Report of the Head of Planning, Sport and Green Spaces

Address 1A GROVE ROAD NORTHWOOD

Development: Two storey, 5-bed detached dwelling with habitable roofspace, associated parking and amenity space, involving demolition of existing bungalow.

LBH Ref Nos: 14379/APP/2016/3279

Drawing Nos: FLU.324.04 Rev E FLU.324.03 Rev E FLU.324.02 Rev E FLU.324.10 Rev F FLU.324.09 Rev F FLU.324.08 Rev E FLU.324.07 Rev E FLU.324.06 Rev E FLU.324.05 Rev E FLU.324.01

Date Plans Received: 30/08/2016 Date(s) of Amendment(s): 31/08/2016

Date Application Valid: 30/08/2016

1. SUMMARY

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that development will not be permitted if the layout and appearance fail to harmonise with the existing street scene, and BE19 states the LPA will seek to ensure that new development within residential areas compliments or improves the amenity and the character of the area.

The proposed dwelling is not acceptable in design terms and would result in a bulky and incongruous addition to the street scene to the detriment of the area. It is also considered that the proposal would have a detrimental impact on the amenity of a neighbouring property.

It is therefore recommended for refusal.

The Ward Member has requested the application be determined at committee and a petition against the proposal has been submitted.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposal, by reason of its size, scale, bulk, design and siting, would represent a visually unsympathetic form of development that would detract from the character, appearance and visual amenity of the street scene and the wider area. The proposal would therefore be 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) and the adopted Supplementary Planning

Document HDAS: Residential Layouts.

2 NON2 Non Standard reason for refusal

The proposal, by reason of the increased height in close proximity and within a 45 degree line of sight of the patio and pool, would unduly detract from the amenities of the adjoining occupiers at 26 Moor Park Road, by reason of loss of privacy. The proposal is thus contrary to Policies BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

INFORMATIVES

1 I59 Councils Local Plan : Part 1 - Strategic Policies

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (2016). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

2

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service.

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises a detached bungalow situated on the Eastern side of Grove Road. The property benefits from gardens to the front and rear, which are gravelled with landscaped beds. The rear garden is enclosed by well established hedges. The plot although of a similar width to others in the street scene is not as deep and originally formed part of the rear garden of the corner plot to the South, no. 24 Moor Park Road. The principal elevation of the existing property faces South East.

The neighbouring property to the North East is 1 Grove Road, and the other neighbouring property to the rear is 26 Moor Park Road, which borders the rear boundary of the application site.

The street scene is predominantly residential in character and appearance and comprises two storey detached and semi detached dwellings sitting within comfortable plots. The architectural style of the area has a pleasant uniformity of render, brickwork and deep hipped roof forms.

The application site lies within the 'Developed Area' as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012). It is also covered by TPO 141.

3.2 Proposed Scheme

The application form identifies the proposal for the demolition of the existing bungalow and the erection of a two storey, 5-bed, detached dwelling with associated parking and amenity space.

However it is noted that the floor plans indicate 3 rooms in the loft space, which would all be capable of being occupied as additional bedrooms. The proposal is therefore considered as an 8 bed property.

3.3 Relevant Planning History

14379/PRC/2016/25 1a Grove Road Northwood

Demolition of existing dwelling and the erection of two detached two storey dwellings

Decision: 17-10-2016 OBJ

Comment on Relevant Planning History

14378/PRC/2016/25 - Demolition of existing dwelling and the erection of two detached two storey dwellings.

Objections were raised to the scheme submitted as it was considered to be over development of the site, which would create a visually cramped form of development that was out of keeping with the character of the area. In addition the submitted drawings indicated a development with inadequate residential amenity for a handful of habitable rooms that would lead to the addition of further dormer and other windows.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
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. H3 Loss and replacement of residential accommodation OE1 Protection of the character and amenities of surrounding properties and the local area LPP 3.4 (2015) Optimising housing potential (2016) Quality and design of housing developments LPP 3.5 LPP 7.4 (2016) Local character NPPF National Planning Policy Framework HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006 LDF-AH Accessible Hillingdon, Local Development Framework, Supplementary Planning

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

Document, adopted January 2010

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

5 neighbours were consulted for a period of 21 days expiring on the 29 September 2016. A site notice was also erected on the lamp post opposite, expiring on 10 October 2016.

There were 4 responses to the consultation raising the following issues:

- The height is not in keeping with other properties in the area.
- Loss of privacy.
- Projects beyond the building line.
- Very close to the boundary.
- No existing footprint shown so not able to compare and assess the proposed changes.
- Possible damage and disruption from development and new foundations.
- The application advises 5 bedroom but the plans show 6, which is it.
- It would be more accurate to describe the proposed building is 2.5 storeys.
- The plans show a strip of land not in the applicants ownership.
- The Housing Land Supply cannot be material to this application as there is no change.
- Loss of outlook.
- Overbearing.
- Perception of increased overlooking and loss of privacy.
- Loss of light and overshadowing.
- Design out of keeping with the wider area.
- Plot subject to a restrictive covenant concerning its relationship with 24 Moor Park Road.
- Overdevelopment of the site resulting in a cramped form of development.
- Suggest the removal of the single storey element to move it further from the boundary.
- Impact on the trees within and adjacent to the site.
- Cramped form of development with restricted amenity space for the size of the proposed dwelling.
- Cumulative impact on amenity with other nearby developments.
- Covenant to ensure 6 trees planted along the boundary need to be protected and maintained.

A petition against the proposal was also submitted.

Officer response: Issues relating to the Housing Land Supply are noted. Revised drawings were submitted to show the correct extent of the site. Restrictive Covenants are civil legal issues and do not form part of a material planning consideration. Any potential works on or adjacent to a boundary which may cause disruption or damage as a result of new foundations would need to be resolved between the neighbouring properties under a Party Wall Agreement.

Northwood Residents Association - The proposed building due to excessive height and massing will cause loss of residential amenity contrary to Policy BE21; inadequate daylight and sunlight levels, contrary to Policy BE20; failure to harmonise with the street scene, contrary to Policy BE13 and inadequate amenity space to protect amenity of surrounding buildings.

Internal Consultees

Highways - Although parking spaces are not shown, there is one space in the garage and space outside the garage for the second car. The application form states a total of 4 car parking spaces which would be an over provision. The existing cross over is not shown on plans. A Condition is required that it is reinstated to a footway prior to occupation. Informative - Works to be carried out by the Council at the applicant's cost. The proposed cross over should be shown with splays and not kerbed with a radii, and dimensioned on plans.

Subject to the above alterations no objections would be raised on highway grounds.

Trees/Landscaping - The site is situated within the area covered by TPO 141.

There are no protected trees or other landscape features of merit at this address. The proposed footprint is similar to that of the bungalow. The layout includes an integral double garage and driveway. The proposed layout also retains a reasonable area of front garden and a wide, but relatively shallow, rear garden. The Design & Access Statement fails to refer to the landscape proposals or saved policy BE38. If the application is recommended for approval, landscape conditions should be imposed to ensure that the scheme contributes to the character and appearance of the area.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The NPPF has a requirement to encourage the effective use of land by re-using land. Policy 3.4 of The London Plan (2015) promotes the optimisation of housing output within different types of location. Policy 3.8 of The London Plan also encourages the Council to provide a range of housing choices in order to take account of the various different groups who require different types of housing. Consideration will also be given to the accessibility of the site to services and amenities.

Policy H3 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) advises the loss of residential accommodation will only be permitted if it is replaced within the boundary of the site. An increase in the residential accommodation will be sought, subject to other policies in the plan.

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

7.02 Density of the proposed development

Policy 3.4 of the London Plan seeks to ensure that the new development takes into account local context and character, the design principles in Chapter 7 and public transport capacity

development should optimise housing output for different types of location within the relative density range shown in Table 3.2. Development proposals which compromise this policy should be resisted.

The density matrix, however, is only of limited value when looking at small scale development such as that proposed with this application. In such cases, it is often more appropriate to consider how the development harmonises with its surroundings and its impact on adjoining occupiers.

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) states that all new developments should achieve a high quality of design in all new buildings and the public realm contributes to community cohesion and a sense of place. Policies BE13 and BE15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) resist any development which would fail to harmonise with the existing street scene or would fail to safeguard the design of existing and adjoining sites. Furthermore Policy BE19 also seeks to ensure that new development will compliment or improve the character of the area. The NPPF notes the importance of achieving design which is appropriate to its context stating that 'Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.'

This part of Northwood consists of primarily detached houses set within spacious plots. The dwellings characteristically are wide, spanning most of the width of the plots and have deep hipped roof forms. There are a number of variations in design within the street scene and these include features such as two storey front projections, bay windows and front dormer windows. The proposed dwelling takes some reference from the prevailing roof forms and design characteristics of the area, but does not pay sufficient attention to the eaves heights or overall heights of the adjoining dwellings. The use of a crown roof form to achieve the depth proposed would also be out of keeping with the street scene and create a deep bulk and massing not prevalent in the area. It is also noted that the proposal includes a canopy over the front door with classical columns which is not a characteristic of the area.

The plans indicate the proposed dwelling would be set back a minimum of 1 m from the side boundaries. The orientation of the building has been slightly altered to reflect the building line set by the adjacent properties along Grove Road. As a result the Northern side boundary moves in towards the house at the rear with the front of the building set back by 2.07 m and the rear 1 m. On the Southern boundary the two storey element is set back 3 m from the boundary and the single storey garage 1.3 m increasing to 2 m at the rear. It is noted that the front wall of the main dwelling follows the existing building line but the two storey front projection extends 1.5 m beyond this with a further 1.2 m with the canopy.

As such in terms of design the proposal is considered out of keeping with the character and appearance of the surrounding area and that its visual impact is unacceptable.

Therefore the proposal fails to reflect the architectural character and appearance of the street scene and fails to comply with the requirements of Policies BE13, BE15 & BE19 of the Hillingdon Local Plan Part 2 Saved Policies (November 2012).

7.08 Impact on neighbours

Policies BE20 and BE22 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) state that new buildings should not result in the loss of sunlight or loss of residential amenity. Policy BE20 states "buildings should be laid out so that adequate daylight and sunlight can penetrate into and between them and the amenities of existing houses are safeguarded".

Policy BE22 states "planning permission will not be granted for new buildings or extensions which by reason of their siting, bulk and proximity, would result in a significant loss of residential amenity".

With regard to the impact of the amenities on the adjoining occupiers, Sections 4.9 of the SPD: New Residential Layouts, in relation to new dwellings, states all residential developments and amenity space should receive adequate daylight and sunlight. The daylight and sunlight available to adjoining properties should be adequately protected. Where a two or more storey building abuts a property or its garden, adequate distance should be maintained to overcome possible over-domination.

The proposed dwelling sits broadly on the footprint of the existing bungalow and would extend approximately 1.15 m beyond the rear of the adjacent property no.1 with the two storey elements set back from the boundary by 1.5 m, giving a total distance of separation of 2.19 m at the rear. To the front the proposed dwelling will project beyond the front of the adjacent property (where it is nearest to the site) by 1.85 m with a total distance of separation of 2.7 m. Although the proposal would result in an increase in height and depth of the building where it is adjacent to no.1, it is noted that there are no side windows in the flank wall of that property and the proposal would not compromise a 45 degree line of sight from the nearest first floor windows. It is noted that the proposal includes 2 side windows and 1 roof light facing this property, but as these serve bathrooms or are secondary windows these could be conditioned to be obscure glazed and fixed shut below 1.8 m.

To the South the rear elevation of no. 24 Moor Park Road faces towards the application site. The proposed dwelling will be significantly taller and deeper than the existing bungalow and therefore visually more intrusive but within planning there is no right to a view. However it is noted that the single storey element nearest to the property would be lower than the existing bungalow and that the degree of separation between the two storey element and the neighbouring property would be 20.3 m. Concern has been raised over the potential overshadowing and loss of light to this property, however it is noted that the degree of separation it is not considered that it would have a significant impact. The proposed dwelling includes 3 rooflights facing the neighbouring property, however the primary window for this room is a front dormer window, so these could be conditioned to be obscure glazed and fixed shut.

In order to protect privacy, the design of the dwelling should avoid creating significant opportunities for direct overlooking from any upper floor windows into the private garden, kitchen or any habitable room windows of the neighbouring properties. Concern has been raised over potential loss of privacy to 26 Moor Park Road, which is situated to the rear of

the site. The proposed dwelling is situated approximately 24.4 m away from and at right angles to that dwelling. It is noted that this property benefits from an out door pool and patio area half way down their garden, where it can benefit from direct sunlight out of the shadow at the rear of the house. This is situated directly at the bottom of the garden approximately 11.7 m from the proposed first floor Juliette balcony. Council guidance states that adequate distance should be maintained to any area from which overlooking may occur, and that regard should be had to the character of the area and the distances between buildings and as a guide the distance should not be less than 21 m. The existing secluded and private nature of the patio and pool area to the rear of number 26 Moor Park Road is considered material and in this context the need for the development to meet the minimum standards of separation is considered necessary.

Therefore on balance it is considered that the proposal would result in a loss of privacy to the occupiers of no. 26 Moor Park Road. As such the proposal would not be in accordance with policies BE21 and BE24 of the UDP saved policies and HDAS Residential Layouts. As such it is not considered that the proposal is an un-neighbourly form of development and complies with the requirements of Policies BE20, BE21 & BE24 of the Hillingdon Local Plan Part 2 Saved Policies (November 2012).

7.09 Living conditions for future occupiers

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 has adopted the new national technical standards through a minor alteration to The London Plan.

The Housing Standards (Minor Alterations to the London Plan) March 2016 sets out the minimum internal floor spaces required for developments in order to ensure that there is an adequate level of amenity for existing and future occupants. The proposed floor space of approximately 430 sq m is in excess of the minimum requirements and therefore is considered acceptable.

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

The proposal provides approximately 253 sq m of usable private amenity space in excess of the Council's adopted standard. The proposal therefore complies with policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.10 Traffic impact, car/cycle parking, pedestrian safety

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

Policy AM14 states that new development will only be permitted where it is in accordance with the Council's adopted Car Parking Standards. These require a provision of 2 spaces per dwelling.

The proposed dwelling is served by an integral double garage with a further space to the

front. The Highway Officer has raised no objection in principle to the proposal however they have advised the existing cross over is not shown and a condition is required to reinstate the footway prior to occupation. The proposed cross over should be shown with splays and not kerbed with a radii, and dimensioned on plans.

7.11 Urban design, access and security

A Secured by Design condition could be added to any approval to ensure the development complies with such principles should the application be acceptable in all other respects.

7.12 Disabled access

The Access Officer has not raised any concerns relating to Lifetime Home Standards and to achieving level access.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

Although the site is covered by TPO 141, there are no protected trees or other landscape features of merit at this address. The landscape officer has raised no objections to the proposal subject to the submission of an appropriate landscape scheme.

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
 - Not applicable to this application.
- 7.18 Noise or Air Quality Issues

Not applicable to this application.:

7.19 Comments on Public Consultations

The issues raised have been addressed appropriately in the report.

7.20 Planning Obligations

The proposal would not necessitate the provision of planning obligations, however based on the information before officers at this stage, it would be liable for payments under the Community Infrastructure Levy.

The Council's Community Infrastructure Levy Charging Schedule was adopted on 1st August 2014. The additional habitable floor space created will be chargeable at £95 per square metre.

On the 1st April 2012 the Mayoral Community Structure Levy came into force. The London Borough of Hillingdon falls within Charging Zone 2, therefore, a flat rate fee of £35 per square metre would be required for each net additional square metre added to the site as part of the development.

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

10. CONCLUSION

Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that development will not be permitted if the layout and appearance fail to harmonise with the existing street scene, and BE19 states the LPA will seek to ensure that new development within residential areas compliments or improves the amenity and the character of the area. Policy BE24 states that the proposals should protect the privacy of the occupiers and their neighbours.

The proposed dwelling is not acceptable in design terms and would result in a bulky and incongruous addition to the street scene to the detriment of the wider area. It is also considered that the proposed dwelling would have a detrimental impact on the privacy of the occupiers of no. 26 Moor Park Road.

The proposal fails to comply with with policies BE13, BE19, BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and is therefore recommended for refusal.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
The London Plan (2016)
The Housing Standards Minor Alterations to The London Plan (March 2016)
Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016)
Hillingdon Design and Accessibility Statement: Residential Layouts
Hillingdon Design and Accessibility Statement: Residential Extensions
Hillingdon Design and Accessibility Statement: Accessible Hillingdon
National Planning Policy Framework

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