Report of the Head of Planning, Sport and Green Spaces

Address 54-64 THE BROADWAY JOEL STREET NORTHWOOD

Development: Two storey rear extension and conversion of roof space to habitable use to

include 2 x rear dormers and 3 x side dormers and conversion from 6 x 3-bed

flats to 7 x 2-bed and 8 x 1-bed flats

LBH Ref Nos: 63833/APP/2015/1485

Drawing Nos: Block Plan

4667-03 4667-04 4667-05 4667-11 4667-07 4667-09 4667-10 4667-06 4667-01 4667-02 4667-sp1

Date Plans Received: 26/03/2015 Date(s) of Amendment(s):

Date Application Valid: 01/06/2015

1. SUMMARY

The application relates to a two storey rear extension above an existing ground floor projection to the rear of a terrace of properties, which comprises a row of retail units at ground floor level and 6 maisonettes above. The proposed development will replace the existing 6×3 bedroom maisonettes with 7×2 bed flats and 8×1 bed flats.

The proposed two storey extension runs across the whole width of the existing building and incorporates a further roof extension. The overall size, scale and bulk results in the crown roof detail which significantly alters the character of the original building and is not in keeping with the character of the area. The development is for a mix of 1 and 2 bed properties that can be considered to include family accommodation however this proposal fails to provide sufficient private amenity space and insufficient information has also been provided to demonstrate that the proposal would not lead to increased demand for on street parking or suitable provision for cycle and waste storage facilities. It has also been noted from the scale drawings that some of the dimensions do not exactly correlate with the information provided, with some of the flats coming in slightly below the space standards.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed two storey rear extension, by reason of its size, scale, bulk, width and design, would result in an incongruous addition which would be detrimental to the architectural composition of the existing building and would be detrimental to the visual

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amenity of the street scene and the character and appearance of the wider area. The proposal would therefore be contrary to Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

2 NON2 Non Standard reason for refusal

The proposed development, by virtue of its failure to provide amenity space of sufficient size and quality commensurate to the requirements for the mix of housing including family accommodation,- would result in an over-development of the site detrimental to the residential amenity of future occupiers. The proposal is therefore contrary to Policies BE19 and BE23 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

3 NON2 Non Standard reason for refusal

The proposal has failed to provide secure cycle parking provision in accordance with the Council's adopted standards, and therefore the proposal is contrary to Policy AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

4 NON2 Non Standard reason for refusal

The proposal has failed to provide adequate waste storage provision in accordance with the Council's adopted standards, and therefore the proposal is contrary to Policy OE1 and BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

INFORMATIVES

1 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 (2015). 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.

2

It should be noted that minor discrepancies were identified between the floor space provision as stated on the plans to the provision when measured from the scale drawings, in some cases resulting in the floor areas being marginally below the standards as required to guarantee satisfactory living space and amenities as identified within HDAS - Residential Layouts

3. CONSIDERATIONS

3.1 Site and Locality

The application relates to Nos. 54 - 64 Joel Street which are a terrace of three storey buildings. There are retail units at ground floor level with residential accommodation in the form of 6 maisonettes above. The building is situated on the western side of Joel Street. The

Metropolitan Underground Line runs south of the site and residential units are to the west. The site currently has some parking provision to the rear with an external staircase leading to a terrace in front of the residential units.

The site is located within the Northwood Hills Town Centre and the streetscene is characterised by similar 3 storey terraces. There is a bus stop directly to the front of the building and Northwood Hills Station is located over the road.

The application site lies within the Northwood Hills Primary Shopping Area and a developed area as designated by the policies of the Hillingdon Local Plan (2012).

3.2 Proposed Scheme

The proposals is for the erection of a two storey rear extension over the existing common terrace area and the conversion of roof space to habitable use to include 2 x rear dormers and 3 x side dormers, which would convert the upper floors of the building from 6 x 3-bed maisonettes to 7×2 -bed and 8×1 -bed flats.

The extension would be the same height as the existing building but would increase the depth by 2.6m from 9.65m to 12.25m.

3.3 Relevant Planning History

63833/APP/2007/3358 54a - 64a Joel Street Northwood

ALTERATIONS TO THE LAYOUT OF THE EXISTING THREE-BEDROOM FLATS ON THE FIF FLOOR SO THAT THE FLATS BECOME ONE-BEDROOM SELF-CONTAINED FLATS, ALTERATIONS AND EXTENSIONS TO THE EXISTING PITCHED ROOF TO INCORPORATE DORMER WINDOWS TO FACILITATE AN ADDITIONAL 6 THREE-BEDROOM FLATS WITH BEDROOMS AT SECOND FLOOR AND LIVING SPACE WITHIN THE ALTERED/EXTENDED ROOFSPACE.

Decision: 15-02-2008 Withdrawn

63833/APP/2008/2425 54a-64a The Broadway Joel Street Northwood

ALTERATIONS TO THE LAYOUT OF THE EXISTING 6, THREE-BEDROOM FLATS ON THE FIRST AND SECOND FLOORS TO CREATE 4, TWO-BEDROOM FLATS AT 1ST AND PART 2ND FLOOR LEVEL AND ALTERATIONS AND EXTENSIONS TO THE EXISTING PITCHED ROOF TO INCORPORATE DORMER WINDOWS TO FACILITATE AN ADDITIONAL 8, ONE-BED FLATS AT PART 1ST AND 2ND AND PART 2ND AND 3RD FLOOR LEVEL INCORPORATING ROOF ACCOMMODATION AND CREATION OF REFUSE STORAGE WITH SHOP NO. 54A

Decision: 27-11-2008 Approved

63833/APP/2008/435 54a - 64a Joel Street Northwood

ALTERATIONS TO THE LAYOUT OF THE EXISTING 6 THREE-BEDROOM FLATS ON THE FIRST AND SECOND FLOORS TO CREATE 6 TWO-BEDROOM SELF-CONTAINED FLATS & FIRST AND PART SECOND FLOOR LEVEL, AND ALTERATIONS AND EXTENSIONS TO THE EXISTING PITCHED ROOF TO INCORPORATE DORMER WINDOWS TO FACILITATE AN ADDITIONAL 6 ONE-BEDROOM FLATS AT PART SECOND FLOOR AND THIRD FLOOR, INCORPORATING ROOF ACCOMMODATION.

Decision: 04-08-2008 Withdrawn

63833/PRC/2014/132 54a-64a The Broadway Joel Street Northwood

Extensions and alterations to existing first and second floors and the creation of additional residential units.

Decision:

Comment on Relevant Planning History

63833/APP/2008/2425 - Alterations to the layout of the existing 6 x 3 bed flats to create 4 x 2 bed flats and alterations and extensions to the existing pitched roof to incorporate dormer windows for an additional 8 x 1 bed flats (approved).

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

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
OE1	Protection of the character and amenities of surrounding properties and the local area
LPP 3.3	(2015) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential

LPP 3.5 (2015) Quality and design of housing developments
 LPP 3.8 (2015) Housing Choice
 HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
 LDF-AH Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010

5. Advertisement and Site Notice

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

6. Consultations

External Consultees

17 neighbours were consulted for a period of 21 days expiring on the 25 June 2015. Three responses were received during the consultation process outlining the following issues:

- Another example of a landlord wanting to make money out of renting rabbit hutches
- Overdevelopment
- Joel Street is a busy road and has just had extra parking provided to enhance the shopping experience. Where are the new residents going to park their cars. Parking in Northwood Hills is a major problem particularly in this vicinity
- You allowed the site near Joel Street roundabout to be developed and it has been an on going issue due to flouting of planning from my understanding and is a nightmare for the residents of Windsor Close because of the inadequate parking.
- The size of the apartments has cleverly been disguised by simply putting square meters as opposed to actual dimensions presumably to try and pull the wool over the public's eyes.
- Also in order to redevelop this property the Landlord is making 6 families homeless in effect how can that be responsible?
- I also note that the application form states that the ground floor lessees were notified of the intended application in March 2015! I can confirm that that is not so no notification has been received by any of the shops in this property!
- This is not merely a roof conversion. The development will require a huge roof space to build and would create a precedent
- Overspill parking will probably have an impact on Haven Funerals who need clear access to the rear of the property 24 x 7
- Significant development involving scaffolding etc will further disrupt our business

A petition with 22 signatures objecting to the proposal was also received.

Northwood Hills Residents Association - no response.

Internal Consultees

Highways -

- a. No details regarding existing and proposed provision for car parking have been provided.
- b. The site has poor / moderate public transport accessibility (PTAL=2 3). There is considerable onstreet car parking stress in the vicinity of the site.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Policy H4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that wherever practicable a mix of housing units of different sizes should be provided in schemes of residential development including in particular units of one or two bedrooms. Within town centres predominantly one and two bedroom development will be preferable.

Policy H7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that the Local Planning Authority will regard the conversion of residential properties into more units as acceptable in principle provided this can be achieved without causing demonstrable harm to the residential amenities or character of the area or the amenity of adjoining occupiers and the following criteria are met:-

- (i) it can be demonstrated that adequate sound insulation is provided;
- (ii) car parking to the standards adopted by the Local Planning Authority can be provided within the curtilage of the site and can be accommodated without significant detriment to the street scene;
- (iii) all units are self contained with exclusive use of sanitary and kitchen facilities and with individual entrances, and internal staircases are provided to serve units above ground floor level; and
- (iv) adequate amenity space is provided for the benefit of residents of the proposed development.

The principle of development was established in November 2008 when planning permission (ref: 63833/APP/2008/2425) was granted for alterations to the first and second floors and alterations and extensions to the roof, to create a total of 12 residential units. This proposal would increase the number of one-bed and two-bed units within the building from 6 to 15.

There is no policy objection to the redevelopment of the site to provide residential accommodation, subject to an appropriate design and the proposal being in accordance with all the relevant planning policies and supplementary guidance.

7.02 Density of the proposed development

The density of the proposed development is 158 units/ha. It should be noted that on a development of the scale proposed, density in itself is of limited use in assessing such applications and more site specific considerations are more relevant.

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

Not applicable to the consideration of this application as the site is not located within an Archaeological Priority Area, Conservation Area or Area of Special Local Character.

7.04 Airport safeguarding

No objections are raised to the scheme in terms of airport safeguarding.

7.05 Impact on the green belt

Not applicable, the site is not located within the green belt.

7.07 Impact on the character & appearance of the area

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)

states that development will not be permitted if the layout and appearance fails to harmonise with the existing street scene, whilst Policy BE15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) require alterations and extensions to harmonise with the scale, form, architectural composition and proportions of the original building.

Policy BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to ensure that new development within residential areas compliments or improves the amenity and character of the area.

The existing 3 storey building has a small pitched roof to the front with a flat roofed section to the rear, characteristic of most of the properties on this part of the road. The proposed scheme includes a 2.6m deep two-storey extension across the full width of the building, over the first floor common walkway to the rear of the existing maisonettes. The extension is to the full height of the existing front pitched roof, including an extension to the roof area, replacing the existing two storey flat roof with a large crown roof and a cut in to provide a walkway for access to the 4 proposed third floor flats. The proposal also includes 3 side facing dormer windows, two rear facing dormer windows and 16 front facing roof lights. This is a substantial extension, which would significantly alter the character and appearance of the existing building. Furthermore given the prominent location of the building, with the large open area of the railway lines to the south, the extension would be clearly visible from the wider area, including on the approach northwards towards the building from Joel Street to the front and from Windsor Close and Fairfield Court to the north and rear.

The overall size, scale and bulk results in the crown roof detail which significantly alters the character of the building and is not in keeping with the character of the area. Therefore the proposed rear extensions are considered to detract from the visual amenities of the surrounding area and be harmful to the character and appearance of the subject property and as such would be contrary to Policies, BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.08 Impact on neighbours

The 2 storey rear extension would be constructed approximately 0.75m from the side of the adjacent property 52 Joel Street. The rear of this property aligns with the application site and the extension would project 2.6m to a height of an additional 9m. However this property sits at a slight angle to the application site facing away more north easterly than north. As such it is not considered that the proposed extension would have a significant impact on the amenity of that property.

To the rear of the site is Fairfield Court, which is a three storey building of similar proportions to the application site. It has a staggered building line the rear elevation facing south west. Due to the alignment of the application property and the neighbouring Fairfield Court, there is no direct overlooking of windows. The proposal is therefore considered to be acceptable in regards to Policy BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.09 Living conditions for future occupiers

Section 4.7 of the SPD: Residential Layouts, states careful consideration should be given in the design of the internal layout and that satisfactory indoor living space and amenities should be provided. This recommends a floor space of 63sqm for 2 bed flats and 50sqm for a 1 bed flat. The plans identify that the 1 x bed flats have floor areas of 50sqm or more and the 2 x bed flats have floor areas of 63sqm or more. However when the floor areas have been measured from the scale drawings, slight discrepancies have been found to the

measurements given. For example, on the second floor the 4 central 1 x bed flats are all shown as having a floor area of 50sqm but from the scale drawings these vary from 49.4sqm to 50.4sqm, with the smaller central flats being slightly below minimum space standards.

It is considered that all the proposed habitable rooms, would have an adequate outlook and source of natural light, and therefore comply with the SPD: New Residential Layouts: Section 4.9.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM14 of the Hillingdon Local Plan: Part Two- Saved UDP Policies (November 2012) requires developments to comply with the Council's Car Parking Standards.

The Highways Officer has identified that no details regarding the existing and proposed provision for car parking have been provided and that the site has a poor / moderate public transport accessibility (PTAL= 2 - 3), also that there is considerable on-street car parking stress in the vicinity of the site.

For a development such as this, 1.5 parking spaces and 1 cycle storage space would be required for each residential unit. It is noted that the site is located within an area well served by public transport (PTAL 3), a bus stop is directly in front of the application site and Northwood Hills Underground Station is virtually opposite. The site also lies within the Northwood Hills Primary Shopping area with numerous shops and services all within easy walking distance, which may allow some room to negotiate the provision. It is noted that there are twelve existing car parking spaces at the rear of 54A-64A The Broadway; six of the spaces are used for the ground floor commercial units whilst the remaining six are used for the six existing flats. As such it would be difficult to refuse the proposal on the basis of the lack of dedicated parking for occupiers of all the proposed residential units.

In line with the Council's Car Parking Standards the proposal is also required to provide a minimum of 15 secure cycle parking spaces. No details have been provided within the context of this application to demonstrate that the proposal can accommodate cycle storage. Therefore, it is considered that there is insufficient evidence to confirm that a satisfactory cycle parking arrangement can be accommodated on the site. As such, the proposed development fails to accord with the requirements of Policy AM14 of the Hillingdon Local Plan (November 2012).

7.11 Urban design, access and security

HDAS advises that developments should incorporate usable, attractively laid out and conveniently located garden space. It should be of an appropriate size having regard to the size of the flats and the character of the area. Shared amenity space for a development such as this would be 335sqm based on the provision of 20sqm per 1 x bed flat and 25sqm per 2 x bed flat. Exceptions to garden area requirements will only apply in special circumstances, such as the provision of small non-family housing predominantly made up of 1 bed units, in town centres or the provision of small non family housing above shops. However even then care should be taken to provide some useable and reasonable private outdoor amenity space, perhaps in the form of balconies. Larger flatted developments in town centres, in excess of 10 units will be expected to provide adequate private amenity space.

It is acknowledged that this proposal is above commercial properties; however the mix of provision includes 7 x 2 bed properties which can be considered as family accommodation. This is an increase on the existing 6 units of family accommodation, which currently use the existing terrace to the front of the properties as amenity space. Also this can be considered

as a larger development providing 15 new residential units (an increase of 9 to the existing provision). As such, it could be reasonably expected that this form of development should incorporate an acceptable level of usable amenity space. Therefore the proposal fails to comply with the requirements of policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and HDAS Residential Layouts.

No details have been provided to demonstrate that adequate sound insulation could be provided, however this could be dealt with by way of a condition.

7.12 Disabled access

The Access Officer has not raised any concerns with relation to this application

7.13 Provision of affordable & special needs housing

Not relevant to this application.

7.14 Trees, Landscaping and Ecology

The Council's Landscaping Officer advises that there is no objection to the scheme with regard to trees or landscaping.

7.15 Sustainable waste management

It was observed that the bins for the existing units and currently stored on the raised terrace in front of the maisonettes. No details have been provided to indicate an adequate refuse storage area can be provided in the parking area below, but it is considered that these details could be conditioned if the application were acceptable in all other respects.

7.16 Renewable energy / Sustainability

The development would be required to achieve appropriate levels of sustainable design in accordance with the policies in section 5 of the London Plan, which would have to be proportionate to the nature of the development being an extension to an existing building. Had approval been recommended it is considered that the necessary measures could have been secured by way of appropriate conditions.

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

Noise

It is considered that an appropriate specification of glazing would adequately protect future occupiers from road and rail noise. Had the proposal been recommended for approval, this could have been secured by way of appropriate conditions.

Air Quality

The proposed development is not located within an Air Quality Management Area and is not considered likely to have any unacceptable impacts on local air quality.

7.19 Comments on Public Consultations

A number of objections relate to temporary construction impacts and other developments elsewhere which are not considered material to this application.

One objection also claims that the lessees have not received notification from the applicant, but it is unclear if the author is a tenant of one of the units. Notwithstanding this the application form provides a signed declaration that such notice has been served.

The other comments raised have been addressed within the body of the report.

7.20 Planning Obligations

The development falls below the threshold at which affordable housing or travel plans would

be required. However, were the proposed development recommended for approval it would be liable to pay the Community Infrastructure Levy in order to fund the improvement of infrastructure to address the needs arising from the increase floorspace.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

There are no other issues for consideration.

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 proposed two storey extension, incorporating a further roof extension and results in an increase in the overall size, scale and bulk which significantly alters the character of the original building and is not in keeping with the character of the area. The development is for a mix of 1 and 2 bed properties, including an increase in the number providing family accommodation to the existing provision. However this proposal fails to provide sufficient private amenity space and insufficient information has also been provided to demonstrate that the proposal would not lead to increased demand for on street parking or suitable provision for cycle and waste storage facilities.

The proposal fails to comply with with policies AM14, BE13, BE19, BE20 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and is therefore recommended for refusal.

11. Reference Documents

Hillingdon Local Plan Part 1 - Strategic Policies (November 2012).

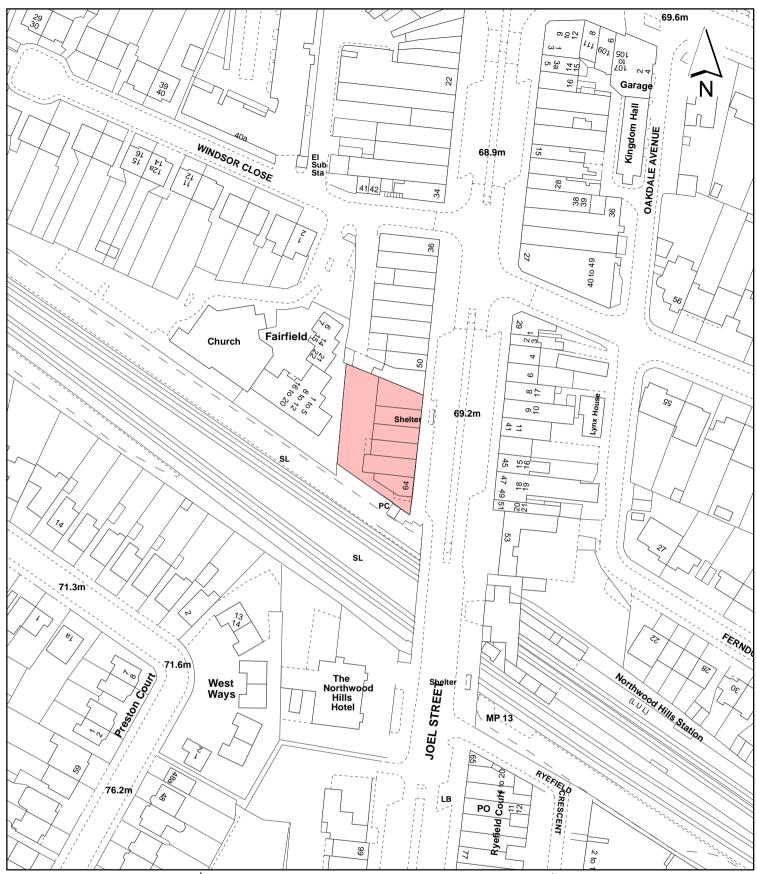
Hillingdon Local Plan Part 2.

The London Plan (July 2011).

Supplementary Planning Document 'Accessible Hillingdon'.

National Planning Policy Framework.

Contact Officer: Liz Arnold Telephone No: 01895 250230



Notes:



Site boundary

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54-64 The Broadway Joel Street Northwood

Planning Application Ref: 63833/APP/2015/1485

Scale:

Date:

1:1,250

Planning Committee:

North

August 2015

LONDON BOROUGH OF HILLINGDON Residents Services

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