

Report of the Head of Planning & Enforcement Services

Address LAND FORMING PART OF 111 PARKFIELD CRESCENT RUISLIP

Development: Erection of a 2-bedroom attached house with associated amenity space and parking (Part Retrospective Application)

LBH Ref Nos: 68057/APP/2011/2934

Drawing Nos: 11/200/101 Rev. A
11/200/100 Rev. A
Design and Access Statement
Location Plan
11/200/102

Date Plans Received: 02/12/2011 **Date(s) of Amendment(s):** 02/12/2011

Date Application Valid: 06/01/2012

1. SUMMARY

This application seeks permission to erect an attached two-bedroom house at the side of Nos. 109 - 101 Parkfield Crescent, a pair of semi-detached properties to create a small terrace.

The house would have an identical footprint and overall scale and bulk to that of a two storey extension that was approved at No. 111 Parkfield Crescent on 10/11/11, together with a single storey rear extension. However, as an attached house, readily identified as such with separate front door, boundary fencing etc, it is considered that the development would appear unduly cramped in a road which has a reasonably uniform character, mainly comprising semi-detached houses of a similar size and more spacious siting. This would be compounded by the introduction of the unbalanced terrace into the road, which would appear as an awkward addition in an area characterised by semi-detached dwellings. Furthermore, the house does not satisfy minimum floor space standards or Lifetime Homes standards. The proposal also fails to provide adequate off-street parking in an area that is not well served by public transport.

The application is recommended for refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development, with the introduction of a separate front door, subdivision of the plot, separate parking space and likely different frontage treatments of the two properties in the future, would no longer read as a subordinate extension to No. 111 Parkfield Crescent. As such, the proposed attached house would appear as an unduly cramped and incongruous addition within the street scene, resulting in the formation of an unbalanced and awkward terrace, which fails to harmonise with the more spacious character of the semi-detached properties that characterise the area. The proposal would therefore harm the visual amenities of the street scene, contrary to Policies BE13 and BE19 of the adopted Hillingdon Unitary Development Plan Saved Policies (September

2007) and Hillingdon's HDAS: 'Residential Layouts'.

2 NON2 Non Standard reason for refusal

The proposed attached house, by reason of its restricted internal floor area, would fail to provide a suitable standard of residential amenity for future occupiers, contrary to Policy BE19 of the Adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) and Policy 3.5 and Table 3.3 of the London Plan (July 2011) and to the Council's Supplementary Planning Documents HDAS: 'Accessible Hillingdon'.

3 NON2 Non Standard reason for refusal

The proposed house would fail to satisfy Lifetime Homes standards and as such would fail to adequately meet the needs of disabled persons, contrary to Policy 3.8 of the London Plan (July 2011) and the Council's Supplementary Planning Document: Accessible Hillingdon, January 2010.

4 NON2 Non Standard reason for refusal

The development fails to provide adequate off-street parking for the new dwelling and the existing house at No. 111 Parkfield Crescent. As such, it is considered that the proposal would be likely to give rise to additional demand for on-street parking in an area which is poorly served by public transport. The proposal therefore fails to comply with Policy AM14 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) and the Council's Adopted Car Parking Standards.

INFORMATIVES

1 I52 Compulsory Informative (1)

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

2 I53 Compulsory Informative (2)

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

BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.

BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
LPP 3.4	(2011) Optimising housing potential
LPP 3.5	(2011) Quality and design of housing developments
LPP 3.8	(2011) Housing Choice
LPP 5.2	(2011) Minimising Carbon Dioxide Emissions
LPP 5.3	(2011) Sustainable design and construction
LPP 5.7	(2011) Renewable energy
LPP 5.13	(2011) Sustainable drainage
LPP 5.15	(2011) Water use and supplies

3. CONSIDERATIONS

3.1 Site and Locality

Parkfield Crescent forms a residential crescent on the eastern edge of the Borough which is accessed from Field End Road. The application site is located on the eastern side of Parkfield Crescent, some 15m to the north of a right angle bend in the road and forms one of a pair of semi-detached properties. The two storey building is currently being erected on site. The other semi-detached property, No. 109 is sited to the north and has a single storey rear conservatory. The Borough boundary runs along the rear boundary of the site and is adjoined at the rear by a service road which lies within the London Borough of Harrow. The site forms part of the 'developed area' as identified in the adopted Hillingdon Unitary Development Plan (Saved Policies (September 2007)).

3.2 Proposed Scheme

This application seeks planning permission to erect an attached two bedroom house at the side of a semi-detached pair of houses.

The house would have an identical footprint and overall scale and bulk to that of the two storey extension that was approved at No. 111 Parkfield Crescent on 10/11/11, together with a single storey rear extension. The design only differs in terms of the fenestration and openings, the only differences being that a new front door, smaller ground floor window and design change to the first floor window are now proposed on the front elevation, a ground floor window serving a bathroom has been added on the side elevation and french doors with side lights replace a single door and window on the ground floor and a larger window would be installed at first floor level on the rear elevation.

The plans also show single car parking spaces in the front gardens of No. 111 and the proposed new property, with a bin store in the front garden of the new property, adjoining the side boundary with No. 113 and a bike store in the rear garden, also adjacent to the boundary with No. 113.

3.3 Relevant Planning History

Comment on Relevant Planning History

An application for a part two storey, part single storey side/rear extension and single storey rear extension with two rooflights, involving the demolition of an existing detached side garage and rear extension was approved on 10/11/12 (68057/APP/2011/2238).

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

- PT1.10 To seek to ensure that development does not adversely affect the amenity and the character of the area.
- PT1.16 To seek to ensure enough of new residential units are designed to wheelchair and mobility standards.
- PT1.39 To seek where appropriate planning obligations to achieve benefits to the community related to the scale and type of development proposed.

Part 2 Policies:

- BE13 New development must harmonise with the existing street scene.
- BE15 Alterations and extensions to existing buildings
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE22 Residential extensions/buildings of two or more storeys.
- BE23 Requires the provision of adequate amenity space.
- BE24 Requires new development to ensure adequate levels of privacy to neighbours.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
- AM7 Consideration of traffic generated by proposed developments.
- AM14 New development and car parking standards.
- HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006

LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
LPP 3.4	(2011) Optimising housing potential
LPP 3.5	(2011) Quality and design of housing developments
LPP 3.8	(2011) Housing Choice
LPP 5.2	(2011) Minimising Carbon Dioxide Emissions
LPP 5.3	(2011) Sustainable design and construction
LPP 5.7	(2011) Renewable energy
LPP 5.13	(2011) Sustainable drainage
LPP 5.15	(2011) Water use and supplies

5. Advertisement and Site Notice

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

6. Consultations

External Consultees

14 neighbouring properties were consulted and 3 responses have been received, together with a petition with 29 signatures.

The petition states:-

'We the undersigned ask the Planning Department of the London Borough of Hillingdon not to grant planning permission at 111 Parkfield Crescent, Ruislip to turn the property into 2 x separate terraced houses under planning application 68057/APP/2011/2934 for the following reasons:

1. The application to turn the property into two, 2 or 3 bedroom terraced properties will place an unacceptable strain on parking facilities on this part of Parkfield Crescent thereby impeding existing residents ability to park safely.
2. Parkfield Crescent is made up of predominantly 2 or 3 bedroom semi-detached properties, turning this house into terraced homes will be out of keeping with the current image of the street, the end house of which will look far too small and unsightly.'

The responses from individuals make the following points:-

- (i) Proposal not in keeping with the rest of the houses in the road as will appear squeezed. Parkfield Crescent is full of 2 and 3 bedroom semi-detached houses, mostly with shared drives between, giving a well balanced and spacious living area. This will introduce a small unbalanced terrace into street which will be an eyesore,
- (ii) My semi-detached property of last 20 years will become an end of terrace,
- (iii) This scheme will not promote family housing,
- (iv) Previously objected to extension on grounds that it will reduce light and privacy to rear garden of No. 113 Parkfield Crescent but this was ignored,
- (v) Proposal will reduce privacy of neighbouring properties, particularly as includes new side kitchen window overlooking No. 113,
- (vi) New windows may affect our prospects of being able to build in the future,
- (vii) New occupiers will be squeezed into a space that was never intended to fit an additional house,

- affecting quality of life for new and surrounding properties,
- (viii) Proposal will exacerbate existing parking problems on Parkfield Crescent, particularly in the evenings and at weekends,
 - (ix) Developer has advised that he is adding a loft extension and garage in rear garden to No. 111 Parkfield Crescent which is not on any plan. Developer plans to build on all available space and possibly convert properties to flats,
 - (x) Proposal will add to existing problems of sewers blocking,
 - (xi) The former detached garage at the property was attached to my garage and on 12/10/2011, developer promised to include a party wall agreement but this has not happened and garage has now been demolished, possibly putting my garage at risk and possibly foundations of my house,
 - (xii) Many residents very disappointed to see that changes are already planned to extension only granted permission on 10/11/2011,
 - (xiii) Scheme just to maximise profit, and
 - (xiv) Set unfortunate precedent.

South Ruislip Residents' Association: No response.

Internal Consultees

Access Officer:

The proposed development, due to its scale, is unsuitable to incorporate the Lifetime Home Standards for the following reasons.

The following access observations are provided:

1. To comply with the above policy requirements, the bathroom fittings should provide 700 mm to one side of the WC, with 1100 mm provided between the front edge of the toilet pan and a door or wall opposite. An enlargement of the bathroom to accommodate the above specification would likely render the scheme not viable.
2. The above Supplementary Planning Document states that all new dwellings should be designed to allow for the future installation of a through ceiling lift. The lift car would require an approximate area of 1500 mm x 1000 mm in addition to manoeuvring space, which would leave little or no space available for typical furniture items within the living room and corresponding bedroom.

Conclusion: Unacceptable

7. MAIN PLANNING ISSUES

7.01 The principle of the development

This is an established residential area where there would be no objection in principle to the creation of additional residential units, subject to the scheme satisfying other relevant planning considerations. These are dealt with elsewhere in this report.

7.02 Density of the proposed development

Policy 3.4 of the London Plan (July 2011) advises that Boroughs should ensure that development proposals maximise housing output having regard to local context, design principles, density guidance in Table 3.2 and public transport accessibility. Table 3.2 establishes a density matrix to establish a strategic framework for appropriate densities at different locations.

The density matrix is only of limited value when looking at small scale infill development such as that proposed with this application. In such cases, it is often more appropriate to consider how the scheme harmonises with its surroundings. However, the site is located within a suburban area and has a Public Transport Accessibility Level (PTAL) of 1a

(where 6 is the most accessible and 1 the least). Using the Mayor's guidance, with schemes that propose a typical unit size of 3 habitable rooms, the matrix recommends a density of 50-75 u/ha and 150-200 hr/ha. This proposal equates to a density of 60 u/ha and 180 hr/ha, which satisfies the Mayor's guidance.

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

Not applicable to this site.

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

The site is not located within or close to the Green Belt.

7.07 Impact on the character & appearance of the area

Parkfield Crescent forms a residential crescent which has a fairly uniform character, mainly comprised of semi-detached properties with a defined front building line and similar plot widths, separated by shared drives which give vehicular access to garages in their rear gardens. No. 111 Parkfield Crescent is one of the more unusual properties in the street in that it has a wider frontage which allowed a detached garage to be provided at the side of the house.

The proposed attached house would have an identical footprint, bulk and overall design as compared to the two storey extension approved on 10/11/2011 (68057/APP/2011/2238), with the only external difference to the building being to the fenestration detail and door openings. The extension was set back at first floor level and therefore considered to have an acceptable subordinate appearance and was set off the side boundary by 1m to leave an appropriate undeveloped gap in accordance with Policy BE22 of the saved UDP.

However, as a new attached house, the two storey building would no longer be read as an extension, with boundary fencing marking the boundaries, different treatment of the front elevations and gardens, proposed inclusion of a an additional front door, separate parking provision etc. The original 9.3m plot width would be sub-divided into 4.8m and 4.5m wide plots. This compares to the relatively uniform typical plot width along this part of Parkfield Crescent of 6 to 7m. Also, the semi-detached houses have typical front elevation widths of 4.9 to 5.5m as compared to the 3.4m width of the new house. As such, it is considered that as a new house, the development would appear unduly cramped within the street scene, with a cluttered appearance, given the siting and proximity of the front doors. Furthermore, the proposal would introduce a terrace into Parkfield Crescent. It is considered that the resultant terrace would have an un-balanced appearance and taken together with the very cramped appearance of the new attached house, the proposal would appear as an incongruous and awkward addition to the street scene, detrimental to its visual amenities. The scheme is therefore contrary to policies BE13 and BE19 of the adopted Unitary Development Plan Saved Policies (September 2007) and the Hillingdon HDAS: 'Residential Layouts'.

7.08 Impact on neighbours

The building works have already been granted permission as an extension. As such, the impact of the development in terms of potential for overdominance and loss of sunlight have already been considered and found to be acceptable. As regards the potential for overlooking, the only material difference between the proposed building works is a side window in the new house which would serve a bathroom. However, as this would be at ground floor level, any potential for the loss of privacy to the neighbouring property at No. 113 could be mitigated with suitable boundary fencing which could be controlled by condition.

As regards the potential for additional noise and general disturbance, it is considered that there would be no significant difference between the plot being used as one large house as compared to two smaller houses. As such, the scheme complies with Policies BE20, BE21, BE24 and OE1 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007).

7.09 Living conditions for future occupiers

In order for new residential units to provide an adequate standard of residential accommodation, both the London Plan (July 2011) and the Council's HDAS: 'Accessible Hillingdon' establish minimum floor space standards. For a two bedroom house, a minimum internal floor area of 83sqm is required. The internal floor area of the proposed house is 50sqm which represents a serious shortfall in terms of satisfying minimum standards. This also has implications for Lifetime Homes standards which are discussed at Section 7.12. As such, the proposal would not provide adequate amenities for its future occupiers.

The proposed habitable rooms all would provide adequate outlook and natural lighting for its future occupiers.

7.10 Traffic impact, car/cycle parking, pedestrian safety

This is an area that has a low PTAL score of 1a (where 6 represents the highest level of accessibility and 1 the lowest).

No. 111 Parkfield Crescent was previously served by a detached garage with an off-street parking space on the drive. Plans for the proposed extension only showed a single off-street space on the retained drive, but a further space could have easily been provided in front of the original house if this had been needed. This proposal only shows one off-street space in front of the new house with no replacement parking being shown for No. 111 Parkfield Road (which is also outside of the application site). As such, the proposal could realistically result in 3 additional vehicles requiring to park on Parkfield Crescent. The proposal is contrary to Policy AM14 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) and the Council's adopted Car Parking Standards.

7.11 Urban design, access and security

- Private amenity space

Design guidance requires two and three bedroom houses to provide a minimum of 60sqm of usable amenity space. The plans show that No. 111 Parkfield Avenue would retain 79sqm of its rear garden and the new house would have 74sqm of rear amenity space. Furthermore, it is considered that this amenity space would be usable, receiving adequate levels of sunlight.

7.12 Disabled access

Policy 3.8 of the London Plan (July 2011) advises that all new housing development should be built in accordance with Lifetime homes standards. Further guidance on these standards is provided within the Council's Supplementary Planning Document: Accessible Hillingdon, January 2010.

The Council's Access Officer advises that the proposed development, due to its scale, is too small to incorporate Lifetime Home Standards. In particular, the bathroom would need to be enlarged which would be likely to render the scheme unviable and the requirement to allow the future installation of a lift could not be satisfied as little space would be left in the living room and a bedroom for typical furniture.

As such, the scheme fails to satisfy Lifetime Homes standards, contrary to Policy 3.8 of

the London Plan (July 2011) and the Council's Supplementary Planning Document: Accessible Hillingdon, January 2010.

7.13 Provision of affordable & special needs housing

Not applicable to this application, given the nature of the proposed development.

7.14 Trees, Landscaping and Ecology

There are no trees on or close to the site that would constrain the development. It has been alleged that a number of trees have been removed to the rear of the site, but these trees have no great amenity value and sufficiently remote from the proposal so that this constitutes a separate issue which is being investigated by the Council's Anti-Social Behaviour Team, in conjunction with the London Borough of Harrow.

Extensive hardstanding in the front gardens of properties is characteristic of Parkfield Crescent. A condition could have been added to ensure that a front garden landscaping scheme would have been submitted, had the application not of been recommended for refusal. As such, the scheme complies with Policy BE38 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007).

7.15 Sustainable waste management

There is no requirement for proposals for houses with individual curtilages to identify where refuse will be stored as this would be largely a matter for the new occupiers. However, the submitted plans do show that there would be available space within the front garden with one off-street parking space.

7.16 Renewable energy / Sustainability

Had the application not of been recommended for refusal, a condition could have been added to any permission, requiring details of a scheme to demonstrate how Code 4 for Sustainable Homes could be satisfied.

7.17 Flooding or Drainage Issues

The application does not lie within an area prone to flooding. A condition could have been added to any grant of permission to ensure a sustainable drainage scheme was provided.

7.18 Noise or Air Quality Issues

This application raises no specific noise or air quality issues.

7.19 Comments on Public Consultations

The petitioners comments have been dealt with in the officer's report as have points (i), (v) , (vii) and (viii) raised within the individuals' responses. Point (ii) is noted, but this is a civil matter and not a reason to refuse planning permission. As this proposal is for a two-bedroom house, albeit a small one, point (iii) is disputed. Point (iv) is noted, but the previous concern raised was not ignored, rather the relationship of the extension to No. 113 was commonplace and did not result in unacceptable loss of amenity that could justify a refusal of permission. Points (vi) and (xiv) are noted, but each application has to be considered on its individual merits. Point (ix) is speculation and need to consider the scheme that has been submitted. Points (x) and (xi) do not raise planning matters. Points (xii) and (xiii) are noted.

7.20 Planning Obligations

Given the scale and nature of the scheme, there would be no requirement for a contribution in accordance with Policy R17 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007).

7.21 Expediency of enforcement action

No enforcement issues are raised by this application. The Council's Anti-Social Behaviour Team, together with the London Borough of Harrow are investigating other possible alleged breaches of planning control at the site.

7.22 Other Issues

There are no other issues raised by this application.

8. Observations of the Borough Solicitor

When making their decision, Members must have regard to all relevant planning legislation, regulations, guidance, circulars and Council policies. This will enable them to make an informed decision in respect of an application.

In addition Members should note that the Human Rights Act 1998 (HRA 1998) makes it unlawful for the Council to act incompatibly with Convention rights. Decisions by the Committee must take account of the HRA 1998. Therefore, Members need to be aware of the fact that the HRA 1998 makes the European Convention on Human Rights (the Convention) directly applicable to the actions of public bodies in England and Wales. The specific parts of the Convention relevant to planning matters are 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).

Article 6 deals with procedural fairness. If normal committee procedures are followed, it is unlikely that this article will be breached.

Article 1 of the First Protocol and Article 8 are not absolute rights and infringements of these rights protected under these are allowed in certain defined circumstances, for example where required by law. However any infringement must be proportionate, which means it must achieve a fair balance between the public interest and the private interest infringed and must not go beyond what is needed to achieve its objective.

Article 14 states that the rights under the Convention shall be secured without discrimination on grounds of 'sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status'.

9. Observations of the Director of Finance

10. CONCLUSION

Although the two storey attached development is acceptable as an extension, it is not acceptable as an attached house. It has been designed as a subordinate extension and as an attached house, the development appears unduly cramped in a road which has a reasonably uniform character, mainly comprising semi-detached houses of a similar size and more spacious siting, separated by their shared drives. This would be compounded by the introduction of the unbalanced terrace into the road, which would appear as an awkward addition. Furthermore, the house does not satisfy minimum floor space or Lifetime Homes standards. The proposal also fails to provide adequate off-street parking in an area that is not well served by public transport.

The application is therefore recommended for refusal.

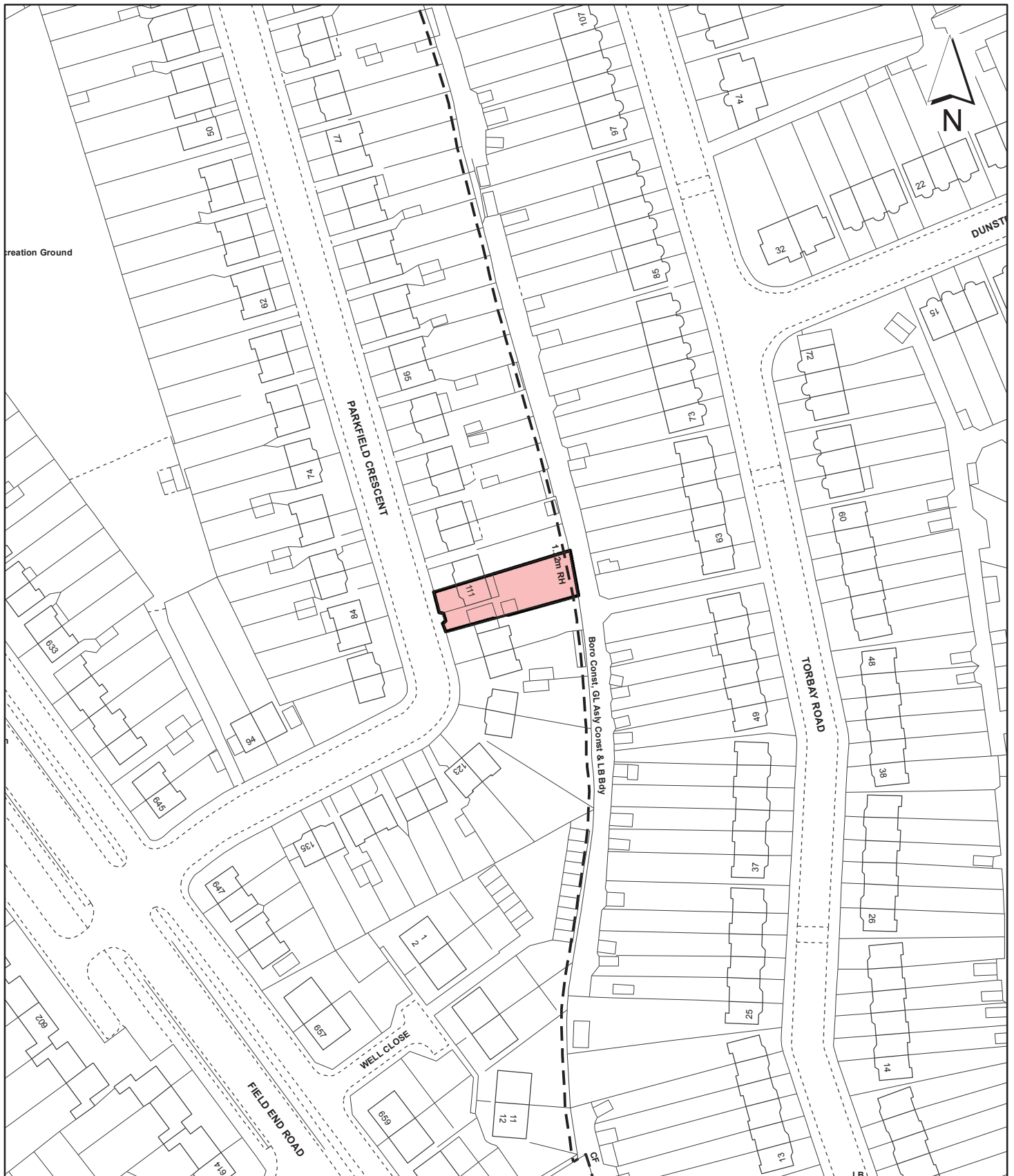
11. Reference Documents

PPS1: Delivering Sustainable Development
PPS3: Housing

London Plan (July 2011)
Adopted Hillingdon Unitary Development Plan Saved Policies (September 2007)
HDAS: Residential Layouts & Accessible Hillingdon
Consultation responses

Contact Officer: Richard Phillips

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Notes

 Site boundary

For identification purposes only.

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Site Address

**111 Parkfield Crescent
Ruislip**

Planning Application Ref:

68057/APP/2011/2934

Planning Committee

North

Scale

1:1,250

Date

**February
2012**

**LONDON BOROUGH
OF HILLINGDON**
Planning,
Environment, Education
& Community Services

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