

## Report of the Head of Planning, Sport and Green Spaces

**Address** 151 WOODLANDS AVENUE RUISLIP

**Development:** Conversion of two storey dwelling into 3 x 2-bed self contained flats with associated parking and amenity space involving two storey side extension and first floor rear extension, conversion of roofspace to habitable use to include a rear dormer, 1 front rooflight and conversion of roof from hip to gable end and installation of 2 x vehicular crossovers to front

**LBH Ref Nos:** 41208/APP/2014/4035

**Drawing Nos:** WA/2014/04 Rev 4  
WA/2014/10 Rev 1  
Design and Access Statement  
Additional Planning Information  
WA/2014/01  
WA/2014/02 Rev 1  
WA/2014/05  
WA/2014/06  
WA/2014/07  
WA/2014/08  
WA/2014/09  
WA/2014/03 Rev 1

**Date Plans Received:** 13/11/2014

**Date(s) of Amendment(s):**

**Date Application Valid:** 14/11/2014

### 1. SUMMARY

Planning permission is sought for the conversion of the existing semi-detached three bedroom two storey dwelling to create 3 x two-bedroom self contained flats involving two storey side and first floor rear extensions with the roofspace converted to habitable use by alteration of the existing hipped and cat slide roof to a gable end and insertion of a rear dormer window and front rooflight.

The impacts of the proposal in terms of the street scene and character of the surrounding area, the residential amenities of adjoining neighbour and future occupants' and parking etc. have been assessed. The proposals have been found inadequate in a number of ways for the following reasons:

Extensions/roof additions

- two storey side extension has not been set back from the front wall, set in from the boundary or set down below the existing ridge line;
- hipped roof to gable end conversion would unbalance the semi-detached pair;
- rear dormer window has not been kept below the ridge line or sufficiently from the sides of the existing roof;
- first floor rear extension is full width;
- crown roof created would not match the existing roof form; and
- single storey rear extension(s) roof is too high.

Internal Layout

- internal floor layout does not achieve Lifetime Homes requirements regarding level accesses and bathroom facilities (ground floor, Flat A);
- first floor kitchen to Flat C is located directly above the bedrooms to Flat A; and
- rear first and second floor windows to Flats B/C would introduce greater overlooking potential;

#### Front Garden

- front garden/parking paved and hardstanding areas do not incorporate sufficient area of soft landscaping/planting;

In addition the measurements on the site plan appear to scale incorrectly when compared to GIS based information for the site. In terms of the scale, proportion and bulk of the extensions, the proximity to the side boundary and form of the extended roof including the dormer window, the proposals would fail to harmonise with the existing dwelling or the street scene and character of the surrounding area. Furthermore, there are significant potential impacts on the neighbouring occupiers due both to the size and proximity of the extensions and from the additional overlooking that would result to rear of the adjoining dwellings from the increased number of habitable room windows on the upper floors rear elevation. The internal layout of the flats is also unsatisfactory as submitted and in particular would fail to achieve Lifetime Homes standards whilst the vertical stacking arrangement could result in some noise transference to the rear bedrooms from rooms that are used for other non-compatible purposes situated in the flat directly above or below. The proposals for the front garden/parking forecourt are also inadequate in terms of the proportion of this frontage to be taken up by soft landscaping and planting areas.

The application is accordingly therefore recommended for refusal.

## 2. **RECOMMENDATION**

### **REFUSAL for the following reasons:**

#### **1 NON2 Non Standard reason for refusal**

The proposed extensions, by reason of their scale, bulk and proportion, height, proximity to the side boundary and combined roof conversion (including a gable end, large crown section and dormer addition), would fail to harmonise with the original building and furthermore would unbalance the pair of semi-detached dwellings. The proposal would thus be visually intrusive and out of keeping with the street scene and character of the surrounding area. Accordingly, the proposal is contrary to Policies BE13, BE15, BE19 and BE22 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) and to Sections 3.0, 5.0, 6.0 and 7.0 of the Supplementary Planning Document, the Hillingdon Design and Accessibility Statement: Residential Extensions (December 2008).

#### **2 NON2 Non Standard reason for refusal**

The proposed extensions, by reason of their size, bulk, height and proximity would be detrimental to the amenities of the occupants of the adjoining dwellings, Nos. 149 and 153 Woodlands Avenue, resulting in overdominance, loss of daylight and outlook with the potential for increased overlooking to the rear from the additional windows proposed on the upper floors. The proposal is thus contrary to Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012).

#### **3 NON2 Non Standard reason for refusal**

The internal layout of the proposed flats is unsatisfactory as it would fail to provide living accommodation capable of achieving the Lifetime Homes standards (Flat A). In addition, the stacking arrangement would result in noise transference to the rear bedrooms (Flats A/B). As such, the proposals would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy 3.8 of the London Plan (July 2011) and the Supplementary Planning Document, the Hillingdon Design and Accessibility Statement (HDAS) - Accessible Hillingdon'.

**4 NON2 Non Standard reason for refusal**

The proposals for the front garden/parking area would provide an inadequate proportion of soft landscaping and planting and is thus contrary to Policy BE38 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Policies (November 2012) and to the Supplementary Planning Document, the Hillingdon Design and Accessibility Statement: Residential Extensions (December 2008).

**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) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2011) and national guidance.

AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
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.
H4	Mix of housing units
H7	Conversion of residential properties into a number of units
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement,

LPP 3.4	Supplementary Planning Document, adopted July 2006
LPP 3.5	(2011) Optimising housing potential
LPP 6.13	(2011) Quality and design of housing developments
LPP 8.3	(2011) Parking
	(2011) Community infrastructure levy

### 3

The applicant is advised that the measurements provided on the site plan submitted with this application do not scale correctly when compared to mapping data for this site.

### 4 I59 Councils Local Plan : Part 1 - Strategic Policies

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

## 3. CONSIDERATIONS

### 3.1 Site and Locality

No.151 Woodlands Avenue is a semi-detached dwelling situated within a residential area of Ickenham.

Properties in the immediate surrounding area are mostly two storey semi-detached situated on long garden plots. No. 151 Woodlands Avenue has a front garden that is entirely given over to a hardstanding accessed via a single width vehicle crossover. The application property benefits from a 25 metre deep rear garden.

The application forms part of the Developed Area, as identified in the Policies of the Hillingdon Local Plan (November 2012).

### 3.2 Proposed Scheme

The proposal is for the conversion of two storey dwelling into three 2-bedroom self contained flats with associated parking and amenity space involving:

1. Erection of a two storey side extension, measuring 1.05 metres in width aligning with the main front wall and infilling along the length of the flank wall to the return section on the existing rear extension;
2. Erection of a first floor rear extension, measuring 3.35 metres in depth across the full width, reduced to 2.1m and stepped in by 1.3m adjacent to the boundary with No. 149 Woodlands Avenue
3. Conversion of the existing roofspace to habitable use (to include alteration from a hip roof to a gable end; insertion of a rear dormer window, 10 metres wide and set in by 0.5m from the sides; and insertion of a front rooflight); plus

#### 4. Installation of 2no. vehicular crossovers.

The flats would be created within the extended two storey house thus with significant external changes to the roof and the fenestration on the rear elevation.

Flat A (ground floor) would comprise of a kitchen, living/dining room, two rear bedrooms and a bathroom with a gross internal floor area of 66.5 square metres (approx.) occupying most of the ground floor including the rear extension. The flat would be entered through a new front door beside the existing one and would utilise the existing window openings.

Flat B (ground/first floors) would comprise of a kitchen and living room/dining room (on g/floor), front and rear bedrooms and a bathroom (f/floor) with a gross internal floor area of 63.5 sq.m. (approx.) occupying the front part of the ground floor and half of the first floor including the rear extension. The flat would be entered through the existing front door via a new staircase and would include new windows to the rear bedroom.

Flat C (first/second floors) would comprise of a kitchen/dining room and living room (on f/floor), two rear bedrooms and a bathroom (s/floor) with a gross internal floorspace of 71.0 sq. (approx.) excluding residual front roof space occupying half of the first floor including the side/rear extensions plus the enlarged/converted second floor roof space containing the rear dormer. The flat would be entered through a new side door and staircase formed within the side extension and would include new windows to the kitchen/dining room (f/floor) and to the two rear bedrooms (s/floor, dormer), a staircase landing window in the side elevation plus a bathroom rooflight in the front slope.

The off road parking provision for each of the new flats would comprise of one vehicle space, 2.4 metres wide by 5 metres long and capable of being widened for use by disabled driver, accessed across the footpath via individual crossovers, including one existing and two new vehicular, crossovers to be installed in Woodland Avenue.

The existing rear garden area (approx. 25 metres long by 12 metres wide) would be subdivided into three separate gardens of between 87 and 92 square metres each with the closest to the dwelling reserved for the ground floor Flat A and those for Flats B/C reached by a path alongside the boundary with No. 153

There is provision for cycle storage within each of the separate gardens.

### 3.3 Relevant Planning History

41208/A/87/2400                      151 Woodlands Avenue Ruislip  
Erection of a single storey rear extension

**Decision:** 19-02-1988    Approved

41208/D/94/1582                      151 Woodlands Avenue Ruislip  
Erection of a single-storey rear extension

**Decision:** 18-11-1994    Approved

### Comment on Relevant Planning History

The original dwelling has been extended across the full width to the rear on the ground floor by the addition of a 6.6 metre wide by 3.25 metre deep dining room extension granted (under ref. 41208/A/87/2400) in February 1988 and a subsequent infill addition of 3.6 metre width (under ref.41208/D/94/1582) in November 1994.

#### **4. Planning Policies and Standards**

##### **UDP / LDF Designation and London Plan**

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

###### Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.H1 (2012) Housing Growth

###### Part 2 Policies:

AM7 Consideration of traffic generated by proposed developments.

AM14 New development and car parking standards.

BE13 New development must harmonise with the existing street scene.

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.

H4 Mix of housing units

H7 Conversion of residential properties into a number of units

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 6.13 (2011) Parking

LPP 8.3 (2011) Community infrastructure levy

#### **5. Advertisement and Site Notice**

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

## 6. Consultations

### External Consultees

8no. neighbours have been consulted (18.11.2014) and in addition a site notice was displayed at the site from 3.12.2014. Two representations have been received with the following objections:

Impact on neighbour amenities:

- loss of light to at least two rooms, overshadowed by the 2nd storey.
- loss of privacy due to the windows being overlooked by the 2nd storey windows.
- the side entrance to one of the flats is only feet away from my mother's bedroom so there will be noise issues with people coming and going.

Parking/traffic issues:

- with the possibility of 10 occupants, the parking provisions could well be inadequate. Also a dropped curb to facilitate 3 cars parked in the front garden would mean the removal of a street parking bay.
- will increase the traffic flow

Impacts on surrounding area:

- this sort of intensive development is totally out of keeping in this quiet residential street.
- two good sized flats without altering the character of the property and causing disruption and worry to the neighbours (3 flats is too many).
- will set a precedent in the road
- will have an impact on local schools
- will be the loss of a family house
- numerous local developments for flats but none for family housing.

Eastcote Residents Association - no comments received.

Eastcote Conservation Panel: consider unacceptable with the following comments:

Woodland Avenue is a densely populated area of Eastcote. The majority of the dwellings are modest semi detached buildings. This proposal is totally out of keeping with the area, by its bulk and design. From the rear it resembles a block of flats. The roof shape is cumbersome and out of keeping with the established street scene.

The size of the rear gardens for each flat is not given, and should be carefully checked for compliance to HDAS. The extra two vehicle crossovers will be a danger to pedestrians. The three parking spaces will change the appearance of the front of the building from a garden to a parking lot. There is no screening for the bin store, also there are not any details of recycling facilities within the bin store.

The internal layout of the proposal will not provide satisfactory accommodation for future residents. Flat A which is wholly on the ground floor, will have the kitchen of Flat C above the two bedrooms. Also the bathroom of Flat B will be situated above the living area of Flat A. Bedroom 1 of Flat B will be situated next to the kitchen of Flat C.

### Internal Consultees

PRINCIPAL ACCESS OFFICER: Has requested amended plans as follows:

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 May 2013. Compliance with all 16 Lifetime Home standards (as relevant) should be shown on the ground floor flat plan.

The following access observations are provided:

- Level access should be achieved. Details of level access to and into the proposed dwelling should be submitted. A fall of 1:60 in the areas local to the principal entrance and rear entrance should be incorporated to prevent rain and surface water ingress. In addition to a levels plan showing internal and external levels, a section drawing of the level access threshold substructure, and water bar to be installed, including any necessary drainage, should be submitted.

- The ground floor flat plan should be designed in accordance with Lifetime Home standards. At least 700mm should be provided to one side of the WC, with 1100 mm provided between the front edge of the toilet pan and a door or wall opposite.

TREES/LANDSCAPE OFFICER: No objection, subject to RES9 (parts 1,2,4,5, and 6). Makes the following comments:

The site is occupied by a semi-detached house on the south side of Woodlands Avenue, a residential street off Field End Road. The front garden is almost entirely laid to paving with off-street parking for several cars. There are no Tree Preservation Orders and no Conservation Area designations affecting the site. There is space and opportunity to improve the character and appearance of the site and area by re-instating some soft landscape in the front garden.

Saved Policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate. No trees or other landscape features of merit will be affected by the proposal. Drawing No. WA/2014/10 Rev 1 indicates that the front 'garden' will be retained as paving to provide three parking spaces, three pedestrian footpaths and 'spare' paving. In reality the area is likely to be used to park additional cars. Two modest areas of planting are indicated in front of the property.

Hillingdon's design guidance seeks the retention/provision of a reasonable amount of soft landscape (25%) within front gardens. The front garden/car park layout should be amended to accommodate the three parking spaces, with reduced areas of paving which could then be used for soft landscape enhancement. The rear garden has been sub-divided to provide designated gardens for the occupants of the flats.

If the application is recommended for approval, landscape conditions should be imposed to ensure that the proposals preserve and enhance the character and local distinctiveness of the surrounding natural and built environment.

HIGHWAYS (TRAFFIC/TRANSPORTATION) OFFICER:

a. The applicant will be required to pay for the statutory consultation and amendment to the traffic orders that would be required to make any changes to on-street parking bays.

b. The proposed two new crossovers should be amended to one wider shared crossover. The two bays should share the extra 1.2m wide extra space provision for disabled users. The final crossover details will need to be agreed with Highways Maintenance Section. The applicant will be responsible for the cost of construction of crossover.

c. There are no highway objections to the proposed development.



## **7. MAIN PLANNING ISSUES**

### **7.01 The principle of the development**

Policy H7 allows for conversions of residential properties and generally applies to those falling within the Use Class C3 residential use as a single dwelling house. The policy requires adequate car parking to be provided within the curtilage without demonstrable harm to residential amenities or the character of the area to the street appearance.

Such conversions may be in any residential location subject to the suitability of the property in terms of access, layout, communal facilities, garden space (etc.). The age and type of property, such as a terrace, may mitigate against such conversions where the potential impacts of greater noise and disturbances from the additional comings and goings may affect the neighbouring occupiers.

Policy 3.8 of the London Plan (July 2011) seeks to ensure that there is a choice of homes that people can afford which meet the requirements for different sizes and types of dwelling whilst other supported housing needs are identified.

The proposal for conversion would in principle be acceptable subject to the internal arrangement of the rooms providing adequate daylight to habitable rooms, outlook, privacy and noise levels (etc.) as it would retain a residential use of the application property. It must be noted too that the site frontage is already entirely given over to a vehicle hardstanding and therefore the proposed layout for up to three vehicles with additional planting areas (the extent of which are considered elsewhere in this report with reference to landscaping provision) would not be significantly different to how this area could be utilised.

### **7.02 Density of the proposed development**

The density of residential development on this site should be in accordance with Policy 3.4 of the London Plan (July 2011). For dwellings of 2.7 to 3 habitable rooms in suburban locations with a PTAL of 3, a density of 150-250 habitable rooms/hectare (or 50-95 units/ha.) is sought.

The proposed development, comprising of 9 habitable rooms (six bedrooms plus three living/dining rooms) on a site area of 0.0523 hectare would thus result in a density of 172 habitable rooms/hectare (approx.) or 57 units per hectare, which would be towards the lower end of the acceptable density range.

However where a scheme falls within the density standards, this does not override the need to comply with other development plan policies that seek to protect visual and residential amenity.

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

Not applicable to this application.

### **7.04 Airport safeguarding**

Not applicable to this application.

### **7.05 Impact on the green belt**

Not applicable to this application.

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

Hillingdon Local Plan: Part Two Policies BE13 and BE19 seek to resist any development which would fail to harmonise with the existing street scene or would not complement or improve the character and amenity of the residential area in which it is situated.

Policy BE22 of the Hillingdon Local Plan requires a gap between a two storey building and

the side boundary line of at least one metre.

The alterations to the front of the building facing on to Woodlands Avenue including a new entrance door for Flat B would be in harmony with the existing character of the surrounding area. However, the addition of a two storey side extension to marginally within one metre of the boundary would be strictly contrary to Policy BE22 in this regard.

Policy BE15 of the Local Plan states that proposals should harmonise with the scale, form, architectural composition and proportions of the original building. The adopted SPD, the Hillingdon Design and Accesibility Statement: Residential Extensions (December 2008) set out the criteria in terms of scale, proportions, dimensions and design for all types of extensions and alterations proposed to detached properties. Extensions should always appear subordinate to the original dwelling.

Thus first floor rear extensions (HDAS, Section 6.0) should not be more than 3.6m in depth and avoid significant over-dominance, over-shadowing and loss of outlook and daylight to neighbouring properties. For this reason, full width rear extensions are usually not acceptable on semi-detached dwellings and should not abut or come close to the shared boundary with the other half. The roof lines should parallel those of the existing roof (ie. matching angles of slope) and match the existing pitched or hipped roof in design whilst the roof may be of the same height as the main house.

Two storey side extensions (HDAS, Section 5.0) should not be more than two-thirds the width of the main house and be set in by at least one metre from the side boundary for their full height. On semi-detached dwellings these should also be set back by a minimum of 1.0 metre from the principal front wall of the building or set down by 0.5 metre below the existing ridge line.

Roof additions are also considered in Section 7.0 of HDAS and should relate well to the proportions and roof form of the existing house and neighbours. Hip to gable end conversions are not allowed as these would unbalance the pair of semi-detached dwellings whilst dormer windows should appear secondary to the size of the roof face within which they are to be set. On larger semis (with more than two rooms across their width), this requires set ins of at least one metre from the sides of the roof, below the ridge and above the eaves level whilst the design of the windows should match those on the existing rear elevation.

In this regard therefore, the proposed extensions and roof conversion/additions would fail to conform to the HDAS design criteria in their overall proportions and design in particular by the introduced gable end roof that would unbalance the existing pair of semis.

The two storey side extension is not set back by a minimum of 1.0 metre from the principal front wall of the property, inside the boundary by one metre or set down by 0.5 metre below the existing ridge line.

The introduction of a gable end roof is clearly contrary to the Council's design guidance for semi-detached dwellings because of the unbalancing effect on the appearance of the original pair of dwellings. Nonetheless, it is recognised that such conversions may still be carried out under permitted development before planning permission is sought for any subdivision of the property into flats.

The first floor rear extension is also excessive in its proposed overall width across the entire length of the existing rear elevation whilst its crown roof section would not match the original pitched roof form of the existing dwelling. Furthermore, the dormer window proposed is also not sufficiently set down from the ridge line or within the roof slope.

The height of the sloped roof sections above the residual single storey elements also technically exceeds the maximum height set down in Section 3.0 of HDAS by about 0.3 metre.

In all these respects therefore the proposals would not be subordinate in its scale, proportion of form and thus fails to accord with a number of criteria and the objectives of Policies BE13, BE15, BE19 and BE22 of the Hillingdon Local Plan and would also be contrary to the Council's guidance on such extensions to semi-detached properties in the Supplementary Planning Document, the Hillingdon Design and Accessibility Statement: Residential Extensions (December 2008).

#### **7.08 Impact on neighbours**

Policy BE20 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to ensure that adequate daylight and sunlight can penetrate into and between buildings and that amenities are safeguarded whilst any potential impacts on daylight/sunlight are considered under Policy BE21 which precludes development that would result in a significant loss of amenity due to a proposals siting, bulk and proximity.

Paragraph 4.9 of the SPD, the Hillingdon Design & Accessibility Statement: Residential Layouts (July 2006) further advises that all residential developments and amenity spaces should receive adequate daylight and sunlight and that new development should be designed to minimise the negative impact of overbearing and overshadowing. It goes on to advise that 'where a two storey building abuts a property or its garden, adequate distance should be maintained to overcome possible domination'. Generally, 15m will be the minimum acceptable distance between buildings. Furthermore a minimum of 21m overlooking distance should be maintained.

The part set in of the proposed first floor extension adjacent from the boundary with No. 149 Woodlands Avenue, the other half of this semi-detached pair, would technically meet the 45 degrees sight line from the nearest rear window of that property at first floor. However the outlook from the ground floor would be towards a high flank wall on the boundary and thus be dominated by the rearward addition to its other half.

The bungalow at No. 153 Woodlands Avenue also contains several side facing windows at ground floor level serving the kitchen, a bathroom and spare room thus providing daylight and outlook from habitable accommodation. Although the rear of this dwelling is sited over 4 metres to the rear of No. 151, and the front part of the side extension would align with the attached garage to the boundary, nonetheless the outlook from this dwelling would be dominated by the new gable end flank wall at less than 1m from the boundary, resulting, in addition, in some loss of natural daylight that penetrates between the two dwellings which have facing roof slopes.

The extensions proposed both to the rear above the existing ground floor addition and to the side on two floors would therefore be likely to result in a reduction in the standard of existing residential amenities enjoyed by the occupants of these neighbouring properties. The proposal is thus considered to be contrary to Policies BE20 and BE21 of the Local Plan and

to HDAS.

Policy BE24 of the Local Plan considers the potential loss of privacy. There are several new additional rear facing windows proposed at first and second floor level that create the opportunity for additional overlooking on to the gardens of the adjoining properties, Nos. 149 and 153 Woodlands Avenue. Whilst overlooking is already possible from No. 151 to these gardens and thus is not introduced by the proposal as such, nonetheless the increase in the number of such windows within the minimum overlooking distance of 21 metres is considered to be intrusive.

In particular, seven of the eight windows within the rear elevation at upper floor levels would serve habitable rooms including bedrooms and kitchen/dining rooms. A staircase landing window within the roof space to Flat C could be fitted with an obscure glazed window that fixed shut below 1.8 metres above finished floor level but as such, the proposal would also fail to comply with Policy BE24 of the adopted Hillingdon Local Plan (November 2012).

#### **7.09 Living conditions for future occupiers**

The London Plan (July 2011) in Policy 3.5 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 two bedroom flat for three persons should have at least 61 sq.m of internal floorspace.

The combined gross internal floorspace for the proposed dwellings would be 201 square metres, with each flat achieving the minimum standard and therefore, the level of residential amenity provided for future occupiers would be considered acceptable in accordance with Policy 3.5 of the London Plan (November 2012).

The internal layout of the flats is also considered to be unsatisfactory as submitted and in particular would fail to achieve Lifetime Homes standards (see under Disabled Access). The arrangement of the rooms within these split level flats, which are to be entered independently, is generally good in terms of daylight etc. but due to the bedrooms having to be located at the rear, the vertical stacking arrangement could result in some noise transference upwards from the ground floor living room in Flat A to Flat B and downwards from the first floor kitchen/dining room in Flat C to the bedrooms in Flat A.

The Hillingdon Local Plan: Part Two Policy BE23 states that new residential buildings or extensions should provide or maintain external amenity space which is sufficient to protect the amenity of existing and future occupants which is usable in terms of its shape and siting

Paragraph 3.13 of the Hillingdon Design and Accessibility Statement: Residential Layouts (July 2006) recommends that a flat with two bedrooms should have at least 25 sq.m of associated usable garden space (the equivalent figure for two bedroom houses with individual private gardens is 60 sq.m.). A total of approximately 270 sq.m. of such space would be available to the occupants of the new dwellings in the existing rear garden which is to be divided into three. The proposal would therefore exceed the Council's standards and the proposal would provide an adequate layout and size of the garden space for both existing and proposed dwellings in accordance with Local Plan Policy BE23.

#### **7.10 Traffic impact, car/cycle parking, pedestrian safety**

Hillingdon Local Plan: Part Two Policy AM7 considers the traffic generation of proposals and will not permit development that is likely to prejudice the free flow of traffic or pedestrian safety generally.

The application site is situated in a minor local road off Field End Rad near Eastcote Station. The immediately surrounding area has a Public Transport Accessibility Level of 3.

Whilst a minor reconfiguration of the crossover arrangement has been recommended by the highways officers (this is land outside the application site and would therefore be subject to a highways licence), the vehicular crossovers across a wide pavement with good visibility in either direction, even with the additional number of movements associated with two dwellings, would be unlikely to give rise to any significant concerns in these regards and the proposal is thus considered to be in accordance with the aims of Policy AM7.

Hillingdon Local Plan: Part Two Policy AM14 states the need for all development to comply with the Council's adopted parking standards.

The Council's maximum parking requirement for off street parking (ie. within the curtilages of the properties) would require 1.5 parking spaces for the new flats. However, the PTAL score for the site is average and as a result it is considered that the maximum level of spaces does not need to be sought in this instance. A total of three spaces are to be provided of 2.4 metres x 5.0 metre dimensions with additional space to the side available if required in the future by any occupant who is registered as a disabled driver.

The proposed development for flats would retain the existing parking forecourt and subject to additional landscaping requirements could easily accommodate three vehicles comfortably within the site that would access directly across the footpath and reverse out. This level of provision should be sufficient for the primary needs of the occupants with visitor parking taking place on street.

As such it is considered that the proposal should not result in an increase in the demand for on-street parking and would not be prejudicial to pedestrian and highway safety, and complies with Local Plan Policy AM14 in this regard.

#### **7.11 Urban design, access and security**

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) states that all new developments should achieve a high quality of design in all new buildings and the public realm contributes to community cohesion and a sense of place. They should be designed to be appropriate to the identity and context of Hillingdon's buildings, townscapes, landscapes and views and make a positive contribution to the local area in terms of layout, form, scale and materials and seek to protect the amenity of surrounding land and buildings, particularly residential properties. They should also create safe and secure environments.

The Council's adopted Supplementary Planning Document, the Hillingdon Design and Accessibility Statement: Residential Layouts (July 2006) also sets out, in Chapter 4, the site specific and general design guidance for new residential development.

These policies are more applicable to new build housing development. Nonetheless, as discussed elsewhere in this report, the bulk and scale of the proposed extensions, roof conversion and additions have been considered in terms its effect on the amenity and character of the surrounding residential area, and with reference to other relevant policies it is considered to be unacceptable overall in the context of the local built environment.

#### **7.12 Disabled access**

All housing development schemes must be constructed to a design that is in accordance

with the Lifetime Homes Standards as outlined in the Supplementary Planning Document, the Hillingdon Design and Accessibility Statement (HDAS) - Accessible Hillingdon' and Policy 3.8 of the London Plan 2011.

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) also states that housing should be designed to include Lifetime Homes principles so that they can be readily adapted to meet the needs of those with disabilities and the elderly.

The basic objective of these policies is that new dwellings should be accessible and capable of future occupation by disabled person(s). This may include where appropriate such design features as external access ramps, level entrance thresholds for wheelchairs, minimum door widths and bathroom dimensions including a practical WC/washbasin arrangement, a layout that enable one bathroom facility at entry level to be used in the future as a wet room (with shower gully drainage) and an identified location for a future through the ceiling wheelchair lift.

In this respect, the Council's Access Officer has advised that the proposals as submitted do not achieve all of the 16 Lifetime Home standards (as relevant) in particular with regard to level access to and into the building and the layout of the ground floor flat (Flat A) in terms of specific dimensions within the the WC. The proposal is thus strictly contrary to the guidance set out in the SPD and thus to relevant policies, BE1 of the Local Plan and 3.8 of the London Plan in this regard.

Policy AM13 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) seeks to ensure that proposals for development increase the ease and spontaneity of movement for elderly people, the frail and people with disabilities. With regard to Lifetime Homes standards, as described elsewhere in the report there is potential for each of parking bays to be enlarged if necessary in the future and therefore this overall policy objective has been met by the proposal.

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

Not applicable to this application.

#### **7.14 Trees, Landscaping and Ecology**

Hillingdon Local Plan Part Two Policy BE38 seeks the protection and retention of existing trees and landscape features of merit and considers where appropriate the provision of additional landscaping as part of a proposed development.

There are no trees protected, or otherwise, on or close to the site which might be affected by the development for two storey side and first floor rear extensions plus roof alterations to enable internal conversion.

The opportunity for additional landscaping and planting has nonetheless been recognised by the Council's Trees/Landscape Officer who advises that the front garden/car park layout should be amended to accommodate the three parking spaces, with reduced areas of paving which could then be used for soft landscape enhancement. The current proposed planting provision within this parking forecourt amounts to no more than 14 sq.m./100 (or 14%) of the hardstanding which is thus below the minimum 25% that is sought under the SPD, HDAS - Residential Extensions (December 2008).

On this basis therefore, the proposal is considered to be contrary to the objectives of Local Plan Policy BE38 of the Hillingdon Local Plan (November 2012).

### **7.15 Sustainable waste management**

The Council's adopted Supplementary Planning Document, the Hillingdon Design and Accessibility Statement - Residential Layouts, in Chapter 4 states that adequate and appropriate space for waste and recycling facilities should be incorporated in to new developments, which integrates with the buildings they serve and minimises the impact on local amenity.

Waste disposal facilities should be located on private land with solid, well ventilated bin stores that are discreetly sited and screened but easily and safely accessible from the highway/collection point. The maximum distance for refuse to be carried by residents is 25 metres or 30m from the highway where these are to be collected. In accordance with HDAS therefore, the dwellings would be required to be provided with a screened storage area for refuse awaiting collection.

The proposed site layout makes provision for a refuse bin store location within the application site, the details of which have not been provided in the application but are otherwise considered to be in a suitably discreet position to the side of the ground floor front projection. Sited here it would not be prominent and would be within a carrying distance from the highway of less than 10 metres, thus providing an acceptable arrangement for refuse collection.

### **7.16 Renewable energy / Sustainability**

As the proposal involves the conversion of an existing dwelling the Code for Sustainable Homes requirement is not applicable to this development.

### **7.17 Flooding or Drainage Issues**

Not applicable to this application.

### **7.18 Noise or Air Quality Issues**

Not applicable to this application.

### **7.19 Comments on Public Consultations**

The principal concerns raised by the neighbour consultation process relate to the proposal for flats being out of keeping with the surrounding area which is dominated by family size dwellings and the potential impacts, in particular loss of daylight and privacy, due to the scale and proximity of the proposed extensions, which are not in keeping with the property.

Whilst the principle of flats conversion is accepted elsewhere in this report, the issues relating to the scale of the extensions and thus how these would impact on the adjoining properties has been assessed and it is considered that the loss of residential amenities that would result forms the basis of a reason for refusal.

Another concern is the adequacy of the parking provision for the increased number of occupants and the loss of on-street parking space that would result. In this respect, no objection has been raised by Council's Highways Officer.

### **7.20 Planning Obligations**

Both the London Mayor's and Borough Community Infrastructure Levy charges are applicable to the development, if approved.

### **7.21 Expediency of enforcement action**

None applicable.

### **7.22 Other Issues**

None.

## **8. Observations of the Borough Solicitor**

### General

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

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

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

### Planning Conditions

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

### Planning Obligations

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

### Equalities and Human Rights

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

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

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



## **9. Observations of the Director of Finance**

## **10. CONCLUSION**

The proposals to extend the existing dwelling, by reason of their scale and bulk would fail to harmonise with the existing dwelling or the street scene and character/amenities of the surrounding area.

The proposals would also have an unacceptable impact on the amenities of the adjoining residential occupiers due to the proximity of the extensions and the increased potential for overlooking.

The internal access, layout and arrangement of the flats is unsatisfactory and would fail to achieve Lifetime Homes standards. The external amenity space provision for future occupants of the development is adequate and no significant landscape features would be removed.

The access arrangement is considered satisfactory and would not result in highways related problems at the site entrance. The proposals for the front garden/parking forecourt are though inadequate in terms of the soft landscaping and planting areas.

In conclusion, the proposal would thus fail to accord with the terms and objectives of a number of relevant identified national, strategic and local policies, and the requirements and adopted standards.

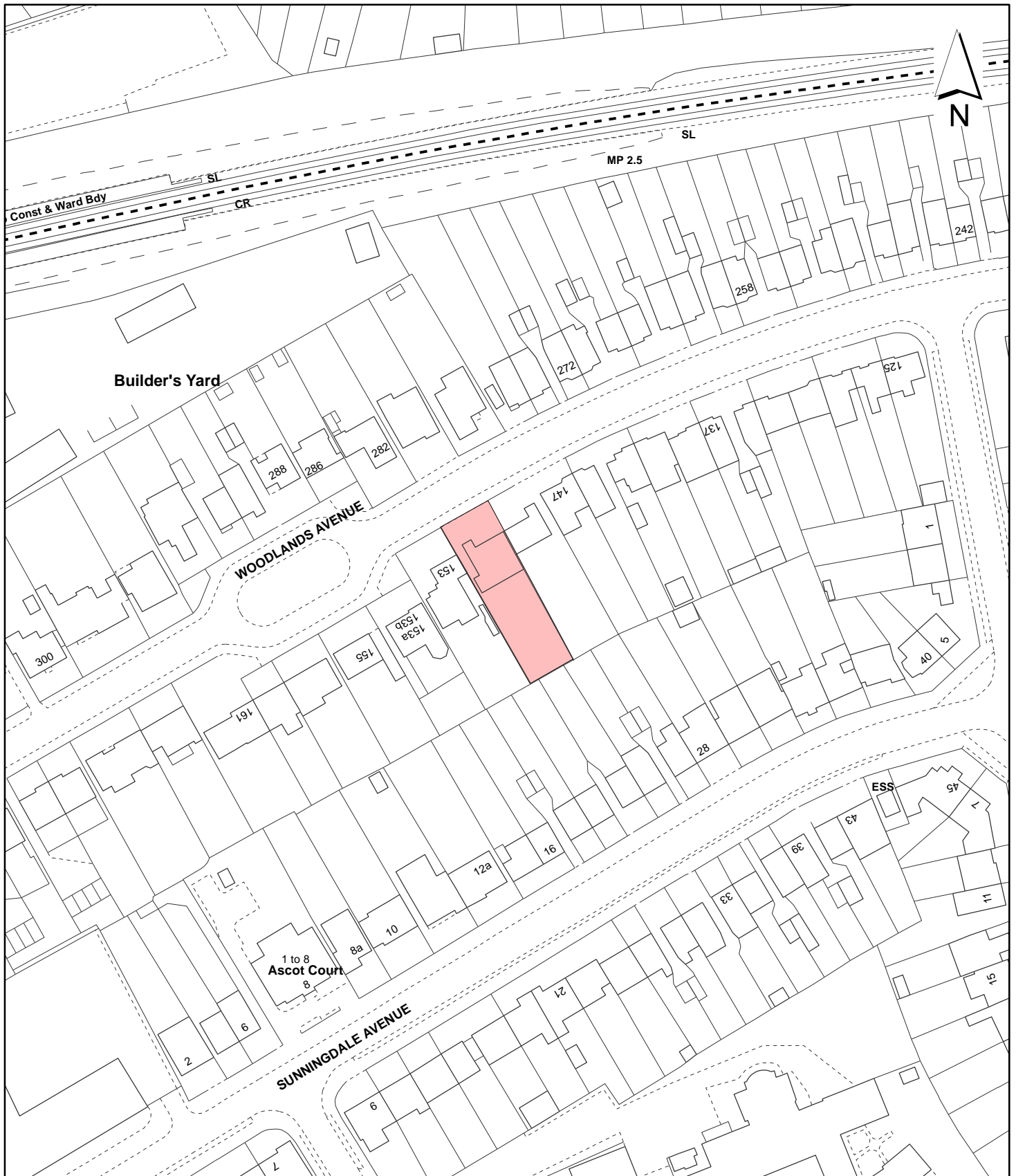
For the reasons given therefore it is recommended that planning permission be refused.

## **11. Reference Documents**


Hillingdon Local Plan (November 2012);  
The London Plan (July 2011);  
National Planning Policy Framework;  
Hillingdon Supplementary Planning Document: Planning Obligations (July 2008) and Revised Chapter 4 (September 2010);  
Hillingdon Design and Accessibility Statement: Residential Layouts (July 2006);  
Hillingdon Design and Accessibility Statement: Accessible Hillingdon (May 2013);  
GLA's Supplementary Planning Guidance - Housing.

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**Notes**

 Site boundary

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Site Address

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

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

Planning Application Ref:

**41208/APP/2014/4035**

Scale

**1:1,250**

Planning Committee

**North**

Date

**March 2015**



**HILLINGDON**  
 LONDON