

Report of the Head of Planning, Sport and Green Spaces

Address LAND FORMING PART OF 155 GRANVILLE ROAD HILLINGDON

Development: Two storey, 2-bed, end of terrace dwelling with associated parking and amenity space

LBH Ref Nos: 71395/APP/2015/4307

Drawing Nos: 3618/02
Location Plan (1:1250)
3618/01
Design and Access Statement

Date Plans Received: 23/11/2015 **Date(s) of Amendment(s):**

Date Application Valid: 10/12/2015

1. SUMMARY

The proposal is for a two storey, two bedroom end of terrace dwelling attached to the eastern flank elevation of 155 Granville Road. The new property would benefit from a single off road parking space to the front of the property, as well as retaining two off road spaces to serve the existing dwelling, a rear amenity area of 83m² as well as the possibility of creating an additional parking space close to the rear boundary.

It is considered that the siting of the proposed dwelling would result in a detrimental impact upon the spacious character and appearance of the street scene and refusal is thus recommended.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposal by reason of its size, scale, bulk and siting in this open prominent position would result in the loss of an important gap characteristic to the area, resulting in a cramped appearance. The proposal would therefore represent an overdevelopment of the site to the detriment of the character and visual amenities of this existing open area of the street scene and the wider area. Therefore the proposal is contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13 and BE19 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 Documents HDAS: Residential Layouts and HDAS: Residential Extensions.

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 (2015) and national guidance.

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.
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.3	(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 7.4	(2015) Local character
NPPF	National Planning Policy Framework

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 (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.

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This application is refused. However, this is a reminder that Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended) that the proposed development would be deemed as 'chargeable development' and therefore liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This would be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012.

For more information on CIL matters please visit the planning portal page at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on the corner junction of Granville Road and Windsor Avenue, and is proposed to be formed on this wide area of amenity land along the eastern flank elevation originally associated with No. 155 Granville Road.

The application dwelling comprises of a two storey end of terrace dwelling fronting Granville Road, and benefits from three off road parking spaces to the front of the existing house.

The property falls within a residential area of Hillingdon, and is dominated by two storey terraced blocks that are of a similar size, design and form. The properties within the surrounding area benefit from ample amenity area to the front and rear, with majority of the front gardens converted to hardstanding to accommodate off road parking.

3.2 Proposed Scheme

Full planning consent is sought for a two storey, two bed end of terrace dwelling with associated parking and amenity space. The proposed new dwelling would be erected flush with the principal elevation of the existing house, would be characterised by a hipped roof which would finish level with the original ridge and eaves, and would benefit from a single off road parking space to the front with amenity space to the rear.

3.3 Relevant Planning History

Comment on Relevant Planning History

The application site benefits from no planning history.

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:

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.
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LPP 3.8	(2015) Housing Choice
LPP 7.4	(2015) Local character
NPPF	National Planning Policy Framework

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

8 adjoining occupiers and the Oak Farm Residents Association were consulted via letter dated 14.12.15. No responses received.

National Air Traffic Services (NATS): No objections to the current proposal.

Oak Farm Residents Association: No response.

Ward Councillor: Requests that the application is reported to planning committee.

Internal Consultees

Flood and Water Management Officer: The site lies in a critical drainage area, and is in an area which has suffered from surface water flooding issues. Standard flooding advice and condition relating to SuDs are recommended.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The application site lies within an established residential area. As such, there is no objection in principle to the intensification of the residential use of the site, subject to all other material planning considerations being acceptable.

7.02 Density of the proposed development

Paragraph 4.1 of the Supplementary Planning Document (SPD) 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. The key consideration is therefore whether the development sits comfortably within its environment rather than a consideration of the density of the proposal. These matters are addressed elsewhere in the report.

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

Not applicable to this application.

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

Not applicable to this application.

7.07 Impact on the character & appearance of the area

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 BE19 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 and seek to ensure any new development complements the amenity of the area.

The surrounding area is dominated by two storey terrace blocks that form a steady ribbon of development by reason of their design, form and set back.

The proposed two storey end of terrace dwelling would be erected to the eastern flank elevation and would finish flush with the principal elevation of the application site No. 155, with a similar sized ground floor bay window which would also be level with the existing house, and row of properties along Granville Road. The proposed extension would measure 5.7m in width, would extend the full depth of the existing house, with an additional 2.5m partial width extension beyond the rear wall of the original dwelling. The proposed new dwelling would also be characterised by a hipped roof which would replicate the angle of the existing house in addition to being level with the ridge and eaves height of the host dwelling

The application site is positioned on a corner junction with Granville Road and Windsor Avenue, and is therefore set back to maintain the existing return building line as well as creating an open and spacious character within the street scene. The new dwelling is proposed to the eastern flank elevation of No.155 which is currently characterised by a wide open area and the addition of a dwelling in this area would intrude upon a clearly defined building line, but more importantly would significantly reduce the open and spacious character of this part of the street scene.

Section 4.27 of the SPD HDAS: Residential Layouts, also states careful consideration should be given to the location of surrounding buildings, their orientation, and building lines. The street scene is currently characterised by a steady building line with the row of semi-detached dwellings along Granville Road positioned a sufficient distance back from the main road as well as the dwellinghouses located on the corner junctions retaining a setback and also a large area of open space to the side which results in a consistent building line along Windsor Avenue. By reason of the large side gap and views both along Windsor Avenue and Granville Road, the junction possesses an open character.

Of significant importance in the determination of the planning application is the siting of the dwellinghouse on a corner plot in a very prominent position in visual terms. Whilst it is accepted that the proposal is for a new dwelling, it would read as an extension to the

existing property and thus it is relevant to consider the guidance set out within the Council's adopted Supplementary Planning Document (SPD) HDAS: Residential Extensions. Within this, Paragraph 5.3 states that where extensions are proposed on the side of the house which adjoins a road or open space, the openness of the corner plot should be maintained and return building lines should not be breached. In this case the siting of the existing house is such that it follows the return building line formed by the properties fronting Windsor Avenue. The addition of a very large side/rear addition would impinge on this building line, but more importantly would be built only 700mm off the boundary such that the openness of the corner plot would be totally lost. This leads to an overbearing and obtrusive form of development along the boundary with the highway exacerbated by the length of the proposal of some 10m coupled with minimal set in distances. This is considered an over-development in a conspicuous part of the streetscene and therefore it is considered that the resultant development would detract from the streetscene and would be an incongruous form of development in its context. The proposal is therefore not consistent with Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies BE13, BE15 and BE19 the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.08 Impact on neighbours

Policy BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that planning permission will not be granted for new development which by reason of its siting, bulk and proximity, would result in a significant loss of residential amenity. Likewise Policies BE20 and BE24 resist any development which would have an adverse impact upon the amenities of nearby residents and occupants through loss of light and privacy.

The Supplementary Planning Document HDAS: Residential Layouts, section 4.0 states that the Council's 45 degree principle will be applied and is designed to ensure that adequate daylight and sunlight is enjoyed in new and existing dwellings with Section 3.0 of the HDAS single storey rear extension ensuring, development does not project too far beyond the rear wall of the neighbouring dwelling to appear subordinate and to protect their residential amenities.

The proposed attached dwelling would be erected flush with the principal elevation of the existing property, and would extend the full depth of the existing house including an additional 2.5m at both levels to the rear. The 2.5m deep projection would be erected away from the host property, to ensure a 45 degree angle taken from the closest rear facing habitable room windows face of the existing house would not be impeded.

The neighbouring properties sited opposite, at Nos. 2, 7 and 9 Windsor Avenue would maintain their position of being sited a sufficient distance apart, for the proposed dwelling not to have an adverse impact upon their residential amenities and light levels.

The new dwelling would only benefit from a front and rear outlook at both levels which would face onto their rear garden and the main highway, which would not result in a loss of privacy and overlooking to the adjoining and nearby properties.

Care must be taken to ensure that new development is of an appropriate scale and mass. Where a two or more storey building abuts a property or its garden, adequate distance should be maintained to overcome possible overdomination. The proposed new dwelling would be erected in line with the row of existing dwellings along Granville Road, where the site benefits from no adjoining neighbours across the rear. The outlook from the front

windows is considered not to have a greater impact upon the nearby neighbour sited opposite at No. 2 Windsor Avenue.

The application dwelling is therefore considered not to have a detrimental impact in regards to the residential amenities and light levels of the adjoining and nearby neighbours along Granville Road and Windsor Avenue and would therefore comply with the objectives set out in Policies BE20 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies.

7.09 Living conditions for future occupiers

The proposed new dwelling benefits from no neighbours across the rear boundary, and with a front and rear outlook serving both bedrooms, as well as the main lounge area and kitchen, it is considered that proposed rooms would have adequate and acceptable levels of outlook and entry of daylight/sunlight.

As of October 2015, The Housing Standards Policy Transition Statement came into force. The Mayor intends to adopt the new national technical standard by a minor alteration to the London Plan. Policy 3.5 of the London Plan would be substituted by Table 1 of the nationally described space standard.

In regards to the changes to the internal gross floor area, Section 4.1.1. of Table 1 shows no changes to the minimum space standards for 2 storey 2 bedroom houses and would still require a minimum of 84sq.m gross internal floor area.

The application dwelling would measure a total of 90sq m and would comply with the minimum required standard for a two storey 2 bedroom dwelling and would be considered acceptable.

Policy BE23 requires all new residential dwellings to provide sufficient external amenity space to protect the amenity of the occupants of the proposed building and is usable in terms of its shape and surrounding.

The HDAS guidance states a 2 bedroom dwelling should have a minimum garden space of 40sq.m.

The proposal provides an amenity area of 83sq.m which is in excess of the minimum required 40sq.m, and is usable in terms of its size and shape. and would therefore comply with objectives of Policy BE23 of the Hillingdon Local Plan Part Two Saved UDP Policies and the HDAS supplementary guidance.

The proposal would therefore be compliant with the standards contained in The London Plan, Policy BE20 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Residential Layouts SPD.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part Two - 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 Local Plan Part Two specifies that new development will only be permitted where it is in accordance with the Councils adopted Car Parking Standards. These require a maximum provision of two off-street parking spaces for each of the

proposed dwellings.

The application site currently benefits from three off road parking spaces to the front of the existing house, as well as a detached garage and off road parking space to the rear. Following the construction of the new dwelling, it would benefit from a single off road parking space as well as retaining two off road spaces for the existing dwelling.

The site benefits from a low Ptal score, however considering the location of the site and its proximity to Long Lane, where bus services are provided, and Hillingdon Tube station, the parking provision proposed for the existing and proposed dwelling is considered acceptable

The proposal would therefore comply with Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies.

7.11 Urban design, access and security

See section 7.07.

7.12 Disabled access

On 25 March 2015, the Government introduced new technical housing standards in England, which comprise of new additional 'optional' Building Regulations on water and access, and a nationally described space standard (referred to as "the new national technical standards"). These new standards came into effect on 1 October 2015. The Mayor of London intends to adopt the new national technical standards through a minor alteration to The London Plan. This alteration is in the form of the Housing Standards Policy Transition Statement and it sets out how the existing policies relating to Housing Standards in The London Plan should be applied from October 2015. Appendix 1 of the Transition Statement sets out how the standards stemming from the policy specified in the 2012 Housing SPG should be interpreted in relation to the national standards. The issues relating to disabled access are to be addressed under the Building Regulations.

The building regulations now contains optional elements. The Government has issued guidance that for those areas where authorities have existing policies on access (like London) that planning permissions can be granted subject to conditions requiring compliance with the optional elements of the Building Regulations.

Under the London Plan (March 2015), Policy 3.8 c - requires all new homes to be built to lifetime homes standards. From October 2015 the Mayor's Housing Standards: Transition Policy Statement confirms that this should be interpreted as homes should meet building regulation M4 (2) 'accessible and adaptable dwellings'. Had the application been acceptable in all other respects this could have been secured by condition.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

The applicant has stated no trees or hedges would be affected by the proposed works.

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

The application site falls within a critical drainage area, which is prone to surface water flooding. The Flood and Water Management Team have advised a general SUDS condition

should be applied.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

No comments or objections received.

7.20 Planning obligations

The application is liable for the Community Infrastructure Levy which equates to £12,449.96

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

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

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

The proposed two storey, two bed end of terrace dwelling is considered inappropriate development by reason of its size, scale and siting which would result in a significant reduction of this open and spacious setting which would be considered harmful to the character and appearance of this part of the street scene, and therefore contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan Part Two: Saved UDP Policies (November 2012) and the Council's adopted Supplementary Planning Documents HDAS: Residential Layouts and HDAS: Residential Extensions.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
The London Plan (2015)
Mayor of London's adopted Supplementary Planning Guidance - Housing (November 2012)
HDAS: Residential Layouts
HDAS: Residential Extensions
HDAS: Accessible Hillingdon
National Planning Policy Framework
The London Plan Housing Policy Transition Statement (May 2015)

Contact Officer: Naim Poptani

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Allotment Gardens

WESTERN AVENUE



Play Area

Notes:

 Site boundary

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Site Address:

**Land forming part of 155 Granville Road
Hillingdon**

**LONDON BOROUGH
OF HILLINGDON**
 Residents Services
 Planning Section
 Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111

Planning Application Ref:

71395/APP/2015/4307

Scale:

1:1,250

Planning Committee:

Central and South

Date:

February 2016



HILLINGDON
LONDON