

Report of the Head of Planning, Sport and Green Spaces

Address 51 HILLIARD ROAD NORTHWOOD

Development: Conversion of two storey dwelling into 2 self contained flats

LBH Ref Nos: 70450/APP/2015/3266

Drawing Nos: 15/2880/42 Rev B
15/2880/41 Rev B
Design and Access Statemen
Location Plan
15/2880/42
15/2880/40

Date Plans Received: 27/08/2015 **Date(s) of Amendment(s):** 27/08/2015

Date Application Valid: 03/09/2015

1. **SUMMARY**

The property is located within the 'Developed Area' as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012). This proposal considers the subdivision of the two storey semi-detached property into 2 separate residential units with associated parking and amenity space.

There are no external alterations to the dwellings proposed but would utilise approved certificate of lawfulness and prior approval developments comprising a single storey rear extension and loft conversion to provide the floorspace for 2 flats.

It is considered that the development fails to provide satisfactory indoor living space and amenities for future occupiers. Furthermore it has failed to demonstrate it can provide usable parking provision for both properties, which will result in the increased demand for on street parking.

2. **RECOMMENDATION**

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposal would provide an indoor living area of an unsatisfactory size for the occupiers of a 2 bedroom flat. The proposal would therefore give rise to a substandard form of living accommodation to the detriment of the amenities of future occupiers, contrary to Policy 3.5 and Table 3.3 of the London Plan (2015), Policies BE19 and H7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Mayor of London's adopted Supplementary Planning Guidance - Housing (November 2012).

2 NON2 Non Standard reason for refusal

The proposal would result in the provision of a habitable room with an obscure glazed window onto a shared access and would thus result in a habitable room with a lack of outlook and poor levels of natural light/sunlight, resulting in an oppressive environment, to the detriment of the residential amenity of future occupiers. The proposal is thus contrary to Policies BE19, BE20 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP

Policies, Policies 3.5 and 5.3 of the London Plan (2015) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

3 NON2 Non Standard reason for refusal

The proposal fails to make adequate provision for off-street parking in accordance with the Council's adopted car parking standards and to demonstrate that the proposed development would not give rise to vehicular and pedestrian conflict. As such, the proposal is likely to give rise to additional on-street parking on a heavily parked road and be prejudicial to highway and pedestrian safety, contrary to policies AM7 and AM14 of the adopted Hillingdon Unitary Development Plan Saved Policies (November 2012).

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.

3. CONSIDERATIONS

3.1 Site and Locality

The site relates to a two storey end of terrace dwelling located on the western side of Hilliard Road. It has a single storey by window to the front and a two storey rear projection. It has recently been extended with a loft conversion, with a change from hip to gable and a rear dormer window and two separate single storey rear extensions. There is a small front garden and an elongated rear garden with a shared 2.8m wide access to the rear running between the application site and no.49.

Hilliard Road is residential in character and appearance comprising a mixture of terraced and semi-detached period properties.

The site is located within the Old Northwood Area of Special Local Character and the developed area as identified in the Hillingdon Local Plan Part Two -UDP Saved Policies (November 2012).

3.2 Proposed Scheme

Planning permission is sought for a change of use from a single dwelling into 2 flats. There are no external alterations to the dwelling proposed but would utilise the certificate of lawfulness developments comprising two single storey rear extensions and a loft conversion to provide the floorspace for what is described as 2 no. 1 bed flats. However it is noted that the floor plans for flat A include a separate dining room of a similar size to the proposed bedroom and in flat B there is a study room of a similar scale, which was a bedroom of the original. The proposal is therefore being considered as 2 no. 2 bed flats.

Flat A (ground floor flat) would have a floor area of 57sqm and flat B (first floor and loft

space), 66.7.5sqm. The rear garden would be divided resulting in 48sqm for flat A and 52sqm of garden space for flat B.

It is also noted that the plans originally submitted reflected the approved CLD applications but from the site visit it was noted that the extensions were not carried out in complete accordance with the approved plans and that a parapet wall has been erected along the side of the flat roof adjacent to the boundary with no. 53, which exceeds 3m. however the eaves are indicated to be 3m in height which complies with permitted development.

3.3 Relevant Planning History

70450/APP/2014/4140 51 Hilliard Road Northwood

Erection of a single storey rear extension, which would extend beyond the rear wall of the origin house by 4 metres, for which the maximum height would be 3.2 metres, and for which the height of the eaves would be 2.7 metres

Decision: 31-12-2014 Approved

70450/APP/2014/4141 51 Hilliard Road Northwood

Conversion of roof space to habitable use to include a rear dormer, 2 front rooflights and conversion of roof from hip to gable end (Application for a Certificate of Lawful Development for a Proposed Development)

Decision: 16-01-2015 Approved

70450/APP/2015/565 51 Hilliard Road Northwood

Single storey rear extension and conversion of roof space to habitable use to include a rear dormer, 2 front rooflights and conversion of roof from hip to gable end (Application for a Certificate of Lawful Development for a Proposed Development)

Decision: 13-04-2015 Approved

Comment on Relevant Planning History

70450/APP/2015/565 CLD - Single storey Rear Extension and conversion of roof space to habitable use including a rear dormer (approved)

70450/APP/2014/4141 CLD - Conversion of roof space to habitable use to include a rear dormer, 2 front rooflights and conversion of roof from hip to gable end (approved)

70076/APP/2014/2765 PAH - Single storey rear extension (approved)

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

Part 2 Policies:

The following UDP Policies are considered relevant to the application:-
AM7 Consideration of traffic generated by proposed developments.

AM14 New development and car parking standards.

Part 1 Policies:

BE5 New development within areas of special local character

BE13 BE1 (2012) Built Environment 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.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
H4	Mix of housing units
H7	Conversion of residential properties into a number of 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
LPP 5.3	(2015) Sustainable design and construction
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

Four neighbouring occupiers the Northwood Hills Residents Association and the Northwood Residents association consulted for a period of 21 days expiring on the 25th September 15. A site notice was also posted.

Eight responses were received from adjoining neighbours raising the following issues:

- If this is converted to flats an rented room by room that is potentially 4 extra cars parked on the road
- Parking is already a problem and in high demand, I rarely get to park near my house
- Changing this property to flats would set a precedent and alter the family friendly appeal of the road and local amenities
- These self contained flats will introduce people who do not wish to settle long term in the area and who have no loyalty to the immediate community
- The idea that the bottom of the garden can be converted into two garages is ludicrous. The alleyway is too narrow, if you stop or breakdown you would not be able to open your door and reversing would be virtually impossible
- There is insufficient space to manoeuvre a car to turn round at the bottom of the gardens without encroaching on other peoples property
- The using of the current unused driveway worries me due to the sharp turn and could cause damage to parked cars either side. I feel this isn't feasible with the current road structure
- The proposal does not meet the adopted parking standards

- No site notice was displayed
- He change request states 2 bed flats, the plans detail as one bed flats, which is it?
- The appearance of the rear external wall has been built with substandard bricks and rendering
- Vehicle access to this site is severely impeded/restricted to the current unoccupied garage and an abandoned car could be both health and safety risk
- Additional vehicles will cause impasses and vexations
- Additional pressure on services
- Bin store to front not viable due to lack of sq. footage
- Proposed plans and elevations do not correspond to the SE elevation, NW elevation and SW elevation submitted

Northwood Hills Residents Association - Proposal contrary to parking standards and parking provision at the rear accessed by a very narrow service road. It will not be possible to access/exit the spaces without disruption to neighbouring residents. The proposal fails to comply with AM14 and AM7.

Northwood Residents Association - no response

Internal Consultees

EPU: Due to poor stacking I would recommend improved sound insulation between floors to protect residents from noise.

Highways Officer: Whilst the spaces are of a suitable standard, the access road between the dwellings is of an insufficient width to allow two vehicles to pass while entering and leaving the site and as such would be detrimental to highway safety.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site lies within an established residential area where there would be no objection in principle to the intensification of the residential use of the site, subject to all other material planning considerations being acceptable, in accordance with Policy H7 of the Hillingdon Local Plan (November 2012).

7.02 Density of the proposed development

Paragraph 4.1 of HDAS Residential Layouts specifies that in new developments numerical densities are considered to be more appropriate to larger sites and will not be used in the assessment of schemes of less than 10 units, such as this proposal. The key consideration is therefore whether the development sits comfortably within its environment rather than a consideration of the density of the proposal.

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

With specific reference to the site location within an Area of Special Local Character, Policy BE5 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) states that new development should harmonise with the materials, design features, architectural style and building heights predominant in such areas.

There are no physical alterations proposed to the building as a result of this application. The physical alterations have already been carried out under permitted development rights.

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 BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012)

requires all new development to maintain the quality of the built environment including providing high quality urban design. Furthermore Policies BE13 and BE15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) resist any development which would fail to harmonise with the existing street scene or would fail to safeguard the design of existing and adjoining sites.

There are no external alterations to the property to that already constructed as a result of this proposal. The alterations already carried out comprise of recently approved developments under prior approval and permitted development to the rear of the property at ground floor and in the loft. The only amendment to the approved scheme is the inclusion of a parapet wall along the boundary with no. 53. HDAS advises that a flat roof of 3m is acceptable and that a parapet wall should not take the overall height over 3.1m. It is considered, in visual terms, that this proposal would not result in any harm to the visual amenity of the area and that it would be in accordance with Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies BE13 and BE15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.08 Impact on neighbours

Policy OE1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) that uses that become detrimental to the amenity of the adjoining occupiers or area will not be approved.

The proposed development includes a parapet wall of 3.1m in height along the edge of the flat roof adjacent to the boundary with no.53 and all other aspects of the extensions have already been approved via the permitted development or the neighbour notification scheme. It is noted that these would not breach the 45-degree line from any neighbouring occupiers. There are no new windows in any elevation and the windows proposed to serve the habitable rooms already serve habitable rooms and would result in no significant overlooking of any neighbouring. Therefore, the situation would not be dissimilar to the existing relationship the existing 3-bedroom flat and the residential occupiers.

The proposed development would not cause any undue visual intrusion, loss of daylight, loss of sunlight or overlooking by virtue of the siting and massing of the proposed. Therefore, it is considered that the proposed development would not be an un-neighbourly form of development in compliance with Policies BE20, BE24 and OE1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (2012).

7.09 Living conditions for future occupiers

London Plan seeks to ensure that all housing developments are of the highest quality, both internally and externally, and in relation to their context. It sets out the minimum internal floor spaces required for flat developments in order to ensure that there is an adequate level of amenity for existing and future occupants.

The London plan and HDAS - Residential Layout recommends that a 1 bedroom flat should have a minimum floor area of 50m² and a 2 bed flat a minimum floor area of 63m². The proposed flats would have internal floor areas of 57m² (flat A) and 66.7m² (flat B). Therefore, whilst flat B complies with the London Plan requirement and said Council adopted guidance, Flat A would only comply if considered as a 1 bedroom property. Looking in more depth at the proposed makeup of the flat A, there is a good sized lounge (3.25m wide by 4.55m deep); the proposed bedroom (3m wide by 2.75m deep); a separate bathroom; a kitchen (4.15m wide by 3.8m deep, recessed by the back door) and what is described as a dining room (2.4m wide by 3.65m deep). Given the size of the dining area it is

considered that it would be capable of occupation as an additional bedroom and assessment against a required floor area of 63m² would be appropriate.

It is also noted that the proposed bedroom window of flat A looks out onto the shared alleyway to the side of the property. This window has been installed in line with (though not in complete accordance with) the extensions approved under prior approval 70450/APP/2014/4140. The side windows served non habitable rooms and were conditioned to be obscure glazed and fixed shut below 1.8m. Therefore the proposal is considered to be substandard for use by future occupiers and provides inadequate visual outlook and is consequently unacceptable.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

Policy AM14 states that new development will only be permitted where it is in accordance with the Council's adopted Car Parking Standards. These require a maximum provision of 1.5 off-street parking spaces for each dwelling.

The submitted plans show the provision of 2 off street car parking spaces to the rear of the dwelling, which are accessed using the side alleyway. The alleyway measures just 2.7m in width running between the properties. Access into the alley from the road is extremely tight and manoeuvring room to the rear is restricted. Two vehicles could not pass and reversing would be very problematical. It is noted that the alleyway is very overgrown and not used; and despite the on-street parking problems, the other properties who have access to the rear of their houses and have either garages or parking spaces there are clearly not using them.

Therefore it is considered that the proposal would increase demand for on street parking and will have a detrimental impact on the adjacent highways.

It is noted that a previous application (34684/APP/2011/359) for the subdivision no. 2 Hilliard Road to form 2 flats, was refused on appeal due to the inability to provide off street parking and the subsequent risk to highway safety.

If the proposal was otherwise acceptable it is considered that appropriate cycle parking could be provided.

Therefore, it is considered that the development would be contrary to Policies AM14 of the adopted Hillingdon Local Plan, 2012, Part 2 and an objection is raised in relation to the proposal.

7.11 Urban design, access and security

Section 4 of the Council's HDAS: Residential Layouts states that developments should incorporate usable attractively laid out and conveniently located garden space in relation to the flats which they serve. It should be of an appropriate size, having regard to the size of the flats and the character of the area. A minimum of 20m² for a 1 bed flat and 25m² for a 2 bed flat would be required. The submitted plans show that the flats would have separate private gardens, divided by a close boarded fence at 1.8m, with areas of approximately 48m² and 52m² respectively. This is in accordance with Policy BE23 of the Local Plan and HDAS guidance.

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

Not relevant to this application.

7.15 Sustainable waste management

A bin storage area is identified in the front garden of the property.

7.16 Renewable energy / Sustainability

Not relevant to this application.

7.17 Flooding or Drainage Issues

Not relevant to this application.

7.18 Noise or Air Quality Issues

No details have been submitted to demonstrate that adequate sound insulation could be provided however these details could be conditioned if all other aspects of the development were considered acceptable.

7.19 Comments on Public Consultations

Most of the objections received to the scheme have been addressed within the body of the report. Concern was raised that site notice was not displayed; this was erected on the 21/9 on the street light in front of no.47.

Other issues raised such as pressure on services through increased use, would be controlled through building regulations and are not planning considerations.

The comment that the proposed plans and elevations do not correspond to the SE elevation, NW elevation and SW elevation submitted, I believe relate to the description of the orientation. The details between floor plans and elevations do correspond.

7.20 Planning Obligations

7.21 Expediency of enforcement action

7.22 Other Issues

London Plan Policy 3.8 requires all new housing to be built to Lifetime Homes Standards. The Council's SPD HDAS: Accessible Hillingdon also requires all new housing to be built to Lifetime Homes Standards. It is considered that a condition could be imposed to secure full compliance with the Lifetime Homes Standards.

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 subdivision of the two storey dwelling to provided 2 x 2 bed flats fails to provide satisfactory indoor living space and amenities for future occupiers; and sufficient parking provision, which will result in the increased demand for on street parking.

As such, the proposal is considered contrary to policies in the Hillingdon Local Plan: Part

Two Saved UDP Policies (November 2012), the SPD HDAS: Residential Layouts: and The London Plan (2011)

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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Site Address:

**51 Hilliard Road
 Northwood**

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

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

Planning Application Ref:

70450/APP/2015/3266

Scale:

1:1,250

Planning Committee:

North

Date:

November 2015



HILLINGDON
 LONDON