

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

**Address** 46 THE DRIVE NORTHWOOD

**Development:** Erection of detached three storey building with basement level to create nine self contained flats with associated landscaping works following demolition of existing building containing three self contained flats.

**LBH Ref Nos:** 65098/APP/2016/3555

**Drawing Nos:** 16-08-100 A (Proposed Floor Plans)  
16-08-101 (Proposed Site Plan)  
16-08-102 (Proposed Elevations)  
16-08-103 (Proposed Elevations)  
16-08-104 (Section and Street Scene)  
16-08-10 (Location Plan - Existing Building)

**Date Plans Received:** 22/09/2016 **Date(s) of Amendment(s):**

**Date Application Valid:** 22/09/2016

### 1. SUMMARY

The application seeks permission for the erection of a detached three storey building with a basement level to create nine self contained flats (3 x 1 bed, 2 x 2 bed, and 4 x 3 bed) with associated landscaping works following demolition of existing building containing three self contained flats.

1 response in support and 27 objecting have been received which raise a number of concerns primarily regarding the impact of the proposal on the visual amenity of the area and on neighbours. The Northwood Resident's Association and Ruislip, Northwood & Eastcote Local History Society similarly raise an objection to the proposal. A petition of objection with 84 signatures has also been received.

The Council's Conservation and Urban Design Team has raised an objection regarding the loss of the undesignated heritage asset (the existing residential building known as Dane End) and the impact on the visual amenity of the area by virtue of the design, bulk, scale, built form, and positioning of the proposed development within the site.

In addition, the proposed development results in loss of privacy, daylight, outlook, and a detrimental sense of enclosure to neighbouring properties, particularly, Nos. 50 & 54 'The Drive'.

Furthermore, due to insufficient/inadequate external amenity space provision and lack of defensible space, the proposal would offer substandard residential accommodation for future occupiers.

It has also not been demonstrated that the proposal would not result in an adverse impact on drainage, flooding, ground water conditions, and structural stability, contrary to policy EM6 Flood Risk Management in the Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012); policies 5.12, 5.13, 5.14, and 5.15 of the London Plan (2016); and National Planning Policy Framework (2012).

On balance and having considered the proposal against all of the relevant planning policies, the development is not considered acceptable and should be refused for the reasons set out in the recommendation.

## **2. RECOMMENDATION**

**The development should be refused for the following reasons:**

### **1 NONSC Loss of heritage asset and impact on visual amenity**

The development proposal would result in the loss of a non designated heritage asset of significant historic, architectural, and social value, and the development by virtue of its design, bulk, scale, built form, and positioning within the site, represents an incongruous over development of the site, failing to respect the established building line or existing urban grain of the area, appearing dominant and out of keeping with its character and appearance and therefore, harmful to the visual amenity of the area, contrary to adopted policies BE1 and HE1 of the Local Plan Part 1 (2012); policies BE13 and BE19 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012); and policies 7.4, 7.6, 7.8, and 7.9 of the London Plan (2016).

### **2 NONSC Loss of privacy to neighbours**

The proposed development incorporates balconies/habitable room windows within close proximity of and facing habitable room windows that serve neighbouring properties that would allow overlooking, resulting in loss of privacy, and harming the residential amenity of occupiers within Nos. 50 & 54 'The Drive', contrary to policy BE24 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and Hillingdon Design and Accessibility (HDAS) Supplementary Planning Document - Residential Layouts.

### **3 NONSC Loss of outlook and sense of enclosure**

The proposed development, by virtue of its design, width, depth, height and proximity to neighbouring properties would result in loss of daylight, outlook, and a detrimental sense of enclosure to neighbouring properties, particularly, Nos. 50 & 54 'The Drive', harmful to the residential amenity of occupiers and contrary to policy BE21 and BE23 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and Hillingdon Design and Accessibility (HDAS) Supplementary Planning Document - Residential Layouts.

### **4 NONSC Lack of defensible space and poor outdoor amenity space**

The development proposal, by virtue of insufficient/inadequate external amenity space provision and lack of defensible space would offer substandard residential accommodation for future occupiers to their detriment, contrary to policy BE23 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012).

### **5 NONSC Flooding**

The proposed development has failed to demonstrate that it would not result in adverse impact on drainage, flooding, ground water conditions, and structural stability, contrary to policy EM6 Flood Risk Management in the Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012); policies 5.12, 5.13, 5.14, and 5.15 of the London Plan (2016); and National Planning Policy Framework (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            153            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 - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.
AM15	Provision of reserved parking spaces for disabled persons
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
BE13	New development must harmonise with the existing street scene.
BE14	Development of sites in isolation
BE16	New development on the northern frontage of the A4 (Bath Road)
BE17	Design and layout of new development at Heathrow Airport
BE18	Design considerations - pedestrian security and safety
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.
BE39	Protection of trees and woodland - tree preservation orders
EC2	Nature conservation considerations and ecological assessments
EC3	Potential effects of development on sites of nature conservation importance
EC4	Monitoring of existing sites of nature conservation importance and identification of new sites
EC5	Retention of ecological features and creation of new habitats
EC6	Retention of wildlife habitats on derelict or vacant land
EM6	(2012) Flood Risk Management
H11	Provision of affordable housing
H3	Loss and replacement of residential accommodation

H4	Mix of housing units
H5	Dwellings suitable for large families
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 2.8	(2015) Outer London: Transport
LPP 3.13	(2015) Affordable housing thresholds
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 5.1	(2015) Climate Change Mitigation
LPP 5.10	(2015) Urban Greening
LPP 5.11	(2015) Green roofs and development site environs
LPP 5.12	(2015) Flood risk management
LPP 5.13	(2015) Sustainable drainage
LPP 5.16	(2015) Waste self-sufficiency
LPP 5.18	(2015) Construction, excavation and demolition waste
LPP 5.2	(2015) Minimising Carbon Dioxide Emissions
LPP 5.21	(2015) Contaminated land
LPP 5.3	(2015) Sustainable design and construction
LPP 5.7	(2015) Renewable energy
LPP 6.13	(2015) Parking
LPP 6.3	(2015) Assessing effects of development on transport capacity
LPP 6.5	(2015) Funding Crossrail and other strategically important transport infrastructure
LPP 6.9	(2015) Cycling
LPP 7.1	(2015) Lifetime Neighbourhoods
LPP 7.13	(2015) Safety, security and resilience to emergency
LPP 7.14	(2015) Improving air quality
LPP 7.15	(2015) Reducing noise and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
LPP 7.19	(2015) Biodiversity and access to nature
LPP 7.2	(2015) An inclusive environment
LPP 7.21	(2015) Trees and woodland
LPP 7.4	(2015) Local character
LPP 7.6	(2015) Architecture
LPP 7.8	(2015) Heritage assets and archaeology
LPP 7.9	(2015) Heritage-led regeneration
LPP 8.2	(2015) Planning obligations
LPP 8.3	(2015) Community infrastructure levy
LPP 8.4	(2015) Monitoring and review for London
NPPF	National Planning Policy Framework
NPPF6	NPPF - Delivering a wide choice of high quality homes
NPPF7	NPPF - Requiring good design
OE1	Protection of the character and amenities of surrounding properties and the local area
OE5	Siting of noise-sensitive developments
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures

PO-EDU	Revised Chapter 4: Education Facilities of the Planning Obligations Supplementary Planning Document, adopted 23 September 2010
POBS	Planning Obligations Supplementary Planning Document, July 2008
SPD-PO	Planning Obligations Supplementary Planning Document, adopted July 2008
SPG	Residential layouts and house design.
SPG-AQ	Air Quality Supplementary Planning Guidance, adopted May 2002

### 3

Please be advised that the current vehicular ramp access to the basement is not considered acceptable for the reasons set out in this report. In addition, the car parking space at ground level would also raise highway safety concerns. Had this application been recommended for approval, conditions would have been sought to address these issues. Also, a S106 would have been sought for appropriate highway works to the access point.

## 3. CONSIDERATIONS

### 3.1 Site and Locality

The rectangular site measures approximately 0.15 hectares and is located on the west side of 'The Drive', approximately 330m south of its junction with Rickmansworth Road. The property is neither listed nor located within a conservation area. There are Tree Preservation Areas to the north and east of the site, but none covering the property itself.

'The Drive' is characterised by mainly large detached two and three storey dwelling houses, well set back from the public highway, and surrounded by spacious verdant grounds. To the west of the site there is a cluster of dwellings accessed via a road that adjoins the application site to the south. Further to the south, there is a two storey dwelling positioned facing north-eastwards onto 'The Drive', beyond which is Haste Hill Golf Course. To the east, there is mainly two storey detached houses, well set back from the public highway with long drives and mature gardens.

### 3.2 Proposed Scheme

The proposal consists of the erection of a detached three storey building with basement level to create nine self contained flats (3 x 1 bed, 2 x 2 bed, and 4 x 3 bed) with associated landscaping works following demolition of existing building containing three self contained flats.

### 3.3 Relevant Planning History

65098/APP/2016/835      46 The Drive Northwood

Erection of detached three storey building with basement level to create nine self contained flats (8 x 3 bed and 1 x 4 bed unit) with associated landscaping works following demolition of existing building containing three self contained flats.

**Decision:** 19-05-2016      Withdrawn

#### Comment on Relevant Planning History

A boundary fence was erected without planning permission. The Council's Enforcement Team opened an investigation (ref. ENF/1325/15) into this planning breach. An

enforcement notice was served on 11th April 2016 for its removal. The fence has subsequently been removed.

Earlier this year, a planning application ref. 65098/APP/2016/835 for 9 self contained flats was submitted and later withdrawn.

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

Please see list below.

##### **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.EM1 (2012) Climate Change Adaptation and Mitigation
- PT1.EM11 (2012) Sustainable Waste Management
- PT1.EM6 (2012) Flood Risk Management
- PT1.EM7 (2012) Biodiversity and Geological Conservation
- PT1.EM8 (2012) Land, Water, Air and Noise
- PT1.H1 (2012) Housing Growth
- PT1.HE1 (2012) Heritage

###### Part 2 Policies:

- AM13 AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): -
  - (i) Dial-a-ride and mobility bus services
  - (ii) Shopmobility schemes
  - (iii) Convenient parking spaces
  - (iv) Design of road, footway, parking and pedestrian and street furniture schemes
- AM14 New development and car parking standards.
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## **5. Advertisement and Site Notice**

**5.1** Advertisement Expiry Date:- **7th November 2016**

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

## **6. Consultations**

### **External Consultees**

21 Neighbour consultee letters were sent on the 13th October 2016 and a site notice erected on the



17th October 2016. The statutory consultation period expired on the 7th November 2016. 1 response in support and 27 objections have been received. In addition, a petition objecting to the proposal has been received with 84 signatures. The concerns raised are summarised as follows:

- The proposal is excessive in width, depth and height resulting in an over-dominant development that would be intrusive in streetscene.
- Overdevelopment of the site and out of keeping with the general pattern of development in the are
- Beyond the established building line fronting the highway
- Excessive footprint
- The design is poor and out of keeping with the character and appearance of the area
- Loss of privacy to neighbouring properties
- Cause a detrimental sense of enclosure to neighbouring properties, particularly No. 50
- 'The Drive' already experiences parking stress and inadequate and substandard car parking provision will worsen the situation
- Increased vehicular movements would worsen air quality and cause noise.
- Loss of existing building (Dane End House) is probably the oldest house in 'The Drive' and is a detached Edwardian family residence of an unusual and attractive appearance with major historical and architectural merit.
- Impact on wider infrastructure including water supply
- Reduce the value of neighbouring properties
- Subsidence from excavation works in relation to the basement
- Disturbance during construction from noise, traffic and dust
- Removal of trees from the site
- Adverse impact on drainage and may lead to flooding due to excessive basement
- The stagger of the existing houses 52, 50 and 46 affords an uncrowded vista to the east. The proposed building will blot this out completely.

#### NORTHWOOD RESIDENTS ASSOCIATION

Comments: Objection

The proposed development would be over-dominant in height, bulk, proximity to and overlooking neighbouring properties, resulting in significant loss of residential amenity, contrary to policies BE19, BE21 & BE23. The development includes the creation of a basement for which no geo-technical or hydrological surveys have been provided and it is not possible to determine whether the development would not have an unacceptable impact on drainage and flood risk in accordance with policies OE7 and OE8 of the 'Saved' UDP Policies and policy DMHB24 of the emerging Local Plan: Part 2.

#### RUISLIP NORTHWOOD & EASTCOTE LOCAL HISTORY SOCIETY

Comments: Objection

The Society is very concerned about this second application to demolish Dane End and replace it with a new three storey building, despite some improvements in the design to the original proposal.

The proposed new building is in a more traditional style, but it will still appear bulky and obtrusive. It will occupy a larger footprint than the existing house and the excavation of the basement will be very disruptive. As a large number of trees on the site have been removed already it will be prominent from the road and detract from the street scene.

The existing house adds character and is a positive asset. It was built in 1908 and is a most unusual construction. Almost the whole house is contained within a large mansard roof, although this is broken up on the north side by two gables and a single storey service wing. The main east front has

interesting flint detail at the second storey level.

Last year the Society recommended that it be included on the Borough's 'Local List of Buildings of Architectural or Historic Importance' in recognition of its well preserved and unaltered external condition. As far as the Society is aware it fulfils all the criteria for local listing and it is simply a matter of timing that the review of the list has not taken place yet for the house to be listed.

We request that this application to demolish an Edwardian house of character and replace it with a 'fake' traditional building be refused.

#### DESIGNING OUT CRIME OFFICER

No objection

#### GREATER LONDON ARCHAEOLOGICAL ADVISORY SERVICE

No comment

#### THAMES WATER

Comments (summary): No objection, subject to the imposition of informatives relating to waste and piling.

#### **Internal Consultees**

##### ACCESS OFFICER

Comments (summary): No comment

#### CONSERVATION AND URBAN DESIGN

Comments (summary):

- BACKGROUND: The existing detached attractive building is located on a modest plot along 'The Drive' in Northwood. Originally known as Dane End, the property dates from the early 19th Century and was built by local architects Swannell and Sly, who were well known of their time and responsible for many other notable buildings around Northwood and Rickmansworth. This was the first property to be built along the road. Dane End was originally built as a single family dwelling on a substantially sized plot, this comprised of where numbers 48, 50, 52 and 54 are now situated. The existing property is well characterised with a steeply pitched gambrel roof form with eaves finishing at ground floor level and gable ends at either side. The property can be described as 2 and a half storeys in height, which is externally finished with a tiled roof, render, and brick. The property is uniquely orientated with a recessed porch/patio area on the south elevation and an 'M' shaped projecting gable on the north elevation. There is also a single storey element attached to the northern aspect of the main property which may have been the original service wing of the building. The principal elevation (eastern elevation) features the entrance door which is situated under a recessed porch area and characterised by a substantial timber post. Taking into account the historical, architectural and social value of the existing building it would be considered a building of significant heritage value and can be termed as a heritage asset. Therefore, we would regret the loss of such a significant building.

Whilst the original plot of the building was subdivided in the past for the construction of 4 other properties, the existing site remains relatively open and visible from various aspects, maintaining the semi-rural/ suburban principles that the property was most likely originally built with. The southern elevation of the property is visible via the access-way for Nos. 48, 50 and 52. The elevation facing

onto 'The Drive' had previously been well screened from the road by well established mature trees. The existing boundary treatments to the site are commendable and consist of natural boundaries such as hedges, mature trees and short close boarded timber fencing. Dane End is well set back from the road respecting the building lines of adjacent properties. It is uniquely orientated which adds to the character of the property and the road.

'The Drive' as a road is a dead end, which leads to Haste Hill Golf course. It is dominated by two storey, detached single family dwellings on modest to substantially sized plots, which contribute to the suburban character of the area. The properties are centrally positioned on their respective plots and maintain substantial gaps between neighbouring properties. They are well set back from the road giving a lane-like characteristic to the road. Whilst properties along 'The Drive' have been altered and modernised, large built-for-purpose flat developments are not a known or established feature, and would be considered an unwelcome precedent.

- COMMENTS: The proposal to demolish the existing building and replace it with a 3 storey, substantially large building containing 9 flats would be considered in principle unacceptable. The revised proposal does not address concerns stated from the previous application. The overall bulk, scale, built form, positioning on the site, roof form, footprint and design of the building would be considered inappropriate along this residential road. It would substantially develop the existing plot disproportionately and would be considered an incongruous addition within the street scene.

- Bulk, scale and footprint

The footprint and scale of a building should take into account the size of the site and in turn be proportionate to the space available. The proposed building footprint would not be considered in keeping with the defined urban grain of the surrounding area (neighbouring residential roads). It would be considered out of scale in relation to the wider streetscape. At approximately 32m in width along 'The Drive' frontage and around 25m deep, the proposed building would vastly dominate the modest sized site, which would not relate to other properties along the road. Furthermore the proposal would project further into site than the previously submitted scheme. Whilst it is duly noted that the neighbouring property (No. 44) is most likely the largest building along the road, it is proportionate in regards to the size of its site, which extends to the adjacent road, New Farm road. Therefore, it would not be appropriate to refer to No.44 as an established precedent. The bulk and scale of the building would not be considered proportionate in regards to the size of the site. The density of the development on the site would be dramatically intensified and would constitute an over-development of the plot. The proposal would not address concerns stated for the previous application.

- Built form

The footprint can determine the built form of a building, however the built form must respond positively to the established streetscape. The bulk of a building can be defined by its form, height and materiality. Taking into account the perceived bulk of the building, the built form would be considered an incongruous addition along this road. Whilst the proposed building aims to include traditional design elements, the complicated nature of various projecting elements to the front and rear of the property creates an abstruse built form, which would not be considered an appropriate design aesthetic along this road. The inclusion of a basement extends the built form of the building below ground and across the entire site according to the front elevation drawing, leaving limited open space around the proposed building. It does not adequately respond to the sense of openness currently characterising this site and neighbouring properties.

- Positioning on the site

As proposed, the building would not relate to the streetscene. As existing, the road comprises of

large detached dwellings, which are suitably positioned on their respective plots. The road has an established, rhythmic street pattern allowing the proportionately sized properties to allow for suitable gaps to be maintained between adjacent properties. The dwelling as existing, allows for private amenity space towards the south of the site, which in turn provides a large gap between Nos. 46 and 54. This prevents any negative impact on the neighbouring property as well as properties to the rear. The proposed bulky building would also have an imposing, oppressive impact on the adjacent access-way for the properties to the rear, taking into account its proximity to the southern side boundary. As existing, part of the southern side boundary is screened by mature trees, however these would need to be removed in order to position the proposed building on the site. It is important that the trees are retained as they would appropriately screen any proposed new development from the road and side access road.

The rear aspect of the proposed building would be highly visible from the properties to the rear of the site. It would project closer to the rear boundary which would have an overbearing impact on the property to the rear of the site. There are concerns in regards to the overlooking impact this would have on the properties to the rear of the site and vice versa.

The proposed building would not respect the established building line of the existing or neighbouring properties and would be considered detrimentally dominating to the streetscene (of 'The Drive'). The proposed building would be positioned in close proximity to the front boundary of the site, at approximately 5.5m and 10m set back respectively. This would be considered detrimental to the established rhythmic placing of the existing properties along the road and their appropriate set back from the front boundary. The neighbouring property (No. 44) is set back 23m and most of the buildings in the street maintain a 14-15m set back from their respective front boundaries. Whilst, it is acknowledged that to the south, No. 54 is closer to the road, this property does not face 'The Drive' and is much smaller in scale. In addition, the topography and verdant nature of the site reduces its dominance in the street.

#### - Roof form

The roof form and crown roof would be considered unacceptable. Crown roofs are not a feature along this road. Therefore, this would be considered an unwelcome precedent. It is encouraged that new development aim to incorporate traditional pitched roof forms in keeping with the typology of the street and area.

#### - Design and building detailing

Due to the recent removal of some trees on the site, this has increased the visibility of the site from 'The Drive'. As designed it would have a prevailing presence along the street which would be worsened by the overly cluttered appearance of the building facade and complicated roof design, detracting from the established character and appearance of the area. The majority of dwellings along the road are individually characterised with defining frontal facade elements, this in turn contributes to the overall street scene. Whilst some attempt has been made to include traditional design elements such as mock timbering, chimney stacks and brick detailing, it does not improve the overall massing, scale and bulk of the proposal. The combination of varying projecting elements to the front, side and rear creates clashing and competing elements which would not be considered appropriate. The building's details and finishes define its character. Therefore various elements should have some relation to the surrounding streetscape or previous non-designated heritage asset rather than being an entire entity on its own. The previous comments are not outright objections, they aim to be recommendations to ensure the building harmonises well within its context, as noted in the NPPF (2012), paragraph 60, '...It is, however, proper to seek to promote or reinforce local distinctiveness.' Taking into account paragraph 17 of the NPPF it would be considered unacceptable.

The built form, massing, bulk, footprint and scale of the proposed building would need to be substantially reduced and amended. It would need to respond to the typology of the street, which predominantly comprises of detached, single family dwellings.

Side facing windows would need to be obscure glazed in accordance to our guidance. Obscure glazed windows would not be considered appropriate for habitable rooms such as living spaces and bedrooms.

#### - RECOMMENDATIONS

Should demolition of the existing building be approved, it is recommended that the existing building is recorded up to a Level 3 recording as set by Historic England. This would need to be appropriately conditioned.

- CONCLUSION: Unacceptable

#### ECOLOGY OFFICER

Comments: No comment

Officer's comments: The ecology officer raised no objection to the previous application (65098/APP/2016/835) and the same supporting material was submitted with this application.

#### ENVIRONMENTAL PROTECTION UNIT (EPU)

- Contamination

Comments (summary): No objection, subject to the imposition of a soil testing condition to make sure the soil is clean and uncontaminated.

- Noise

Comments (summary): The stacking is poor with living rooms and bathrooms above bedrooms. Therefore, I would recommend that the layout is altered to improve this. If this is not possible then a sound insulation scheme should be secured by condition for the control of noise transmission between floors.

Regarding plant noise, a condition should also be attached to safeguard the amenity of neighbouring properties from excessive noise.

Also, an informative should be added regarding control of environmental nuisance from construction work.

#### HIGHWAYS

Comments: The application site is currently occupied by a three-storey house, set back from the road, within an exceptionally large plot with a wide frontage. The existing house is situated slightly off-centre, towards the rear of the site. A driveway along the north boundary leads to a double garage on the same boundary.

The local frontages are mainly residential with predominantly detached houses occupying relatively large plots. There is a golf course at the south end of 'The Drive'. The current PTAL for the site is 1b, which is considered rather poor. As a result, it is likely that local residents heavily rely on private vehicles for their transport needs. The proposals are to demolish the existing building and replace it

with a block of 9 flats comprising the following mix:

- 3 x 1 bedroom flats
- 2 x 2 bedroom flats
- 4 x 3 bedroom flats

#### - Access

Vehicular access would be located towards the north boundary of the site, while pedestrian access would be provided towards the centre of the site boundary with the public highway. Pedestrian and vehicular routes are well identified and separated.

The proposed vehicular access would be located in a similar position compared to the existing crossover. The local horizontal and vertical alignment of the highway is such that good visibility would be achieved at the proposed location.

The proposed crossover would have a width of 5m at the back of the footway, which is above the maximum width of 3.5m. For this reason, it is recommended that, in order to provide a degree of priority to pedestrians, a pedestrian refuge with a minimum width of 1.2m should be provided. Kerb alignment may need to be adjusted in order to install the refuge. The refuge should be entirely funded by the developer and secured through a S106 agreement.

The applicant must ensure that an unobstructed visibility above the height of 1.05m should be maintained from the site access for vehicles at least 2.4m in both directions along the back edge of the footway. Any fencing / hedging above 1.05m would have to allow drivers to be able to see through it. This is for the safety of pedestrians along the footway. Details of boundary treatment should be submitted and approved by the council to ensure that these conditions are met.

#### - Parking and Internal Layout

Council's parking standards are 1.5 parking spaces per flat regardless of the size. Therefore 14 parking spaces would be required for the proposed development. The proposals include 15 parking spaces in a basement accessed by a ramp and one parking space designed for blue badge holders to the south of the site vehicular entrance.

The parking space by the site entrance appears difficult to access and vehicles manoeuvring in and out of it would conflict with vehicles entering and exiting the site. This parking space is not strictly required, as the 15 parking spaces provided in the basement car park are sufficient to comply with current standards. For these reasons this specific parking space should either be relocated or be altogether removed.

The proposed ramp to the basement car park has a proposed gradient of 1:12, which is less than the maximum accepted gradient of 1:10. As the ramp has two 90° bends, it is proposed to separate the two lanes by a raised median strip. The proposed layout appears to provide acceptable internal manoeuvrability.

The submitted layout shows two parking spaces designed for blue badge holder's use, which is in line with Council's standards. However, it is recommended that the disabled bays be moved closer to the lifts. The path from the disabled bays to the lifts should be assessed by the accessibility officer to ensure compliance with current regulations. In addition, 2 parking spaces should be fitted with active Electric Vehicle Charging (EVC) points and 2 spaces with passive EVC points.

#### Bicycle Parking

Council standards require a minimum of 1 bicycle storage space for 1-2 bedroom flats and 2 spaces for flats with 3 or more bedrooms. As a result, a minimum of 13 secure bicycle storage

spaces are required for the proposed development.

The submitted layout drawing shows a storage space for up to 24 bicycles, which exceeds minimum requirements. However, it is recommended that the cycle storage be moved closer to the lifts; the access doors be designed in a way as to facilitate movements of cyclists (e.g. automatic doors) and cycle routes be clearly marked from lifts to storage area, in order to promote effectively the use of bicycles.

#### - Deliveries, Servicing and Emergency Vehicles

The applicant should make provisions for safe access, egress and temporary parking of delivery, servicing and emergency vehicles. As an example, the refuse bins could be relocated to replace the redundant disabled bay and the area thus vacated could be converted to hardstand for the use of delivery, servicing and emergency vehicles. Swept paths with a 300mm error margin should be produced to ensure manoeuvrability.

#### - Traffic Impact

The proposed development is likely to generate increase number of trips. However, given the proposed scale of development, it is anticipated that trips associated to the new development will not have a significant impact on local traffic operations.

#### - Refuse Collection

Refuse bin storage areas have been identified by the applicant and shown on drawing no. 16-08-101. The proposed strategy appears to comply with the recommendations set out in Building Regulations 2010, Part H, Section H6, Paragraph 1.8.

### TREES & LANDSCAPING

Comments (summary): No objection, subject to conditions to obtain a landscaping scheme and tree protection measures.

### WASTE MANAGEMENT OFFICER

Comments (summary): No objection

### WATER MANAGEMENT OFFICER

Comments (summary): Objection

The site is located in flood zone 1 and is not considered to be at risk of flooding from other sources. However, the proposal includes a basement. In the absence of a site investigation/assessment, the proposal is recommended for refusal.

When determining proposals for basement and other underground development, the Council will require an assessment of the scheme's impact on drainage, flooding, groundwater conditions and structural stability, where appropriate. The Council will only permit basement and other underground development that does not cause harm to the built and natural environment and local amenity and does not result in flooding or ground instability. We will require developers to demonstrate by methodologies appropriate to the site that their proposals:

- a) Maintain the structural stability of the building and neighbouring properties;
- b) Avoid adversely affecting drainage and run-off or causing other damage to the water environment;
- c) Avoid cumulative impacts upon structural stability or the water environment in the local area;

A site investigation must be undertaken to inform the proposal, and where groundwater is found suitable mitigation provided. For information a proposal where a basement extends the full width of a plot will not be looked on favourably. Please note in addition all major development needs to contribute to the sustainable management of surface water drainage. This is particularly important considering the plans include underground basement car parking facilities.

The scheme shall clearly demonstrate how it, manages water and demonstrate ways of controlling the surface water on site by providing information on:

a) Suds features:

i. incorporating sustainable urban drainage (SuDs) in accordance with the hierarchy set out in Policy 5.15 of the London Plan. Where the proposal does not utilise the most sustainable solution, justification must be provided,

ii. calculations showing storm period and intensity and volume of storage required to control surface water and size of features to control that volume to Greenfield run off rates at a variety of return periods including 1 in 1 year, 1 in 30, 1 in 100, and 1 in 100 plus Climate change,

iii. where it is intended to have above ground storage, overland flooding should be mapped, both designed and exceedance routes above the 100, plus climate change, including flow paths depths and velocities identified as well as any hazards, (safe access and egress must be demonstrated).

b) Capacity of Receptors

i. Capacity demonstrated for Thames Water foul and surface water network, and provide confirmation of any upgrade work required having been implemented and receiving watercourse as appropriate.

ii. Where infiltration techniques (soakaway) or a basement are proposed a site investigation must be provided to establish the level of groundwater on the site, and to demonstrate the suitability of infiltration techniques proposed on the site. (This should be undertaken at the appropriate time of year as groundwater levels fluctuate).

iii. Where groundwater is found within the site and a basement is proposed suitable mitigation methods must be provided to ensure the risk to others is not increased.

iv. identify vulnerable receptors, ie WFD status and prevent pollution of the receiving groundwater and/or surface waters through appropriate methods;

c) Minimise water use.

i. incorporate water saving measures and equipment.

ii. provide details of how rain and grey water will be recycled and reused in the development.

d) Long Term Management and Maintenance of the drainage system.

i. Provide a management and maintenance plan

ii Include details of Inspection regimes, performance specification, (remediation and timescales for the resolving of issues where a PMC).

iii Where overland flooding is proposed, the plan should include the appropriate actions to define those areas and actions required to ensure the safety of the users of the site should that be required.

iii. Clear plans showing all of the drainage network above and below ground. The responsibility of different parties such as the landowner, PMC, sewers offered for adoption and that to be adopted by the Council Highways services.

## **7. MAIN PLANNING ISSUES**

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

#### PRINCIPLE OF DEVELOPMENT

HDAS Residential Layouts SPD states that redevelopment of more than 10% of properties on a residential street is unlikely to be acceptable, including the number of houses which have been redeveloped for new blocks of flats.

Policy DMH 4 'Residential Conversions and Redevelopment' of the emerging Development



Management Plan states that residential conversions and the redevelopment of dwellings into new blocks of flats will only be permitted where:

- i) it is on a residential street where the proposal will not result in more than 10% of properties have been being redeveloped into flats.
- ii) On residential streets longer than 1km the proposed redevelopment site should be taken as the midpoint of a 1km length of road to be assessed for assessment purposes;
- iii) the internal floor area of the original building to be converted is at least 120 sqm; and
- iv) units are limited to one unit per floor for residential conversions.

Given that the existing building comprises flats, the principle of flats within this site has been established.

The Local Plan proposals map does not allocate the site for any specific land use. There is currently a residential building containing 3 flats within the site. In principle, optimising or making better use of an existing residential use to increase London's housing stock is supported in planning policy terms, subject to the development not causing any material harm.

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

### **DENSITY**

Policy 3.4 of the London Plan (2016) seeks for new developments to achieve the maximum possible density which is compatible with the local context. Table 3.2 establishes a density matrix to establish a strategic framework for appropriate densities at different locations.

The application site has an area of 0.15 hectares and the proposal seeks to provide 3 x 1 bedroom, 2 x 2 bedroom, and 4 x 3 bedroom units. The local area is considered to represent an suburban context and has a Public Transport Accessibility Level (PTAL) of 1a/1b (Very Poor). Table 3.2 of the London Plan (2016) advises that an appropriate residential density for the site would range from 150-200 habitable rooms per hectare (hr/ha) and 35-55 units per hectare (u/ha) for units with a typical size of 3.8 - 4.6 habitable rooms per unit (hr/u).

The development would have a density of 60 units per hectare and 160 habitable rooms per hectare. Whilst the number of units exceed the guidance in the density matrix, the scheme would deliver within the range for habitable rooms. Nevertheless, the proposal should be considered against the other relevant planning policies to weigh up whether the proposal constitutes over development of the site and is harmful as a result.

### **HOUSING MIX**

Policy 3.8 'Housing Choice' of the London Plan (2016) encourages a full range of housing choice and policies H4 and H5 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) seek to ensure a practicable mix of housing units are provided within residential schemes.

These policies are supported by the London Plan Housing SPG, which seeks to secure family accommodation within residential schemes, particularly within the social rented sector, and sets strategic guidance for Councils in assessing their local needs. Policy 3.11 of the London Plan (2016) states that within affordable housing provision, priority should be accorded to family housing.

The development would provide 9 units with a housing mix of 3 x 1 bedroom, 2 x 2

bedroom, and 4 x 3 bedroom units. The housing mix proposed at this location is considered acceptable and meets a local housing need for the delivery of family sized (3 bedroom plus) homes.

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

##### ARCHAEOLOGY

The site is not located within an area of archaeological interest. Nonetheless, the proposal includes a basement. Therefore, should the application be considered acceptable, a condition should be imposed to safeguard any potential archaeological finds that are of significance.

##### CONSERVATION AREAS/LISTED BUILDINGS OR AREAS OF SPECIAL CHARACTER

Not applicable to this application.

#### **7.04 Airport safeguarding**

Given the scale and nature of the proposal, there is not considered to be any airport safeguarding concerns.

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

Not applicable to this application.

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

Adopted policy BE1 of the Local Plan Part 1 (2012) requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods.

Adopted policy HE1 of the Local Plan Part 1 (2012) requires all new development to conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape.

Policies BE13 and BE19 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) seek to ensure that the new development complements or improves the character and amenity of the area, whilst 'saved' policy BE38 seeks the retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

Chapter 7 of the London Plan (2016) sets out a series of overarching design principles for development in London and policy 7.6 seeks to promote world class, high quality design and design led change in key locations.

Policy 7.8 'Heritage Assets and archaeology' of the London Plan (2016) recommends that development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate and development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Policy 7.9 'Heritage Led Regeneration' of the London Plan (2016) explains that the significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.

The existing detached attractive building is located on a modest plot along 'The Drive' in Northwood. Originally known as Dane End, the property dates from the early 19th Century and was built by local architects Swannell and Sly, who were well known of their time and responsible for many other notable buildings around Northwood and Rickmansworth. This was the first property to be built along the road. Dane End was originally built as a single family dwelling on a substantially sized plot, this comprised of where numbers 48, 50, 52 and 54 are now situated.

The existing property is well characterised with a steeply pitched gambrel roof form with eaves finishing at ground floor level and gable ends at either side. The property can be described as 2 and a half storeys in height, which is externally finished with a tiled roof and painted render. The property is uniquely orientated with a recessed porch/patio area on the south elevation and an 'M' shaped projecting gable on the north elevation. There is also a single storey element attached to the northern aspect of the main property which may have been the original service wing of the building. The principal elevation (eastern elevation) features the entrance door which is situated under a recessed porch area and characterised by a substantial timber post.

The Council's Conservation Officer has stated that taking into account the historical, architectural and social value of the existing building it would be considered a building of significant heritage value and can be termed as a non-designated heritage asset.

Paragraph 135 of the National Planning Policy Framework (2012) states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining applications. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The proposal would result in the complete loss of a non designated heritage asset without demonstrating that this loss would be outweighed by any public or wider benefits. The loss of the building would harm the visual amenity, heritage and social interest of the area. Therefore, the principle of development is unacceptable.

Whilst the original plot of the building was subdivided in the past for the construction of 4 other properties, the existing site remains relatively open and visible from various aspects, maintaining the semi-rural/ suburban principles that the property was most likely originally built with. The southern elevation of the property is visible via the access-way for Nos. 48, 50 and 52. The elevation facing onto 'The Drive' had previously been well screened from the road by well established mature trees.

Dane End is well set back from the road respecting the building lines of adjacent properties. It is uniquely orientated which adds to the character of the property and the road.

'The Drive' leads to Haste Hill Golf course. It is dominated by two storey, detached single family dwellings on modest to substantially sized plots, which contribute to the suburban character of the area. The properties are centrally positioned on their respective plots and maintain substantial gaps between neighbouring properties. They are well set back from the road giving a lane-like characteristic to the road. Whilst properties along 'The Drive' have been altered and modernised, large purpose built flat developments are not a known or established feature.

The footprint and scale of a building should take into account the size of the site and in turn be proportionate to the space available. The proposed building would be detached and would measure a width of approximately 30.2m. 'The Drive' is characterised by mainly large detached dwellinghouses. However, none would be so wide. No. 44, the adjoining neighbour is one of the largest on the street and it measures approximately 20m wide, whereas most of the other properties are smaller. The depth of the proposed building is also excessive, as it measures approximately 24.3m. Much deeper than any of the other buildings on 'The Drive'.

The footprint can determine the built form of a building. However, the built form must respond positively to the established streetscape. The bulk of a building can be defined by its form, height and materiality. Taking into account the perceived bulk of the building, the built form would be considered an incongruous addition along this road. The complicated nature of various projecting elements to the front and rear of the property creates an obtrusive built form, which would not be considered an appropriate design aesthetic along this road. The inclusion of a basement extends the built form of the building below ground and across the entire site leaving limited open space around the proposed building. It does not adequately respond to the sense of openness currently characterising this site and neighbouring properties.

The excessive depth and width of the building is considered to be out of keeping with the existing urban grain of the area and is exacerbated by its positioning within the plot. The proposed building would be positioned approximately 5m back from the front boundary with the public highway. The neighbouring property (No. 44) is set back 24m and most of the buildings in the street maintain a 14-15m set back from the public highway. It is acknowledged that to the south, No. 54 is closer to the highway. However, this property does not directly face 'The Drive' and is much smaller in scale. In addition, the topography and verdant nature of the site reduces the dominance of No. 54 in the streetscene.

Due to the recent removal of some trees on the site, this has increased the visibility of the site from 'The Drive'. The proposed building would be positioned 17-18m beyond the building line of No. 44 and 8-9m beyond No. 42. The proposal would not respect the established building line of the street and given its combined width and height, it would be considered to appear dominant in the streetscene. In addition, the proposal would be considered detrimental to the established rhythmic placing of the existing properties along the road given its width and lack of appropriate set back from the front boundary. The impact would be worsened by the overly cluttered appearance of the building and complicated roof design which is likely to further detract from the character and appearance of the area.

The building would also have an imposing, oppressive impact on the adjacent access-way for the properties to the rear, taking into account its proximity to the southern side boundary.

To summarise, the development proposal would result in the loss of a non designated heritage asset of significant historic, architectural, and social value, and the development by virtue of its design, bulk, scale, built form, and positioning within the site, represents an incongruous over development of the site, failing to respect the established building line or existing urban grain of the area, appearing dominant and out of keeping with its character and appearance and therefore, harmful to the visual amenity of the area, contrary to adopted policies BE1 and HE1 of the Local Plan Part 1 (2012); policies BE13 and BE19 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012); and policies 7.4, 7.6, 7.8,

and 7.9 of the London Plan (2016).

## **7.08 Impact on neighbours**

The Hillingdon Local Plan: Part Two - Saved UDP Policies (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.

Policy OE1 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) states that permission will not normally be granted for uses and associated structures which are, or are likely to become, detrimental to the character or amenities of surrounding properties or the area generally.

The nearest property to the development is to the west, No. 50. The proposed development would be located approximately 2.4m from the shared boundary with this neighbour at its closest point and 8.4m from the house. At its closest point, the main eaves line of the development would measure 7.7m high and a maximum height at the ridge of 13.4m. The flank wall of No. 50 faces the development site and this neighbour has two secondary windows located on this elevation at ground level. At first floor level, there is a primary habitable room window. It is noted that the development complies with the 25 degree test in relation to this window. However, given the height and proximity of the proposal, it is likely to result in loss of outlook to this neighbour and a detrimental sense of enclosure. In addition, the Hillingdon Design and Accessibility (HDAS) Supplementary Planning Document (Residential Layouts) states that 15m will be the minimum acceptable distance between buildings that abut a property or its garden. The distance between No. 50 and the development is much less. Therefore, and despite compliance with the 25 degree test, the proposal is still considered to adversely affect the level of daylight to the first floor level bedroom window to this neighbour. Furthermore, at first floor level, there is a balcony proposed to a living room that would permit overlooking of this window. This would be considered to cause significant loss of privacy and harm to the residential amenity of its occupiers.

The building as proposed would be positioned forward (towards the public highway) from where the existing building is situated on the site. Therefore, unlike the existing residential building, the windows on the southern side wall of No. 44 would not directly face the nearest parts of the proposed building. The nearest parts of the development would be located approximately 13.2m from this property and is at a slightly lower ground level. Therefore, the impact on outlook and daylight would be less on this neighbour.

To the south, the main front wall of No. 54 is located approximately 20m away from the development. The Hillingdon Design and Accessibility (HDAS) Supplementary Planning Document (Residential Layouts) states that 21m should be the minimum distance between facing habitable room windows. No. 54 has a wing that contains a window and projects closer to the development, but it is angled slightly away from where the development would be positioned. However, the relationship is worsened by the ground level changes between these sites, which increases the overall dominance of the development from the perspective of No. 54. Given the proximity of the development to this neighbour, and its height and depth, the proposal would be likely to result in loss of outlook and a detrimental sense of enclosure to openings on the front of No. 54. It is recognised that there is a row of evergreen trees between the sites, however the development would have a much greater impact as is clear from the street elevation plan submitted with this application. In addition, there are habitable room openings proposed at first and second floor levels that are

between 20-21m from No. 54 which are likely to cause significant loss of privacy to the occupants of this neighbouring property.

The neighbouring properties on the opposite side of 'The Drive' are located approximately 35m from the development, which would be sufficient to ensure that their occupiers were not impacted by loss of privacy, daylight, outlook, or a detrimental sense of enclosure.

To conclude, the proposed development incorporates balconies/habitable room windows within close proximity of and facing habitable room windows that serve neighbouring properties that would allow overlooking, resulting in loss of privacy, and harming the residential amenity of occupiers within Nos. 50 & 54 'The Drive', contrary to policy BE24 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and Hillingdon Design and Accessibility (HDAS) Supplementary Planning Document - Residential Layouts.

Also, the proposed development, by virtue of its design, width, depth, height and proximity to neighbouring properties would result in loss of daylight, outlook, and a detrimental sense of enclosure to neighbouring properties, particularly, Nos. 50 & 54 'The Drive', harmful to the residential amenity of occupiers and contrary to policy BE21 and BE23 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and Hillingdon Design and Accessibility (HDAS) Supplementary Planning Document - Residential Layouts.

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

### **QUALITY OF ACCOMMODATION FOR FUTURE OCCUPIERS**

#### **- Internal Living Space**

The Government's national space standards contained in the Technical Housing Standards and policy 3.5 of the London Plan (2016) set out the minimum floor areas required for proposed residential units in order to ensure that they provide an adequate standard of living for future occupants.

Generous and spacious residential floor space provision would be provided which exceed the minimum standards of policy 3.5 of the London Plan (2016) and Technical Housing Standards. All of the units would be multi aspect and would be considered to benefit from adequate outlook and natural daylight.

It is unclear from the plans whether the building would have level access from the street. However, this could be conditioned should the application be approved. The core is appropriately positioned and the communal corridors would be acceptable in terms of accessibility. Please see 'Accessibility' below for further consideration of these matters.

The site is not located in an area that suffers from exposure to excessive noise or poor air quality. Therefore, the proposed accommodation is unlikely to suffer from poor air quality or excessive noise, in accordance with policy OE5 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and policies 7.14 and 7.15 of the London Plan (2016).

#### **- External Amenity Space**

Policy BE23 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) states that new residential buildings should provide or maintain external amenity space which is sufficient to protect the amenity of existing and future occupants which is useable in terms of its shape and siting. Developments should incorporate usable, attractively laid out and conveniently located garden space in relation to the flats they serve. It should be of an

appropriate size, having regard to the size of the flats and character of the area.

The policy requirement for this development is 230sqm of usable and conveniently located communal garden space. The site plan indicates that there would be a greater level of external green space than the policy standard. However, it is unclear from the plans what level of communal garden space would be provided and discounting unusable or poorly accessible areas, the development would provide much less than the policy requirement.

It is recognised that the majority of the units would benefit from their own private terraces/balconies, but the second floor units would not, and all of the ground floor units would not benefit from adequate defensible space from the communal areas. Therefore, the ground floor flats would suffer from lack of privacy and the level of usable external communal garden space for all future occupants would be substandard and much less than that suggested by the plans.

The development proposal, by virtue of insufficient/inadequate external amenity space provision and lack of defensible space would offer substandard residential accommodation for future occupiers to their detriment, contrary to policy BE23 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012).

- Children's Play Space

Policy 3.6 'Children and young people's play and informal recreation facilities' of the London Plan (2016) recommends that development that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs.

The Mayor's Supplementary Planning Guidance Providing for Children and Young People's Play and Informal Recreation sets out guidance to assist in this process.

It is anticipated that there would be less than five children within the development (based on the housing mix). The London Plan and the SPG do not require children's play space for a child population of less than ten. Therefore, provision of children's play space would not be necessary on this site.

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

### **TRAFFIC IMPACT/PEDESTRIAN SAFETY**

Policy AM2 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) states that all proposals for development will be assessed against: (i) their contribution to traffic generation and their impact on congestion, particularly on the principal road network as defined in paragraph 14.14 of the plan, and (ii) the present and potential availability of public transport, and its capacity to meet increased demand.

Policy AM7 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) states that the local planning authority will consider whether the traffic generated by proposed developments is acceptable in terms of the capacity and functions of existing and committed principal roads only, and will wholly discount any potential which local distributor and access roads may have for carrying through traffic. The local planning authority will not grant permission for developments whose traffic generation is likely to: (i) unacceptably increase demand along roads or through junctions which are already used to capacity, especially where such roads or junctions form part of the strategic London road network; or (ii) prejudice the free flow of traffic or conditions of general highway or pedestrian safety;

(iii) diminish materially the environmental benefits brought about by new or improved roads; or (iv) infiltrate streets classed as local roads in the borough road hierarchy unless satisfactory traffic calming measures can be installed. Traffic calming schemes should, where appropriate, include environmental improvements such as hard and soft landscaping, and should be completed before the development is first used or occupied.

Policy 6.3 'Assessing effects of development on transport capacity' of the London Plan (2016) states that development proposals should ensure that impacts on transport capacity and the transport network, at both a corridor and local level, are fully assessed. Development should not adversely affect safety on the transport network.

The access to the site would remain in a similar location to existing. However, the plans indicate that it would be enhanced by improving the grass verge and visibility. The access is unlikely to raise any highway safety concerns, although should this application be approved a S106 to secure highway works would be required.

The development would increase the number of units from 3 to 9. This level of intensification is not considered likely to cause significant traffic implications given the capacity of surrounding roads.

The development provides parking at basement level accessed via a ramp. It would have a gradient of 1:12 which is considered acceptable. However, it contains bends which could raise highway safety concerns. Therefore, should the application be approved, a condition should be imposed to ascertain a signal scheme for the ramp to safeguard future users or to deliver other measures to address this highway safety concern. In addition, the parking space at ground level has potential to raise highway safety concerns by causing a conflict between vehicles entering/exiting the basement and vehicles manoeuvring in and out of the space. However, the Council's Highway Engineer considers the proposal to provide more car parking than is needed. Therefore, this space could be removed from the scheme to make it acceptable.

Subject to conditions, the proposal is considered to be acceptable in terms of access, traffic impact, and pedestrian safety, in accordance with policies AM2 and AM7 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and policy 6.3 of the London Plan (2016).

#### CAR/CYCLE PARKING

Policy AM14 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) states that new development will only be permitted where it is in accordance with the council's adopted car parking standards.

Policy AM15 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) states that all car parks provided for new development shall contain conveniently located reserved spaces for disabled persons in accordance with the council's adopted car parking standards.

Policy 6.9 'Cycling' of the London Plan (2016) states that development should provide a secure, integrated, convenient and accessible cycle parking facilities in line with the minimum standards set out in Table 6.3 and the guidance set out in the London Cycle Design Standards (or subsequent revisions).



Policy 6.13 'Parking' of the London Plan (2016) sets maximum standards laid out in Table 6.2 in the parking addendum. In addition, developments must:

- ensure that 1 in 5 spaces (both active and passive) provide an electrical charging point to encourage the uptake of electric vehicles
- provide parking for disabled people
- meet the minimum cycle parking standards set out in Table 6.3
- provide for the needs of businesses for delivery and servicing.

The development would provide 16 car parking spaces and 3 disabled parking bays. Although, given the comments above, should the scheme be considered acceptable, both of these figures would be likely to be reduced by 1. Nevertheless, given the site has a PTAL of 1a/1b, this level of provision would be considered acceptable. The level of disabled car parking is also satisfactory. Should the application be approved, a condition should be imposed to secure a satisfactory level of electric charging points.

The proposal includes provision for 24 cycle parking spaces which would be located at basement level. They would be secure and sheltered, however, there is concern regarding their access. Specifically, whether there is cycle friendly doors and lift with adequate width and automation. Should the application be granted, a condition to secure adequate access to/from the cycle parking for cyclists would be required.

Overall, subject to conditions, the level of parking would be considered policy compliant and acceptable, in accordance with policies AM14 and AM15 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and policies 6.9 and 6.13 of the London Plan (2016).

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

##### URBAN DESIGN

Please see 'Impact on the character & appearance of the area' section of this report for consideration of how the design of the development impacts the visual amenity of the area

##### ACCESSIBILITY

Subject to a condition to ensure that all of the units would be designed to the standards of 'accessible and adaptable' M4(2) of Approved Document M of the Building Regulations (2015), the proposal would be considered to comply with policy 3.8 'Housing Choice' of the London Plan (2016) and ensure the delivery of a range of housing types that meet the diverse needs of Londoners and an ageing population.

##### SECURITY

Please see 'Living conditions for future occupiers' section of this report for consideration of security.

#### **7.12 Disabled access**

Please see 'Living conditions for future occupiers' and 'Urban design, access and security' sections of this report for consideration of disabled access.

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

Should this application be approved, highways works to secure an appropriate access from 'The Drive' would be sought.

In addition, local and mayoral CIL would be required.

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

### TREE AND LANDSCAPING

Policy BE38 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) states that development proposals will be expected to retain and utilise topographical and landscape features of merit and provide new planting and landscaping wherever it is appropriate. Planning applicants for planning consent will be required to provide an accurate tree survey showing the location, height, spread and species of all trees where their proposals would affect any existing trees.

Policy BE39 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) states that the Local Planning Authority recognises the importance of Tree Preservation Orders in protecting trees and woodlands in the landscape and will make orders where the possible loss of trees or woodlands would have a significant impact on their surroundings.

Policy OL26 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) recommends that the Local Planning Authority will protect trees and woodlands and encourage the preservation, proper management and in appropriate locations the extension of woodlands. Proposals for development in the more rural areas of the borough should be accompanied by proposals for landscaping and tree planting wherever practicable, and the retention of existing landscaping features where appropriate.

Policy 7.21 'Tree and Woodlands' of the London Plan (2016) stipulates that existing trees of value should be retained and any loss as the result of development should be replaced.

A number of significant trees have been removed from the site which were not subject to any protection. An Arboricultural Impact Assessment report dated 25 February 2016 (ref: JBA 15/146 AR02) prepared by James Blake Associates was submitted with the previous application. The Council's Tree and Landscaping Officer is satisfied that the development would not adversely impact adjacent nearby trees of significant value.

The Tree and Landscaping Officer has confirmed that there is adequate scope for new planting within the site. Therefore, should the application be considered acceptable, a condition to ascertain a landscaping scheme would be imposed. Subject to conditions as requested by the Council's Tree and Landscaping Officer, the proposal would be considered acceptable in terms of tree protection and landscaping, in accordance with local, regional and national planning policy.

### ECOLOGY

An Ecological Appraisal report dated January 2016 prepared by Skilled Ecology Consultancy Ltd accompanies the planning application and concludes that the site is of low ecological value, with minimal potential to support protected, priority or rare species, or with significant abundance of common or widespread species, and with no UK priority habitats present. The Council's Ecology Officer has raised no objection to the proposal. Therefore, the development is considered acceptable in terms of ecology, in accordance with policies EC2, EC3, EC4, EC5, and EC6 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and policy 7.19 of the London Plan (2016).

## **7.15 Sustainable waste management**

Waste storage would be provided at ground level in a self contained refuse building next to the access road to the basement. The plans indicate that sufficient space would be provided to accommodate adequate capacity for waste and recycling. It would also be

conveniently located for future occupants and for collection. Therefore, the refuse and recycling storage proposed would be acceptable, in compliance with policy 5.17 of the London Plan (2016).

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

Given the scale and nature of the proposed development, it is not considered likely to raise significant sustainability concerns.

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

The site is not located in an area at risk from flooding. However, when determining proposals for basement and other underground development, the Council will require an assessment of the impact of the scheme on drainage, flooding, groundwater conditions and structural stability. A site investigation should be undertaken to inform the proposal, and where groundwater is found then suitable mitigation should be provided.

In the absence of this site investigation/assessment, the proposal is recommended for refusal by the Council's Flood and Water Management Officer due to potential adverse impact from the development on drainage, flooding, ground water conditions, and structural stability.

The proposed development has failed to demonstrate that it would not result in adverse impact on drainage, flooding, ground water conditions, and structural stability, contrary to policy EM6 Flood Risk Management in the Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012); policies 5.12, 5.13, 5.14, and 5.15 of the London Plan (2016); and National Planning Policy Framework (2012).

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

Given the scale and nature of the proposed development, it is not considered likely to cause significant noise or air quality issues, in accordance with policy OE5 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and policies 7.14 and 7.15 of the London Plan (2016).

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

Please see 'external consultees' section of this report.

#### **7.20 Planning Obligations**

Not applicable to this application.

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

Not applicable to this application.

#### **7.22 Other Issues**

CONTAMINATION

The Council's Environmental Health Officer has been consulted on the proposal and raises no concern regarding contamination subject to the imposition of a condition for soil testing. On this basis, the proposal is not considered likely to cause harm to future occupiers or construction workers, in accordance with policy 5.21 of the London Plan (2016).

### **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**

On balance and having considered the proposal against all of the relevant planning policies

the development is not considered acceptable and should be refused for the following reasons:

The development proposal would result in the loss of a non designated heritage asset of significant historic, architectural, and social value, and the development by virtue of its design, bulk, scale, built form, and positioning within the site, represents an incongruous over development of the site, failing to respect the established building line or existing urban grain of the area, appearing dominant and out of keeping with its character and appearance and therefore, harmful to the visual amenity of the area, contrary to adopted policies BE1 and HE1 of the Local Plan Part 1 (2012); policies BE13 and BE19 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012); and policies 7.4, 7.6, 7.8, and 7.9 of the London Plan (2016).

The proposed development incorporates balconies/habitable room windows within close proximity of and facing habitable room windows that serve neighbouring properties that would allow overlooking, resulting in loss of privacy, and harming the residential amenity of occupiers within Nos. 50 & 54 'The Drive', contrary to policy BE24 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and Hillingdon Design and Accessibility (HDAS) Supplementary Planning Document - Residential Layouts.

The proposed development, by virtue of its design, width, depth, height and proximity to neighbouring properties would result in loss of daylight, outlook, and a detrimental sense of enclosure to neighbouring properties, particularly, Nos. 50 & 54 'The Drive', harmful to the residential amenity of occupiers and contrary to policy BE21 and BE23 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012) and Hillingdon Design and Accessibility (HDAS) Supplementary Planning Document - Residential Layouts.

The development proposal, by virtue of insufficient/inadequate external amenity space provision and lack of defensible space would offer substandard residential accommodation for future occupiers to their detriment, contrary to policy BE23 of the Hillingdon Local Plan: Part 2 Saved UDP Policies (Nov 2012).

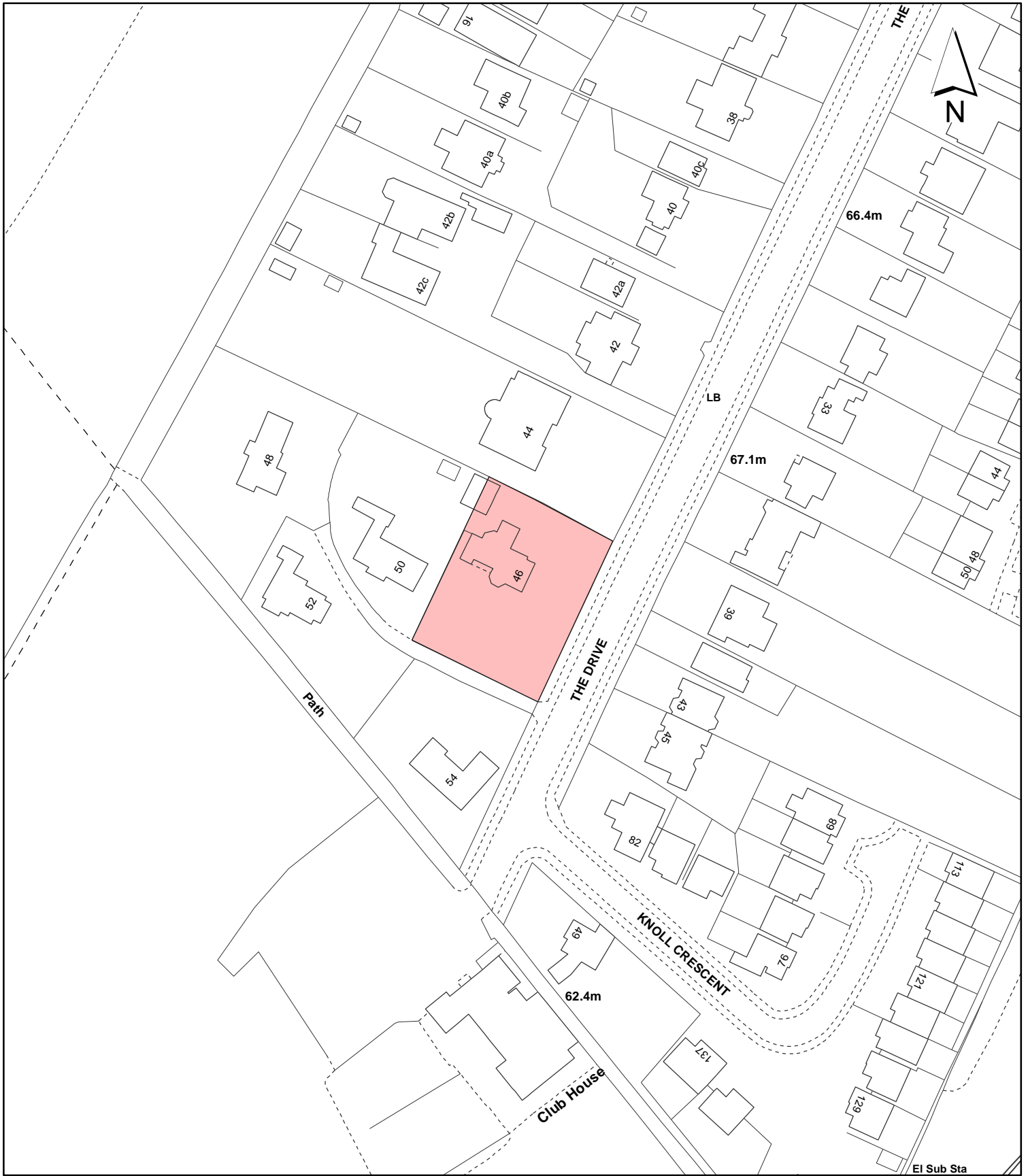
The proposed development has failed to demonstrate that it would not result in adverse impact on drainage, flooding, ground water conditions, and structural stability, contrary to policy EM6 Flood Risk Management in the Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012); policies 5.12, 5.13, 5.14, and 5.15 of the London Plan (2016); and National Planning Policy Framework (2012).

## **11. Reference Documents**

The Hillingdon Local Plan: Part 1 - Strategic Policies (8th November 2012)  
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)  
London Plan (2016)  
National Planning Policy Framework (2012)  
Technical Housing Standards - Nationally described space standards (2015)  
Council's Supplementary Planning Guidance - Air Quality  
Council's Supplementary Planning Guidance - Community Safety  
Council's Supplementary Planning Guidance - Land Contamination  
Council's Supplementary Planning Document - Accessible Hillingdon  
Council's Supplementary Planning Document - Affordable Housing  
Council's Supplementary Planning Document - Noise  
Council's Supplementary Planning Document - Planning Obligations  
The Mayor's Housing Supplementary Planning Guidance

**Contact Officer:** Richard Conroy

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**Notes:**

 Site boundary

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Site Address:

**46 The Drive  
 Northwood**

Planning Application Ref:

**65098/APP/2016/3555**

Planning Committee:

**North**

Scale:

**1:1,250**

Date:

**December 2016**

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

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**HILLINGDON**  
 LONDON