

Report of the Head of Planning, Sport and Green Spaces

Address 81 FIELD END ROAD EASTCOTE PINNER

Development: Demolition of existing Doctors' Surgery and construction of new three storey (plus basement level parking) mixed use development comprising 9 residential apartments, a Doctors' Surgery and a Pharmacy.

LBH Ref Nos: 363/APP/2016/3965

Drawing Nos: Design and Access Statement
239:11 Rev. C
239:01 Rev. C
239:02 Rev. B
239:03 Rev. A
239:04 Rev. B
239:05 Rev. A
239:06 Rev. B
239:07 Rev. A
239:08 Rev. A
239:12 Rev. B
239:21 Rev. A
239:22 Rev. A
239:00
Kings Road Medical Centre letter dated 28/9/15
Planning Statement
Phase II Arboricultural Impact Assessment dated 24/8/15, revised 20/9/16 and Appendices including Tree Constraints Plan and Tree Protection Plan
239:V1 (indicative only),
239:V2 (indicative only),
239:V3 (indicative only),
239:V4 (indicative only),
239:V5 (indicative only),
239:V6 (indicative only),

Date Plans Received: 28/10/2016

Date(s) of Amendment(s):

Date Application Valid: 28/10/2016

Reason for Urgency

As an appeal for non determination has now been lodged, it is important that the views of the planning committee are reported to the Planning Inspectorate in a timely manner. It should be noted that until recently the applicant was seeking to negotiate an acceptable scheme.

1. SUMMARY

Members may recall a similar application for the same site was presented to the North Planning Committee on 3rd March 2016 (APP. No. 363/APP/2015/3827). On that occasion Members resolved that, had an appeal for non determination not of been lodged, the application would have been refused as the proposed building was considered an overdevelopment of the site and would have resulted in the loss of open space. That application was also considered to have a detrimental impact on the setting of nearby

Grade II listed buildings and on the character and appearance of the surrounding area. It was also considered to have a detrimental impact on the residential amenities of the neighbouring property, Walsh Lodge. Members and officers also had concerns that the basement proposed as part of that scheme could result in additional surface water run-off and an increased risk of localised flooding. The appeal was dismissed.

This current application is for a similar scheme, with the main changes being that the irregular triangular shaped building previously proposed has been squared-off at the corners and the building has generally been set back further from Walsh Lodge, which has moved it closer to the Deane Croft Road and north western boundaries. The previous flat roofed design has been revised to a mansard/crown roof.

The re-siting of the building has moved it closer to the trees on the north western boundary and the Tree Officer advises that this relationship may result in pressure from residents in the future to remove and/or carry out works to the trees due to blocking of sunlight. The scheme would therefore be detrimental to the long-term health and viability of the trees and on the amenity of the area.

Since the previous appeal, it has now been established that the rearmost first floor side facing window in the adjoining first floor flat at Walsh Lodge does not serve a habitable room, but a small (around 7.5sqm) kitchen which only has standing space (the other two windows on the side at first floor serve a landing area and a walk-in cupboard). This, combined with the other changes made to the scheme, would no longer warrant a reason for refusal based on adverse impacts on adjoining residential amenity. The Inspector also considered that the Council's concern regarding possible flood risk could be dealt with by condition.

It is considered that the proposed changes have not overcome the Inspector's justification for dismissing the previous appeal on grounds of the building being intrusive and being detrimental to the openness of the site.

2. **RECOMMENDATION**

That the Planning Inspectorate be advised that had an appeal for non-determination not of been lodged, the application would have been refused for the following reason:-

1 NON2 **Non Standard reason for refusal**

The proposed development, by reason of its siting, three storey height, scale, form, excessive footprint and design, including a large mansard/crown roof, would appear as an unduly obtrusive feature, which fails to harmonise with the scale, form and design of adjoining buildings and would seriously erode the existing open character of this prominent site which contributes to and complements the spacious, open and verdant character of the area, particularly that of the adjoining War Memorial gardens and is likely to result in pressure from its residential occupiers to remove trees on the boundary of the adjoining gardens in the future. The proposal would therefore appear intrusive and be detrimental to the open and verdant character of the area, detrimental to the character, appearance and visual amenities of the streetscene and the surrounding area, contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15, BE19 and BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted HDAS SPD: Residential Layouts (July 2006).

INFORMATIVES

1 I52 **Compulsory Informative (1)**

The decision to REFUSE planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

2 I53 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

NPPF	National Planning Policy Framework
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
LPP 3.8	(2016) Housing Choice
LPP 5.12	(2016) Flood risk management
LPP 7.4	(2016) Local character
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.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE9	Limitation of development in areas with a potential for sewerage flooding
H4	Mix of housing units
H8	Change of use from non-residential to residential
AM7	Consideration of traffic generated by proposed developments.
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.

3 159 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.

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Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), should an application for appeal be allowed, the proposed development would be deemed as 'chargeable development' and therefore liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This would be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012.

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

3. CONSIDERATIONS**3.1 Site and Locality**

The application site forms a prominent triangular-shaped plot on the north eastern corner of the junction between Field End Road, Deane Croft Road and Meadow Way, immediately to the north of the Eastcote town centre. The site is currently occupied by a single storey flat-roofed building, which is set back approximately 15m from the front boundary with Deane Croft Road. The building houses the Eastcote Surgery Medical Centre and is served by a central hardsurfaced car park with 8 parking bays, which is accessed from a vehicle crossover off Dean Croft Road. Pedestrian access to the site is also provided from Deane Croft Road.

The site is bounded to the north by the Eastcote War Memorial and associated memorial garden, including mature trees. Immediately adjacent to the eastern side of the site is a two storey residential property, Walsh Lodge - 1A Deane Croft Road, which comprises five apartments. To the south, on the opposite side of Dean Croft Road and Meadow Way, the site is bounded by the adjacent Town Centre which is mainly characterised by three storey parade properties in the 'Metroland' style, with retail/commercial units at ground floor level and residential units above. There is a thin strip of grass verge and line of established trees along the western side boundary with Field End Road, which partly screen the site from the streetscene. On the opposite side of the Field End Road to the west are two Grade II Listed properties, Field End Farmhouse at No. 86 Field End Road and the Barn House at No. 38 Meadow Way.

The application site building and the adjacent property at Walsh Lodge have similar front building lines, and both buildings are significantly set back from the established front

building line of the neighbouring two storey residential dwellings farther to the northern side of Deane Croft Road.

Field End Road is a secondary distributor road and the immediate locality has a moderate Public Transport Accessibility Level (PTAL) score of 3. The adjoining parade buildings, on the opposite side of Deane Croft Road and Meadow Way form part of the Secondary Shopping Area of the Eastcote Town Centre as designated by the Hillingdon Local Plan (November 2012).

3.2 Proposed Scheme

This application proposes the demolition of the existing single storey flat-roofed building on the site, which houses the Eastcote Surgery Medical Centre, and the erection of a three storey detached building, which would consist of a Doctors Surgery and Pharmacy with associated parking, with a total of 9 one and two-bedroom self-contained flats over the three floors with two roof terraces, associated parking in a new basement and installation of a new vehicular crossover off Deane Croft Road.

This scheme is a re-submission of the previous scheme dismissed at appeal and as previously, the proposed building would have a triangular shape incorporating three elevations (western, southern and eastern) which would mirror the shape of the site. As previously proposed, the building would consist of two blocks linked by a central glazed atrium. However, the top floor of the building would now be incorporated within a mansard roof and the footprint of the building has been marginally increased with the proposed block generally be sited closer to the southern (Deane Croft Road) and western boundaries. The building also previously had curved corners, mainly comprising curved balconies at its three corners on the upper floors and has now been squared off, with the balconies removed. The main bulk of the building would be set back from the Deane Croft Road frontage by approximately 9.1m, as opposed to the 10.3m of the previous application. The car park in front of the building serving the surgery and pharmacy has been reduced from 7 to 6 spaces, including 2 disabled person spaces. Despite the main building being set nearer the road, with the squaring off of the building and the omission of the projecting balconies, the building at its nearest point to the Deane Croft Road frontage (the projection on the eastern side of the southern elevation) would now maintain a minimum set back of 8.58m from the road as compared to the previous scheme of 4.55m. At the rear, along the main western elevation, the building's main elevation would be some 0.85m nearer this boundary which increases to some 1.5m with the projecting bays. On the eastern elevation adjoining Walsh Lodge, the main elevation of the building has been set further back from the side boundary by approximately 2.3m. Also at the rear on this side, with the squaring off of the building and the omission of balconies, the proposed building would have a similar rear building line to that of Walsh Lodge.

The proposed building would have an overall width of 28.9m above the ground floor, with and a maximum depth of 19.5m. The building would be 5.8m high to the eaves and 9.0m high to the top of the crown roof. The atrium, as previously, also includes a projecting lift/stair core, which would project above the ridge of the crown roof at a width of 5.7m and height of 2m, and provide access to two enclosed roof terraces. The building would have flat roofed dormers on its southern and western elevations, with the projecting bays on the eastern elevation extending into the roof. The doctor's surgery and the pharmacy would have separate entrances.

The proposal is for a 117sqm doctor's surgery (as opposed to the 111sqm surgery previously proposed) and 60sqm pharmacy (as compared to the 54sqm pharmacy

previously proposed) on the ground floor, together with a two bedroom flat (as opposed to a one bed-room flat on the previous application). On the first floor there would be 1 x one bedroom and 3 x two bedroom flats, one of the larger units being built to accessible standards. On the second floor, the plans show 3 x one bedroom and 1 x two bedroom flats, although two of the one bedroom flats are shown with a large study room which clearly could easily be used as a second bedroom and therefore the study rooms have been considered as such.

As previously there would be a basement with 14 car parking spaces, including 2 disabled spaces and cycle parking, accessed by a vehicular ramp on the eastern side of the site from Deane Croft Road.

A petition in support was submitted with this application, but this is a copy of the petition submitted in connection with the previous application and can not be considered.

3.3 Relevant Planning History

Comment on Relevant Planning History

A similar scheme for the erection of a three storey, detached building comprising a doctors surgery and pharmacy on the ground floor level with associated parking and 6 x 2-bedroom and 3 x 1-bedroom self-contained flats over the three floors with two roof terraces, associated parking in basement and installation of vehicular crossover to the front was dismissed at appeal on 29/6/16 (App. No. 363/APP/2015/3827 refers).

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.EM6 (2012) Flood Risk Management

Part 2 Policies:

- NPPF National Planning Policy Framework
- LPP 3.3 (2016) Increasing housing supply
- LPP 3.4 (2015) Optimising housing potential
- LPP 3.5 (2016) Quality and design of housing developments
- LPP 3.8 (2016) Housing Choice
- LPP 5.12 (2016) Flood risk management
- LPP 7.4 (2016) Local character
- 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.
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OE9	Limitation of development in areas with a potential for sewerage flooding
H4	Mix of housing units
H8	Change of use from non-residential to residential
AM7	Consideration of traffic generated by proposed developments.
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.
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

24 neighbouring properties have been consulted on this application, a site notice was displayed on the 11/11/16, with a closing date of 12/12/16. 7 responses have been received from individual neighbours, together with two petitions objecting to the proposals.

The petition organized by the Eastcote Conservation Panel has 40 signatures and states:-

'We the undersigned wish to be represented at the Planning Committee Meeting, re. 363/APP/2016/3965, 81 Field End Road. We object to this proposal to erect a block of flats at this site. It is contrary to BE10, BE13, BE19, BE21.'

A further petition, organized by the Eastcote Resident's Association has 56 signatories and reads:-

'We the undersigned wish to be represented by Eastcote Residents' Association at the Planning Committee. We object to the proposal in its current form for a doctor's surgery, pharmacy and block of flats at this site.'

A petition in support, containing 65 signatures was submitted with the application, but this petition relates to and was submitted with the previous scheme.

The comments from individual consultees are summarized below:-

Scale/Design Issues

- (i) This proposal, whilst reduced in size, is still out of character with the surrounding area and will harm the street scene. This 3 storey proposal would be a total over development as the building is out of keeping with its neighbours and it stands on a landmark site at the entrance to Eastcote town. It would destroy openness of and appear as a towering eyesore from adjoining war memorial grounds and detracts from neighbouring Metroland property and Listed buildings,
- (ii) It does not demonstrate the level of urban design and civic presence for such a site,
- (iii) The eastern side of the planned building does not appear clearly on the plans but seems to be quite ugly and half of it will be visible from Deane Croft Road,
- (iv) The building definitely needs redeveloping but a more modest development of 1 or 2 storeys without a basement, set back further on the plot to allow more parking. Removal of the flat and pharmacy would allow for more compact building, one block instead of two, taking up less of the site, allowing more "breathing space" around it. The roof should be tiled and hipped to blend more with the surroundings and velux type windows inserted if upper floor flats are allowed at all. With a pitched roof the occupants could simply use the open space surrounding the building,

Residential Amenity

- (v) Use of roof garden will overlook the neighbours,
- (vi) Proposed building will block sunlight/daylight to neighbouring Walsh Lodge, which consists of five flats for elderly residents, particularly to the three windows on south-west side elevation of Flat 1. Even though the kitchen/dining room is smaller than 20sqm, afternoon sunlight/daylight is vital for its occupiers and sunlight is limited in the south eastern facing room in the morning which will be further limited by the proposal,
- (vii) Proposal will reduce light to the side of our property and being forward of Walsh Lodge will block our scenic view from the kitchen over Field End Road to the old barn,
- (viii) The ceilings and walls of the kitchen/dining room, the storage room and the stairs area of Flat 1, Walsh Lodge will also develop mould, affecting occupier's health,
- (ix) Proposal, with increased traffic will increase noise. Walsh Lodge should be kept as quiet as possible,

Parking/Road Safety

- (x) Increased vehicle access at such a busy 4 way junction would be a safety issue increase of car traffic and danger to pedestrian's safety,
- (xi) There is a lack of parking at existing doctor's surgery - 10 cars were parked on 28/11 with one doubled parked and one on grass verge. Current plan only has 6 spaces with more permanent staff. With residents parking on Deane Croft Road, where will all the patients park? All surface level parking should be for patient use only. If underground parking is permitted this should be reserved for the staff needed to deal with the greatly increased activity,

Trees/ Landscaping

- (xii) A competent landscape design would add to the appeal of the development and enhance the whole area, including the memorial gardens.

Drainage/ Flooding Issues

- (xiii) The area may not be suitable for underground parking. This site, including the adjacent War Memorial Gardens which were laid out in the 1920s, was previously a large cattle pond for Field End Farm across the road. The junction of Meadow Way with Field End Road regularly floods after heavy rainfall,
- (xiv) Also, the ground between the building and the boundary seems to be completely covered with materials like slates. We wonder if it causes no problems for Walsh Lodge in such cases as heavy rain,

Other Issues

(xv) This new application fails to address the Planning Inspector's concerns from the previous application (363/APP/2015/3827) which was refused on appeal,

(xvi) We need a doctor's surgery, not a pharmacy as already one in the adjacent block and a further 3 in the next block,

(xvii) This appears to be a standard development of flats with the surgery as a sop to the community,

(xviii) This is not adequate as a surgery replacement, additional services/appointments are planned (according to wording on a petition signed by patients). Not enough space/rooms are provided for all these, there is no flexibility for future change due to a ground floor flat and pharmacy limiting growth,

(xix) Not one signatory to petition in favour of the proposal lives in immediate area.

EASTCOTE CONSERVATION PANEL:

The first application to redevelop this site - 363/APP/2015/3827 was refused at appeal.

The Planning Inspector's main concern was that the proposal destroyed the important sense of openness of the area. Sections 4 - 7 inclusive of the report, deal extensively with the character of the area and the detrimental impact such a scheme would have. This was the main reason for the dismissal of the appeal. We do not consider that this current application addresses the Inspector's concerns.

The description of the development does not appear correct. [4 x 1 bedroom and 5 x 2 bedroom flats]. Units 7 & 8 designated as 2 person, 1 bedroom flats have a room designated as a study. All ancillary rooms should be classed as bedrooms, so the description of the development should be 5 x 4 person 2 bedroom flats, 2 x 3 person 2 bedroom flats, 2 x 2 person one bedroom flats. The change of description will then have a bearing on the amount of car parking spaces available for the residential element of this application.

The current design has removed the balconies and changed the roof line from a square block to a mansard roof. This does not reduce the height and bulk of the building. A Mansard roof is not in keeping with the area.

A building of this size will be out of keeping with the area and destroy the sense of openness which is very important to the setting of the Grade II listed buildings and the War Memorial garden. This area is not part of the 'Metropolitan Land' Town Centre, it is 'Metropolitan Land' residential, and this should be respected. Redevelopment of this site, with improved medical facilities could be achieved without causing harm to the area, by way of a smaller development with a lesser number of dwellings and no retail element.

There is only a minimal increase in the floor size of the medical facility. Extra facilities are promised, but no detail given. Currently there are two consulting rooms, reception and a waiting area. The proposed facility will only offer the same just each area being slightly larger.

Opening times for the medical unit and the retail unit are not given, planning permission cannot be given until this information is submitted.

Amenity Space.

The changes to the design of this building, removes all balconies. Therefore, there is no private amenity space available to the occupants.

The proposed roof garden is communal, how usable it would be is a matter for debate. There is no shelter proposed and none can be added without making the building higher than at present.

The only landscaping appears to be a few sedum plants.

The dwelling are suitable for occupation by families, therefore usable amenity space, both private and shared is required. The nearest fully equipped park is more than 400 meters away, therefore a children's play space should be provided within the development. A roof garden cannot be considered suitable play space for children.

Change of use.

Currently the site is D1 use, Doctor's Surgery. The proposed development will require a change of use to D1 Doctor's Surgery, A1 Retail - Pharmacy, C3 Residential. Regarding the retail element, this can be classed as an out of town site. The document Pharmaceutical Needs Assessment 2015 <https://www.hillingdon.gov.uk/article/24634/Pharmaceutical-NeedsAssessment-2015>. This document shows that the London Borough of Hillingdon has an above average number of Pharmacies for the Borough. Ruislip and Northwood, which incorporates Eastcote Town centre, that has above average coverage for the population. There being four pharmacies in Eastcote alone. This indicates that another pharmacy will not in any way benefit the local area as it is over subscribed at present.

Central Government is cutting back on funding for pharmacies, so it is highly unlikely that funding will be available for another pharmacy in Eastcote. Therefore, the claim in the submitted Planning Statement, that a condition can be added to the approval should it be granted, would be worthless as funding for another pharmacy in an already oversubscribed area will not be forthcoming. This leads to the possibility of this space being used for another dwelling which would bring the total of dwellings to 10, meaning the application should be a Major Planning Application.

Car parking

The underground car park has the minimum number of spaces. Should the description be altered to take into consideration that two of the flats should be described as 2 bedroom not one bedroom then there will not enough car parking spaces for the residential element of this proposal. The area has a PTAL rating of 3.

The parking for the Doctor's Surgery has been reduced from 8 to 6 places. Two of these spaces are designated disabled spaces, leaving just 4 spaces for staff and patients. Extra medical facilities are offered, but adequate parking has not been provided.

No parking arrangements have been made for the pharmacy, either for staff or customers. The Planning Statements suggests that there are many parking spaces in Eastcote. However, the roads surrounding this site are residents parking only. The car parks are nearer to the other 4 pharmacies already operating in Eastcote.

There is no allowance made for deliveries to the pharmacy.

We consider that the car parking arrangements are not satisfactory for a development of this size.

Refuse storage.

The planning application states that there will be no hazardous waste produced. Surely, a medical facility will produce items such as used needles, which should be classed as hazardous (they are at other surgeries in Eastcote). The petition submitted with the last application states that minor surgery could be carried out in the updated premises, special arrangements will be needed for waste disposal should this come to pass.

The actual bin storage etc is, according to the application, to be submitted at a later date. The land area around the building is not large, 9 flats, the surgery and the retail unit will need quite a large area

for bin storage. This element of the application should be settled before a determination is made.

Land Drainage.

The War Memorial Garden was originally a pond. Field End Farm opposite the War Memorial still has working wells. A SUDS system is vital for this site especially as there is to be an underground car park. The remaining area must be of a permeable construction. So far the applicant has not made any attempt to assess the soil make up or the underground water flow which feeds the wells in the area. Information can be easily obtained from the National Soils Resources Institute (Cranfield University) and the British Geological on line mapping service. This must be given top priority to ensure local properties are not subjected to flooding.

Petition

The petition attached to the application is for the previous application 363/APP/2015/3827. Therefore, cannot have any bearing on this application. Many of those signing do not live in the London Borough of Hillingdon, or live a long way from Eastcote. The heading of the petition promises many extra medical facilities but this current application is vague and with the lack of space within the medical facility it cannot be readily seen how all these extra services can be supplied. The separate sheets of the petition do not carry any application number as per requirements for a petition. This element of the application should be disregarded.

Trees and Landscaping

Some of the drawings for the tree survey are out of date as many large trees have already been removed from the site. Some of those left are of very poor quality, being mainly self set ash. With the absence of a landscaping plan it is very difficult to make any comments. However, some of artists impressions, show large trees used as screening. These will not be possible as they will take all the light from the flats. The occupants will then want the trees cut down.

In conclusion, this application varies very little from the first application it will cause demonstrable harm to the openness of this area. Without private amenity space the living conditions of future residents will be poor. Should the dwellings be correctly described, 7 x two bedroom and 2 x 1 bedroom flats, there will not be enough parking spaces. There are not enough parking spaces for the surgery and retail unit. Another pharmacy is not required.

Internal Consultees

CONSERVATION / URBAN DESIGN OFFICER:

Background: The site is located on the corner of Field End Road and Deane Croft Road. It is a prominent corner plot situated opposite two, Grade II Listed properties, Field End Farm House and the Barn to the south. Adjacent to this is the Eastcote War Memorial and associated memorial garden. The site currently comprises of a small single storey building situated to the rear of the site. The site itself has a modest area of hard standing for use as a car park, however the bulk of the site is characterised by significant grassed areas, which provide a sense of openness. The site boundary facing directly towards Field End Road and the War Memorial is bounded by mature trees. The greenery allows the space to act as a transition/ gateway from the character of the High Street, to a well defined residential area beyond. Access to the site is via Deane Croft Road; however the site is visible from both Deane Croft Road and Field End Road.

The Appeal Decision for Application Ref: 363/APP/2015/3827

The Inspector described the character of the area thus:

"The strong impression created on the northern side of Deane Croft Road/Meadow Way is one of spaciousness and relief from buildings; the trees and planted areas add to the quality of this area. The positioning and size of the existing surgery within its plot means that the large open area of the

appeal site complements the areas of space immediately adjacent to the appeal site and on the opposite side of Field End Road. I consider this to be an important characteristic of this locality."

The previous application, for a large three storey building of irregular shape, and a flat roof was considered, by virtue of its "height and degree of projection in front of Walsh Lodge, and its overall size in comparison to it, to appear obtrusive and starkly at odds with its neighbour." The Inspector considered it to "significantly erode the degree of spaciousness of the site and of the area" and "have a detrimental effect on the important sense of openness" previously described.

The Current Application Ref: 363/APP/3965 in relation to the dismissed scheme

The current application is very similar to the previous one in terms of footprint and height, the two key factors described by the Inspector.

As regards footprint, the revised scheme is of a similar floor area. The building would still form an irregular triangular shape, but the long section projecting beyond Walsh Lodge would be reduced, in favour of a squatter building. The building would be set at a greater distance from Walsh Lodge, but this means that it would be closer to Deane Croft Road on the one side, closer to the trees along the western boundary by the War Memorial on the other and closer to Field End Road at the corner. Over three floors, the content has hardly changed: the scheme would still contain nine flats.

As regards the height, the revised scheme is very similar to that dismissed on appeal. The replacement of the previous flat roof with a steep mansard has merely reduced a little of the bulk at the edges. It has however introduced additional concerns, set out in more detail below.

Given the revised scheme is so similar in its footprint, height and thus overall size to the one previously dismissed on appeal, it is considered that the Inspector's previous criticisms, set out under the heading "The effects of the proposal on the character and amenity of the area" still stand. The building would be very obtrusive on this very prominent corner site, starkly at odds with its neighbours and it would seriously erode the attractive open character of this part of Eastcote Village.

Additional Design and Landscaping considerations

In attempting to move and change the footprint of the building and give the impression of reducing its overall height, this scheme has raised some additional issues and concerns over those of the previous one.

Firstly, in moving the building within the site, it would now be much closer to the trees which separate this site from the War Memorial garden. This would be likely to be problematic in terms of retaining existing trees, and planting additional trees. Even if trees could be retained during the building work without damage to their roots, their proximity to the windows of the flats would be likely to necessitate their removal or reduction lest they block daylight. This would damage the screening of the site and render a building on this corner plot even more obtrusive than it might otherwise be.

Secondly, the use of a very steep mansard roof would be particularly inappropriate. This roof form is untraditional and very uncharacteristic of an area of ridged, tiled roofs with small dormer windows. This roof form would make the building particularly dominant in appearance, drawing attention to its scale. The building would become top heavy, very unattractive and quite incongruous in the street scene.

Continuing Design and Landscaping considerations

In common with the previous application, there are a number of design and landscaping considerations which continue to be of concern. These include:

the long stark elevation to Field End Road, exacerbated by being set at an angle; the building's single, continuous height, and modular, repetitive appearance; the distance of the front elevation in front of Walsh Lodge, causing undue dominance on this corner site; the use of the roof for amenity space, with rooftop paraphernalia and railings, and the underground car parking ramp, both stark urban forms in a small scale, low density, residential area.

Conclusion

The development of this site would have a considerable impact on the general streetscape and townscape of Eastcote as it is prominently positioned at the end of Eastcote's main shopping parade and on a highly visible corner plot. Any new building would have a prevailing visual prominence, particularly along Field End Road. It is therefore very important that it respects the scale, character, established local distinctiveness and architectural style of the surrounding buildings in the area and does not detract from its open and leafy character. The recent removal of some trees on the site has increased the visibility of the site from Field End Road.

The revised scheme does not address the serious criticisms of the previous scheme, raised by this Council and the Appeal Inspector, relating to size, scale and bulk. It retains many of the previous design concerns and furthermore, it introduces new issues of design and its relationship with the trees, so crucial to this site.

Conclusion: Unacceptable

HIGHWAY ENGINEER:

General

Current proposal put forward include the demolition of the existing dental surgery at 81 Field End Road in Eastcote and the construction of a new three storey building plus basement level parking to include:

- 5 x 2-bedroom flats;
- 1 x 1-bedroom flat;
- 1 x surgery with 2 consulting rooms
- 1 x pharmacy

The site is a relatively large corner plot at the junction of Field End Road and Deane Croft Road. The PTAL for the site is 3, which is considered moderate. Local buses are accessible along Field End Road, while Eastcote tube station is approximately 550m to the south.

Field End Road is classified as a borough secondary distributor road (B472), while Deane Croft Road is unclassified borough road. On both roads the speed limit of 30mph. In the vicinities of the site, on-street parking is restricted along Deane Croft Road to residents only 9am-5pm Mon Sat, while a double yellow line restriction (no parking at all times) is in place along Field End Road.

Parking

Based on the proposed level of development and site characteristics, the number of parking spaces allocated to the different uses, as shown on drawing nos. 239:02 Rev B and 239:01 Rev C, is considered adequate.

In order to comply with current policy requirements set out in the London plan:

- 2 parking spaces shall be equipped with active Electric Vehicle Charging (ECG) points;
- 2 parking spaces shall be equipped with passive ECG points.

In terms of the residential parking, a car park allocation plan shall be produced and submitted to the council for approval prior to commencement of works.

Secure bicycle storage shall be provided at basement level for a minimum of 9 bicycles. At ground floor level, a minimum of 7 secure bicycle parking spaces shall be provided for customers of the pharmacy and surgery.

Details of cycle storage arrangements shall be submitted to the Council for approval prior to commencement of works.

Access

Access to the site is granted through two new crossovers. The developer will be responsible for all the costs associated to the new vehicular accesses. If requires, redundant existing crossovers will need to be reconvered to footway the developer will be responsible for the associated costs. Details of all proposed off site works will need to be submitted to the council and approved before commencement of works.

At each access point 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 will need to be submitted to the council and approved before commencement of works.

Internal Layout

The proposed ramp has a width of 4.1m, which is adequate for one way operations only. The applicant shall submit details of proposed ramp control, which will need to be approved by the council before commencement of works.

The applicant shall confirm that the maximum gradient for the ram is 1:9.

The applicant shall confirm minimum headway of 2.1m in the basement is achieved.

Internal circulation areas appear adequate for the intended purposes

Traffic Impact

Due to its size, it is anticipated that trips generated by the proposed development will not have a severe impact on local traffic operations.

Bin Store Location

The proposed location of the refuse bin stores complies with guidance included in Building regulations 2010, Part H, Section H6, Paragraph 1.8.

TREE/ LANDSCAPE OFFICER:

The line of trees (T4-T6) are situated far enough away from development to not be affected. The line of trees (T14, 15, 18 & 19) are low value and do not constrain development. However, the group of mainly Ash (T20, 21 & 22) form an attractive and conspicuous group and (collectively) have a high amenity value.

The submitted tree report demonstrates that the proposals could be built without damaging the trees, however the Ashes have the potential to become a much larger in the future and there will be inevitable pressure from future occupants to remove or severely reduce the trees / their overhanging branches, which will be harmful to the trees' health and appearance, and the long-term amenity of the area.

Conclusion (in terms of Saved Policy BE38): As it stands, this scheme is unacceptable because it does not make adequate provision for the long-term retention of the group of Ash trees (T20, 21 & 22) close to the site, because it will give rise to pressure to fell or reduce the trees. The loss or heavy pruning of these trees would be harmful to the amenity and arboreal character of the area.

WATER AND FLOOD MANAGEMENT OFFICER:

The site is located in Flood Zone 1 according to the Environment Agency Flood Maps.

Deane Croft Road is at risk of surface water flooding. The development includes basement level car parking to be accessed from Deane Croft Road. The applicant needs to address the risk of flooding to the basement.

The following drainage systems have been given in the Design and Access Statement which the Council supports and agrees with.

- The perimeter of the roof terraces will be covered in a managed sedum green roof to improve the insulation values and assist with drainage management.
- Roof rainwater will be harvested and used in a greywater recycling system to provide water for WC flushing in the Surgery and Pharmacy.
- Paved circulation areas at ground floor level will be bordered by decorative gravel borders encouraging drainage.
- The ground floor parking areas will be finished with permeable block pavers on a geotextile sub mat.

The application needs to provide;

A surface water drainage strategy which incorporates:

- calculations showing storm period intensity and the volume of storage required to control surface water to Greenfield runoff 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
- the capacity of the main surface water drains and prove that these can cope with the change as a result of the development and any drainage system to be implemented
- a maintenance and management plan of the drainage systems

As there is a proposal for a basement to ensure the proposal does not increase the risk to the surrounding area and to manage the risk to it by ensuring that water does not enter the basement.

- a site groundwater investigation must be undertaken to inform the proposal, and where groundwater is found suitable mitigation provided
- details of the basement entrance to show that water will not enter the basement or can be managed without risk to safety of the occupants

A condition is recommended to demonstrate how the scheme will manage water and control surface water.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The officer's previous committee report advised that the National Planning Policy Framework (NPPF) emphasises the role of the planning system in enabling the provision of homes and buildings which are consistent with the principles of sustainable development.

Policy 3.4 of The London Plan (March 2016) 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 H4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) also seeks to encourage additional housing in and adjacent to Town Centres. The supporting text states:

"The Council recognises the importance of residential accommodation in and adjacent to town centres as a part of the overall mix of uses, which is necessary to ensure their vitality and attractiveness. Such housing offers particular advantages in terms of accessibility to town centre facilities, employment opportunities and public transport. In order to maximise the residential potential of town centre sites, residential development within them should comprise predominantly of one or two-bedroom units".

The officer's report on the previous application advised that the site is located within the 'developed area', as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012). Whilst general policies are supportive of residential development in principle, this is subject to compliance with a number of detailed criteria, including the consideration of the loss of any existing use of the site.

The objections received from the residents in respect of the proposed Pharmacy and over-concentration of such facilities in the area are noted. As previously cited in the officer's report, the site comprises an existing long standing and established Use Class D1 Doctor's Surgery, so there is no material objection to the provision of a new larger ground floor Surgery in the proposed three storey building on the site. The pharmacy would fall within Use Class A1 and it is considered that it would be related and complementary to the doctor's surgery use. The doctor's surgery would have a very similar floor area of 117 sq.m and pharmacy of 60 sq.m. Both uses would have a dedicated parking area and a turning area for servicing in the forecourt. There would therefore be no unreasonable impact to the residential character of the immediate locality and the retail frontage of the adjacent Eastcote Town Centre as a result of the operation of the uses.

As on the previous application, having regard to The London Plan and the Council's policies and guidelines, it is considered that in general, there is no objection to the principle of the proposed mixed use on the site incorporating retail/commercial and residential uses. Furthermore, there has been no material change in policy or circumstances on site to suggest that this assessment is no longer valid. It is considered that the proposal would provide an increase in smaller housing stock within the Borough and is acceptable in principle, as it would provide additional housing within an area of moderate public transport accessibility.

The proposal as previously, is therefore considered to be in compliance with the policies outlined above.

7.02 Density of the proposed development

The application site is located within an area with a Public Transport Accessibility Level (PTAL) of 3 (PTAL has a range between 1 and 6, with 1 being the lowest level of public transport accessibility and 6 being the highest).

Table 3.2 of The London Plan (March 2016) stipulates that for such urban fringe areas with a moderate PTAL score such as this, the site for the size of unit being proposed can accommodate a range of residential units between 55 and 145 units per hectare (u/ha) and 200 - 450 habitable rooms per hectare (hr/ha). The application site is approximately 0.09ha in area, and with the 9 residential units proposed, this represents approximately 100 units per hectare and 356 hr/ha.

As such, the density is considered appropriate given the location.

Although a useful guide, paragraph 4.1 of the Residential Layouts HDAS SPD states that in new developments, numerical densities are more appropriate to larger sites and less useful when considering smaller schemes of less than 10 units, such as this, when it is often more important to ensure that the development sits comfortably within its surrounding environment.

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

The officer's previous committee report advised that the application site does not form part of a Conservation Area, Area of Special Local Character and/or Archaeological Priority Zone.

The site is however sited adjacent to the Eastcote War Memorial and associated memorial garden and is within 20m (across Field End Road) of two Grade II Listed properties, Field End Farmhouse at No. 86 Field End Road and the Barn House at No. 38 Meadow Way. These listed buildings are directly opposite the site across Field End Road to the west. The impact of the current proposal on the surrounding area, including the Eastcote War Memorial and associated memorial garden is discussed below in Section 7.07. In terms of the listed buildings, although the Council identified the impact upon the setting of the listed buildings as part of the wider harm of the scheme, the Inspector took a different view, with paragraph 7 of the decision letter stating " Whilst it is clear that some views of the proposal would be possible from the grounds of the listed buildings, I consider that the appeal site itself does not contribute to the significance of the listed buildings and so I consider that there would be no negative effects in respect of this isolated point."

7.04 Airport safeguarding

There are no airport safeguarding issues raised by this application.

7.05 Impact on the green belt

The site does not form part of the Green Belt, nor is it sited close to its boundary so that there are no green belt issues raised by this application.

7.07 Impact on the character & appearance of the area

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) requires all new development to maintain the quality of the built environment including providing high quality urban design and the preservation/enhancement of sites with heritage assets such as listed buildings.

Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seek to ensure that new development complements, improves and/or harmonises with the character and visual amenity of the streetscene and surrounding residential area in which it is situated.

This application is a re-submission of a similar scheme which was dismissed at appeal on 29/6/16 (App. No. 363/APP/2015/3827 refers). The differences between this and the previous scheme are described in Section 3.2 above.

As noted by the Council's Conservation/ Urban Design Officer, the Inspector on the previous scheme commented that the impression on the northern side of Deane Croft Road/ Meadow Way is one of spaciousness and relief from buildings and the trees and planted areas add to this quality. Furthermore, the Inspector considered that the siting and size of the existing single storey surgery on its plot resulted in a large open area on the application site complementing the areas of space immediately adjacent to the application site and on the opposite side of Field End Road.

In considering the previous scheme, the Inspector noted in paragraph 6 the other buildings on this side of Deane Croft Road, including some which were positioned closer to the road than Walsh Lodge. However, the Inspector in considering the appeal proposal noted that "the combination of the height and degree of projection in front of Walsh Lodge, and its overall size in comparison to it, means that the proposal would appear obtrusive and starkly at odds with its neighbour. The overall effect of the size of the proposed building would be to significantly erode the degree of spaciousness of the site and of the area that I have described generally. The proposed building would appear intrusive in comparison with the existing appearance of the area and it would have a detrimental effect on the important sense of openness".

This current application would maintain a similar, albeit slightly enlarged building footprint with a similar irregular triangular shape, but the projecting angular corner elements, including that projecting in front of Walsh Lodge would be reduced, and the building has been generally re-sited on its plot, set further away from Walsh Lodge. This results in the building as a whole generally being sited closer to the Deane Croft Road frontage (with the main bulk of the building adjacent to the surface car parking being set back 9.1m as opposed to 10.3m of the previous scheme) and closer to the trees along the western boundary by the War Memorial on the other and also closer to Field End Road at the corner.

The scheme also provides a similar amount of floor space and would have a similar height to the appeal scheme, with the main change being that the top storey would now be contained within a steeply pitched mansard/crown roof.

The Council's Conservation/ Urban Design Officer advises that the replacement of a flat roofed block with a steep mansard merely reduces a little of the bulk around the top edges of the building. Furthermore, as the revised scheme is so similar in its footprint, height and thus overall size to the one previously dismissed on appeal, it is considered that the Inspector's previous criticisms, set out under the heading "The effects of the proposal on the character and amenity of the area" still stand. The building would be very obtrusive on this very prominent corner site, starkly at odds with its neighbours and it would seriously erode the attractive open character of this part of Eastcote Village.

The officer also goes on to advise that in attempting to move and change the footprint of the building and give the impression of reducing its overall height, this scheme has raised some additional issues and concerns over those of the previous one.

Firstly, in moving the building within the site, it would now be much closer to the trees which separate this site from the War Memorial garden. This would be likely to be problematic in terms of retaining existing trees, and planting additional trees. Even if trees could be retained during the building work without damage to their roots, their proximity to the windows of the flats would be likely to necessitate their removal or reduction less they block daylight. This would damage the screening of the site and render a building on this corner plot even more obtrusive than it might otherwise be.

Secondly, the use of a very steep mansard roof would be particularly inappropriate. This roof form is untraditional and very uncharacteristic of an area of ridged, tiled roofs with small dormer windows. This roof form would make the building particularly dominant in appearance, drawing attention to its scale. The building would become top heavy, very unattractive and quite incongruous in the street scene.

The officer goes on to advise of continuing and additional design concerns, which include the long stark elevation to Field End Road, exacerbated by being set at an angle; the building's single, continuous height, and modular, repetitive appearance; the distance of the front elevation in front of Walsh Lodge, causing undue dominance on this corner site; the use of the roof for amenity space, with rooftop paraphernalia and railings, and the underground car parking ramp, both stark urban forms in a small scale, low density, residential area.

The officer concludes that:-

The development of this site would have a considerable impact on the general streetscape and townscape of Eastcote as it is prominently positioned at the end of Eastcote's main shopping parade and on a highly visible corner plot. Any new building would have a prevailing visual prominence, particularly along Field End Road. It is therefore very important that it respects the scale, character, established local distinctiveness and architectural style of the surrounding buildings in the area and does not detract from its open and leafy character. The recent removal of some trees on the site has increased the visibility of the site from Field End Road.

The revised scheme does not address the serious criticisms of the previous scheme, raised by this Council and the Appeal Inspector, relating to size, scale and bulk. It retains many of the previous design concerns and furthermore, it introduces new issues of design and its relationship with the trees, so crucial to this site.

It is considered that the revised scheme has not overcome the Inspector's previous concerns and a reason for refusal is recommended which takes account of the Inspector's concerns and the further impacts of the revised scheme.

7.08 Impact on neighbours

Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seek to protect the amenities of surrounding residential properties from new development in relation to loss of sunlight, dominance and loss of privacy respectively. The Council's Supplementary Planning Document HDAS: Residential Layouts provides further clarification in that it advises that buildings of two or more storeys should maintain at least a 15m separation distance from adjoining properties to avoid appearing overdominant and a 21m distance between facing habitable room windows and private amenity space such as balconies and patio areas (considered to be a 3m deep area adjoining the rear elevation of a property) should be maintained to safeguard privacy. The design guidance also advises that a 45 degree line of sight will be taken from habitable room windows to ensure that the outlook from windows is not unduly obstructed.

The closest adjacent residential property to the application site is the two-storey Walsh Lodge (1A Deane Croft Road), which is sited adjacent to the eastern side boundary. The revised scheme has been set further back from the side elevation of this property, so that the nearest part of the building on the upper floors (the projecting bays) would be sited some 4.7m from the western side elevation of Walsh Lodge. At the front, the proposed building would project some 7.5m from the nearest front corner of Walsh Lodge (which provides the entrance to the first floor flat), but as the proposed building would now be set back 8.1m from the front of the side elevation of Walsh Lodge, and at the rear, the proposed building would not significantly project beyond the rear elevation of Walsh Lodge with balconies having been removed, the 45 degree line of sight would not be breached and the proposal would provide adequate separation so as not to be harmful to the residential amenities of the occupiers of Walsh Lodge.

This scheme, as on the previous application proposes a roof top garden/ amenity area. The officer's previous report advised that although parts of the roof terraces would offer direct and oblique views of the rear garden of Walsh Lodge, as this is a communal garden, it is already directly overlooked by windows of different flats so that the proposal would not result in a significant change in terms of the existing privacy of the adjoining rear garden.

As such, the proposal is considered to comply with Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and the adopted HDAS SPD: Residential Layouts (July 2006).

7.09 Living conditions for future occupiers

Prescribed national housing standards, Policy 3.5 and Table 3.3 of The London Plan (March 2016), require and specify that the minimum internal floor space area/standard for a two-bedroom, four person flat should be 70 sq.m, and a one-bedroom, two person flat should be 50 sq.m.

Two of the one-bedroom units on the second floor are each shown on Drw. No. 239:04 Rev. B as having a study room (Units 7 and 8). It is considered that these rooms would be unlikely to be marketed and utilized as such, but would instead be used as a second bedroom, particularly as no physical alterations would be required to facilitate their alternative use. The rooms have therefore been assessed as second bedrooms.

The proposed one-bedroom units would have internal areas ranging from 52sqm to 79sqm and the two bedroom units (including Units 7 and 8) would range from 72sqm to 88sqm. All the proposed units therefore exceed minimum standards. The new nationally described space standards also specify that all double bedrooms should have a minimum floor area of 11.5sq. m and single bedrooms 7.5sq.m. Only the double bedroom in Unit 9 as measured from the plan is slightly undersized and the 'study' in Unit 8 at 11.0sq.m is only sufficient for a single bedroom. Given that the layout could be easily rectified with very minor modification, is considered that this deficiency could have been dealt with by condition had the application been acceptable in all other respects.

The bedrooms serving units 2 and 3 on the ground floor and units 6 and 7 on the second floor are less than ideal in terms of their natural lighting and outlook, but this arrangement formed part of the previously proposed scheme and no objections were raised at that time and it is an internal layout that has been accepted within new development elsewhere within the borough. All other habitable rooms would have good natural lighting and outlook. The new nationally described space standards specify that plans for new dwellings should demonstrate that all homes are provided with adequate space and services to be able to work from home. Given that the proposed flats in the new building would have adequate widths and areas for living areas, it is considered that there would be adequate scope for the provision of a desk/services etc. to enable occupiers to work from home.

Appropriate defensible space would be required to the habitable windows of the ground floor space, which could be required by condition, had the application not of been recommended for refusal. As a result, the proposal would be complaint with the related guidance contained in The London Plan (2016), Policy BE20 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Residential Layouts HDAS SPD (July 2006).

With regards to the provision of adequate usable external communal amenity space, paragraph 4.17 of the HDAS SPD requires a minimum of 25 sq.m for a two bedroom flats

and 20 sq.m for a one bedroom flat. As a result, the required minimum for the proposed 9 flats is 215 sq.m (7 x 25sq.m and 2 x 20sq.m). The proposed communal amenity area in the roof terraces on top of the building would have an area of 185 sq.m, and the combined area of the ground floor private terrace would be sq.m. The total communal area to be provided would therefore be sq.m, which would significantly exceed the required minimum. As such, the proposed amenity spaces would be adequate to provide satisfactory standards of amenity for the future occupiers of the proposed flats, thereby compliant with Policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies and the guidance contained in the HDAS SPD: Residential Layouts (July 2006).

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM2 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) requires development proposals to be assessed on their contribution towards traffic generation, policy AM7 requires the traffic generation of proposed development to be acceptable in terms of the capacity and safe and efficient functioning of existing roads and policies AM9 and AM14 require development proposals to satisfy cycle and car parking standards.

The Council's Highway Engineer advises that the PTAL for the site is 3, which is considered moderate with local buses being accessible along Field End Road, while Eastcote tube station is approximately 550m to the south.

Field End Road is classified as a borough secondary distributor road (B472), while Deane Croft Road is an unclassified borough road. In the vicinity of the site, on-street parking is restricted along Deane Croft Road to residents only 9am-5pm Mon Sat, while a double yellow line restriction (no parking at all times) is in place along Field End Road.

Traffic Impact

The Council's Highway Engineer advises that due to its size, it is anticipated that trips generated by the proposed development will not have a severe impact on local traffic operations.

Parking

The proposal includes 6 spaces, including 2 disabled person spaces in front of the surgery for the surgery's and pharmacy's use and 14 basement spaces including disabled person spaces for resident's use. The Council's Highway Engineer advises that based on the proposed level of development and site characteristics, the number of parking spaces allocated to the different uses, as shown on the submitted plans is considered adequate.

However, in order to comply with current policy requirements set out in the London plan:

- 2 parking spaces shall be equipped with active Electric Vehicle Charging (ECG) points;
- 2 parking spaces shall be equipped with passive ECG points.

In terms of the residential parking, a car park allocation plan shall be produced and submitted to the council for approval prior to commencement of works.

Secure bicycle storage shall be provided at basement level for a minimum of 9 bicycles. At ground floor level, a minimum of 7 secure bicycle parking spaces shall be provided for customers of the pharmacy and surgery. Details of cycle storage arrangements should be submitted to the Council for approval prior to commencement of works.

Access

The Highway Engineer goes on to advise that access to the site is provided by two new

crossovers and that the developer would be financially responsible for any highway works and making good any redundant crossings on the existing footway, the details of which will need to be submitted to the council and approved before commencement of works. Furthermore, appropriate visibility would be needed at the access points.

Internal Layout

The proposed ramp has a width of 4.1m, which is adequate for one way operations only. Details of proposed ramp control are required before commencement of works. Also, the maximum gradient for the ramp is 1:9 and a minimum headway of 2.1m in the basement is required which needs to be confirmed. The internal circulation areas appear adequate for the intended purposes.

Bin Store Location

The proposed location of the refuse bin stores complies with guidance included in Building regulations 2010, Part H, Section H6, Paragraph 1.8.

It is considered that the above matters could be addressed through condition had the application been considered acceptable in all other respects.

7.11 Urban design, access and security

- Security

Had the application been found to be acceptable in all other respects, a Secure by Design condition could have been added to ensure that the proposal remains resilient to crime.

7.12 Disabled access

The officer's report on the previous application advised that the Access Officer had requested revised plans that demonstrated an appropriate bathroom layout could be incorporated into every flat and that if the application had been considered acceptable in all other aspects, this could have been dealt with by condition.

Similarly, a condition could require that appropriate disabled access was provided on this revised application had it been considered acceptable in all other respects in order to comply with Part M4(2), as set out in Approved Document M to the Building Regulations 2015, and to comply with the requirements of Policy AM13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policy 3.8 of The London Plan (March 2016).

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

The Council's Tree Officer has reviewed the amended scheme, involving a revised siting of the proposed building and the submitted tree report and advises that the line of trees (T4-T6) are situated far enough away from development to not be affected whereas trees T14, 15, 18 & 19 are low value and do not constrain the development. However, the group of mainly Ash (T20, 21 & 22) form an attractive and conspicuous group and (collectively) have a high amenity value.

The submitted tree report demonstrates that the proposals could be built without damaging the trees, however the Ash trees have the potential to become much larger in the future and there will be inevitable pressure from future occupants to remove or severely reduce the trees / their overhanging branches, which will be harmful to the trees' health and appearance, and the long-term amenity of the area.

The officer concludes that the revised scheme is unacceptable because it does not make adequate provision for the long-term retention of the group of Ash trees (T20, 21 & 22) close to the site, because it will give rise to pressure to fell or reduce the trees. The loss or heavy pruning of these trees would be harmful to the amenity and arboreal character of the area.

7.15 Sustainable waste management

Provision for a refuse/ recycling store has been made in front of the pharmacy which is within 10m of the Deane Croft Road frontage.

Although it is considered that the proposed ground floor Pharmacy/Doctor's Surgery would not generate significant quantities of clinical and other associated waste, it is important that the Hazardous Waste Regulations 2005 are complied with.

If the application was considered acceptable in all aspects, an advisory informative would have been recommended.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Policy OE7 of the Saved Policies UDP seeks to prevent development in areas liable to flood unless appropriate flood protection measures are proposed and Policy OE8 seeks to resist developments that would result in an increased risk of flooding elsewhere. Policy 5.13 of the London Plan (March 2016) also requires development proposals to utilize sustainable drainage techniques.

The Council's Water and Flood Prevention Officer advises that the site is located in Flood Zone 1 according to the Environment Agency Flood Maps, although Deane Croft Road is at risk of surface water flooding. The development includes a basement level car parking to be accessed from Deane Croft Road so that the applicant needs to address the risk of flooding to the basement.

The lack of a site investigation that demonstrated that the proposal did not present a flood risk formed a reason for refusal of the previous scheme.

However, the Inspector considered that although no details had been submitted, it would be feasible to require any necessary attenuation measures to be submitted as a condition of planning permission as there was scope within the site for this and therefore the Inspector did not see the need for these details to be required before permission was granted.

Given the Inspector's comments, an additional reason for refusal is not recommended as flood risk could be dealt with by an appropriately worded condition, as recommended by the Water and Flood Prevention Officer.

7.18 Noise or Air Quality Issues

The officer's report on the previous scheme advised that the pharmacy use would result in a number of comings and goings of persons who may not necessarily want to access the surgery. There are no records of any opening hours for the established existing surgery on the site, and the applicant has not provided any details of opening hours for both proposed uses. The proposed pharmacy use is a retail use that falls within Use Class A1, and such uses would normally not have opening hours restrictions. It is considered that both the uses would have closing hours before the start of the conventional sleeping hour of 2300 for residential occupiers. Nevertheless, if the application had been considered acceptable in all aspects, a condition would have been recommended to restrict the daily closing hour

of the doctor 's surgery and pharmacy uses to 2100 hours.

An adequate residential environment in terms of noise could be achieved with suitable noise insulation which could be controlled by condition had the application been acceptable in all other respects.

There are other noise or air quality issues raised as part of this application proposal.

7.19 Comments on Public Consultations

In terms of the individual consultees responses and those raised by the Eastcote Conservation Panel these have been dealt with in the officer's report.

7.20 Planning Obligations

Not applicable to this application although the development would be Mayoral and Council CIL liable.

7.21 Expediency of enforcement action

The site nor the application raise any enforcement issues.

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

It is considered that whilst it has now been established that a reason for refusal could not be justified in terms of the impact of the proposal on adjoining occupiers and the Inspector on the previous similar scheme considered that drainage and flood risk issues could be dealt with by condition, the revised scheme has not overcome the previous Inspector's concerns in terms of the adverse impacts on the surrounding area and these concerns form the basis for the LPA's continued objection to the current scheme.

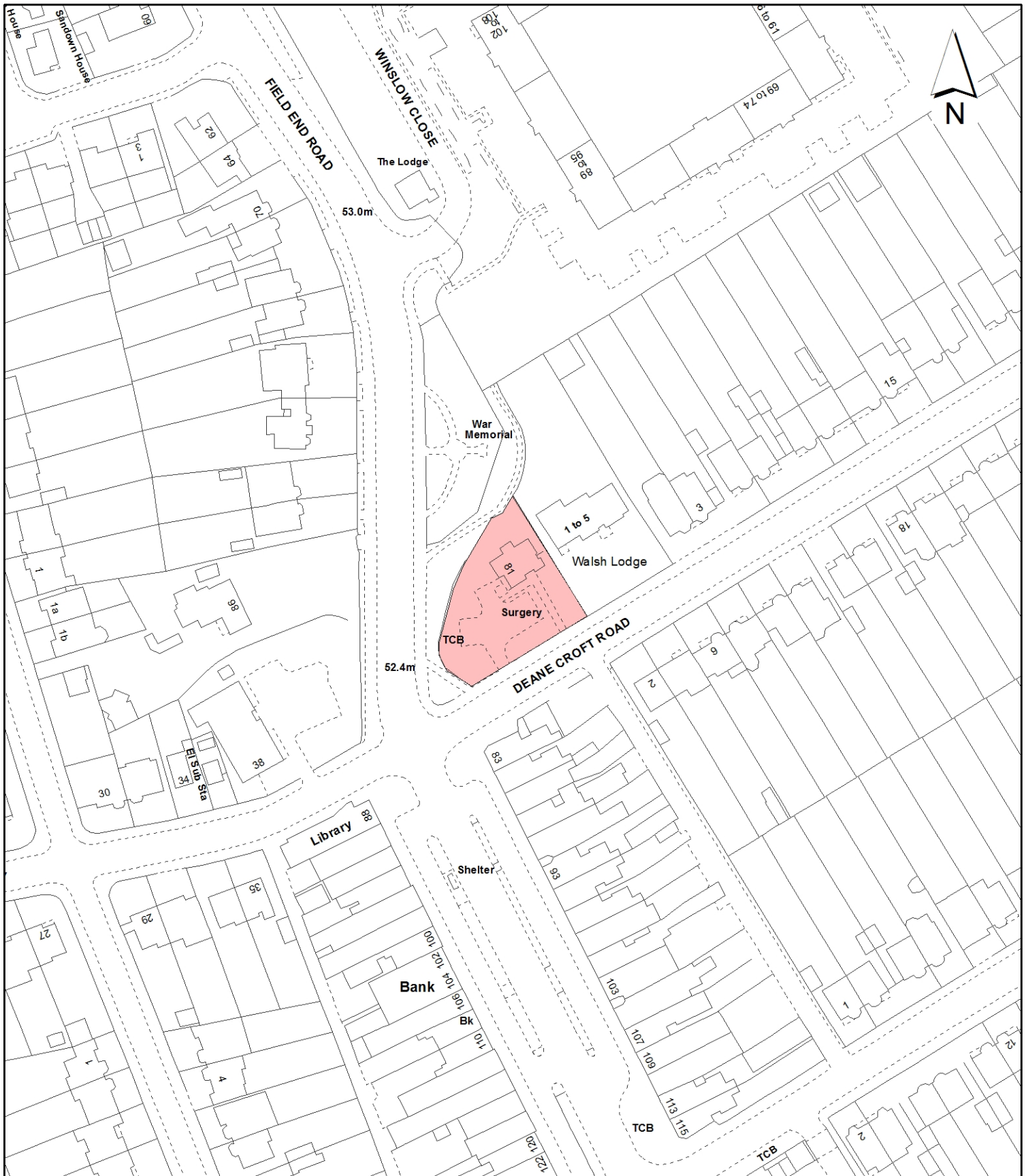
As an appeal has been lodged for non-determination, the views of the LPA need to be reported to the Planning Inspectorate.

11. Reference Documents

NPPF (March 2012)
London Plan (March 2016)
Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Supplementary Planning Document HDAS: Residential Layouts (July 2006)
Supplementary Planning Document HDAS: Residential Extensions (December 2008)
Supplementary Planning Document HDAS 'Accessible Hillingdon' Supplementary Planning Document (May 2013).

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Notes:

 Site boundary

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Planning Application Ref:
363/APP/2016/3965

Scale:
1:1,250

Planning Committee:
North

Date:
March 2017



HILLINGDON
 LONDON