Report of the Head of Planning & Enforcement Services

Address 16 AND 18 KINGSEND RUISLIP

Development: Conversion of 2 x existing dwellings to create 6 x 2-bed and 2 x 1-bed self

contained flats with associated parking and amenity space involving part two storey, part single storey rear extensions, single storey side extensions, single storey infill extension to make central link, conversion of roof space to habitable use to include a rear dormer, 2 rear rooflights and 4 side rooflights, installation of photovoltaic panels to side, alterations to roof and installation

of vehicular crossover

LBH Ref Nos: 63221/APP/2012/878

Drawing Nos: 11031-108A

11031-109A 11031-110A 11031-113A 11031-114A 11031-125A

Planning Statement

Design and Access Statement

RUISO711 11031-100 11031-101 11031-102 11031-104 11031-115 11031-111 11031-112 11031-118 11031-119

11031-120 Rev. A

11031-121 11031-122 11031-116 11031-117 11031-115A 11031-123B 11301-124B

Viridian Solar - Manufacturers Specification Including details of panels

11031-106A 11031-107A

Date Plans Received: 12/04/2012 Date(s) of Amendment(s):

Date Application Valid: 07/09/2012

1. SUMMARY

Planning permission is sought for the conversion of two existing detached dwellings to create 6 x 2-bed and 2 x 1-bed self contained flats with associated parking and amenity space. This would also involve the erection of part two storey, part single storey rear extensions, single storey side extensions, a single storey infill extension to make a

North Planning Committee - 31st October 2012 PART 1 - MEMBERS, PUBLIC & PRESS

central link between the two properties and the alteration and conversion of the roof space to habitable use. A new vehicular crossover is also proposed leading to eight parking bays in the garden of the site. This application is a revision and resubmission of three previously refused applications.

Whilst this submission has addressed issues relating to the amenity of future residents, it is considered that the design of this proposal would neither preserve nor enhance the character and appearance of the Ruislip Village Conservation Area. Furthermore, the extensions do not harmonise with the architectural form of the existing buildings and are therefore contrary to established policies and guidance pertaining to residential extensions.

When considered with other developments benefiting from planning permission, the scale of the development as a whole would result in a cumulative impact that would be to the detriment of the character of the residential setting of Kingsend.

No agreement has been reached with the applicant in respect of contributions towards the improvement of education facilities required to off-set the demands created by the proposed development.

Refusal of the application is therefore recommended.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The scale of the development would be detrimental to the character of Kingsend when considered in the context of the cumulative impact of existing flatted development and that benefiting from planning permission in the surrounding area. The scheme is therefore contrary to Policies BE13 and BE19 of the Hillingdon Unitary Development Plan Saved Policies September 2007, Policies 3.5 and 7.4 of the London Plan (2011) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

2 NON2 Non Standard reason for refusal

The development, in particular the rear extensions proposed to the rear of each dwelling, would fail to harmonise with the scale, form, architectural composition and proportions of the original buildings to the detriment of their character and appearance and the visual amenities of the wider Ruislip Village Conservation Area and are considered contrary to Policies BE4, BE13, BE15 and BE19 of the Hillingdon Unitary Development Plan Saved Policies September 2007, and the adopted Supplementary Planning Documents HDAS: Residential Extensions and HDAS: Residential Layouts.

3 NON2 Non Standard reason for refusal

The proposed development, by reason of its design, layout, scale, proportions and massing, would result in a cramped, unduly intrusive, visually prominent and inappropriate form of development, which fails to respect and would be out of keeping with the character and appearance of the Ruislip Village Conservation Area and would be to the detriment of the visual amenities of Kingsend. The scheme is therefore contrary to Policy BE4, BE13, BE15 and BE19 of the Hillingdon Unitary Development Plan Saved Policies September 2007 and the adopted Supplementary Planning Documents HDAS: Residential Extensions and HDAS: Residential Layouts.

4 NON2 Non Standard reason for refusal

The applicant has failed to provide contributions towards the improvements of services

and facilities as a consequence of demands created by the proposed development (in respect of education). The scheme therefore conflicts with Policy R17 of the London Borough of Hillingdon Unitary Development Plan Saved Policies September 2007, and the adopted Supplementary Planning Document HDAS: Planning Obligations.

INFORMATIVES

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

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 (February 2008) and national guidance.

AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE4	New development within or on the fringes of conservation areas
BE13	New development must harmonise with the existing street scene.
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
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.4	(2011) Optimising housing potential
LPP 3.5	(2011) Quality and design of housing developments
LPP 3.8	(2011) Housing Choice
LPP 5.3	(2011) Sustainable design and construction
LPP 7.4	(2011) Local character

3. CONSIDERATIONS

3.1 Site and Locality

The application site has an area of 0.1647ha and is located on the northern side of Kingsend. It comprises two detached two storey red brick dwelling houses (No.16 and No.18 Kingsend). The site has an overall frontage to Kingsend of approximately 35 metres and is located within the Ruislip Village Conservation Area.

Kingsend is designated as a Local Distributor Road on the Proposals Map of the adopted Hillingdon Unitary Development Plan (Saved Policies September 2007). The site is located approximately 300 metres from Ruislip Station and has a Public Transport Accessibility Level (PTAL) score of 4 on a scale of 1 to 6 where 6 represent the highest level of accessibility.

The subject properties are situated in a predominantly residential area, and consist of two separate two storey buildings, currently clearly separated by an existing one storey linking element. The distinct chimney stacks on either side gable reinforce the character of the individual buildings. The current layout of the two separate buildings provides views between them which are an important characteristic of the street.

These are an attractive pair of yellow stock brick, detached two storey Queen Anne style houses with red brick dressings, similar in appearance and quality to some of the Hampstead Garden Suburb properties. The houses are symmetrical in design and linked by a nicely detailed shared screen wall housing two separate side entrances with arched brick detail over. The houses have wide frontages, but are quite shallow in terms of their depth. They have steeply pitched plain tiled roofs and quite large prominent stacks.

No. 18a, the detached property to the west has not been extended, however, the other neighbouring property to the east (No. 14) has been extended by way of small single storey rear extensions.

There is little difference in levels between the application properties and those adjacent.

3.2 Proposed Scheme

Planning permission is sought for the conversion of two existing detached dwellings to create 6 x 2-bed and 2 x 1-bed self contained flats with associated parking and amenity space as well as various extensions, discussed as follows:

No.16

It is proposed that the part single storey side and rear extension would be 2.5m wide when viewed from the street and 9.6m deep, extending 3.1m beyond the rear elevation of the property where it would wrap around the rear elevation extending across by 0.5m. It would have a flat roof measuring 2.9m in height. To the front elevation it would incorporate a new main entrance door. Set in 1.7m from the side of this extension a two storey rear extension is proposed which would be 7.1m wide, 5.1m deep with a hipped roof, 5.1m in height to the eaves and 8.5m in height to the ridge. A dormer would be located in the roof of this extension and two roof lights are proposed in the roof of the original property.

No.18

It is proposed that the part single storey side and rear extension would be 3.2m wide when viewed from the street and 9.7m deep extending 3.1m beyond the rear elevation of the main house. It would wrap around the rear of the property extending across by 0.8m. It

would have a flat roof measuring 2.9m in height. It would incorporate a new main entrance door to its front elevation. Set in 1.6m from the side elevation of this extension a two storey rear extension is proposed. It would be 8.0m wide, 5.1m deep with a hipped roof, 5.2m in height to the eaves and 8.5m in height to the ridge. A dormer is proposed in the roof of this extension and two small rooflights are proposed in the main dwelling.

A further part single storey side and rear extension would be constructed between both properties linking the two. It would be 2.3m wide when viewed from the street and would be 11.5m deep, extending 4.5m beyond the rear elevation of the main house where it would in fill the gap between the rear of the original dwellings and their proposed two storey rear extensions. All of the extensions would be constructed using matching materials and additional fenestration is proposed in the front, rear and side elevations of the properties.

To the rear, a large communal garden would be retained and to the front large area of hardstanding comprising eight parking bays is proposed.

3.3 Relevant Planning History

63221/APP/2007/1817 16 And 18 Kingsend Ruislip

CONVERSION OF TWO EXISTING DETACHED DWELLINGHOUSES AND A LINK EXTENSION TO FORM ONE RESIDENTIAL BLOCK OF 14 FLATS WITH ASSOCIATED PARKING AND AMENITY SPACE

Decision: 27-09-2007 Refused

63221/APP/2007/3582 16 And 18 Kingsend Ruislip

CONVERSION AND EXTENSION OF TWO EXISTING DETACHED DWELLINGHOUSES TO PROVIDE 12 RESIDENTIAL FLATS WITH ASSOCIATED PARKING AND AMENITY SPACE.

Decision: 05-03-2008 Refused Appeal: 27-11-2008 Dismissed

63221/APP/2009/1047 16 And 18 Kingsend Ruislip

Conversion of existing dwellings to provide 3 one- bedroom and 8 two-bedroom flats, involving the provision of a new central link, part single storey, part two storey rear extensions, front dormers and side rooflights to each dwelling, together with associated parking, landscaping, vehicular and pedestrian access and bin store (involving demolition of existing garages).

Decision: 07-09-2009 Refused

63221/APP/2009/1056 16 & 18 Kingsend Ruislip

Demolition of existing garages (Application for Conservation Area Consent).

Decision:

Comment on Relevant Planning History

Planning permission (ref. 63221/APP/2007/1817) was sought for the conversion of the two existing detached dwelling houses to provide for 14 flats, comprising 11 x 2 bedroom units and 3 x 1 bedroom units with associated parking and amenity space. The application sought to provide for a link extension to form one residential block. The application was

refused on the 27 September 2007 for the following reasons:

- 1. The proposed development by reason of the increase in scale and massing and loss of the break between the two former separate buildings fails to harmonise with the existing street scene and the alterations and extensions proposed do not harmonise with the scale, form, architectural composition and proportions of the existing buildings on site contrary to Policies BE13 and BE15 of the adopted Hillingdon Unitary Development Plan.
- 2. The proposed development will have a detrimental impact upon the outlook and visual amenity currently enjoyed by occupiers of neighbouring residential properties contrary to Policies BE19, and BE21 of the adopted Hillingdon Unitary Development Plan.
- 3. The applicant has failed to provide contributions towards the improvements of services and facilities as a consequence of demands created by the proposed development (in respect of education and open space facilities). The scheme therefore conflicts with Policy R17 of the adopted Hillingdon Unitary Development Plan.

The scheme was amended by a revised application ref: 63221/APP/2007/3582, which sought to overcome those reasons for refusal detailed above. The application was also refused for the following reasons:

- 1. The development, in particular the rear extensions proposed to the rear of each dwelling, fail to harmonise with the scale, form, architectural composition and proportions of the original buildings and is considered contrary to Policy BE15 of the Hillingdon Unitary Development Plan Saved Policies September 2007, the Hillingdon Design and Accessibility Statement Residential Extensions and the Hillingdon Design and Accessibility Statement Residential Layouts.
- 2. The proposed flatted development will have a detrimental impact upon the outlook and visual amenity currently enjoyed by occupiers of neighbouring residential properties. The scheme is therefore contrary to Policy BE21 of the Hillingdon Unitary Development Plan Saved Policies September 2007 and the Hillingdon Design and Accessibility Statement Residential Extensions.
- 3. The scale of the development is to the detriment of the character of Kingsend when considered in the context of flatted development benefiting from planning permission. The scheme is therefore contrary to Policy BE19 of the Hillingdon Unitary Development Plan Saved Policies September 2007 and the Hillingdon Design and Accessibility Statement Residential Layouts.
- 4. The applicant has failed to demonstrate in terms of a daylight/sunlight assessment that the below ground units will be provided with appropriate levels of sunlight/daylight to service these units. The scheme is therefore considered contrary to Policy BE20 of the Hillingdon Unitary Development Plan Saved Policies September 2007 and the Hillingdon Design and Accessibility Statement Residential Layouts.
- 5. The applicant has failed to provide contributions towards the improvements of services and facilities as a consequence of demands created by the proposed development (in respect of education, open space and community facilities). The scheme therefore conflicts with Policy R17 of the Hillingdon Unitary Development Plan Saved Policies September 2007.

This application was subsequently dismissed at appeal.

A further application (ref: 63221/APP/2009/1047) was submitted for the conversion of existing dwellings to provide 3 one- bedroom and 8 two-bedroom flats, involving the provision of a new central link, part single storey, part two storey rear extensions, front dormers and side rooflights to each dwelling, together with associated parking, landscaping, vehicular and pedestrian access and bin store (involving demolition of existing garages). This application was refused for the following reasons:

- 1. The development, in particular the rear extension proposed to the rear of each dwelling, fails to harmonise with the scale, form, architectural composition and proportions of the original buildings and is considered contrary to Policies BE4 and BE15 of the Hillingdon Unitary Development Plan Saved Policies September 2007, and the adopted Supplementary Planning Documents HDAS: Residential Extensions and HDAS: Residential Layouts.
- 2. The proposed development, by reason of its design, layout, scale, proportions and massing, would result in a cramped, unduly intrusive, visually prominent and inappropriate form of development, which fails to respect and would be out of keeping with the character and appearance of the Ruislip Village Conservation Area and would be to the detriment of the character of Kingsend. The scheme is therefore contrary to Policy BE4, BE13 and BE19 of the Hillingdon Unitary Development Plan Saved Policies September 2007 and the adopted Supplementary Planning Documents HDAS: Residential Layouts.
- 3. The applicant has failed to provide contributions towards the improvements of services and facilities as a consequence of demands created by the proposed development (in respect of education, construction training, community facilities and health improvements). The scheme therefore conflicts with Policy R17 of the London Borough of Hillingdon Unitary Development Plan Saved Policies September 2007, and the adopted Supplementary Planning Document 'Planning Obligations.'
- 4. The applicant has failed to demonstrate in terms of a daylight/sunlight assessment that the below ground units will be provided with appropriate levels of sunlight/daylight to service these units. The proposal would therefore result in accommodation which would be to the detriment of future occupiers and contrary to Policy BE20 of the Hillingdon Unitary Development Plan Saved Policies September 2007 and the adopted Supplementary Planning Documents HDAS: Residential Layouts.
- 5. The scale of the development is to the detriment of the character of Kingsend when considered in the context of flatted development benefiting from planning permission. The scheme is therefore contrary to Policy BE19 of the Hillingdon Unitary Development Plan Saved Policies September 2007 and the Hillingdon Design and Accessibility Statement: "Residential Layouts".

This application differs from the previous application in that the number of units was reduced from 11 to 8. The height of the link extension and the depth and height of the rear extensions was also reduced. The proposal no longer proposed to include residential accommodation at below ground floor level and the parking area was re-located from the rear to the front of the site.

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.

Part 2 Policies:

AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE4	New development within or on the fringes of conservation areas
BE13	New development must harmonise with the existing street scene.
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.
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LPP 3.8	(2011) Housing Choice
LPP 5.3	(2011) Sustainable design and construction
LPP 7.4	(2011) Local character

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- 20th June 2012

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

192 neighbours were notified on 21.5.12. A site notice was also posted on the 14.6.12 and an advert appeared in the local press on 30.5.12.

14 responses were received, along with a petition with 23 signatures and an objection from a Ward Councillor commenting as follows:

- · The development would result in loss of daylight to nearby residential dwellings.
- · The conversion of the existing properties would be harmful to the character and appearance of the area.
- · The proposal would constitute an overdevelopment of the site.
- · The increase in the number of residents would lead to noise pollution.
- · It is considered the extensions would lead to overlooking.
- · The proposal would result in loss of green space and the inclusion of excessive hardstanding.
- · An insufficient level of off-street parking is proposed.
- · The extensions would result in overlooking.
- The 10% rule relating to conversions would be breached.
- · An insufficient level of amenity space would be provided.
- · The development would result in the loss of family housing which is needed in the area.
- · The development would result in drainage issues.

(Officer Comment: Issues relating to drainage are not a material planning consideration. It is also noted that there are no specific policies which seek to retain family sized housing in the borough. All other concerns raised are dealt with in the main report).

THAMES WATER:

Waste Comments: With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of Ground Water.

Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0845 850 2777.

Reason - to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system. Recent legal changes under The Water Industry (Scheme for the Adoption of private sewers) Regulations 2011 mean that the sections of pipes you share with your neighbours, or are situated outside of your property boundary which connect to a public sewer are likely to have transferred to Thames Water's ownership. Should your proposed building work fall within 3 metres of these pipes we recommend you contact Thames Water to discuss their status in more detail and to determine if a building over/near to agreement is required. You can contact Thames Water on 0845 850 2777 or for more information please visit our website at www.thameswater.co.uk. With regard to water supply, this comes within the area covered by the Veolia Water Company.

(Officer Comment: In the event of an approvable scheme, the above would be added as an informative).

Internal Consultees

CONSERVATION AND URBAN DESIGN OFFICER:

BACKGROUND: These are an attractive pair of Locally Listed, yellow stock brick, detached two storey Queen Anne style houses with red brick dressings, similar in appearance and quality to some of the Hampstead Garden Suburb properties. The houses are symmetrical in design and

linked by a nicely detailed shared screen wall housing two separate side entrances with arched brick detail over. The houses have wide frontages, but are quite shallow in terms of their depth. They have steeply pitched plain tiled roofs and quite large prominent stacks.

The houses are located within the Ruislip Village Conservation Area. Kingsend is important within the Conservation Area, as it was laid out in 1905 and was the first road to be developed by King's College, which owned much of the land at that time. The design and layout of this area was very much influenced by the Garden Suburb tradition and much effort was put into the design of the houses in response to the poor design of other new development within the area.

Kingsend is quite varied in terms of the style and size of houses, which are mainly detached, however, in general the buildings are of good quality and well spaced giving the area quite an open character. There are, however, some new flatted developments which have begun to erode the scale and quality of the streetscape within the area.

Nos.16 and 18 are largely unchanged externally save for the loss of original timber windows/doors.

CONSIDERATION: The retention of the existing buildings is to be welcomed and in design terms the proposals have improved. Design/conservation comments are as follows:

- a) Street elevation: It is proposed to replace the roof and to raise the ridge and eaves lines, the latter by the incorporation of brick arches over the first floor windows. To assess the impact of these changes on the streetscape, the height of the adjacent structures needs to be shown on the drawings, ideally a streetscape drawing should be included. The new roof should replicate the features of the old in terms of the type of tiles used (possibly salvaging the existing tiles and using traditional the bonnet tiles) and the existing sproketed eaves detail. As a part of any enhancement associated with this development, appropriately designed and detailed windows in timber would be required (all elevations) together with replicas of the original timber 6 panel front doors, as opposed to the modern Carolina style doors shown. The doors to the side of the original main entrances should be recessed and of a more simple, but traditional design e.g 4 panels with a brick arch over as existing, rather than a pediment/canopy as shown.
- b) Rear elevation: The roof slopes are at 55 or 45 degrees on the existing building. On the proposed rear addition this drops to 40 degrees. This would appear rather awkward and ideally, this should be at 45 degrees to tie in with the main building. This might be achieved by removing the brick arches on the addition and lowering the floor/eaves level, this may mean a step down into the living rooms in the upper flats. The dormer windows are overly large; they should not be wider than the windows directly below. Conservation type roof lights should be used. Samples of all external materials for agreement will be required via condition if this scheme is approved.
- c) Footprint: Whilst significantly improved since the last submission, the additions are still quite deep at over 5m, closer to 4m in depth would be more in keeping with the domestic scale of the original buildings. The appearance of the rear elevation would be improved, ie would appear less bulky, if the central link at ground floor i.e. bedroom 2 to both of the ground floor flats were recessed further.
- d) Site Layout: The car parking layout should be set further into the site to allow a wider belt of planting along the frontage (and hence a narrower path at the rear). The opening in the front boundary wall should if possible be reduced in width from 4m, to a more domestic width. Planting at the sides of the parking area to separate the footpaths would help break up the expanse of hard surfacing and if possible, the parking layout should be tightened up to reduce the area of paving.

Details of the materials for surfacing this area and a landscaping scheme should be required via condition if approved.

RECOMMENDATIONS: Design revisions required.

HIGHWAYS OFFICER:

Kingsend is mainly residential area with parking restriction from 08.00-18.30 Monday to Saturday. The site is located approximately 200m from both Ruislip High Street and Ruislip Underground Station, and is in an area with a PTAL accessibility rating of 4, which is considered to have a medium/high level of accessibility to public transport links. Proposal is to convert 2 x existing dwellings to create 6 x 2- bed and 2 x 1-bed self contained flats with a total of eight off street parking and sixteen covered and secured cycle parking spaces. Policy AM14 of the UDP refers to the Council's vehicle parking standards contained in Annex 1, which requires a maximum total of 11 off street parking spaces for a similar application.

However, considering the location of site and its accessibility to public transport links, it is considered that the proposal would not be prejudicial to highway and pedestrian safety, and therefore no objection is raised on the highways and transportation aspect of the development.

ACCESS OFFICER:

In assessing this application, reference has been made to London Plan July 2011, Policy 3.8 (Housing Choice) and the Council's Supplementary Planning Document Accessible Hillingdon adopted January 2010.

As the proposed conversion would result in a significant alteration to the existing internal layout, the scheme should be revised and compliance with all 16 Lifetime Home standards (as relevant) should be incorporated into the ground floor flats and shown on plan.

The following access observations are provided:

- 1. Level access should be confirmed. Should it not be possible, due to topographical constraints, to achieve level access, it would be preferable to gently slope (maximum gradient 1:21) the pathway leading to the ground floor entrance door.
- 2. The entrance lobby into the proposed ground floor flats should be designed to accord with the Lifetime Home Standard minimum requirements. The entrance arrangement into three of the ground floor units would, on entering the dwelling, require a 90° turn into a relatively narrow hallway. It may be necessary to widen the front doors, increase the width of the hallways, or reduce the depth of the store cupboard.
- 3. A minimum of one bathroom/ensuite facility within each flat should be designed in accordance with Lifetime Home standards. At least 700mm should be provided to one side of the WC, with 1100mm provided between the front edge of the toilet pan and a door or wall opposite.
- 4. Additionally, the bathroom should feature a floor drain (trap) to facilitate conversion of the bathroom into a wet room and installation of a shower unit at some future stage.

Conclusion: No objection would be raised in terms of accessibility provided the above observations are incorporated into revised plans, or secured by way of a suitable planning condition.

Trees/Landscape

The application should as per the form and Saved Policy BE38, be supported by a Tree Survey/Report to BS 5837:2012.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site is located within the Ruislip Village Conservation Area. Whilst there is no

North Planning Committee - 31st October 2012 PART 1 - MEMBERS, PUBLIC & PRESS

objection in principle to the proposed redevelopment of the two four bedroom houses for residential purposes it is particularly important, in this instance, to ensure that any proposed development is compatible with the character as well as the appearance of both the existing buildings and surrounding residential setting of the Conservation Area.

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

The above document underpins and supports policies BE13 and BE19 of the Unitary Development Plan, which seek to protect the impact of flatted development on the character and amenity of established residential areas.

Seven applications approved in Kingsend (Nos. 8, 28/28a, 30, 36, 41 & 43/45) are considered to fall under the interpretation of redevelopment.

Taking the above into consideration, 10.4% of properties on Kingsend have been redeveloped (being 7 out of 67 properties), or have approval for redevelopment for residential purposes. Should the current proposal be approved, the number of approved redevelopments would rise to 13.4%, which would be contrary to the Supplementary Planning Document (SPD) HDAS: Residential Layouts.

The Inspector in dismissing the appeal for application ref: 63221/APP/2007/3582 attached considerable weight to the Supplementary Planning Document, noting that the redevelopments in the immediate vicinity are exactly what the 10% threshold is aimed at addressing. The current proposal, in common with the previously refused scheme, fails to satisfy this element of the planning guidance and this is considered to be compounded by the failure of the proposal to enhance the character of the local area, particularly given its location within the Conservation Area.

Therefore there is an objection in principle to the conversion and redevelopment of the site for flatted development, given that the development is considered to be detrimental to the character and amenity of the area, contrary to UDP Policies BE13, BE19 and BE4.

Paragraph 8.21 of the Planning Statement submitted with the application states that under permitted development the existing dwellings could be used as a house in multiple occupation (HMO) occupied by up to six individuals and therefore the proposed conversion of the properties into flats would not lead to a greater intensification of the use of the site. If the properties were used as a HMO then 12 people would be able to reside at the site. The proposal in this case would mean that up to 28 people could reside at the site. Therefore it is considered that the conversion of the properties into flats would lead to a greater intensification of the use of the site, harmful to the character of the area.

An e-mail was sent to the Local Planning Authority on the 11th October stating that the subject properties are in fact currently being used as HMOs and that this should be a material consideration in the assessment of this application. No evidence has been provided which demonstrates that the properties are being used as a HMO and it is noted that planning permission is required to change the use of a HMO into self-contained flats. Moreover, for the reasons set out above it is considered that this would not overcome the Council's in principle concerns with the proposal.

7.02 Density of the proposed development

London Plan Policy 3.4 seeks to maximise the potential of sites, compatible with local context and design principles and with public transport capacity. Boroughs are encouraged to adopt the residential density ranges set out in Table 3.2 and which are compatible with sustainable residential quality.

The site has a Public Transport Accessibility Level (PTAL) of 4. Table 3.2 recommends that developments within a suburban residential setting with a PTAL score of 4 should be within the range of 200-350 habitable rooms per hectare.

The proposed density for the site would be 170 hr/ha which means that the development would be below the London Plan guidelines. Whilst, numerically the development would fail to comply with London Plan Policy 3.4, given concerns relating to the bulk and massing of the proposed extensions which would be required in order to accommodate the proposed number of flats as discussed below, it is considered that the development would in fact constitute an overdevelopment of the site and whilst it would not be appropriate to refuse this application on the grounds of its density, its failure to comply with other policies is relevant.

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

Policy BE13 of the UDP states that development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the Local Planning Authority considers it desirable to retain or enhance. Policy BE19 seeks to ensure that new development within residential areas complements or improves the amenity and character of the area. Policy BE4 requires any new development within or on the fringes of a Conservation Area to preserve or enhance those features that contribute to its special architectural and visual qualities, and to make a positive contribution to the character or appearance of the conservation area.

The houses are located within the Ruislip Village Conservation Area. Kingsend is important within the Conservation Area, as it was laid out in 1905 and was the first road to be developed by King's College, which owned much of the land at that time. The design and layout of this area was very much influenced by the Garden Suburb tradition and much effort was put into the design of the houses in response to the poor design of other new development within the area.

Kingsend is quite varied in terms of the style and size of houses, which are mainly detached, however, in general the buildings are of good quality and well spaced giving the area quite an open character. There are, however, some new flatted developments which have begun to erode the scale and quality of the streetscape within the area.

The existing properties are an attractive pair of yellow stock brick, detached two storey Queen Anne style houses with red brick dressings, similar in appearance and quality to some of the Hampstead Garden Suburb properties. The houses are symmetrical in design and linked by a nicely detailed shared screen wall housing two separate side entrances with arched brick detail over. The houses have wide frontages, but are quite shallow in terms of their depth. They have steeply pitched plain tiled roofs and quite large prominent stacks. Nos.16 and 18 are largely unchanged, other than the loss of original timber windows.

The Conservation Officer considers that the retention of the existing buildings is to be welcomed, but raises a number of concerns relating to the design, layout, foot print and scale of the current proposals.

When viewed from the street it is considered that the proposed doors to the side of the original main entrances should be recessed and of a more simple, but traditional design for example comprising four panels with a brick arch over as existing, rather than a pediment/canopy as shown on the plans.

At the rear it is considered that the roof of the proposed two storey rear extensions would have a rather awkward appearance when viewed against the pitch of the roof of the original properties. It is also considered that the proposed dormers would appear overly large when viewed in relation to the windows in the rear elevation of the properties below. Whilst significantly improved since the last submission, the proposed two storey rear extensions are still rather deep at over 5m deep. It is also considered that the ground floor link extension appears bulky and should be reduced in depth.

Lastly it is considered that the use of the existing front garden for parking would lead to a significant level of hardstanding to the site frontage which would also be harmful to the character and appearance of the Ruislip Village Conservation Area.

Overall it is considered that the proposals would be contrary to UDP policies BE4, BE13, BE15 and BE19.

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

Policy BE13 of the UDP seeks to ensure that new development harmonises with the existing street scene, while Policy BE15 seeks to permit alterations and extensions to existing buildings where they harmonise with the scale, form, architectural composition and proportions of the original building. The latter policy is of particular relevance to this current application. Policy BE4 requires new developments within Conservation Areas to preserve or enhance those features which contribute to their special architectural and visual qualities. Policy BE19 and seeks to protect the effects of development on the character and amenity of established residential areas.

The application site is situated in a predominantly residential area and consists of two separate two storey traditional red brick buildings. The distinct chimney stacks on either side gable reinforce the character of the dwellings.

The Council's SPD: Residential Layouts sets out guidance with respect to elevational treatment, building lines and rooflines. Furthermore, the Council's SPD: HDAS Residential Extensions also provides detailed guidance on appropriate design responses for extensions to detached dwellings.

From an Urban Design point of view, the principle of retaining the existing buildings in the proposed scheme is welcomed. However, the Council's Conservation Officer considers that the proposed scheme causes serious concerns with regards to the design, scale, bulk, massing and style of the proposed rear extensions, which are considered to be over dominant in relation to the existing buildings.

The application provides for extensions to the rear of both dwellings. The proposed rear

extensions are considered out of keeping with the scale, bulk and height of the existing dwellings and are considered excessively deep and would significantly increase the overall depth of the buildings. As a result, it is considered that the comfortable spatial relationship between the built elements and their generous garden setting, a key characteristic of the site and the area, would be distorted.

The scheme is contrary to existing policy, which does not permit alterations and extensions to existing buildings that fail to harmonise with the scale, form, architectural composition and proportions of the original buildings. As such the scheme is considered contrary to Policy BE15.

Furthermore, HDAS: Residential Extensions requires extensions to be clearly subservient to the original structure and to conform to the overall character of the existing buildings. The current scheme does not achieve this outcome.

In conclusion, any alterations to the existing buildings should either preserve their current qualities, or enhance the character of the site, which in both instances, the proposal fails to achieve. The proposal is considered to be contrary to UDP Policies BE4, BE13, BE15 and BE19.

7.08 Impact on neighbours

In assessing the previous application (ref: 63221/APP/2009/1047), the Council concluded that the proposed extensions would not cause harm to the amenity of nearby residents through loss of daylight or overbearing impact as the applicant had demonstrated that the extensions would comply with the Council's guidance in respect of the 45-degree line of sight taken from the nearest habitable room windows of neighbouring properties. This submission further reduces the depth and height of the rear extensions and therefore it is considered that they would not result in a significant loss of daylight to the neighbouring properties.

Likewise it was concluded that the proposed windows in the rear elevation of the extensions at first floor level would not result in loss of privacy to the dwellings at the rear of the site owning to the sufficient distance between them and the proposed extensions. A view substantiated by the appeals inspector in relation to application ref: 63221/APP/2007/3582. The side facing windows that are proposed would not result in loss of privacy to the neighbouring properties at No. 14 and No. 18a as they would be secondary windows which would be obscure glazed and fixed shut.

Since the previous application the parking area has been re-located from the rear to the front of the existing properties. It is considered that the location of the parking would not give rise to excessive noise and disturbance to the neighbouring occupiers.

In conclusion it is considered that the rear extensions would not cause over-dominance, loss of privacy or that the overall proposal would cause undue disturbance, in accordance with UDP Policies BE21, BE24 and OE1.

7.09 Living conditions for future occupiers

The London Plan (2011) sets out the minimum floor areas required for proposed residential units in order to ensure that they provide an adequate standard of living for future occupants. It states that a one person flat for two persons should have an internal floor space of at least 50sq.m, a two bedroom flat for three persons should have at least 61sq.m and a two bedroom flat for four persons at least 70sq.m.

One of the two bedroom flats would have an internal floor area of 75sq.m which exceeds

the minimum requirement as set out above. All of the other two bedroom flats would have a floor area of 68sq.m. Whilst these flats would have two double bedrooms and therefore would be capable of accommodating four persons, it is considered that on balance they would provide an adequate level of living space for future residents given that they would be below 70sq.m by a negligible margin.

It is considered that the stacking of the proposed flats would be acceptable and where there would be a flank wall located within close proximity of a habitable room window, those rooms have a second window which would afford an adequate level of daylight and outlook. As a result it is considered that the proposed accommodation would provide an adequate level of internal amenity in compliance with London Plan Policy 3.5.

Policy BE23 of the UDP requires the provision of external amenity space which is sufficient to protect the amenity of the development and surrounding buildings and which is usable in terms of its shape and siting, for future occupiers. In addition, the Council's Design and Accessibility Statement SPD: Residential Layout details that for a one bedroom flat a minimum 20m2 be provided per unit and for two bedroom flat a minimum 25m2 be provided per unit. In accordance with this standard, a total of 190m2 of amenity space is required.

The application identifies a communal amenity area at the rear of the site comprising more than 300m2, which is in accordance with the guidelines in the HDAS. The scheme also shows low hedge borders around each of the ground floor level patio areas, which allows the demarcation between private and communal amenity areas. The private amenity spaces for the ground floor units would also exceed the Council's standards.

Overall, it is considered that the proposed development would provide good living conditions for all of the proposed units in accordance with Policies BE23, BE24, OE1 and O5 of the UDP, HDAS Residential Layouts and the provisions of the London Plan.

7.10 Traffic impact, car/cycle parking, pedestrian safety

The Council's Highways Engineer raises no objection to the development in terms of the impact of the traffic generated on the highway network or the proposed access arrangements from Kingsend.

With regard to parking, 8 spaces (including 2 disabled spaces) are proposed. The Council's UDP states that maximum off-street parking requirement for a flat which is not set within its own curtilage is 1.5 spaces. Therefore the maximum number of spaces required for the whole development is 12 spaces. Although only 8 are proposed (one for each unit), it is considered that this would be acceptable given that the site has a medium/high PTAL rating and is located within close proximity to Ruislip Tube Station.

Overall it is considered that the proposal would accord with UDP Policy AM14.

7.11 Urban design, access and security

Urban Design has been addressed in sections 7.03 and 7.07 of this report. Given that the site is already used for residential purposes it is considered that there would be no issues relating to security arising from this proposal. Access is discussed below.

7.12 Disabled access

In assessing this application, reference has been made to London Plan July 2011, Policy 3.8 (Housing Choice) and the Council's Supplementary Planning Document Accessible Hillingdon adopted January 2010.

The floor plans indicate that the development generally achieves London Plan

recommended floor space standards for all eight of the proposed units and it is considered that Lifetime Home Standards could be met for these flats in terms of size.

Although the Access Officer has raised concerns that the plans submitted do not show full compliance with all 16 of the Lifetime Homes Standards (As relevant), it is considered that had the scheme been acceptable in other respects, a condition could have been recommended requiring the submission of internal layout details, to ensure compliance.

7.13 Provision of affordable & special needs housing

This application does not trigger a requirement for the provision of affordable housing, as the net gain in units is below the 10 unit threshold.

7.14 Trees, Landscaping and Ecology

The existing properties have mature gardens, which are mainly lawns and borders with few structural landscaping features. There are several small trees in the rear gardens (mostly fruit trees), but there is only one notable tree on the site, being a protected Silver Birch (T19 on TPO 259) on the road frontage, which is to be retained.

In terms of policy BE38, the existing Birch is the only tree of merit and there is space/scope for the planting of several new trees on the road frontage. The previous application concluded that a safeguarding condition would ensure that this tree could be protected during the construction phase of the development, given that an appropriate tree survey and method statement had been provided as part of application ref: 63221/APP/2007/3582.

7.15 Sustainable waste management

Bin storage could be secured by way of a condition in the event of an approvable scheme.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

There are no specific flooding or drainage issues associated with this application.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

Issues relating to drainage are not a material planning consideration. It is also noted that there are no specific policies which seek to retain family sized housing in the borough. All other concerns raised are dealt with in the main report.

7.20 Planning Obligations

Policy R17 of the Unitary Development Plan states that: The Local Planning Authority will, where appropriate, seek to supplement the provision of recreation open space, facilities to support arts, culture and entertainment activities and other community, social and education facilities through planning obligations in conjunction with other development proposals.

The application proposes a scheme of 8 flats in an area under pressure for primary and secondary school places. Under the Council's Supplementary Planning Guidance for Education Facilities, the proposed development is required to make a financial contribution towards school places.

No contributions have been offered or secured in relation to the proposal. It is therefore considered that planning permission should also be refused for this reason.

The proposed extensions would exceed 100sq.m, therefore there would be a requirement

to make a CIL contribution.

7.21 Expediency of enforcement action

There are no enforcement issues associated with this site.

7.22 Other Issues

There are no other issues associated with this development.

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

Not applicable to this application.

10. CONCLUSION

The revised scheme has failed to overcome the issues raised with the previous applications relating to this site.

The proposed scheme causes concerns with regards to the principle of the conversion of the properties to flats, the scale, bulk, massing and style of the proposed extensions, which are considered to be over-dominant in relation to the existing buildings. The scale of the development as a whole fails to preserve or enhance the character and appearance of the Ruislip Village Conservation Area and will result in a negative impact on the residential setting of Kingsend in particular. The applicant has also failed to enter into an agreement with Local Planning Authority in respect of a financial contribution towards school places.

It is therefore recommended that planning permission be refused for these reasons.

11. Reference Documents

Hillingdon Unitary Development Plan (Saved Policies September 2007).

Hillingdon Design and Access Statement 'Residential Extensions'.

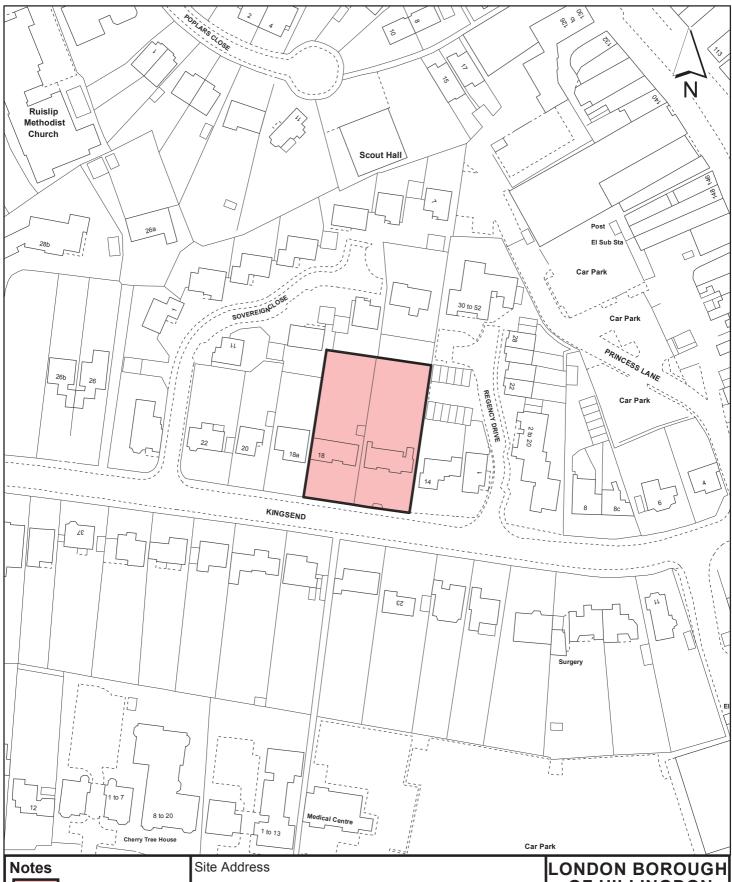
Hillingdon Design and Access Statement 'Residential Layouts'.

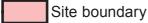
The London Plan 2011.

Supplementary Planning Document 'Accessible Hillingdon'.

National Planning Policy Framework.

Contact Officer: Kelly Sweeney Telephone No: 01895 250230





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16 and 18 Kingsend Ruislip

Planning Application Ref: Scale 1:1,250 63221/APP/2012/878 **Planning Committee** Date

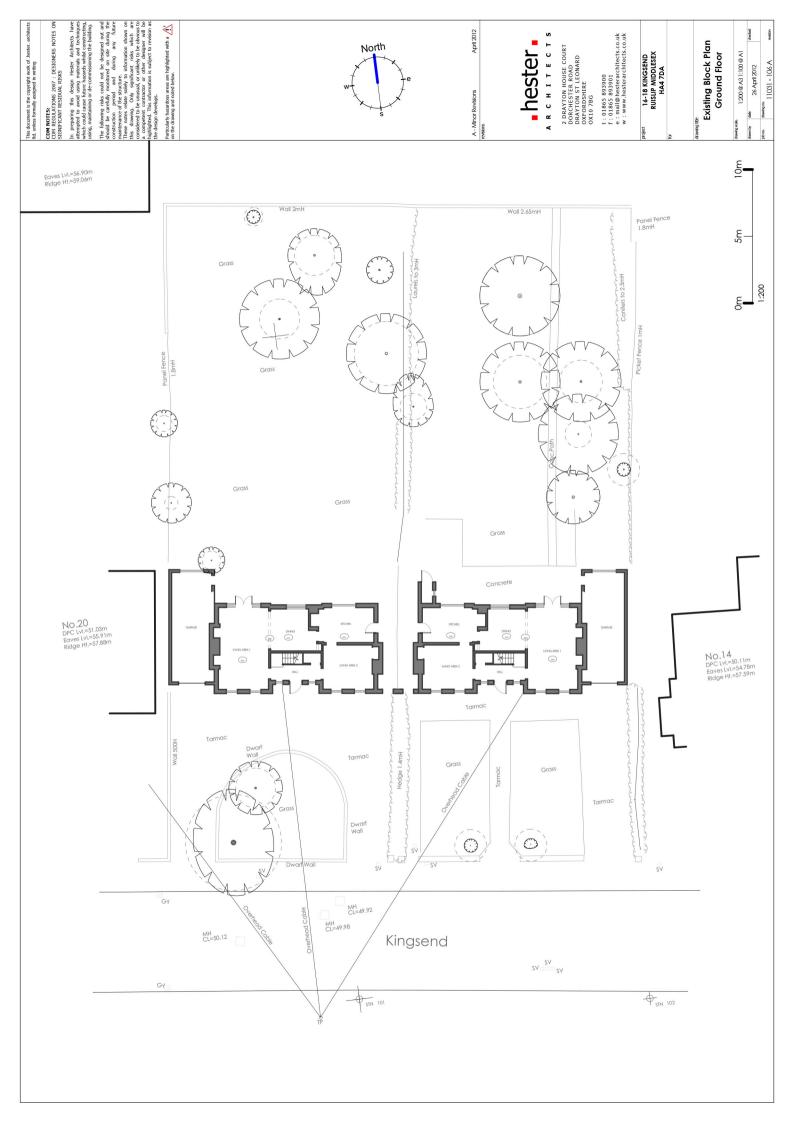
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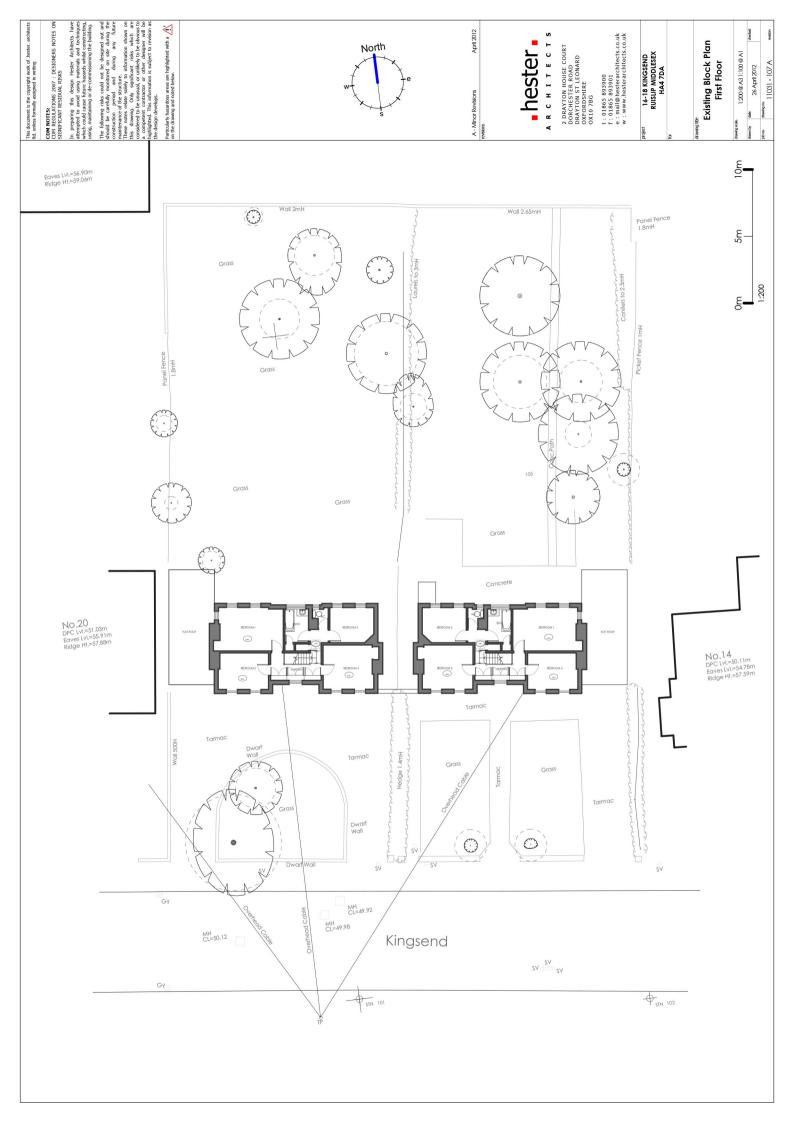
OF HILLINGDON Planning, **Environment, Education** & Community Services

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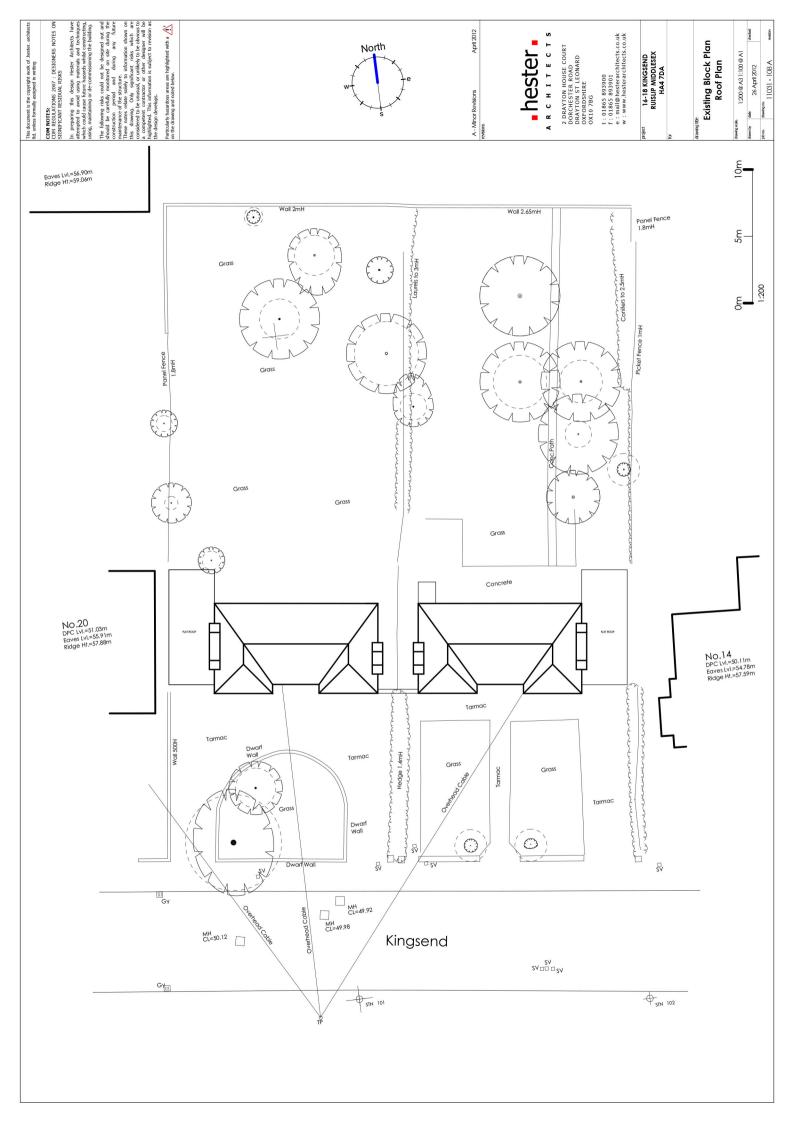




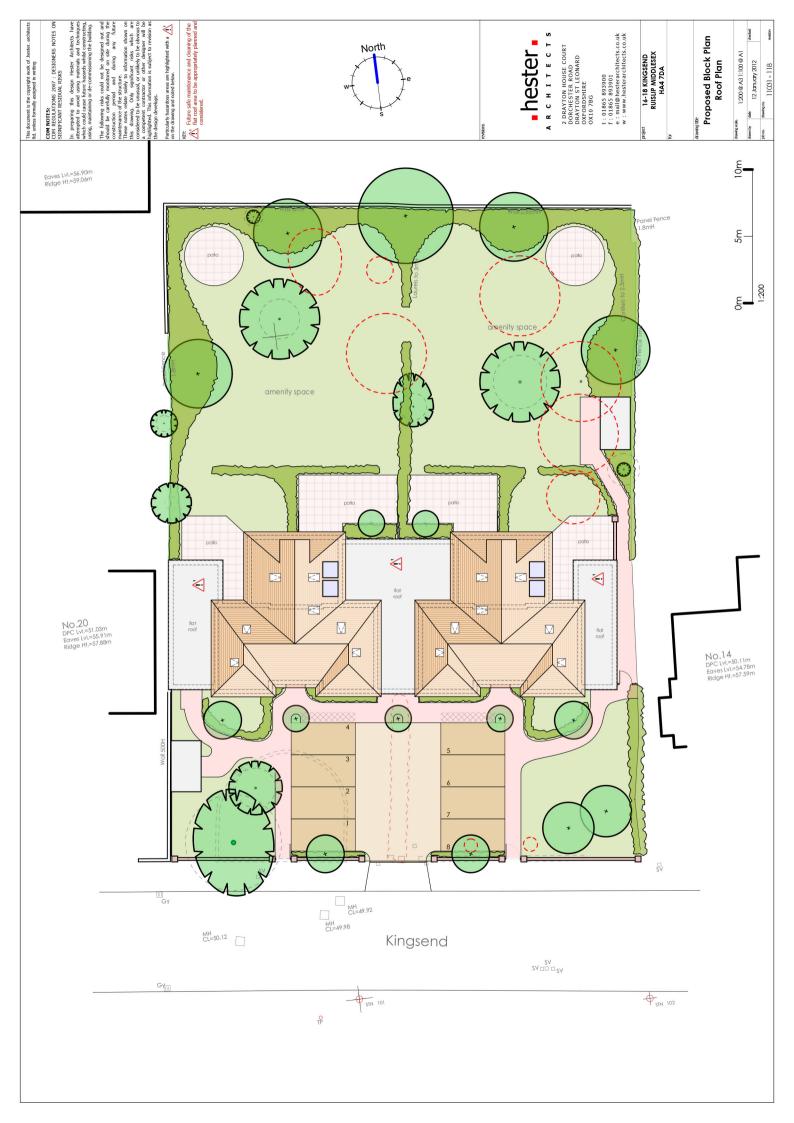


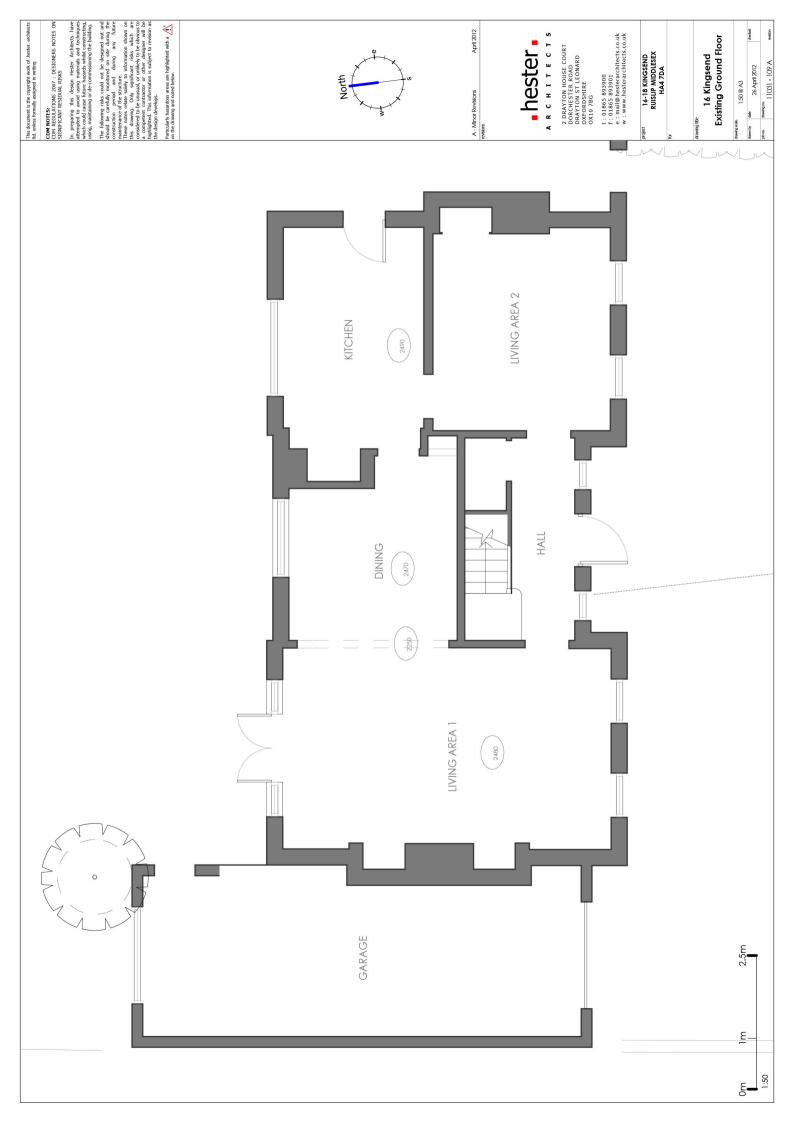


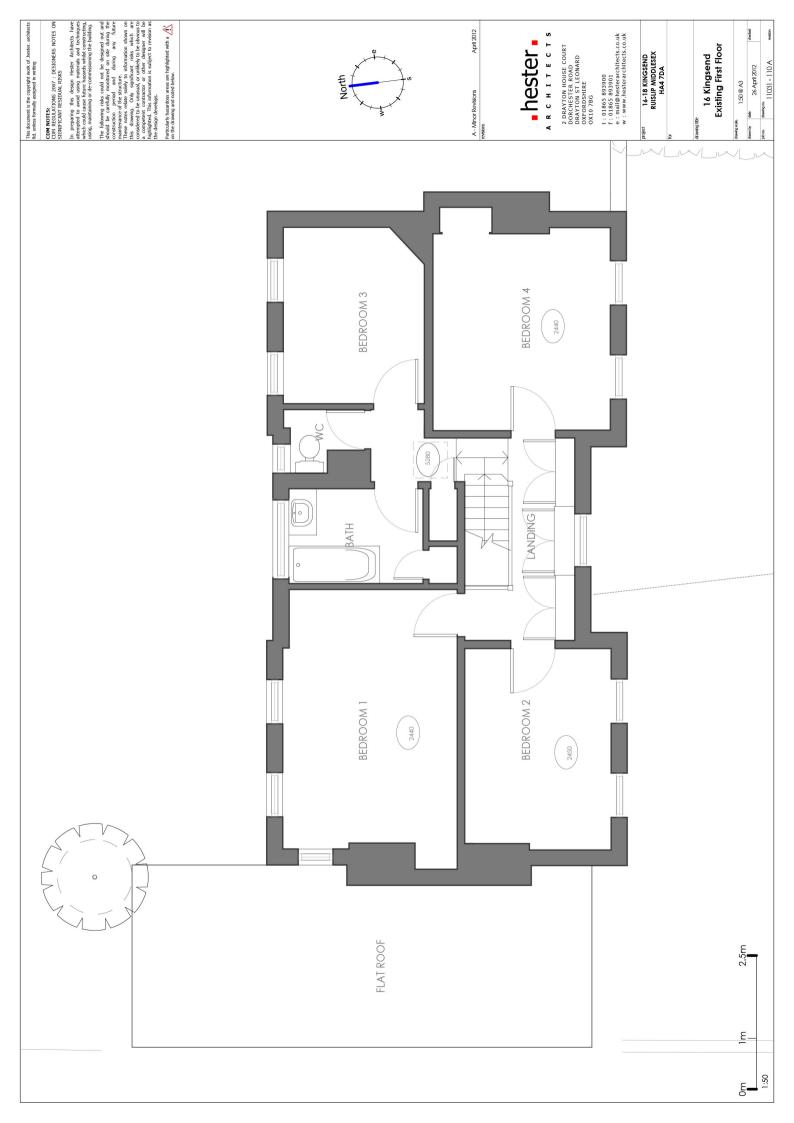


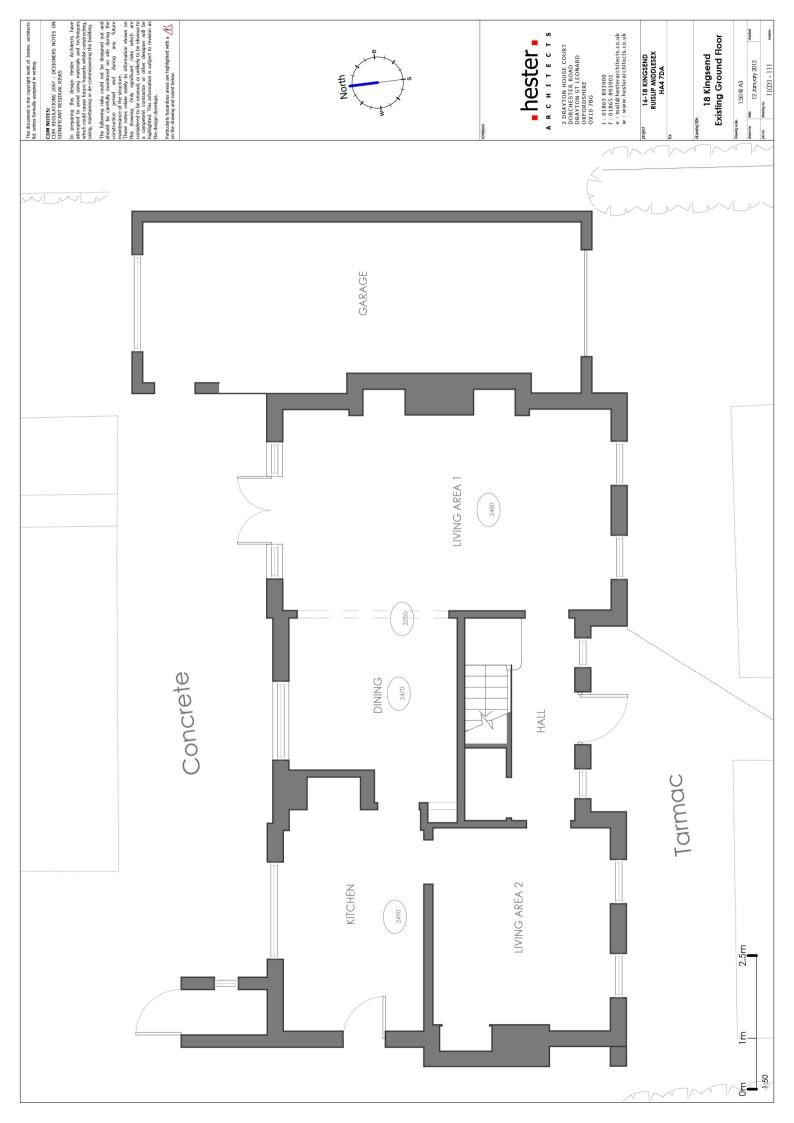


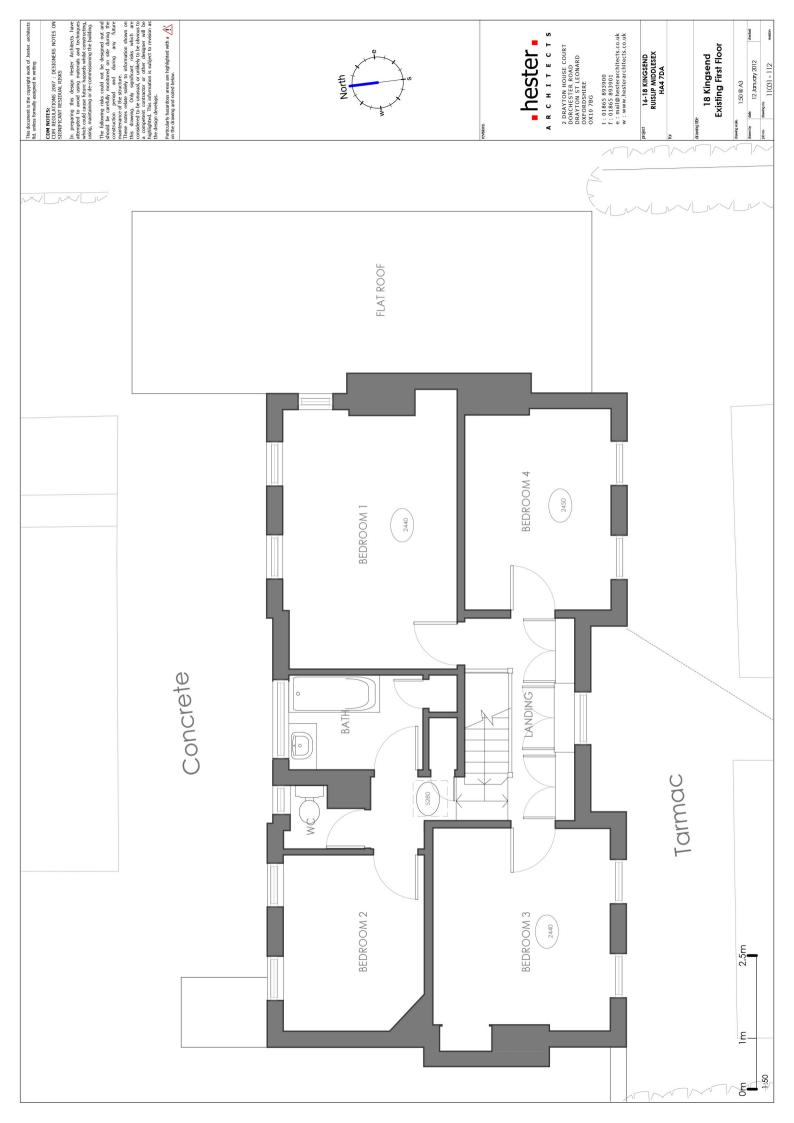








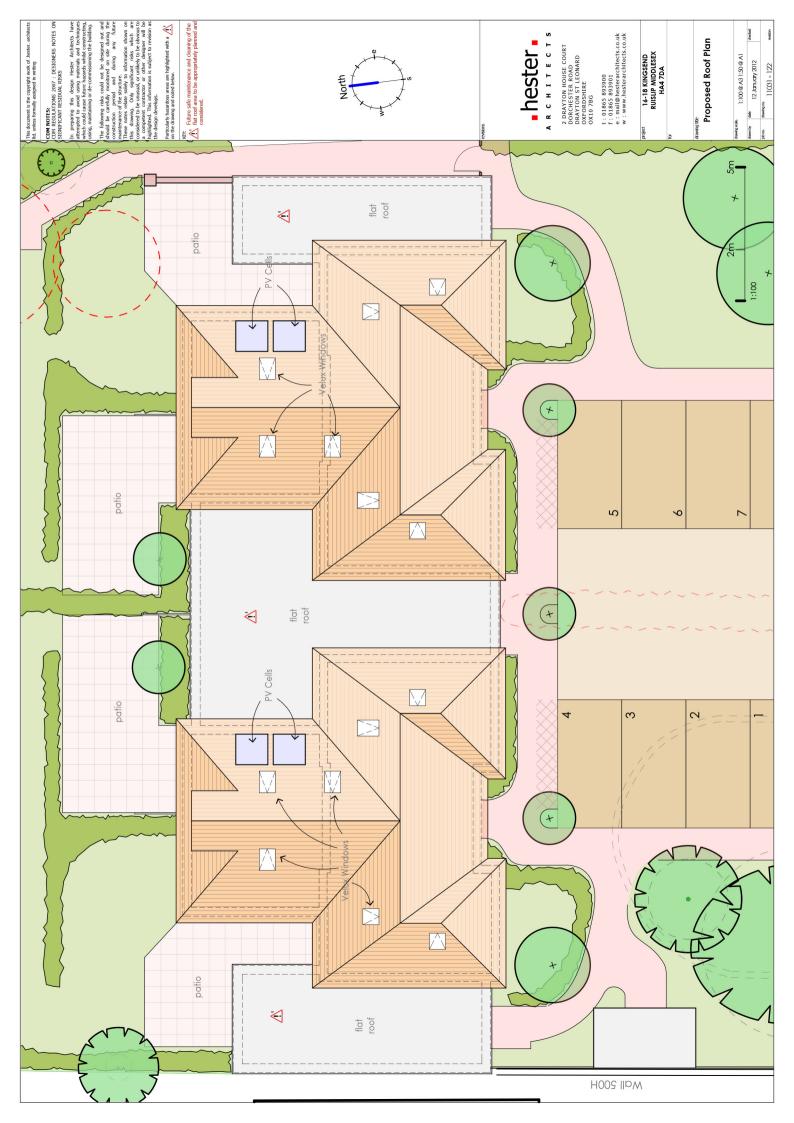


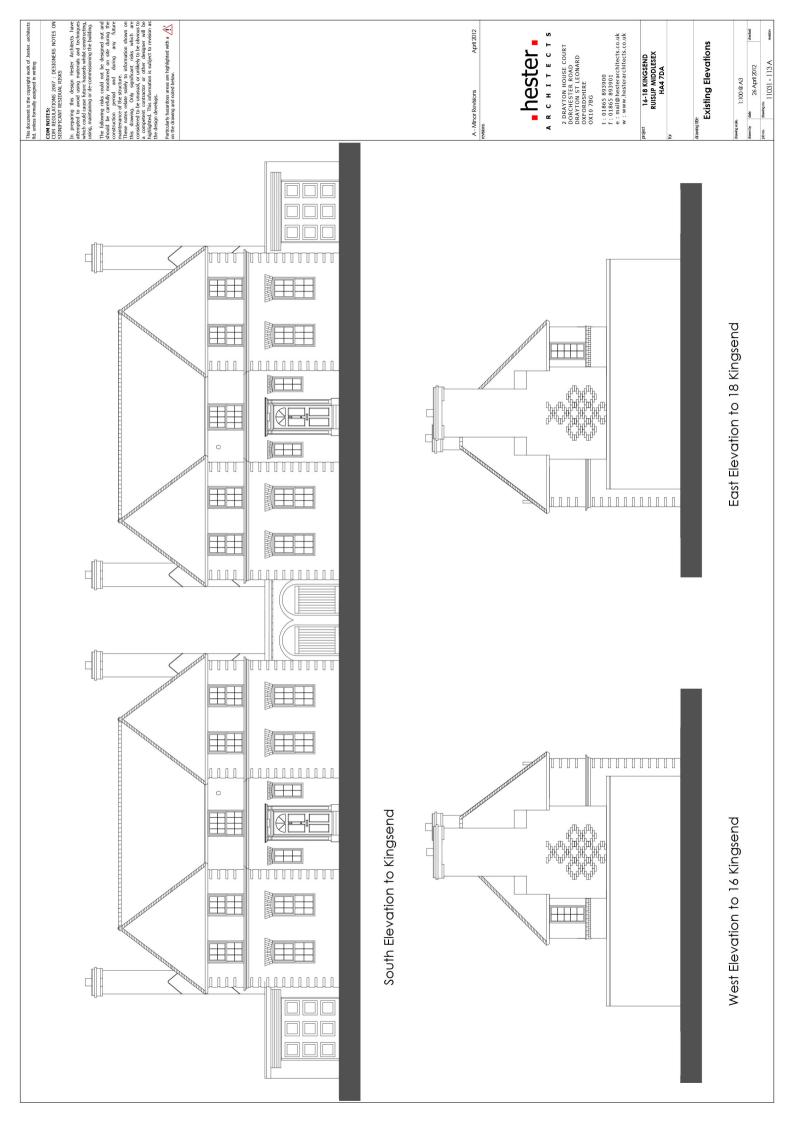


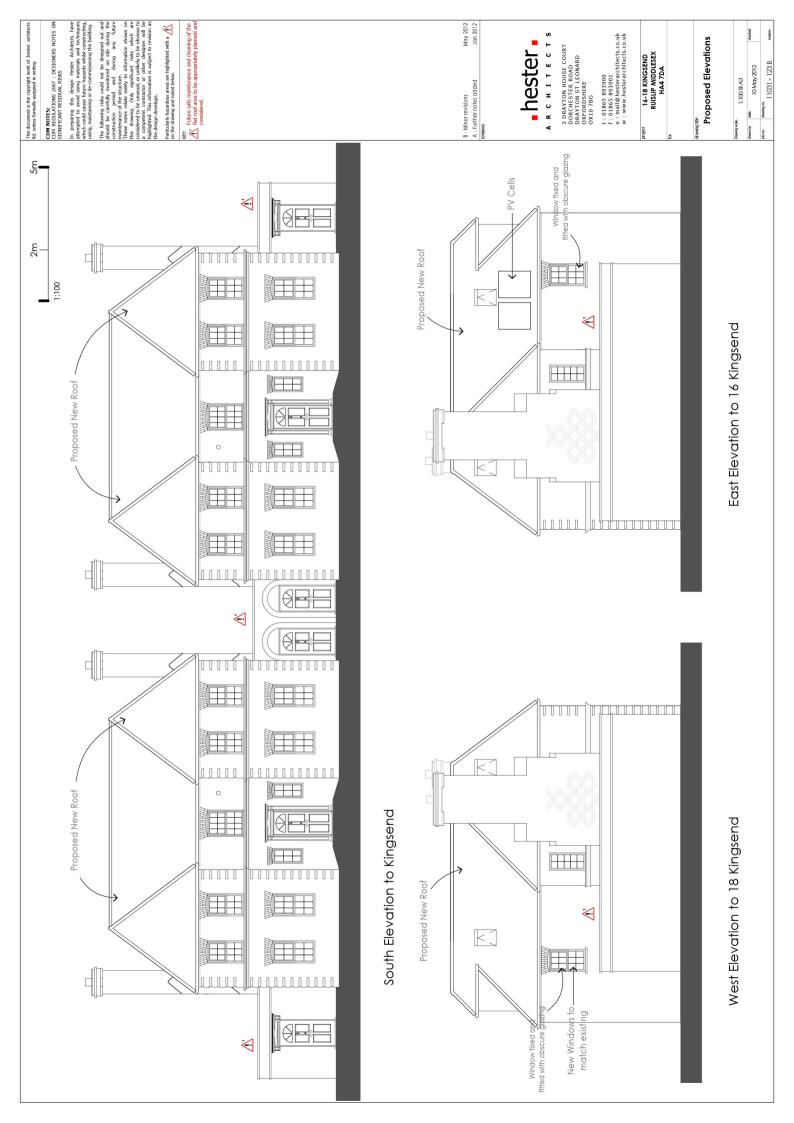


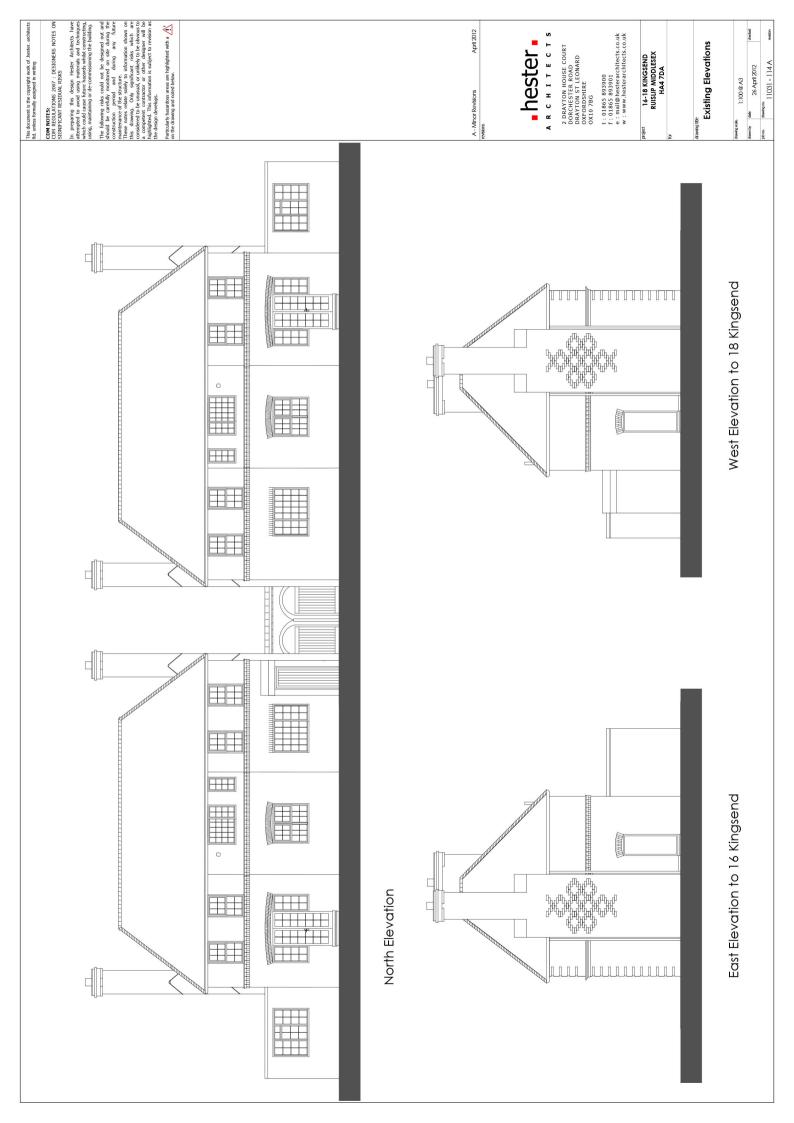


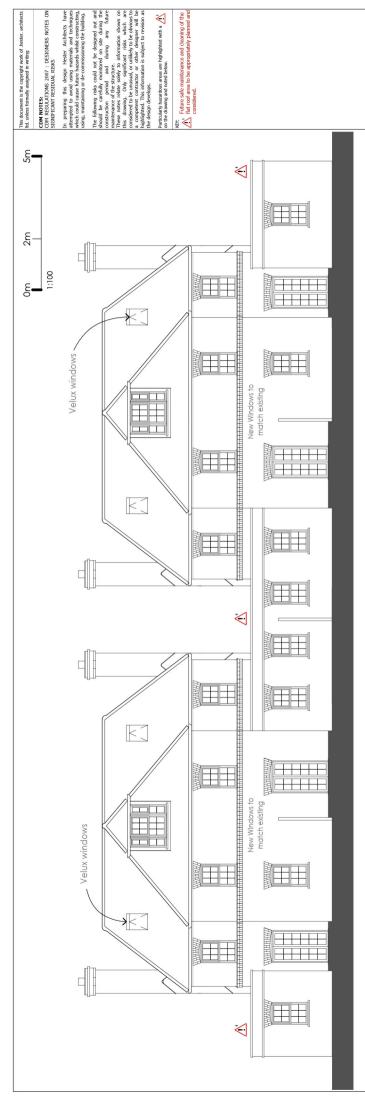


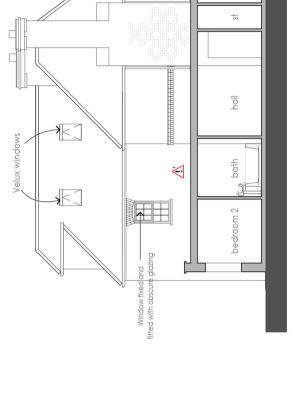












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B - Minor revisions A - Further notes added

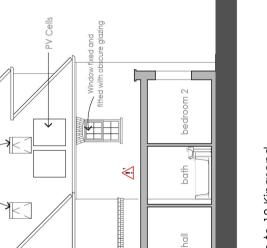
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View North

