

Report of the Head of Planning, Sport and Green Spaces

Address 82 DUCKS HILL ROAD NORTHWOOD

Development: Three storey building with associated basement to provide 3 x 4-bed self contained supported living flats with associated parking

LBH Ref Nos: 39262/APP/2014/4357

Drawing Nos: 1341/02d
Transport Statement
Arboricultural Report and Method Statement
Supporting, Design and Access Statement
1341/10D
1341/01
1341/10D
Proposed Ground Floor Plan
Proposed First Floor Plan
Proposed Second Floor Plan
Proposed Basement Plan

Date Plans Received: 10/12/2014

Date(s) of Amendment(s):

Date Application Valid: 04/02/2015

1. SUMMARY

The application seeks planning permission for the erection of a three storey building with additional floor space provided at basement level. The building would provide 3 x 4 bedroom units which would provide supported living flats.

The application site is a roughly quadrilateral 761 square metre plot of land located on the northwestern side of Ducks Hill Road, Northwood. Contained previously within the site was a two storey detached dwelling with a hipped roof, which has since been demolished.

The assisted living flats will provide accommodation for predominately young adults within an age range of 19 - 35 with profound and multiple learning and physical disabilities.

A new vehicular access way would be provided from Manor House Drive to the rear of the site, making use of the existing turning head to create the access point. Within the site, four parking spaces are proposed in front of the principal elevation using the original vehicular access and two parking spaces would be created to the rear. An area of soft landscaping would be retained within the rear of the site, which could be utilised as communal amenity space.

The proposed development by reason of its siting, size, scale, bulk, massing, proportions, form and layout would result in a incongruous and intrusive form of overdevelopment that would be detrimental to the verdant and residential character, appearance and the visual amenities of the street scene and the wider area. Further, the proposed provision of 6 car parking spaces for the number of residents and staff is considered unacceptable and would result in displacement of parking to the surrounding residential streets. Furthermore, the development fails to provide acceptable servicing arrangements, parking for ambulances or cycle storage. The overall bulk of the building is considered to be out of

character with the surrounding area and would cause harm to the appearance of the street scene.

The proposal therefore fails to comply with the Councils adopted Policies and Guidance and refusal is recommended.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Refusal - Bulk, scale design

The proposed development by reason of its siting, size, scale, bulk, massing, form, proportions and layout would result in an incongruous and intrusive form of development that would be detrimental and detract from the verdant and residential character, appearance and the visual amenities of the street scene and the wider area.

The excessive scale and bulk of the development, and proposed parking area to the rear of the site, would result in a scheme dominated by hard surfacing and built form, which would be uncharacteristic in the context of the site and surrounding area.

Overall, it is considered for the reasons given, that the proposed development would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE19, BE38 and OE1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies 3.5 and 7.4 of the London Plan(2015) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

2 NON2 Refusal - parking

The proposed development fails to provide sufficient off street parking provision, ambulance parking, servicing arrangements and cycle storage to meet the needs of the proposed use. The development would therefore lead to additional on street parking to the detriment of public and highway safety and is therefore contrary to Policies AM7, AM9 and AM14 of the Hillingdon Local Plan (November 2012).

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.

AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM9	Provision of cycle routes, consideration of cyclists' needs in design

	of highway improvement schemes, provision of cycle parking facilities
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.
H10	Proposals for hostels or other accommodation for people in need of care
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
NPPF	National Planning Policy Framework
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
H3	Loss and replacement of residential accommodation
OE1	Protection of the character and amenities of surrounding properties and the local area
OE7	Development in areas likely to flooding - requirement for flood protection measures
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
R17	Use of planning obligations to supplement the provision of recreation leisure and community facilities
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.17	(2015) Health and social care facilities
LPP 3.3	(2015) Increasing housing supply
LPP 3.7	(2015) Large residential developments
LPP 5.13	(2015) Sustainable drainage
LPP 5.18	(2015) Construction, excavation and demolition waste
LPP 5.7	(2015) Renewable energy
LPP 7.14	(2015) Improving air quality
LPP 7.4	(2015) Local character

3 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

The application site is a roughly quadrilateral 761 square metre plot of land located on the northwestern side of Ducks Hill Road, Northwood. Contained previously within the site was a two storey detached dwelling with a hipped roof, which has since been demolished.

The topography of the land and surrounding area is sloped, running downhill from southwest to northeast. The surrounding area largely consists of two storey detached dwellings, with the exception of the neighbouring site to the northwest, which has been recently developed into a pair of semi-detached dwellings. Other larger flatted developments have also been approved and developed in recent years on Ducks Hill Road. To the rear of the site is Manor House Drive, a relatively new backland development of two storey detached dwellings in an arts and crafts style. Directly to the rear of the application site is a turning head in the highway of Manor House Drive, which erodes slightly into the footprint of the application site.

The application site is located within a Developed Area as designated by the Hillingdon Local Plan (November 2012). In addition, the site has a PTAL score of 1.

3.2 Proposed Scheme

The application seeks planning permission for the erection of a three storey building with an additional floor space provided at basement level. The building would provide 3 x 4 bedroom units which would provide supported living flats (Use Class C2).

The assisted living flats would be operated by HSN Care Ltd and will provide accommodation for predominately young adults within an age range of 19 - 35 with profound and multiple learning and physical disabilities.

The building would have a maximum width of 12.50 metres by a maximum depth of 18.70 metres and would have three storey gable end features in the principal and rear elevations. The roof form would consist of sunken crown roofs, set either side of the pitched roofs above the gable ends. The building would have a maximum height of 10.7 metres above ground level to the ridge of the pitched roof in the principal elevation.

Each floor would provide four en-suite bathrooms, staff room and a day room with kitchen. The basement level would provide a staff room, staff shower and toilet facilities, plant room, store room and a meeting room.

A new vehicular access way would be provided from Manor House Drive to the rear of the site, making use of the existing turning head to create the access point. Within the site, four parking spaces are proposed in front of the principal elevation using the original vehicular access and two parking spaces would be created to the rear. An area of soft landscaping would be retained within the rear of the site, which could be utilised as communal amenity space.

The applicant has stated in the application that the proposal would create 24 full time jobs.

3.3 Relevant Planning History

39262/A/94/0148 82 Ducks Hill Road Northwood
Erection of a detached double garage

Decision: 24-06-1994 Refused

39262/APP/2012/402 82 Ducks Hill Road Northwood
Demolition of existing detached dwelling (Application for Prior Notification for Demolition)

Decision: 21-08-2012 NFA

39262/APP/2013/2285 82 Ducks Hill Road Northwood
Three storey building to hold 3 x 4-bed self contained supported living flats with associated parking

Decision: 15-11-2013 Withdrawn

Comment on Relevant Planning History

The planning history for the site is listed above, however of most relevance to the consideration of this application is application reference: 39262/APP/2013/2285. This application sought consent for a three storey building to hold 3 x 4-bed self contained supported living flats with associated parking.

This application was recommended for refusal, however it was withdrawn so that the applicant could address some of the issues associated with the application. The main concerns with this application were as follows:

1. The proposed building was considered overly bulky as a result of the three storey height and depth. The building was therefore considered uncharacteristic in the area;
2. The design and form of the development results in incongruous roof forms, which are out of keeping in the area;
3. There was concern with regards to the light and outlook to some of the bedrooms, given that these would be served only by a small window;
4. No off street parking provision for ambulances or servicing arrangements were included as part of the application.

The applicant has sought to address some of the reasons for refusal with this current application. Whilst the width and height of the proposed building has remained largely the same, a revised internal layout has been proposed to try and overcome the concerns with regards to the internal light levels and outlook. The application has additionally been accompanied by a daylight report. In relation to the design of the building, some alterations have been made to the roof of the building to remove the half hip and replace this with a full hip adjacent to No. 84a. The depth of the building has marginally decreased and fenestration layout on the rear elevation altered.

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
- PT1.EM6 (2012) Flood Risk Management

Part 2 Policies:

- AM2 Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
- AM7 Consideration of traffic generated by proposed developments.
- AM9 Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
- 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.
- H10 Proposals for hostels or other accommodation for people in need of care
- HDAS-EXT Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
- NPPF National Planning Policy Framework
- OE3 Buildings or uses likely to cause noise annoyance - mitigation measures
- H3 Loss and replacement of residential accommodation
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE7 Development in areas likely to flooding - requirement for flood protection measures
- OE8 Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
- R17 Use of planning obligations to supplement the provision of recreation, leisure and community facilities
- HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
- LPP 3.17 (2015) Health and social care facilities

- LPP 3.3 (2015) Increasing housing supply
- LPP 3.7 (2015) Large residential developments
- LPP 5.13 (2015) Sustainable drainage
- LPP 5.18 (2015) Construction, excavation and demolition waste
- LPP 5.7 (2015) Renewable energy
- LPP 7.14 (2015) Improving air quality
- LPP 7.4 (2015) Local character

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

52 neighbouring properties and the Northwood Residents Association were notified of the proposed development on 5th March 2015 and a site notice was erected adjacent the site on 27th February 2015.

16 neighbouring residents have objected to the proposed development and a petition with 30 signatures has been received.

The objections can be summarised as the following:

- i) Loss of privacy to neighbouring dwellings;
- ii) Loss outlook and loss of light to neighbouring dwellings;
- iii) Under provision of parking;
- iv) Traffic impact & harm to highway safety;
- v) Unacceptable access from Manor House Drive;
- vi) Overdevelopment of the site;
- vii) Harm to character and appearance of the surrounding area;
- viii) Creation of commercial development within a residential area;
- ix) Increased noise disturbance;
- x) Potential Flooding and Drainage issues related to the basement;
- xi) Impact to trees

The Northwood Residents Association object to the scheme in terms of impact on street scene, insufficient amenity space, impact on neighbours, parking and additional traffic.

Case Officer Comments: These above concerns will be considered in the main body of the report.

Concerns were raised relating to impact on house prices, however this is not a material planning consideration.

Internal Consultees

Highway comments:

- a. Ducks Hill Road is a Borough Main distributor road (A4180) with a 30mph speed limit. Manor House Drive is a local residential road (approximately 4.5m wide)

b. Records do not indicate a high incident of traffic accidents in the vicinity of the site and show a few accidents recorded at the junction with Northgate. The vehicular access to the site has good visibility and is considered acceptable.

c. The site has poor accessibility by public transport (PTAL 1a), with bus stops on service route 331 located within 100 m from the site.

d. The proposals include provision for six car park spaces, four accessed from Ducks Hill Road and two from Manor House Drive. This meets LBH standard for car park of 1 space per two residents. The traffic generation and servicing demands associated with the proposals have been assessed to be low and considered acceptable. However, given the poor accessibility by public transport, there is a residual concern regarding the adequacy of car park provision for staff and visitors.

e. The concern regarding car park provision could be mitigated by amending the layout of the frontage car park to increase the number of parking spaces - by relocating the vehicular crossover leading to a centrally positioned access forecourt with four perpendicular parking bays to each side. These parking bays would need to be wider (approximately 3.5m) for vehicles to manoeuvre within a reduced width of the forecourt access (approximately 5m). As part of this revision, one wider disabled parking bay (3.6m wide) and 6 cycle parking spaces should be provided.

Please ask the developer to submit a revised plan for the frontage car park and vehicular swept paths illustrating cars entering and leaving the bays. Pedestrian visibility splays should also be shown to each side of the vehicular access.

EPU:

No objection to the planning application. Please note the highlighted comments below as informative (1) INF 20 Control of environmental nuisance from construction work Nuisance from demolition and construction work is subject to control under the Control of Pollution Act 1974, the Clean Air Act 1993 and the Environmental Protection Act 1990. You should ensure that the following are complied with:

(i) Demolition and construction works should only be carried out between the hours of 0800 and 1800 on Monday to Friday and between the hours of 0800 and 1300 on Saturday. No works should be carried out on Sundays, Public or Bank Holidays;

(ii) All noise generated during such works should be controlled in compliance with British Standard 5228, and use 'best practicable means' as defined in section 72 of the Control of Pollution Act 1974;

(iii) Measures should be taken to eliminate the release of dust, odors and other emissions caused by the works that may create a public health nuisance. Guidance on control measures is given in 'The control of dust and emissions from construction and demolition: best practice guidelines', Greater London Authority, November 2006; and

(iv) No bonfires that create dark smoke or cause nuisance to local residents should be allowed at any time.

You are advised to consult the Council's Environmental Protection Unit to seek prior approval under Section 61 of the Control of Pollution Act 1974 if you anticipate any difficulty in carrying out the works other than within the normal working hours set out above, and by means that would minimise disturbance to adjoining premises. For further information and advice, contact the Environmental Protection Unit, 3S/02 Civic Centre, High Street, Uxbridge, Middlesex UB8 1UW (tel. 01895 250155)

Trees and Landscape comments:

Tree Preservation Order (TPO) / Conservation Area: N/A

Significant trees / other vegetation of merit in terms of Saved Policy BE38 : There are several semi-mature trees at the north-western end of the site. The proposed tree protection is adequate.

Scope for new planting: This matter can be dealt with by condition.

Recommendations: A landscape scheme should be submitted that conforms to HDAS guidelines to retain at least 25% soft landscaping in the front garden. Details of soft and hard landscaping should also be provided.

Conclusion (in terms of Saved Policy BE38): Acceptable, subject to conditions RES9 parts 1, 2 and 4, RES8 (implementation) and RES10.

Flood Water Management:

The proposed plans for the elevations do not show the full extent of the proposed development including the proposed basement.

The area is known to have groundwater issues and any proposal for a basement must be supported by a site investigation as a minimum. This establishes what the potential risk is of the proposed basement is, and then if risk is identified, a plan demonstrating that this flood risk can be managed on site with no increased risk to the surrounding area should also be submitted.

Currently without this information I would object to the proposed development, as it could have an increased flood risk on the surrounding area, and therefore does not comply with requirements to ensure that the development does not increase the risk of flooding contrary to Policy EM6 Flood Risk Management in Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012) Policy 5.12 Flood Risk Management of the London Plan (July 2011) and National Planning Policy Framework (March 2012) and the Planning Practice Guidance (March 2014).

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The applicant has stated on the application form that the proposal is for the creation of 3 x 4 bedroom supported living flats, which falls under Use Class category C2.

With regard to use of the site for residential purposes in the form of Extra-Care housing, Policies H1 and H2 of the Hillingdon Local Plan: Part 1 seek to encourage new housing with the emphasis of policy H2 being specific to affordable housing. Paragraph 6.31 of the supporting text to Policy H2 confirms that:

"Affordable housing achieved across the borough should reflect the distinct needs of different sections of the community. It should include provision for older people and for other groups in need of supported housing, specifically people with mental health needs and people with physical and sensory disabilities or learning difficulties. The council's aim is to maximise independence and provide self-contained accommodation with appropriate support."

London Plan 2015 Policy 3.8 reiterates support for such accommodation confirming that a wide range of housing types must be made available across London and that local authorities must ensure "other supported housing needs are identified authoritatively and co-ordinated action is taken to address them"

NPPF paragraph 50 reaffirms support for a mix of housing to take account of different groups in the community including (but not limited to) accommodation for families with children, older people, people with disabilities, service families and people wishing to build their own homes."

Policy H10 of the Hillingdon Local Plan states proposals for change of use or redevelopment to provide accommodation for people in need of care (eg. nursing homes,

residential care homes or sheltered housing schemes) will normally be expected to:-

(i) be conveniently located for local shops, services and public transport facilities;

(ii) comply with the council's car parking standards and have regard to the council's amenity guidelines as set out in supplementary planning guidance; and

(iii) in respect of sheltered housing schemes, have regard to the recommendations on design set out in supplementary planning guidance.

Whilst the provision of supported housing is welcomed by the Council, it is important that the standard of the accommodation provided is adequate and the design of any building is also appropriate for the character and appearance of its setting. The quality and standard of design, impact on residents and parking are all important considerations for this application, and should not be compromised as a result of the desire to provide such accommodation. There are concerns with regards to all of these aspects which are set out in the relevant sections of the report.

In relation specifically to the criterion of policy H10, the site has a PTAL score of 1 and is located 1km (as the crow flies) from the nearest designated retail area of Green Lane Northwood Town Centre and is not considered to be conveniently located for local shops, services or public transport facilities. In its current form, the scheme would fail to comply with Policy H10 of the Hillingdon Local Plan: Part Two - Saved Policies.

7.02 Density of the proposed development

The proposed development would have a density of 52.5 units per hectare and 197.12 habitable rooms per hectare. Policy 3.4 of the London Plan requires developments within areas suburban area with PTAL scores of 1 to be within 30-55 units per hectare and 150 - 200 habitable rooms per hectare. Therefore, the development would be in accordance with this Policy.

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

The site is not in a Conservation Area, Area of Special Local Character and is not a Listed or Locally Listed Building.

7.04 Airport safeguarding

There are no airport safeguarding concerns with regards to this development.

7.05 Impact on the green belt

The development would be sufficiently distanced from the Green Belt land to the west to ensure it would not have any adverse impact on 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. 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 BE19 seeks to ensure that new development within residential areas complements or improves the amenity and character of the area.

Policy 3.5 of the London Plan states that the design of all new housing developments should enhance the quality of local places, taking into account physical context and local character and Policy 7.4 states that buildings, should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in

orientation, scale, proportion and mass and allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area is informed by the surrounding historic environment.

In terms of the layout and siting of the building proposed the predominant character within this part of Ducks Hill Road is for dwellings set a substantial distance from the front boundary, to ensure a meaningful frontage is maintained. The proposed building has been set over 15 metres from the front boundary, which aligns with other properties within the road. Whilst the siting of the building within the plot is considered acceptable, there are concerns with regards to the overall size, scale, bulk and massing of the building, and how this relates to the character of development within the surrounding area.

The proposed development would provide a building with a maximum width of 12.50 metres by a maximum depth of 18.70 metres. When compared to the footprints of the two adjoining buildings, No.80 Ducks Hill Road which is a two storey residential dwelling and No.84/a Ducks Hill Road, the footprint is larger than these neighbouring buildings, but not to an unacceptable extent. However, once the composition of these footprints is reviewed, it becomes clear that the proposed building is overly bulky and uncharacteristic of the area. No.80 Ducks Hill Road has a two storey rear extension and single storey rear extension, with the main section of the building having a depth of 12 metres narrowing to 9.8 metres. The proposed building is three storeys in height with a depth of more than 4 metres deeper than this neighbouring property and is uncharacteristic of the overall bulk of the neighbouring properties. The adjacent building to the north east, No.84/a Ducks Hill Road is a recent development which has been designed to minimise the overall bulk of the building via a s-shaped design and pitched roof forms.

Taking into regard the development along Ducks Hill Road, all of the buildings have a notable stepped front elevation, achieved with a characteristic S or L-shaped building. Whilst some attempt has been made to achieve this step in the elevation, given the width, design and depth of the front gable element, this is barely noticeable on the elevations. The layout and design of the elevations and footprint of this building, therefore fails to respect the pattern and character of development within the surrounding street scene.

There were concerns within the previous application in respect of the mix of roof forms and scale of the overall development. This application still proposes a mix of gable, hipped and flat roof forms, in addition to significant variations in the height of the ridge and eaves of the building proposed. The result of the roof form and proportions of the building proposed is one that appears overly vertical, bulky and incongruous in relation to the surrounding development. The predominant roof forms and design of the buildings within the surrounding area is largely hipped roof detached dwellings, which retain a traditional appearance. The overall design approach to this development, fails to harmonise with this established character.

The unacceptable scale, bulk, massing and design of the building proposed, is further emphasised by the treatment of the elevations. The siting, size and design of the fenestration, and location of the dormer windows, appear very ad hoc in their arrangement, and no consideration has been given to any horizontal/vertical alignment of these elements. Further, the windows do not respect the hierarchy of the building, with large windows on the upper elevations, which create a very top heavy appearance and further emphasise the unacceptable bulk and scale of the development.

The overall design, form, scale, massing and proportions of the building proposed, with the

varied roof forms and heights are considered wholly unacceptable in the context of the site and surrounding area, and to constitute an inappropriate overdevelopment of the site.

It is proposed to utilise the majority of the rear garden area for car parking. The car parking spaces to the rear will be accessed via Manor House Drive (the suitability of this will be discussed in detail in later sections of the report), and will result in over half of this rear garden being covered with hardstanding. Whilst previous applications have not raised any objection to the creation of this vehicular access from a highways perspective, the addition of parking in this area is not characteristic of the properties in Ducks Hill Road. All other properties within this part retain substantial rear gardens and the addition of parking in this area, is considered out of character with the surrounding development. Further, to reduce further the amount and opportunity of soft landscaping within the site, detracts from the verdant character of the surrounding street scene and only further emphasises that this submission is an overdevelopment of the site.

In its current form, the scheme fails to comply with policies BE1 of the Hillingdon Local Plan: Part One - Strategic Policies OE1, BE13, BE19 and BE38 of the Hillingdon Local Plan: Part Two - Saved Policies and HDAS 'Residential Layouts'.

7.08 Impact on neighbours

The Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to safeguard the amenities of neighbouring residents in a number of ways. The effect of the siting, bulk and proximity of a new building on the outlook and residential amenity of these adjoining occupiers are considered under Policy BE20, whilst potential impacts on daylight/sunlight (Policy BE21) and privacy (Policy BE24) are also assessed.

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. Generally, 15m will be the minimum acceptable distance between buildings. Furthermore a minimum of 21m overlooking distance should be maintained.

Paragraph 4.11 of HDAS Residential Layouts states that the 45° principle will be applied to new development to ensure the amenity of adjoining occupiers and future occupiers are protected. Paragraph 4.9 states that a minimum acceptable distance to minimise the negative impact of overbearing and overshadowing is 15m. Paragraph 4.12 requires a minimum of 21m distance between facing habitable room windows to prevent overlooking and loss of privacy. Policy BE21 states that planning permission will not be granted for new buildings which by reason of their siting, bulk and proximity would result in significant loss of residential amenity.

The site layout plan submitted in respect of this application is incorrect and depicts the layout of the previous scheme. Notwithstanding such, the layouts of the two adjoining properties have been established from their original planning applications to assist the assessment of the application on these occupants.

No. 80a Ducks Hill Road is located to the north west of the application site and consists of a single family dwellinghouse. Given the location of these properties on a hill, this property sits at a lower ground level (approximately 0.8m lower) than the application site. There is one window at ground level in the side elevation which is understood to serve a study. Given the nature and size of this room, the relationship to this window is considered acceptable. Similarly, the windows at first floor level in the side elevation serve bathrooms,

and the relationship to these is considered acceptable.

To the rear of No. 80a are windows/doors serving a kitchen/dining area at basement level, living area at ground floor and bedroom at first floor. The 45 degree line has been applied to these windows and the proposed building at No. 82 does not encroach this line. The building would extend approximately 2.8 metres beyond the rear elevation of No. 80a, which complies with the Council's guidelines. Given the modest projection of the proposed building beyond No. 80a, a relationship not too dissimilar between other properties within Ducks Hill Road, and significant glazing and orientation of the windows in the rear of No. 80a, the proposal is not considered to appear unduly overbearing or visually obtrusive to this occupant. Although a balcony is proposed on the rear elevation at upper floor level, had the scheme been found acceptable in all other respects, a condition could have been added to any consent to ensure suitable screening was proposed.

No. 84 Ducks Hill Road is located to the south west of the application site and consists of a single family dwellinghouse. This property has a large single storey infill extension to the rear. There are a number of windows in the rear elevation of this property which serve the kitchen/living area at ground floor level and bedrooms at first floor. The 45 degree line has been applied to these windows and the proposed building at No. 82 does not encroach this line.

The proposed building extends beyond the first floor rear elevation of No. 84 by approximately 38 metres. Given that this dwelling sits at a higher ground level than the proposed building, the depth of the building proposed is considered acceptable and to not appear unduly overbearing or visually obtrusive when viewed from this dwelling. One window is proposed within the side wall at first and second floor level, however this serves a bathroom on both floors. Had the scheme been found acceptable in all other respects, a condition would have been added to ensure that this window was obscurely glazed and non opening. There is a common degree of overlooking which occurs from the upper floor windows of all properties within this part of Ducks Hill Road, and the relationship between the application property and its neighbours is no different. Overall, the scheme is considered acceptable in terms of its impact and is not considered to give rise to unacceptable levels of overlooking or loss of light to either neighbour.

The development would retain a distance separation of over 35 metres from the front elevations of the dwellings on Manor House Road, ensuring no significant overlooking would occur. Therefore, the proposed development would comply with Policies BE24 of the Hillingdon Local Plan (November 2012).

7.09 Living conditions for future occupiers

However, Policy H10 of the Hillingdon Local Plan states that proposals for redevelopment to provide hostels or other accommodation for people in need of care, such as residential care homes or sheltered housing schemes, should have regard to the amenity guidelines set out in Supplementary Planning Guidance. Accordingly, due regard must be given to the Council's Supplementary Planning Documents (SPDs) on Residential Layouts and Accessibility in addition to other policy updates.

The Council's SPD on Residential Layouts states that a minimum of 90m² internal floorspace should be provided for four bedroom flats. This is reinforced by policy 3.5 of the London Plan and also by the recently published Housing Standards Policy Transition Statement (October 2015). The internal floor area of each flat is approximately 140sqm and accordingly, all of the units would exceed current minimum standards.

Policy BE20 states that buildings should be laid out so that adequate daylight and sunlight can penetrate into and between them and the amenities of existing houses are safeguarded. Furthermore, Policy 3.5 of the Local Plan (July 2015) requires developments to be of the highest quality internally and externally.

The side windows would serve en-suite bathrooms, staff rooms and secondary windows to the day room and would be required to be obscure glazed to protect the privacy of neighbouring occupiers and the occupiers of the proposed development. Concerns were raised within the previous application in respect of the light and outlook from some of the bedrooms proposed.

The internal layout of the building has been revised to move the bedrooms at the rear to a more central location, so as to allow for larger windows to be provided to these spaces. The layout of each flat is now considered acceptable and to allow for adequate daylight and outlook from each of the habitable room windows.

130 square metres of external communal amenity space would be provided to the rear of the building, which would provide sufficient outdoor amenity space for the future occupiers of the proposed building, in accordance with Policy BE23 of the Hillingdon Local Plan (November 2012).

7.10 Traffic impact, car/cycle parking, pedestrian safety

London Plan policy 6.1 seeks to ensure that the need for car use is reduced and Table 6.2 sets out the parking requirements for developments.

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP 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 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to ensure that all development is in accordance with the Council's adopted Car Parking Standards.

CAR PARKING

The proposed development would provide 6 off-street parking spaces within the application site. The Highways Officer has reviewed the proposal and considers this parking provision as unacceptable. The site would have 12 residents living at the site and at least 12 members of staff on the premises during the day, with this rising to up to 24 staff during transition times. The site has a PTAL score of 1 and has poor public transport links. Therefore the provision of 6 parking spaces within the site is considered a substantial under provision, which would likely result in additional on-street parking within Manor House Road and Ducks Hill Road. The level of additional parking would prejudice highway safety, especially on Ducks Hill Road which is a classified highway and a main distributor route. The use of the rear garden for parking has been discussed elsewhere within this report, but is considered inappropriate and out of character with the surrounding development. All parking for the site should be accommodated within the front garden area.

Furthermore, the proposal fails to provide any spaces for ambulances, which will no doubt be required, or parking spaces for servicing vehicles. Therefore, the proposed development is considered contrary Policy AM7 & AM14 of the Hillingdon Local Plan (November 2012).

TRAFFIC IMPACT

The Highways Officer has raised no objection to the proposal on the grounds of traffic generation. The proposed use of the rear access from Manor House Road was discussed

at pre-application stage and considered acceptable. The turning head in this neighbouring road was provided to allow emergency/refuse vehicles to turnaround in Manor House Road. During the time of the site visit this space was being used as off-street parking, as there is no restriction against this. Therefore, by allowing the turning head to be used to create an access, this would result in cars not being able to block access into the site and would free up the space for its intended purpose of a turning head. Therefore, no objection is raised to the proposal of a creation of a vehicular access in this instance, given the existing turning head arrangement in the street. The current proposal would provide only two parking spaces to the rear, therefore, the number of vehicle movements using Manor House Road would be limited to an acceptable level. Therefore, the proposed development is considered to comply with Policy AM2 of the Hillingdon Local Plan (November 2012).

CYCLE STORAGE

The development proposes 4 cycle spaces for the site. The adopted Parking Standards requires the provision of 1 cycle space per 2 staff for a C2 Care Facility use. Given the poor public transport and lack of parking the under provision of cycle spaces is considered unacceptable and contrary to Policy AM9 of the Hillingdon Local Plan (November 2012). Had the scheme been found acceptable in all other respects, a condition would have been added to any consent to secure adequate cycle storage within the site boundaries.

7.11 Urban design, access and security

Issues relating to the design of the building have been addressed within section 7.0 of the report.

7.12 Disabled access

The proposed unit would provide specialist care accommodation for predominately young adults within an age range of 19 - 35 with profound and multiple learning and physical disabilities. The building largely adheres to the relevant Standards and could be secured by way of a suitable pre-commencement condition, as such, no objection is raised in this regard.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

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.

The application has been submitted with a tree survey and tree protection plan, which is adequate. The trees within the site are not protected by virtue of a TPO and are not within a Conservation Area.

The proposed ratio of hardstanding to soft landscaping at the front and rear of the building, with little additional space to provide anything further is considered unacceptable and serves to highlight the excessive scale and overdevelopment that this scheme represents. In its current form, the proposal would have a detrimental impact on the character and appearance of the surrounding area which is largely verdant and characterised by substantial and significant landscaping, particularly within the rear gardens.

7.15 Sustainable waste management

The application has failed to provide any indication of the storage of waste and recycling awaiting collection or any details of how this waste could be collected. Therefore, the impacts on the visual amenities of the surrounding area and traffic impacts during collection times cannot be assessed and the proposal is considered contrary to Policies

BE13, BE20 & AM7 of the Hillingdon Local Plan (November 2012). Had the scheme been found acceptable in all other respects, this information could have formed a planning condition on any consent.

7.16 Renewable energy / Sustainability

The applicant has provided no details over the sustainability of the proposed building. However, this could be secure by way of a suitable condition in order to ensure the development would comply with Policies 5.1, 5.2 & 5.3 of the London Plan (July 2015).

7.17 Flooding or Drainage Issues

LPP1 Policy EM6 requires development to be directed away from flood zones 2 and 3 in accordance with the Framework and national guidance. The application site property is within Flood Zone 1 and would accord with LPP1 Policy EM6, the Framework and national guidance concerning the location of development vulnerable to flooding.

Policy 5.12 of the London Plan requires development proposals to comply with the flood risk assessment and management requirements set out in national planning policy which does refer to potential flood risk associated with rising groundwater.

The proposed development would include the creation of a basement level within the site. Geotechnical and Hydrological Surveys are often requested for such developments involving basements as a result of increased concerns with groundwater and surface water ponding associated with these. In this instance given the site levels, location of the site and basement, and conclusions of Planning Inspectors at appeal on similar sites, it is considered that geotechnical or hydrological surveys and methods to deal with drainage, could have been requested by condition had the scheme been found acceptable.

7.18 Noise or Air Quality Issues

The proposed development would increase the number of vehicle movements to and from the site. However, the quantity of vehicle movements, with the six parking spaces as shown, would not give rise to a level of noise disturbance which would warrant a refusal of the application. With respect to the impacts of a business in a residential area, such uses are commonly found in residential areas. The use does retain a largely residential occupation of the building with assisted living and had the scheme been found acceptable, conditions could have been added to address any potential noise issues and management of the building. Therefore, the proposed development is considered to comply with Policy OE1 of the Hillingdon Local Plan (November 2012).

7.19 Comments on Public Consultations

No further comments with regards to public consultation.

7.20 Planning Obligations

Not applicable to the consideration of this application.

7.21 Expediency of enforcement action

None required.

7.22 Other Issues

The National Planning Policy Framework requires the Economic, Social and Environmental considerations of each application to be assessed. Whilst the economic benefits of job creation and the social benefits of additional assisted living units are considered, the level of weight afforded to these would not outweigh the harm caused by the other issues addressed in this report.

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

Not applicable to the consideration of this application.

10. CONCLUSION

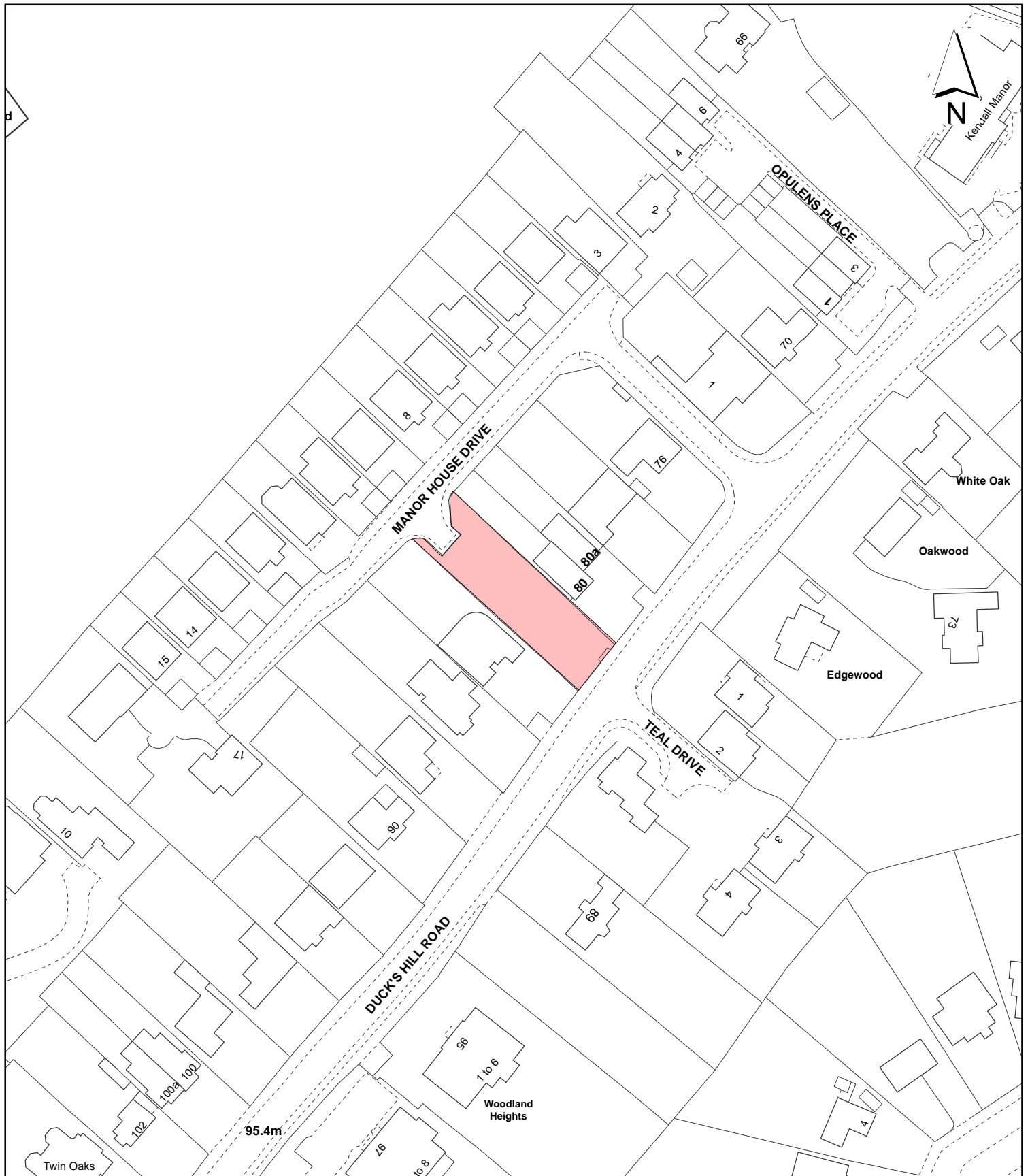
The proposed provision of 6 car parking spaces for the number of residents and staff is considered unacceptable and would result in a significant displacement of parking to the surrounding residential streets. Furthermore, the development fails to provide acceptable servicing arrangements, parking for ambulances or cycle storage. The overall bulk, scale, massing and design of the building is considered to out of character with the surrounding area and would cause harm to its visual amenities. Overall, the application fails to comply with the Councils adopted policies and standards.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
HDAS: Residential Layouts
The London Plan 2015
The Mayor's London Housing Supplementary Planning Document
National Planning Policy Framework

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Notes:

 Site boundary

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Site Address:

**82 Ducks Hill Road
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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:

39262/APP/2014/4357

Scale:

1:1,250

Planning Committee:

North

Date:

December 2015



HILLINGDON
 LONDON