

Report of the Head of Planning, Sport and Green Spaces

Address PINCIO GATE END NORTHWOOD

Development: Two storey, 4-bed, detached dwelling with habitable roofspace involving demolition of existing bungalow

LBH Ref Nos: 8954/APP/2016/3505

Drawing Nos: PGE_G&L_001
PGE_SV_001
PGE_LSP_001
15917-Topo
Site Impact assessment
Appendix A
Design and Access Statement
PGE_DET_002
PGE_ELV_002

Date Plans Received: 19/09/2016 **Date(s) of Amendment(s):** 19/09/0016

Date Application Valid: 03/10/2016

1. SUMMARY

The site is within the development area as defined within Hillingdon Local Plan - Part Two Saved Policies (2012). It is also within the Gatehill Farm Estate Area of Special Local Character where Policy BE6 states that new houses should be constructed on building plots of a similar average width as surrounding residential development; be constructed on a similar building line and be of a similar scale, form and proportion as adjacent houses; and reflect the materials, design features and architectural style predominant in the area and sufficient architectural variety must be achieved within new development in order to retain the areas' characteristics of large individually designed houses.

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 Policy BE19 states that 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 proposal involves a one to one replacement and is therefore acceptable in principle. However, it is considered that the proposed development by reason of its overall size, scale, bulk, height and design, would result in a cramped development which would fail to harmonise with the architectural composition of the adjoining dwellings and would be detrimental to the character, appearance and visual amenities of the street scene and the wider Gatehill Farm Estate Area of Special Local Character.

In addition, it is considered that the proposed development, by virtue of its size, scale, bulk and proximity, would be detrimental to the amenities of the adjoining dwelling 'Woodcote' by reason of over-dominance, overshadowing, visual intrusion and loss of outlook.

It is therefore recommended that the application be refused.

The application has been referred to the Committee for determination as a result of a petition objecting to the proposals.

2. **RECOMMENDATION**

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development by reason of its overall size, scale, bulk, height and design, would result in a cramped development which would fail to harmonise with the architectural composition of the adjoining dwellings and would be detrimental to the character, appearance and visual amenities of the street scene and the wider Gatehill Farm Estate Area of Special Local Character. Therefore the proposal would be contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE5, BE6, BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions

2 NON2 Non Standard reason for refusal

The proposed development, by virtue of its size, scale, bulk and proximity, would be detrimental to the amenities of the adjoining occupiers of Woodcote by reason of overdominance, overshadowing, visual intrusion and loss of outlook. Therefore the proposal would be contrary to policies BE19 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Council's 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 (2015). On the 8th November 2012 Hillingdon's Full Council agreed the adoption of the Councils Local Plan: Part 1 - Strategic Policies. Appendix 5 of this explains which saved policies from the old Unitary Development (which was subject to a direction from Secretary of State in September 2007 agreeing that the policies were 'saved') still apply for development control decisions.

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. The Council's supports pre-application discussions in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably. We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

3. **CONSIDERATIONS**

3.1 **Site and Locality**

The site is located at Gate End, Northwood, which is a cul-de-sac. The site is located in the Gatehill Farm Estate Area of Special Local Character and also falls within the 'Developed

Area' as defined within the Hillingdon Local Plan - Part Two Saved Policies (2012).

The land is currently occupied by a detached bungalow, which is one of only two on Gate End. The application property is a narrow plot, in comparison to neighbouring and surrounding properties. The bungalow is set back from the highway behind a large front garden with drive.

The ground level rises gradually from the front to the rear of the site. The neighbouring property to the west of the site, "Woodcote" is on a ground level approximately 1 metre lower than the application property. The dwellings are separated by a single-storey garage within the curtilage of 'Woodcote'. The side of 'Woodcote' is relatively open to the common boundary, with generally low level and sparse natural screening. The neighbouring property to the east of the site, 'Hurley', is set within a much larger site and natural screening between the site and this dwelling is much more effective. Within 'Hurley' there are two outbuildings adjacent to the shared boundary, the main house is sited centrally within the site away from the application property.

The majority of the properties on Gate End consist of two-storey detached dwellings, of varying style and design.

3.2 Proposed Scheme

The proposed scheme involves erection of a two storey, 4-bed, detached dwelling with habitable roofspace involving demolition of existing bungalow.

3.3 Relevant Planning History

8954/APP/2016/405 Pincio Gate End Northwood

Raising and enlargement of roof to create first floor, incorporating front in-fill extension at ground floor level involving demolition of existing conservatory, with 1 front dormer and 1 rear dormer, 4 side rooflights to form sun tunnels, conversion of integral garage to habitable use and alterations to doors and fenestration on the South East Elevation

Decision: 20-04-2016 Refused

8954/PRC/2016/92 Pincio Gate End Northwood

Replace existing bungalow with new two storey dwelling

Decision: 27-07-2016 OBJ

8954/TRE/2003/65 Pincio Gate End Northwood

TREE SURGERY TO ONE OAK (T52) ON TPO 171

Decision: 20-08-2003 NFA

8954/TRE/2015/48 Pincio Gate End Northwood

To carry out tree surgery, including a crown reduction by 2-3m to Oak (T52) on TPO 171

Decision: 16-04-2015 Approved

Comment on Relevant Planning History

A proposal for a two-storey detached dwelling was subject of a recent pre-application submission which resulted in a number of changes being made to the submitted application.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.HE1 (2012) Heritage

Part 2 Policies:

BE13 New development must harmonise with the existing street scene.

BE15 Alterations and extensions to existing buildings

BE19 New development must improve or complement the character of the area.

BE20 Daylight and sunlight considerations.

BE21 Siting, bulk and proximity of new buildings/extensions.

BE22 Residential extensions/buildings of two or more storeys.

BE23 Requires the provision of adequate amenity space.

BE24 Requires new development to ensure adequate levels of privacy to neighbours.

BE5 New development within areas of special local character

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

LPP 3.3 (2015) Increasing housing supply

LPP 3.4 (2015) Optimising housing potential

LPP 3.5 (2015) Quality and design of housing developments

LPP 3.8 (2015) Housing Choice

LPP 7.4 (2015) Local character

NPPF National Planning Policy Framework

NPPF1 NPPF - Delivering sustainable development

NPPF6 NPPF - Delivering a wide choice of high quality homes

NPPF7 NPPF - Requiring good design

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Neighbours were notified on 05/10/2016 and a site notice was displayed on 06/10/2016

5 objections have been received together with a petition in objection to the application.

These submissions raise the following concerns:

- The dwelling is of excessive scale and height and covers almost the width of the plot, and extends deep into the garden
- The new dwelling will not be sympathetic to the surrounding street and will appear at odds with the Estate and the Area of Special Local Character
- The development will be overbearing, visually intrusive and will result in loss of privacy and light to habitable rooms of 'Woodcote'
- The development will not deliver sufficient landscaping and too much hard surface to the front
- The development includes design features, such as the Juliet balcony, which are not in keeping with the area

The issues raised are considered elsewhere in the report.

Internal Consultees

Trees and Landscape - This site is covered by TPO 171. There is a large, mature, protected Oak at the end of the rear garden. It appears to be far enough away from the proposals to be unaffected (directly); however, the tree could be indirectly affected by construction-related activities / storage of materials etc. In order to show that this scheme makes adequate provision for the protection and long-term retention of this valuable Oak, the following detail is required (in accordance with BS 5837:2012): A Tree Protection Plan to show how the trees (to be retained) will be protected during development;. An Arboricultural Method Statement to show any incursion into tree root protection areas (RPA's) will be addressed. Details of how the tree protection measures will be assessed before demolition / construction starts and how the tree protection (and any procedures described within approved arboricultural method statements) will be supervised during construction. A landscape scheme should be also be submitted and any new tree planting specifics should be provided and must conform to BS 8545:2014. Conclusion (in terms of Saved Policy BE38): Acceptable, subject to conditions RES8, RES9 and RES10.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site is within the developed area. It is a one-for-one replacement. The principle of the development is acceptable.

7.02 Density of the proposed development

It is not considered that the density of development is highly relevant to consideration of applications for a single dwelling where the assessment should be based more on the actual impacts of the proposal, however it is noted that the proposal would not change the density of development of the site which would continue to be a single dwelling.

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

The application site is not located within a Conservation Area, or an archaeological priority area, nor would the proposal affect the setting of any listed buildings.

Consideration of the impact on the Gates Hill Farm Area of Special Local Character is contained within the 'Impact on the character & appearance of the area' section of this report.

7.04 Airport safeguarding

Not applicable

7.05 Impact on the green belt

The site is not within the Green Belt

7.07 Impact on the character & appearance of the area

The main issues for consideration relate to the impact of the proposed development upon the site, neighbouring dwellings and the character of the street scene and wider area. The impact upon the residential amenity of neighbouring residents and the quality of the residential accommodation provided and car parking are also considered.

Policy 7.4 of the London Plan states, "Development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. It should improve an area's visual or physical connection with natural features."

Policy BE13 of The Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the local planning authority considers it desirable to retain or enhance. Policy BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states "the local planning authority will seek to ensure that new development within residential areas complements or improves the amenity and character of the area".

The Council places great reliance upon the positive impacts of good design and the role it can play upon character and appearance of a place. The UDP Policies work together to ensure that through good design development, in terms of visual impact and appearance, is in-keeping, blends and harmonises with the prevailing character and appearance of the location. This is of particular importance within areas of great sensitivity due to the special character of the location and visual setting.

The proposed development falls within the Gates Hill Farm Area of Special Local Character. Policy BE6 states that within the area of special local character at Gate Hill Farm and Copsewood Estates... New houses should:-

- Be constructed on building plots of a similar average width as surrounding residential development;
- Be constructed on a similar building line (formed by the front main walls of existing houses) and be of a similar scale, form and proportion as adjacent houses; and reflect the materials, design features and architectural style predominant in the area and sufficient architectural variety must be achieved within new development in order to retain the areas' characteristics of large individually designed houses.

The existing dwelling is a detached bungalow within a narrow plot. The plot width measures approximately 12.5 metres. The width of the proposed dwelling would be approximately 9.5 metres. It is understood that the plot previously formed part of neighbouring curtilages of Woodcote and Hurley. A key characteristic of the area is one in which two-storey dwellings sit within spacious plots. The plots in the locality are a variety of sizes and widths and the applicant has indicated in the Design and Access Statement other plots which are

considered to be similar. However, in order to achieve an acceptable scheme it not sufficient just to meet a technical standard. Proper regard must be given to the specific character of the plot and the proposals and the overall impact on the character of the area.

In this regard, it is noted that the plot is narrower than any other in the Gate End cul-de-sac.

Whilst the minimum distance to the boundary is achieved, the proposal involves a very deep development and a large building for the plot. 'Woodcote', to the west, has a single-storey garage which is located close to the common boundary. There is also a single-storey outbuilding to the rear of the main dwelling, also close to the common boundary. In this regard, the very deep two-storey development would be only 1.5 metres from these buildings. As such the limited gap is emphasised by the two-storey nature and overall height of the proposals. Given this relationship there appears to be limited scope for additional natural landscape to soften the impact whilst leaving sufficient space around the proposed dwelling.

Neighbours have commented on the design of the proposed dwelling. Notwithstanding issues raised elsewhere in this report relating to the harm associated with the development, the overall design approach incorporating a hipped roof, including roof accommodation and using traditional materials (clay roof tiles and red brick, with feature elements), does not raise any adverse issues in its own right. The Juliet balcony to the rear at first floor is a decorative and safety feature which does not afford exterior access and is not considered to be inappropriate in an area characterised by dwellings of individual design.

Paragraph 11.2 of the HDAS: Residential Extensions gives guidance on how car parking in front gardens should be approached. It states the importance of avoiding losing the feeling of enclosure and definition between pavement and private space. Under guidance also in paragraph 11.2 of the HDAS: Residential Extensions, the Council would normally expect at least 25% of the front garden to be maintained for soft landscaping and planting.. The existing dwelling has a lawn and mature landscaping to the front. As the existing property is single-storey, the overall landscape is effective in providing screening and assists the overall green appearance of the area. In contrast, the proposal involves extensive hardstanding. There is also a proposed bin store and cycle storage close to the front of the site. The overall impact is a very hard appearance and little realistic opportunity for further planting or soft landscape areas. As such, the proposed hard-standing area would be somewhat unrelenting and uncharacteristic of the locality.

In conclusion, the combination of a narrow plot, close proximity to neighbouring out-buildings, depth and bulk and height and limited scope for additional soft landscaping are such that the development would be at odds with the directly adjacent dwellings and would result in a building which would fail to respect the Special Character of the area and appearance of the street scene.

7.08 Impact on neighbours

Policies BE20 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) state that new buildings should not result in loss of residential amenity due to the loss of daylight sunlight and that an adequate outlook should be maintained. Furthermore, the siting, scale and bulk should not be overbearing upon neighbouring properties.

The proposed dwelling is approximately 20 metres deep of which approximately 17 metres

is 2-storey plus roof accommodation, with a maximum height of approximately 9.5 metres. The proposed development would be in close proximity to the neighbouring property 'Woodcote'. The boundary between that property and the proposed development is relatively open with limited natural landscaping. 'Woodcote' is also on lower ground than the application site. There are a number of windows situated with the eastern flank elevation of 'Woodcote'. Being east facing these windows benefit from morning sun. The proposed development incorporates obscure glass first floor windows which would avoid any material loss of privacy. In the event of planning permission being granted, it would be appropriate to impose a condition retaining the obscure glazing and preventing further openings. The overall depth and height of the development, especially taking into account the higher level of the application site, means that occupiers of 'Woodcote' are likely to experience a harmful loss of outlook, overbearing and overshadowing impacts. As such, the development is considered to be unacceptable and contrary to policy BE21 of the Hillingdon Local Plan: Part Two - Saved Policies.

'Hurley', which is the neighbouring property to the east of the proposed dwelling, benefits by having strong mature screening within the curtilage and which provides effective screening. Again, obscure glazing is proposed at first floor in the side elevations. It is not considered that the proposed development would result in a material loss of amenity for that dwelling.

The majority of the windows face over the rear garden or to the front. In terms of the rear facing windows, these form a normal relationship with adjoining properties. Whilst some views of the rear gardens of 'Woodcote' or 'Hurley' may be possible, these would be towards the bottom end of gardens and would not result in a material loss of privacy for occupiers of those dwellings.

Existing developments to the rear of the dwelling to the north are well-screened and at a substantial distance. Existing developments to the south are across the street and the proposal will not have a detrimental impact.

7.09 Living conditions for future occupiers

Policy BE23 seeks to ensure residential development provides adequate external amenity space. Private amenity space is addressed in paragraph 4.15 of the HDAS Residential Layouts, which requires a minimum of 100 sq metres external usable and private amenity space for a 4+ bed 5-person dwelling. The retained space significantly exceeds this and it is considered the proposed development would satisfy policy BE23 of the Hillingdon Local Plan: Part Two - Saved Policies and HDAS LAY (2006).

Policy 3.5 of the London Plan (2016) states that housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment.

The Mayor's Housing Standards Policy MALP (March 2016), sets out a minimum space requirements for residential dwellings. These follow the national 'Technical housing standards - nationally described space standard.

The minimum gross internal floor areas required are as follows:

- 1 bedroom unit (1 person) - 39 square metres or 37 square metres with shower instead of bath.
- 1 bedroom unit (2 person) - 50 square metres.
- 2 bedroom unit (3 person) - 61 square metres single storey / 70 square metres 2 storey.
- 2 bedroom unit (4 person) - 70 square metres single storey / 79 square metres 2 storey.

3 bedroom unit (4 person) - 74 square metres single storey / 84 square metres 2 storey.

The proposed development significantly exceeds the minimum requirements.

7.10 Traffic impact, car/cycle parking, pedestrian safety

The application site is set back some considerable distance from the highway. The proposed hard-standing would comfortably accommodate two or more vehicles. It is considered that proposed dwelling would satisfy parking requirements set out in table 6.13 of The London Plan and policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved Policies and HDAS LAY (2006).

7.11 Urban design, access and security

Urban design issues are considered elsewhere within the report. The proposal raises no material access or security issues

7.12 Disabled access

Not applicable

7.13 Provision of affordable & special needs housing

The application is below the threshold at which affordable housing should be sought under Policy 3A.10 of the London Plan and the Council's adopted Planning Obligations SPD, nor is it considered that a higher level of development could be achieved on this site.

Accordingly, the proposal does not give rise to the need for affordable housing provision for a development of this size and consideration of these matters is not necessary.

7.14 Trees, Landscaping and Ecology

This site is covered by TPO 171. There is a large, mature, protected Oak at the end of the rear garden. It appears to be far enough away from the proposals to be unaffected (directly) by the proposal and planning conditions could be used to prevent damage to that tree during the construction process. The scheme would result in the loss of large amounts soft landscaping. The impact of this is considered in more detail under paragraph 7.04.

7.15 Sustainable waste management

Not applicable to this application

7.16 Renewable energy / Sustainability

Not applicable to this location

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 by objectors have been addressed in the appropriate sections of the report.

7.20 Planning Obligations

The proposal would not necessitate the provision of planning obligations.

Policy R17 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), requires that where developments generate the need for additional facilities, financial contributions will be sought. Infrastructure Levy (Amendment) Regulations 2011. The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014 and the Hillingdon CIL charge for residential developments is £95 per square metre of additional floorspace. This is in addition to the Mayoral CIL charge of £35 per sq metre.

The proposal produces a net increase of 192 square metres. The applicant has claimed a self-build exemption. In the absence of this the proposal would attract a CIL Liability of:

Hillingdon CIL £18,240

Mayoral CIL £6,720

Total CIL £24,960

7.21 Expediency of enforcement action

Not applicable

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

None

10. CONCLUSION

The site is within the Gatehill Farm Estate Area of Special Local Character where Policy BE6 states that new houses should be constructed on building plots of a similar average width as surrounding residential development; be constructed on a similar building line and be of a similar scale, form and proportion as adjacent houses; and reflect the materials, design features and architectural style predominant in the area and sufficient architectural variety must be achieved within new development in order to retain the areas' characteristics of large individually designed houses.

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The proposal involves a one to one replacement and is therefore acceptable in principle. However, it is considered that the proposal would result in a cramped development which would be detrimental to the character, appearance and visual amenities of the street scene and the wider Gatehill Farm Estate Area of Special Local Character. It is also considered that the development would be detrimental to the amenities of the adjoining dwelling 'Woodcote' by reason of over-dominance, overshadowing and loss of outlook.

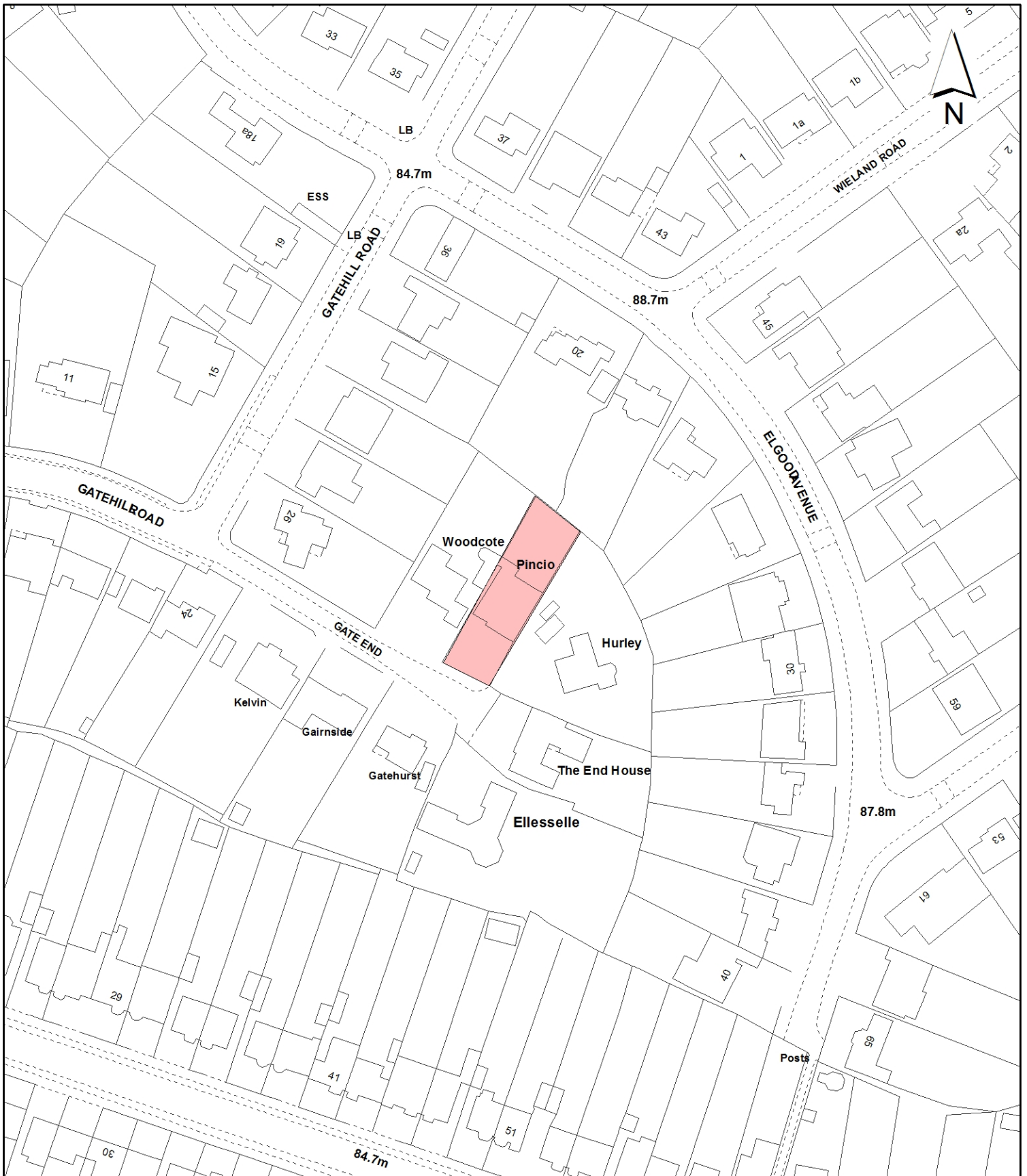
It is therefore recommended that the application be refused.

11. Reference Documents

Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon's HDAS 'Residential Layouts' Supplementary Planning Document (adopted July 2006)
Supplementary Planning Document 'Accessible Hillingdon'
London Plan (2016)
National Planning Policy Framework (March 2012)

Contact Officer: Cris Lancaster

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Notes:

 Site boundary

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Site Address:

**Pincio
Gate End**

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

Planning Application Ref:
8954/APP/2016/3505

Scale:
1:1,250

Planning Committee:
North

Date:
March 2017

