

Report of the Head of Planning, Sport and Green Spaces

Address 47-49 HIGH STREET RUISLIP

Development: First and second floor rear extension to create 4 x 2-bed and 1 x 1-bed self contained flats with associated cycle spaces.

LBH Ref Nos: 46454/APP/2016/427

Drawing Nos: Design and Access Statement
PA-01
PA-03 Rev A
PA-02 Rev A
PA-05
PA-06
PA-07 Rev A
PA-08
PA-09
PA-10
PA-04

Date Plans Received: 03/02/2016

Date(s) of Amendment(s):

Date Application Valid: 12/02/2016

2. **RECOMMENDATION**

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development fails to provide sufficient off street parking provision which meets the councils approved parking standards to service the proposed dwellings. The proposal would therefore lead to additional on street parking to the detriment of public and highway safety and is therefore contrary to policy H7 of the Hillingdon Unitary Development Plan (Saved Policies September 2007) and the Councils adopted car parking standards.

2 NON2 Non Standard reason for refusal

The proposed one and two story extension, by reason of its design, scale, proximity to site boundaries would result in an overly dominant and obtrusive residential block in relation to the existing and adjoining property (no. 51 High Street, Ruislip) and as such would result in a visually intrusive development in the Ruislip Village Conservation Area and be detrimental to the architectural composition of the existing building harming the character and appearance of the wider area. The application is therefore contrary to policies BE13, BE15, BE19, BE21 of the Hillingdon Unitary Development Plan (Saved Policies September 2007).

3. **CONSIDERATIONS**

3.1 **Site and Locality**

This application relates to the site of a two/three storey building located on the Eastern side

of High Street, Ruislip. The ground floor is in use as a retail unit for the sale of bicycles, while the first and second floors comprise vacant office space. The retail and upper floor office uses have separate front entrances, and staircases to the rear serve as means of fire escape. The building is situated within the secondary shopping area of the Ruislip Town Centre. It is also situated within the Ruislip Village Conservation Area. High Street, Ruislip is a London Distributor Road.

The application building is bounded in the host parade by Cromwell and Jebson Houses, which comprise ground floor retail units with office and residential uses on the upper floors. To the South is Midcroft, which is a primarily residential street. There is a car sale/wash forecourt on the corner of the High Street and Midcroft, which had previous use as a petrol service station.

3.2 Proposed Scheme

This application seeks approval for a first and second floor extension to provide 4 x 2 bedroom and 1 x 1 bedroom self-contained flats on the first and second floors of the application building.

Associated cycle spaces.

3.3 Relevant Planning History

46454/91/1661 47-49 High Street Ruislip

Change of use from Retail (Class A1) to Financial and Professional Services (Class A2)

Decision: 10-01-1992 Approved

46454/APP/2008/2072 47 High Street Ruislip

Refurbishment to enclose existing covered store area to rear, involving a fairfaced brick wall with roller shutter door and renew roof covering

Decision: 06-10-2008 Approved

46454/APP/2008/3253 47-49 High Street Ruislip

Installation of new shop front

Decision: 23-01-2009 Approved

46454/APP/2015/1709 47-49 High Street Ruislip

Change of use from offices (Use Class B1) to provide 2 x 1 bed self-contained flats (Use Class C3) (Prior Approval)

Decision: 09-07-2015 Approved

Comment on Planning History

46454/APP/2015/1709 - Change of use from Offices (Use Class B1) to provide 2 x 1 bed, self contained flats. - Decision: Prior Approval.

46454/91/1661 - Change of use from Retail (Class A1) to Financial and Professional

Services (Class A2) - Decision: Approval. Decision Date: 10/01/1992.

46454/APP/2008/2072 - Refurbishment to enclose existing covered store area to rear, involving a fairfaced brick wall with roller shutter door and renew roof covering - Decision: Approval. Decision Date: 06/10/2008.

46454/APP/2008/3253 - Installation of new shop front - Decision: Approval. Decision Date: 23/01/2009.

Officer comment:

In 2015 Prior Approval (Application 46454/APP/2015/1709) was allowed for conversion from office use (B1) to residential. This consent has not been implemented and the property remains vacant.

The most recent application represents an increase of 3 residential units to 5 in total.

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.HE1 (2012) Heritage

Part 2 Policies:

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.

BE4 New development within or on the fringes of conservation areas

H4 Mix of housing units

H5 Dwellings suitable for large families

H6 Considerations influencing appropriate density in residential development.

HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006

LPP 3.3 (2015) Increasing housing supply

LPP 3.4 (2015) Optimising housing potential

LPP 3.8 (2015) Housing Choice

- LPP 7.2 (2015) An inclusive environment
LPP 7.4 (2015) Local character
LPP 7.8 (2015) Heritage assets and archaeology

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **16th March 2016**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

Internal Consultees

Highways

The proposals are to extend first and second floors of the existing building to create 4x2 bed and 1x1 bed flats and keep the ground floor retail intact.

High Street Ruislip is a classified road (A4180) and is subject to existing parking restrictions.

The proposals indicate that this is seen as a car free development but in a location where the PTAL value is 3. It is likely that car ownership will be high in the area so this site is not suitable for a car free development.

A car free development in this location will only exacerbate the existing parking stress which is unacceptable.

The proposal includes on site cycle parking which is accepted.

On the basis of no on-site car parking being provided I object to the application.

Conservation and Urban Design

This is a three storey property, one of two, designed to be read together in modest Arts & Craft style.

The buildings front Ruislip High Street and lie within the Ruislip Village Conservation Area. The back of the property is highly visible from the public domain, as there is a service road and a pedestrian pathway leading to Church Field Gardens to the rear. The building has been extended at ground floor, but the original form of the upper floors is still visible, with the elevations of this and the immediate adjoining building (no.51) being of a very similar design and massing. The adjoining buildings to the North and South, nos 45 and 53, are more modern with much larger footprints, their construction pre-dates the designation of this part of the Conservation Area.

The proposed addition would comprise 2 floors above ground, with a stepped form and a flat roof.

The addition would be considerably larger than the host building and as such not secondary to it. It appears that it would enlarge the host building to such an extent that it would be deeper and more bulky than no.45. The addition's stepped elevations and extensive flat roof would also be at odds with the original building, which has a traditional design and a pitched roof. There are also concerns with regards to the design of the elevations, which appear to comprise large areas of solid brickwork and the need to totally screen the small terraces created on the Southern elevation and some of the Eastern elevations. The latter would detract from the appearance of the elevations and impact on the outlook, and also potentially the overall quality, of some of the accommodation being provided within the new addition.

Given the overall size and bulk and design of the proposed addition, it is considered that it would dominate the original building and detract from its appearance, to the detriment of the character and

appearance of the wider conservation area.

Objection raised.

EPU

The main issue remains the garage at Midcroft which may have covered a wider area over 53 to 59 High Street in the past. The garage was not on the site and I am not aware that the incident in the past affected the property at 47 to 49 High Street. On this basis the Environmental Protection Unit would not have concerns regarding this internal conversion to residential.

It appears as though the back of the flats is all hard standing. However if there is the construction of a 'soft' garden then as confirmed before the soil in the garden should be tested. This is to protect future residents. If there is to be a soil garden the condition below can be used.

All soils used for gardens and/or landscaping purposes shall be clean and free of contamination. Site derived soils and imported soils shall be tested for chemical contamination, and the results of this testing shall be submitted to and approved by the Local Planning Authority.

Note: The Environmental Protection Unit (EPU) must be consulted for their advice when using this condition.

REASON

To ensure that the occupants of the development are not subject to any risks from soil contamination in accordance with policy OE11 of the Hillingdon Unitary Development Plan Saved Policies (September 2007)

A Ward Councillor has given the following comments on the application: "I believe that this represents over development in a conservation area, and certainly doesn't enhance it in anyway. Nor is there any provision for parking, which would impact unacceptably on neighbouring street with already high levels of parking stress.

Access Officer - no comment.

Ruislip Village Conservation Panel - no response.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The principle of residential development is established.

46454/APP/2015/1709 - Change of use from Offices (Use Class B1) to provide 2 x 1 bed, self contained flats. - Decision: Prior Approval.

7.07 Impact on the character & appearance of the area

The Council wishes to ensure that the cumulative effects of development do not damage the character and amenity of established residential areas.

The proposal for 5 flats (4 x 2 bed) and 1 x 1 bed) an increase of three units on an existing planning approval.

It is considered that the proposals will adversely impact on the character and appearance of the Ruislip Village Conservation Area. The back of the property is highly visible from the public domain, as there is a service road and a pedestrian pathway leading to Church Field Gardens to the rear. The building has been extended at ground floor, but the original

form of the upper floors is still visible, with the elevations of this and the immediate adjoining building (no.51) being of a very similar design and massing. The adjoining buildings to the North and South, nos 45 and 53, are more modern with much larger footprints, their construction pre-dates the designation of this part of the Conservation Area

The proposed addition would comprise 2 floors above ground, with a stepped form and a flat roof.

The addition would be considerably larger than the host building and as such not secondary to it. It would enlarge the host building to such an extent that it would be deeper and more bulky than no.45. The addition's stepped elevations and extensive flat roof would also be at odds with the original building, which has a traditional design and a pitched roof. There are also concerns with regards to the design of the elevations, which appear to comprise large areas of solid brickwork and the need to totally screen the small terraces created on the Southern elevation and some of the Eastern elevations. The latter would detract from the appearance of the elevations and impact on the outlook, and also potentially the overall quality, of some of the accommodation being provided within the new addition.

Given the overall size and bulk and design of the proposed addition, it is considered that it would dominate the original building and detract from its appearance, to the detriment of the character and appearance of the wider conservation area

7.1 Impact on Neighbours

The scheme is opposed by both the immediate business users, the cycle shop and the Funeral Directors. The cycle business is concerned with construction methods and the practicality of building in a confined area. This will be a matter for building control. The Funeral Directors are also concerned with construction noise and the impact of the building construction on the proper use of the existing service road. Neither of which are planning considerations.

It is not considered that the proposed residential development will have a noise impact on either adjoining business use and will potentially be quieter during trading hours than a business use.

The management and regulation of the service road is a matter for traffic control and Ruislip Village is an area of controlled parking with regular monitoring by Parking Officers.

Shadow modelling provided by the applicant demonstrates that the proposals will have a limited impact on any further loss of daylight and amenity as currently experienced by adjoining properties.

There is no objection to the principle of the change of use to residential accommodation. Comments have been made in respect of the size and scale of the development and car parking, of which there is no proposed on-site provision. These issues are discussed later in this report.

7.2 Impact on Street Scene

The site is within the Ruislip Village Conservation Area (RVCA). Policy BE4 states: New development within or on the fringes of Conservation Areas will be expected to preserve or enhance those features which contribute to their special architectural and visual qualities; there will be a presumption in favour of retaining existing buildings which make a positive contribution to the character or appearance of a conservation area. Applications for planning permission should contain full details, including siting and design, or replacement

buildings. Applications for consent for demolition will depend upon the submission and approval of such details.

The proposed development is to the rear of the High Street on the eastern fringe of the Conservation Area. The Ruislip Conservation Area Appraisal (July 2010) notes that the areas to the rear of the High Street shops are of some concern, as these include ad hoc storage structures and informal parking servicing arrangements. The rear elevations often have large unattractive flues, vents, service and other additions such as satellite dishes, air conditioning units and escape stairs.

The proposed development will further detract from the rear elevation by nature of the size and bulk of the first floor extension. Furthermore the design does not respect the special architectural features or the visual qualities of the existing building.

7.3 Traffic Impact/Pedestrian Safety

The applicant anticipates that residents will not be dependent upon car ownership. In a block of 5 dwelling this is considered to be an unreasonable assumption. The ground floor area to the rear of the bike store is an active service yard receiving regular deliveries. There is a potential conflict between flat owners and the existing use as a service road.

7.4 Carparking & Layout

Car Parking Standards

The residential standard for flats and houses without individual curtilages with communal parking in garages or open car park areas is 1.5 spaces per dwelling.

The precise level of provision may be dependent on household and housing type and location. Provision above the maximum level will only be considered in exceptional circumstances and where the development is related to measures to improve public transport or manage the supply of on-street parking. Contributions towards the creation/extension of CPZ,s, traffic reduction initiatives and or public transport may be sought in some locations where the assumed demand is greater than the level of parking being provided.

The application provides only for cycle storage. If the parking standard was applied in full the development would require 7.5 car parking spaces.

In an effort to reduce traffic generation and reliance upon car travel the car parking standard can be reduced, particularly in locations which are accessible to those within walking, cycling or arriving distance of public transport.

The site is within walking distance of Ruislip High Street, a distributor route, which has good public transport links to other parts of the borough and London Underground and main line railway stations. Ruislip Bus Station is a 3 minute walk which gives connection to Northwood, Northwood Hills, Pinner and Uxbridge whilst Ruislip underground station is 10 minutes walk for access to the Metropolitan and Piccadilly lines. The property is also close to numerous shopping stores, banks, cafes & restaurants, providing good local facilities for the residents.

In this situation the applicant does not consider the provision of dedicated parking a requirement of development.

In preparing The London Plan a review of residential parking standards was undertaken. The review considered the scope for greater flexibility in different parts of London. This

application site is located in a Public Transport Access Level (PTAL) 3 area. The LBH has recently approved applications for car space free development in PTAL 4 areas but exception to the borough car parking policy is not considered to be appropriate in this PTAL 3 area.

Objections have been raised to the lack of dedicated parking and whilst the site is in an area of moderately good public transport provision it is not considered that an exception to parking space requirements can be made.

Highways supports this stance " On the basis of no on-site car parking being provided I object to the application".

In view of the above comments it is recommended that the application is refused on being unable to provide car parking to meet the standard identified in the Hillingdon Local Plan and therefore contrary to Policy H7, clause ii.

(ii) CAR PARKING TO THE STANDARDS ADOPTED BY THE LOCAL PLANNING AUTHORITY CAN BE PROVIDED WITHIN THE CURTILAGE OF THE SITE AND CAN BE ACCOMMODATED WITHOUT SIGNIFICANT DETRIMENT TO THE STREET SCENE;

H7 THE LOCAL PLANNING AUTHORITY WILL REGARD THE CONVERSION OF RESIDENTIAL PROPERTIES INTO MORE UNITS AS ACCEPTABLE IN PRINCIPLE PROVIDED THIS CAN BE ACHIEVED WITHOUT CAUSING DEMONSTRABLE HARM TO THE RESIDENTIAL AMENITIES OR CHARACTER OF THE AREA OR THE AMENITY OF ADJOINING OCCUPIERS AND THE FOLLOWING CRITERIA ARE MET:-

(i) IT CAN BE DEMONSTRATED THAT ADEQUATE SOUND INSULATION IS PROVIDED

(ii) CAR PARKING TO THE STANDARDS ADOPTED BY THE LOCAL PLANNING AUTHORITY CAN BE PROVIDED WITHIN THE CURTILAGE OF THE SITE AND CAN BE ACCOMMODATED WITHOUT SIGNIFICANT DETRIMENT TO THE STREET SCENE;

(iii) ALL UNITS ARE SELF CONTAINED WITH EXCLUSIVE USE OF SANITARY AND KITCHEN FACILITIES AND WITH INDIVIDUAL ENTRANCES, AND INTERNAL STAIRCASES ARE PROVIDED TO SERVE UNITS ABOVE GROUND FLOOR LEVEL; AND

(iv) ADEQUATE AMENITY SPACE IS PROVIDED FOR THE BENEFIT OF RESIDENTS OF THE PROPOSED DEVELOPMENT..

7.5 Urban Design/Access & Security

A main consideration is the bulk and scale of the proposed development. Objections to its scale and size have been raised by Cllr Copthorne, a local resident and the Borough Conservation and Design Officer.

The concerns raised are with the size of the extension and its impact on the adjoining property, used as a funeral parlour.

The addition would be considerably larger than the host building and as such not secondary to it. It appears that it would enlarge the host building to such an extent that it would be deeper and more bulky than no.45. The addition's stepped elevations and extensive flat roof would also be at odds with the original building, which has a traditional design and a pitched roof. There are also concerns with regards to the design of the elevations, which appear to comprise large areas of solid brickwork and the need to totally screen the small terraces created on the southern elevation and some of the eastern elevations. The latter would detract from the appearance of the elevations and impact on the outlook, and also potentially the overall quality, of some of the accommodation being

provided within the new addition.

Given the overall size and bulk and design of the proposed addition, it is considered that it would dominate the original building and detract from its appearance, to the detriment of the character and appearance of the wider conservation area.

As noted the application building is bounded in the host parade by Cromwell and Jebson Houses, which comprise ground floor retail units with office and residential uses on the upper floors. Both Cromwell and Jebson House were granted consent under a different planning regime. However, they now part of the rear street scene and a point of reference for future design. The proposed development is very similar in design to these two previously allowed developments.

The proposed development aligns well with Cromwell and Jebson House enhancing the rear elevation of these two properties and the host building. The impact on the funeral business and upper storey is no less than what already exists.

The council aims to enhance conservation areas through its own initiatives and by encouragement and advice to owners who may wish to alter or improve their properties. The following are noted as being particularly important:

- extensions or alterations should not be out of scale with the original house, and should respect the property's original design;
- side extensions should normally be set back from the original building line;
- the original plan of the house should be respected, and there should be a relationship with the original form of the house;
- materials and detailing should match the existing property (eg. existing features, window shapes and sizes, brickwork and eaves details);
- boundary treatment should be in keeping with the street scene;

The proposed development is in accordance with this design guidance, creating high quality flats that meet the required habitable room standards as set out in Housing Standards Minor Alterations to the London Plan (March 2016). The accommodation to be provided is as follows:

- First Floor Flat 1 62.5 sq m (2 bedroom)
- First Floor Flat 2 65.6 sq m ((2 bedroom)
- First Floor Flat 3 61.0 sq m((2 bedroom)

- Second Floor Flat 4 66.5 sq m (2 bedroom)
- Second Floor Flat 5 55.35 sq m (1 bedroom)

The mix of accommodation is in accordance with Policy H4, which seeks to encourage the development of 1 and 2 bedroom units in town centre locations.

The ground floor retail unit remains unaffected by the development.

There is no impact on any trees from the development.

Private amenity space will be provided in the rear yard comprising 53 sq m. To the rear of the development, some 20 0m across the service area, is an attractive local park that provides amenity for those living in flats in the area.

Despite meeting the above requirement of the design guidance the development is out of scale with the existing dwelling and shows no respect for the original design. It does not by virtue of its scale, bulk and design complement or improve the amenity or character of the area and is therefore contrary to Policy BE19, BE22 and BE which states:

BE19 THE LOCAL PLANNING AUTHORITY WILL SEEK TO ENSURE THAT NEW DEVELOPMENT WITHIN RESIDENTIAL AREAS COMPLEMENTS OR IMPROVES THE AMENITY AND CHARACTER OF THE AREA.

BE21 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.

7.6 Other Issues

In accordance with the council waste management strategy waste bins for the proposed storage of waste and recyclable materials will be provided in the rear court yard of the site. Each property to be provided with appropriate waste and recycling containers.

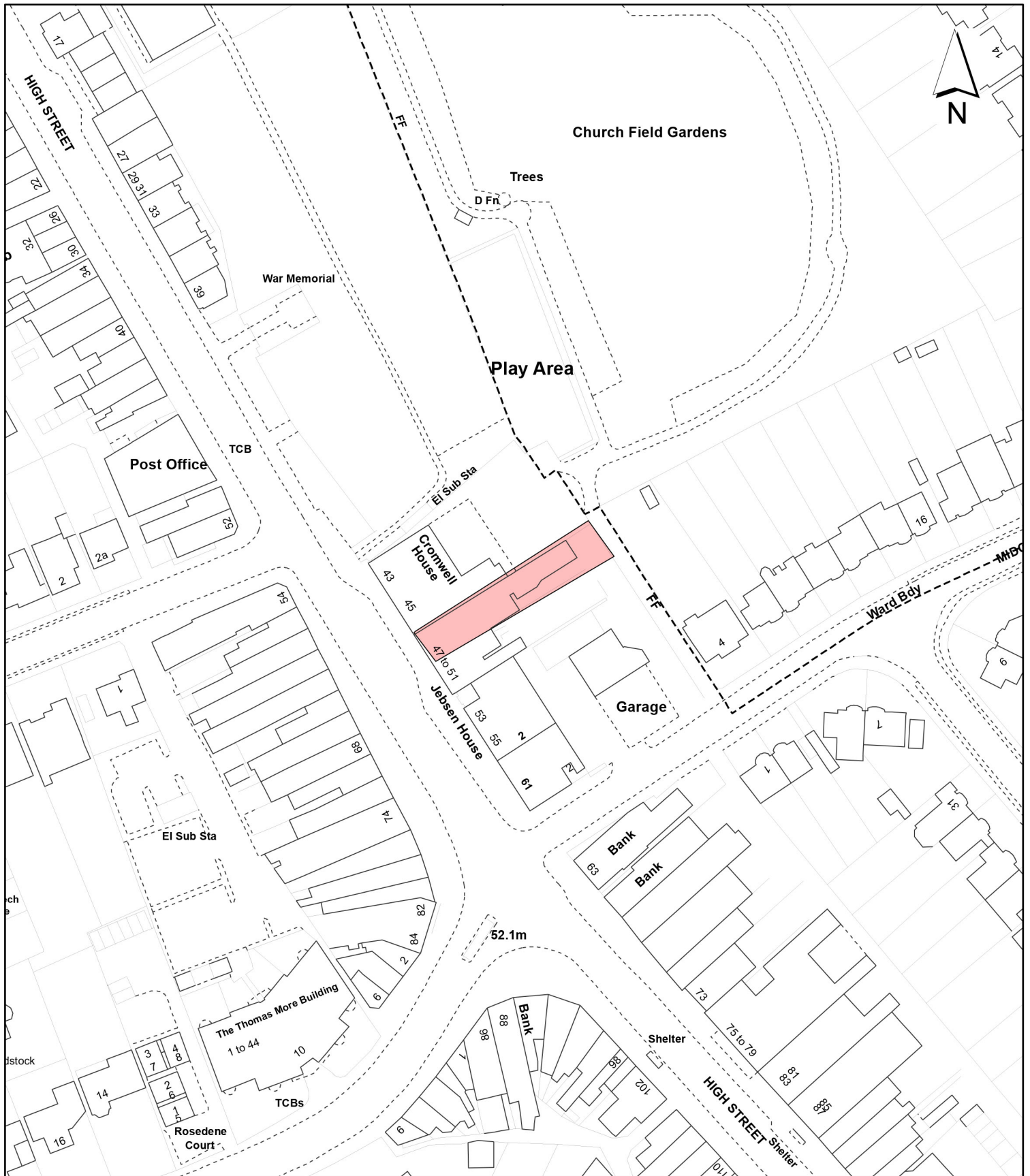
The development proposes a cycle store (37 sq m).

08.0 Reference Documents

The London Plan (2015).
Hillingdon Local Plan Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Mayor of London's Housing Supplementary Planning Guidance (November 2012)
Housing Standards Minor Alterations to The London Plan (March 2016)
Parking Standards Minor Alterations to The London Plan (March 2016)
Supplementary Planning Document HDAS: Residential Layouts (July 2006)
Supplementary Planning Document HDAS: Residential Extensions (December 2008)
Supplementary Planning Document HDAS: Accessible Hillingdon (January 2010)
National Planning Policy Framework (March 2012)
The Ruislip Conservation Area Appraisal (July 2010)

Contact Officer: Sharon Bayton

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Notes:

 Site boundary

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Site Address:

**47-49 High Street
 Ruislip**

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

Planning Application Ref:
46454/APP/2016/427

Scale:
1:1,250

Planning Committee:
North

Date:
February 2017

