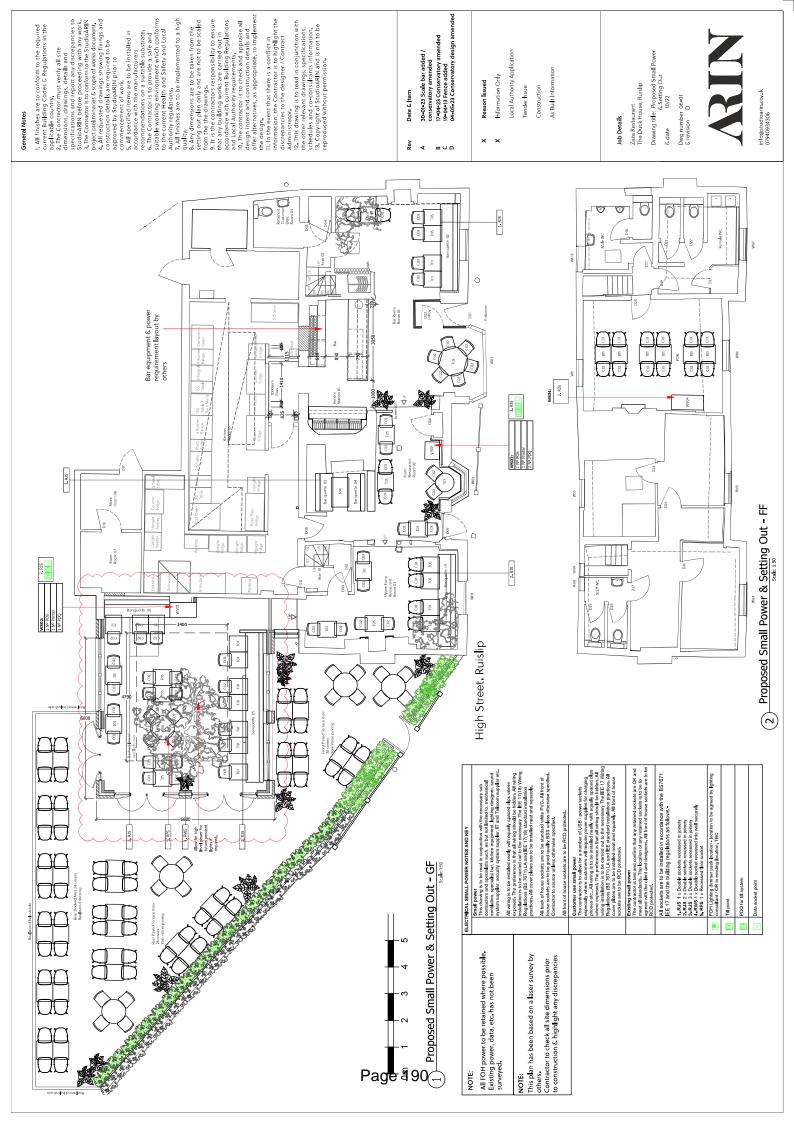


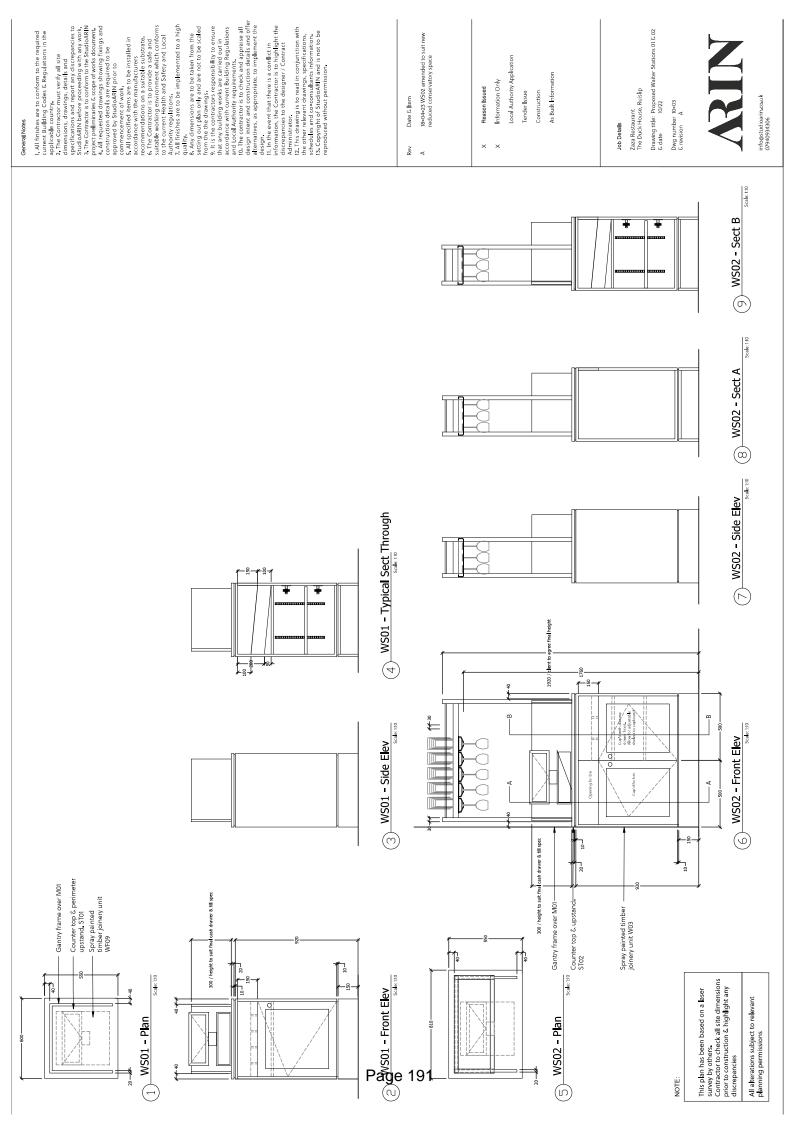


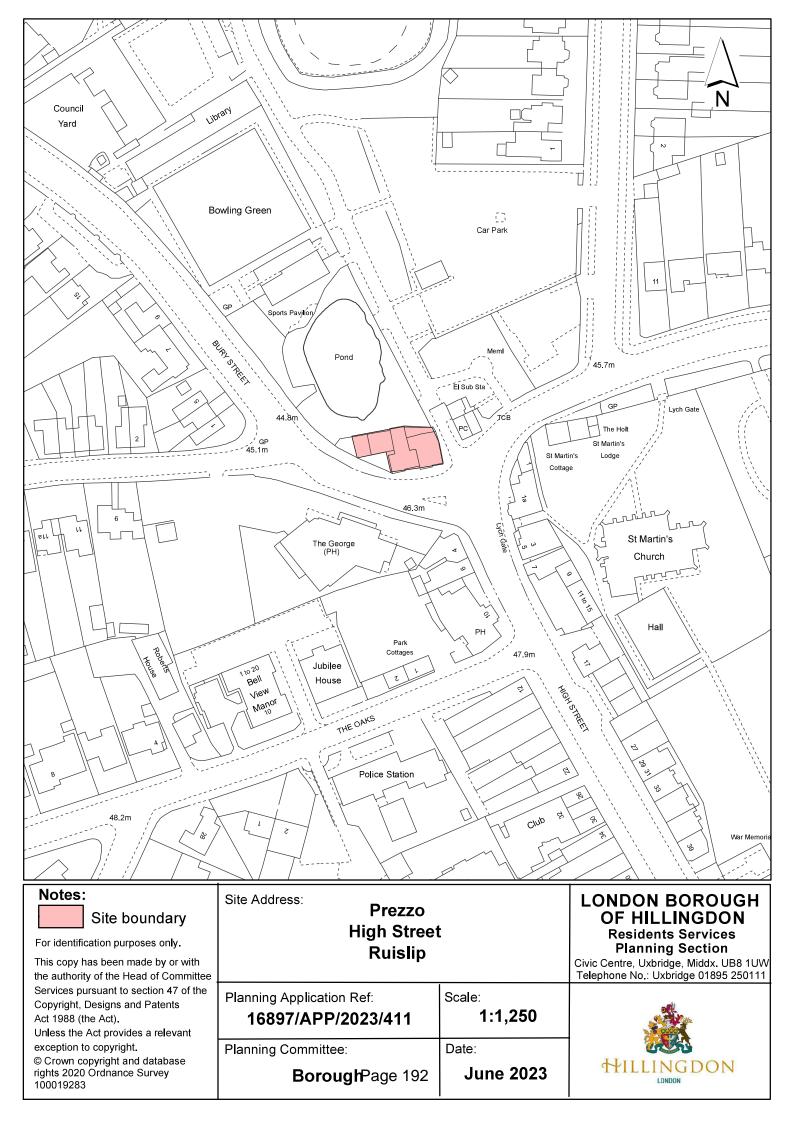












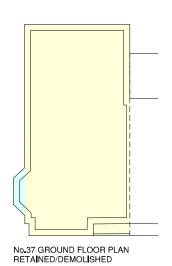
Report of the Interim Director of Planning, Regeneration & Public Realm

Address: 37 MIDHURST GARDENS HILLINGDON

- **Development:** Outline planning application for the partial demolition and retention of existing No.37 Midhurst Gardens and construction of new end-of-terrace two-bedroom dwelling set over two floors with associated, parking, amenity and formation of new access (all matters reserved)
- LBH Ref Nos: 77404/APP/2022/2171



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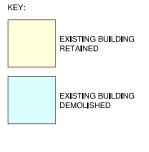
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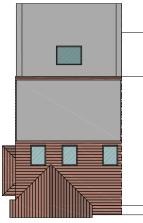
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GROUND FLOOR PLAN

FIRST FLOOR PLAN

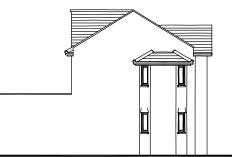




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No.37 EXISTING FRONT ELEVATION

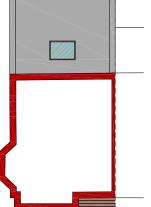


EXISTING SIDE ELEVATION



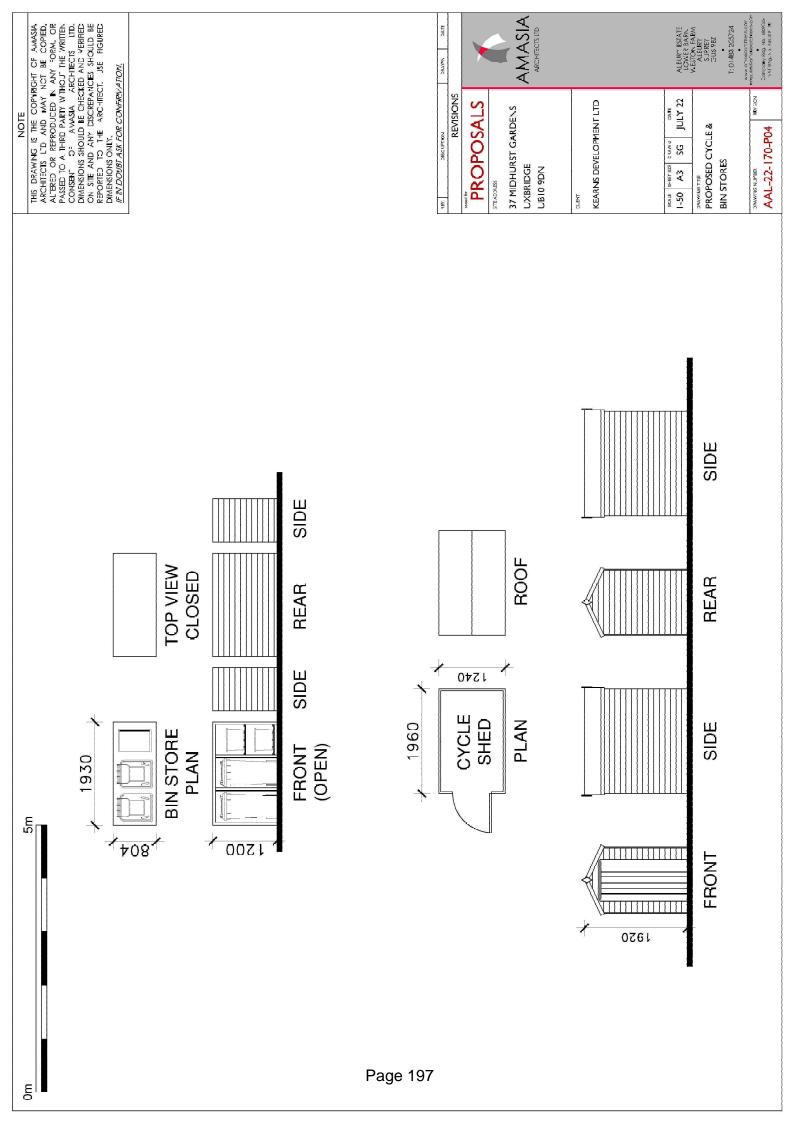
EXISTING REAR ELEVATION





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	Planning Application Ref: 77404/APP/2022/2171	Scale: 1:1,250	
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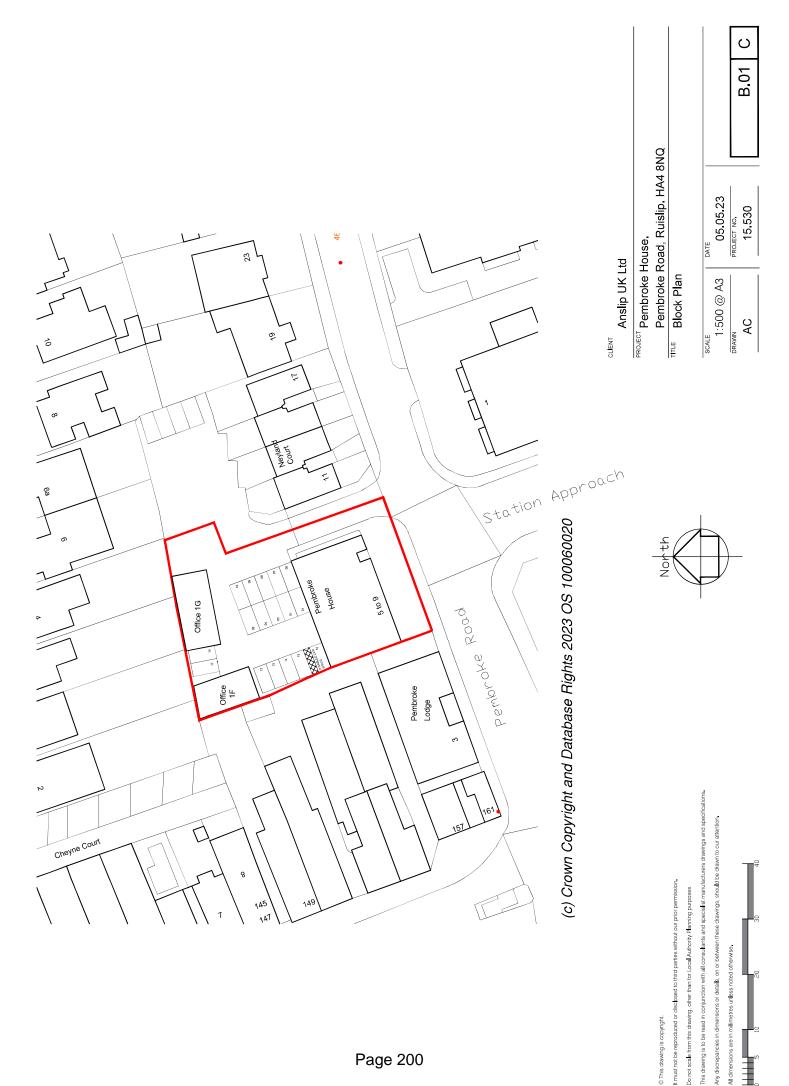
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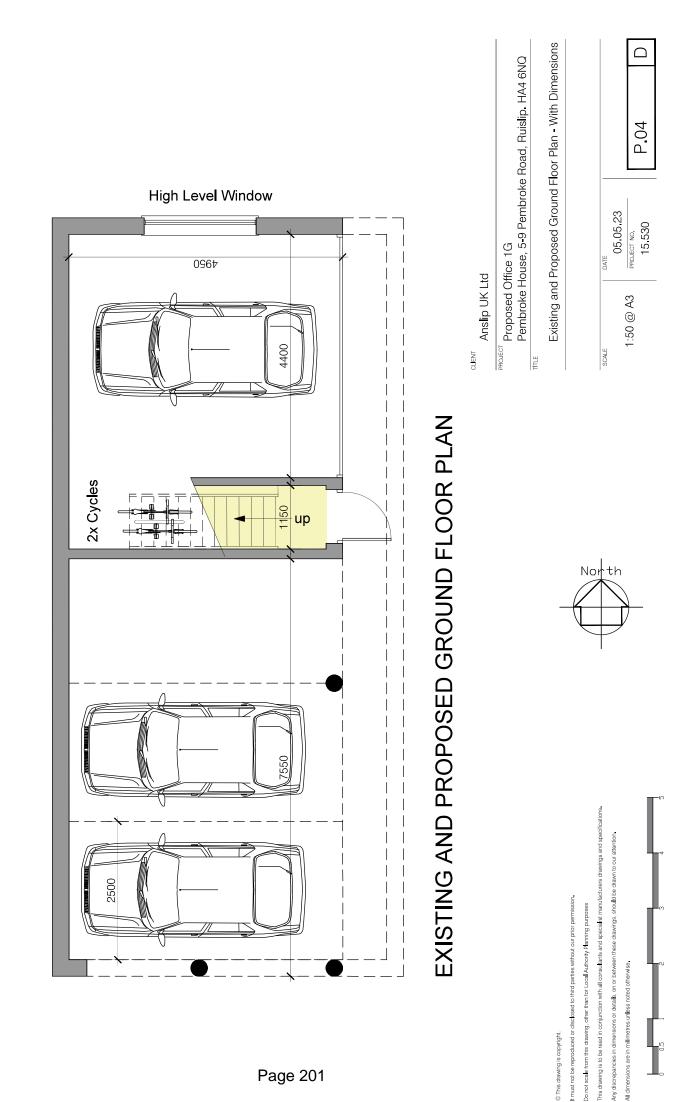
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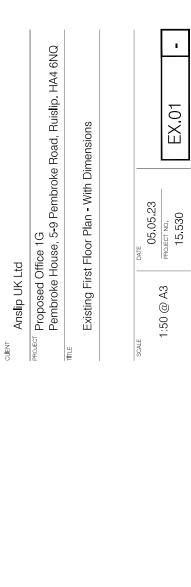
Report of the Interim Director of Planning, Regeneration & Public Realm

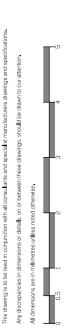
Address:PEMBROKE HOUSE 5-9 PEMBROKE ROAD RUISLIPDevelopment:Variation of Condition 2 of planning permission ref. 38324/APP/2019/4066,
dated 13/03/2020 (Erection of detached building to accommodate office
accommodation above existing parking) to amend elevations, infill of undercroft
and provision of wc/shower room and kitchen to first floor offices (part
retrospective).

LBH Ref Nos: 38324/APP/2022/2001





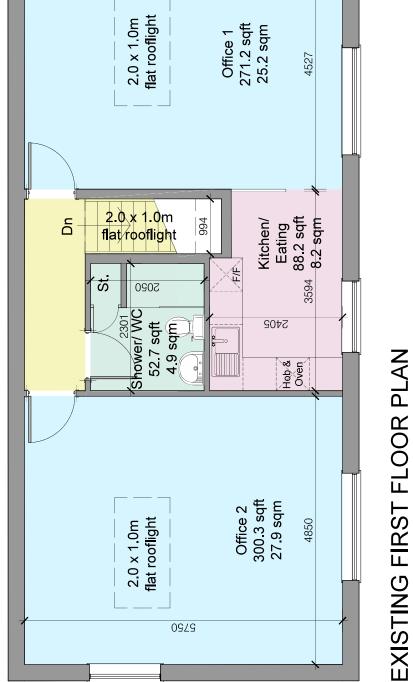




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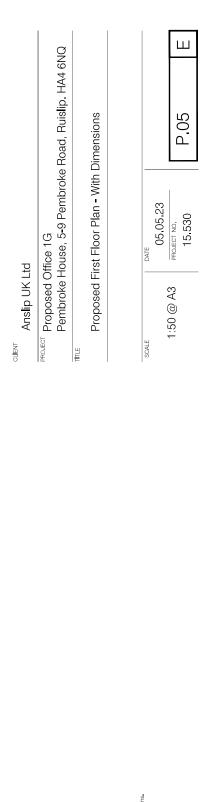
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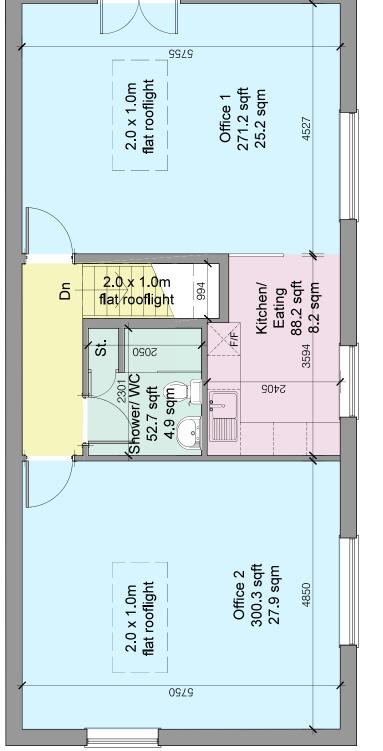
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PROPOSED FIRST FLOOR PLAN

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