

Report of the Head of Planning, Sport and Green Spaces

Address GRANGE HOUSE 9 GRANGE ROAD HAYES

Development: Change of use from dwellinghouse (Use Class C3) to a 12-person House of Multiple Occupation (Sui Generis) with alterations to front and internally

LBH Ref Nos: 1489/APP/2016/4156

Drawing Nos: P-9 GR-03
P-9 GR-04 Rev. B
P-9 GR-01 Rev. A
P-9 GR-02

Date Plans Received: 15/11/2016 **Date(s) of Amendment(s):**

Date Application Valid: 13/12/2016

1. **SUMMARY**

Full planning permission is sought for the change of use from Use Class C3 (Dwellinghouse) to sui generis to create a 7 bed, 12 person HMO with alterations to front and internally. The site requires planning permission as the number of occupants proposed, exceeds the maximum number of 6 people allowed under permitted development for the conversion of residential properties to houses in Multiple Occupation.

The internal layout would consist of 2 double bedrooms and 1 single bedroom including one en-suite, a kitchen, dining room, sitting room and a shower room and WC at ground floor and 4 en-suite bedrooms at first floor level. The site already benefits from at least four off road parking spaces.

2. **RECOMMENDATION**

APPROVAL subject to the following:

1 RES4 **Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers P-9 GR-04 B and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

2 NONSC **Non Standard Condition**

Within 1 month of the date of this decision, a Site Supervision Management Plan shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the approved scheme shall be implemented prior to the use hereby permitted being commenced, and maintained in full compliance with the approved measures.

REASON: To safeguard the amenity of the occupants of surrounding properties in accordance with Policy OE1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

3 NONSC Non Standard Condition

Within 1 month of the date of this decision, a landscape scheme shall be submitted to and approved in writing by the Local Planning Authority by the Local Planning Authority. The scheme shall include:

2.a Refuse Storage

2.b Cycle Storage

Thereafter the development shall be carried out and maintained in full accordance with the approved details.

REASON

To ensure that the proposed development will provide adequate facilities in compliance with policies AM7 and AM14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policy 5.17 (refuse storage) of the London Plan (2016).

4 NONSC Non Standard Condition

Within 1 month of the date of this decision, a revised kitchen layout shall be submitted to and approved in writing by the Local Planning Authority by the Local Planning Authority. Thereafter, the approved layout shall be implemented prior to the use hereby permitted being commenced, and maintained in full compliance with the approved measures.

REASON

To safeguard the amenity of the current and future occupants of the application property in accordance with Policy H7 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Hillingdon HMO Amenity Standards 2015.

5 MDR5 Multiple Occupation/Shared Facilities

The property shall only be used on the basis of multiple occupation with shared facilities and no more than 7 letting bedrooms as indicated on the plans hereby approved and shall not be used at any time as self-contained units. Not more than 12 persons shall reside at the premises at any time.

REASON

In order to prevent the establishment of self-contained units in view of the limited provision of car parking and to protect the amenity of the area in accordance with Policy H7 of the Hillingdon Unitary Development Plan.

6 H7 Parking Arrangements (Residential)

The parking areas (including where appropriate, the marking out of parking spaces), shall be constructed, designated and allocated for the sole use of the occupants prior to the occupation of the development and thereafter be permanently retained and used for no other purpose.

REASON

To ensure that an appropriate level of car parking provision is provided on site in accordance with Policy AM14 of the adopted Hillingdon Unitary Development Plan Saved Policies (September 2007) and Chapter 6 of the London Plan (2016).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to GRANT 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 GRANT 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.

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.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE4	New development within or on the fringes of conservation areas
OE1	Protection of the character and amenities of surrounding properties and the local area
AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
H7	Conversion of residential properties into a number of units
LPP 3.3	(2016) Increasing housing supply
LPP 3.8	(2016) Housing Choice
LPP 3.9	(2016) Mixed and Balanced Communities

3 I59 Councils Local Plan : Part 1 - Strategic Policies

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

4 I47 Damage to Verge - For Council Roads:

The Council will recover from the applicant the cost of highway and footway repairs, including damage to grass verges.

Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense.

For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).

5 115 Control of Environmental Nuisance from Construction Work

Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should ensure that the following are complied with:-

A. Demolition and construction works which are audible at the site boundary shall only be carried out between the hours of 08.00 and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays, Bank or Public Holidays.

B. All noise generated during such works shall be controlled in compliance with British Standard Code of Practice BS 5228:2009.

C. Dust emissions shall be controlled in compliance with the Mayor of London's Best Practice Guidance 'The Control of dust and emissions from construction and demolition.

D. No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit (www.hillingdon.gov.uk/noise Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises of a large semi-detached dwelling situated at the bottom of Grange Road. The house is set well back from the main road, and benefits from a number of previous extensions to the side and rear, as well as retaining at least four off road parking spaces to the front and an extensive rear garden.

The property falls within the Hayes Village Conservation Area with a number of properties that are similar in size and form. A row of semi-detached properties can be found to the rear of the site, with a row of terraced blocks to the South, and faces towards the open fields of Beck Theatre.

3.2 Proposed Scheme

Planning permission is sought for the change of use from dwellinghouse (Use Class C3) to a 7-bed 12 person House of Multiple Occupation (Sui Generis) with alterations to front and internally. The front alteration would consist of a new window to bedroom 2, and internal alterations to accommodate 7 bedrooms, a kitchen, dining room, sitting room, shower room, and utility room. The site would benefit from at least 4 off road parking spaces.

3.3 Relevant Planning History

1489/APP/2001/2334 9 Grange Road Hayes

ERECTION OF A REPLACEMENT SIDE GARAGE WITH FIRST FLOOR EXTENSION ABOVE
(INVOLVING PART DEMOLITION OF EXISTING SIDE GARAGE)

Decision: 28-02-2002 Approved

1489/APP/2015/3993 Grange House,9 Grange Road Hayes

Change of use from Use Class C2 (Residential Institutions) to Use Class C3 (Dwellinghouses)

Decision: 11-03-2016 Approved

1489/APP/2016/2463 Grange House,9 Grange Road Hayes

Change of use from dwellinghouse (Use Class C3) to a 7-bed House of Multiple Occupation (Sui Generis) with alterations to front and internally

Decision: 13-10-2016 Approved

Comment on Relevant Planning History

1489/APP/2016/2463: Change of use from dwellinghouse (Use Class C3) to a 7-bed House of Multiple Occupation (Sui Generis) with alterations to front and internally - Granted

1489/APP/2015/3993: Change of use from Use Class C2 (Residential Institutions) to Use Class C3 (Dwellinghouses) - Granted

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

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.

BE23 Requires the provision of adequate amenity space.

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

BE4 New development within or on the fringes of conservation areas

OE1 Protection of the character and amenities of surrounding properties and the local area

- AM7 Consideration of traffic generated by proposed developments.
- AM14 New development and car parking standards.
- H7 Conversion of residential properties into a number of units
- LPP 3.3 (2016) Increasing housing supply
- LPP 3.8 (2016) Housing Choice
- LPP 3.9 (2016) Mixed and Balanced Communities

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **1st February 2017**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

A total of 6 adjoining and nearby neighbouring properties including the Hayes Village Conservation Area Panel were consulted via letter dated 14.12.16. A site notice was also displayed adjacent to the premises on 19.12.16.

Hayes Village Conservation Area Advisory Panel:

Do not feel 6 spaces is sufficient for 12 people, and although off street parking is not an issue in Grange Road, would alter the appearance of the neighbourhood.

Officer Comment: The car parking standards set out within Annex 1 of the Hillingdon Local Plan Part Two Saved UDP Policies seeks a maximum of 1 car parking space per 2 habitable bedrooms.

Ward Councillor: Requests that the application is reported to the Planning Committee.

Internal Consultees

Highways Officer: There is already permission at the site for a 7 bed HMO. There is sufficient car parking spaces at the site for 4 cars providing bays marked out. There is no cycle storage which should be requested via condition.

Housing Surveyor: No objection subject to following - 2 x 240L Refuse Bins and HMO Management Plan in accordance with HMO SPG.

Environmental Protection Unit: No objection subject to standard condition.

Conservation and Design: Almost all alterations are internal and would not impinge upon character and appearance of Conservation Area.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Policy H7 seeks to safeguard existing housing in the Borough, and in this respect it should be noted the Council does not consider the change of a dwellinghouse to a HMO to represent a loss of residential accommodation. This type of accommodation does not fall within a specified class of the 1987 use classes order (as amended) but constitutes a 'sui generis' use.

7.02 Density of the proposed development

Not applicable to this application.

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

The application site falls within the boundaries of the Hayes Village Conservation Area.

Policy BE4 seeks to ensure new development within the conservation area will either enhance or preserve those features which contribute to their special architectural and visual qualities. The proposal comprises of mainly internal alterations which would fail to impact the visual quality of the conservation area with the insertion of a new window to the front elevation to provide a satisfactory outlook to bedroom 2. The modest alteration is considered not to adversely impact the character and appearance of the property or the street scene, and as such would preserve the visual amenities of the conservation area, in accordance with Policy BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012). Policy BE4 reflects the relevant legal duties.

Paragraph 4.2 of the 'Houses in Multiple Occupation and other non-self contained housing' Supplementary Planning Guidance to the Hillingdon Unitary Development Plan August 2004 states the Council will seek to avoid an over-concentration of HMO and other conversions in roads which are predominantly residential in character. Although an individual conversion may not have any significant impact, the cumulative impact of conversions can be significant. In addition to visible alterations and addition such as hardstanding, additional refuse bins, more intensive use which can all lead to unacceptable levels of noise and disturbance. As such conversions in conservation areas will not be given where more than 5% of residential properties in the Conservation Area have already been converted. In addition permission will also not be given for conversions where it would result in 2 or more consecutive dwellings being converted.

Based on the Council's database of HMO's from private sector housing and council tax records there is only 1 other registered HMO within the Hayes Village Conservation Area. Accordingly, including the application site out of approximately 300 properties the total development would total less than 1% of properties registered as HMO's and is therefore considered acceptable in principle subject to providing an acceptable quality of accommodation.

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

Not applicable to this application.

7.07 Impact on the character & appearance of the area

Policies BE13 and BE19 require all new development to harmonise with the existing street scene and to complement or improve the amenity and character of the area. The only external alterations involves the insertion of a new window to the front elevation of the host dwelling to serve bedroom 2 which would increase the current level of residential amenity for the occupiers by ensuring a satisfactory outlook.

Policy OE1 states permission will not normally be granted for uses and structures which are, or are likely to become, detrimental to the character or amenities of surrounding properties or the area generally due to their siting or appearance, the storage or display of items, traffic generation and congestion, and noise and vibration emissions. In accordance with this policy and as the proposal is for the conversion from a single dwelling to a HMO, it would be considered prudent to impose a condition which requires details of management and maintenance for the up keep of the house and garden. Although properties used by single families are equally capable of becoming run down, many landlords do not live on-

site and so physical problems with converted properties can go undetected for some time without proper management supervision. The transient nature of many converted properties, because of the relatively short duration of tenancies, also increases the need for the effective management and maintenance of properties. Regardless of the interior condition of a property, outwardly visible signs of poor management and maintenance (such as unkempt gardens) tend to have a detrimental effect on the overall street scene and level of residential amenity.

Effective management control, whether it be carried out by housing associations, managing agents or applicants themselves, is crucial to maintaining a satisfactory environment for tenants and for achieving a good tenant/neighbour relationship. Details of management and maintenance will therefore be applied through a planning condition and will be expected to include arrangements for:

- Keeping front and rear gardens free of refuse and unsightly household items;
- Mowing of grassed areas;
- Repairing of broken fencing, gates and other enclosures;
- Repairing of damaged or broken external facades of building(s).

Subject to the management and supervision condition, the proposal is considered acceptable in accordance with Policies BE13, BE15, BE19 and OE1 of the Hillingdon Local Plan, Part Two, Saved Policies (November 2012).

7.08 Impact on neighbours

The potential impacts of the additional number of residents at Grange House upon the adjoining neighbours in terms of the additional noise, greater comings and goings to the property, vehicle movements that would be the case with seven persons in shared occupation rather than a single family dwelling relate primarily to social and behavioural issues, which for private dwellings cannot be controlled under planning legislation and are not necessarily any more likely to occur in a shared household than in a single family dwelling house. The application site, which benefits from 7 bedrooms would be unlikely to give rise to such a significant increase in the likelihood of disturbance then if the property were to be used as a single dwelling, such that a refusal only on this basis could be justified.

7.09 Living conditions for future occupiers

In accordance with the Housing Surveyors recommendation, a new kitchen layout should be implemented to meet the minimum standards within the amended Hillingdon HMO SPG 2004 where shared kitchen facilities must be of a such layout and size and equipped with such facilities so as to allow those sharing the facilities to store, prepare and cook food. This can be achieved by way of condition as requested by the Principal Housing Surveyor, and should also be noted that a license will only be granted on the basis that the adequate provisions are made within the kitchen.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy AM14 of the Hillingdon Local Plan Part Two Saved UDP Policies and the Hillingdon HMO SPG seeks a maximum of 1 car parking space per 2 habitable rooms excluding those used for communal purposes.

The application site would be occupied as a 7 bed HMO with an off road parking area to the front capable of accommodating at least 4 cars to comply with the HMO SPG. Furthermore as previously quoted by the Highways department, there is little on street parking stress due to no parking restrictions and as majority of the properties within the surrounding area benefit from off road parking. It is therefore considered the use of the site as a HMO would not result in an increased demand for on street parking. Details regarding cycle storage will

be sought via condition. It is considered as the site benefits from a side access leading to a substantial size rear garden this would not be difficult to accommodate.

As such the proposal is considered to comply with Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Council's SPG to Hillingdon UDP Houses in Multiple Occupancy and other Non-Self Contained Housing.

7.11 Urban design, access and security

With regard to private amenity space, the Council require a minimum of 15m² of private usable amenity space per habitable room (excluding those used for communal living purposes). Given that the rear garden measures approximately 420 square metres it is considered that sufficient amenity space would be available to meet these requirements.

With regard to the residential living conditions proposed, the Hillingdon HMO SPG for detached housing requires at least one ground floor habitable room over 10m² other than a kitchen, for communal living purposes. The house has adequate facilities including a dining room, a sitting area and a kitchen and a WC as set out in the Council's Supplementary Planning Guidance 'Houses in Multiple Occupation and other non-self contained housing'(2004) and thus an adequate standard of accommodation, layout and amenity space is provided thus ensuring compliance with Policies H7 and BE23 of the Hillingdon Local Plan, Part Two, Saved Policies (November 2012).

7.12 Disabled access

Not applicable to this application.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

Policy BE38 of the Local Plan seeks to retain and utilise topographical and landscape features of merit and the provision of new landscaping and planing wherever possible.

There are no trees or significant landscape features on the site with the hardstanding area to the front of the being an existing feature.

Accordingly, for these reasons, the proposal is considered to comply with the objectives of Policy BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.15 Sustainable waste management

Not applicable to this application.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

Noise issues have been covered above. No issues of air quality arise.

7.19 Comments on Public Consultations

Discussed within main body of the report.

7.20 Planning obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

Not applicable to this application.

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

Planning Permission is sought for the change of use from a single dwelling (Use Class C3) to a Sui Generis use to form a 7 bed, 12 person House in Multiple Occupation (HMO).

The proposal involves the insertion of a window to the front elevation to serve bedroom 2, and internal alterations to create a 7 bed HMO with 4 being en-suite, a kitchen, dining room, sitting area and off road parking for at least 4 cars.

The proposal is not considered to have a greater impact upon the adjoining neighbours and character of the original property and conservation area, than the existing use and with sufficient off road car parking and amenity area, the application is considered acceptable.

11. Reference Documents

Hillingdon Local Plan: Part One (November 2012)

Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

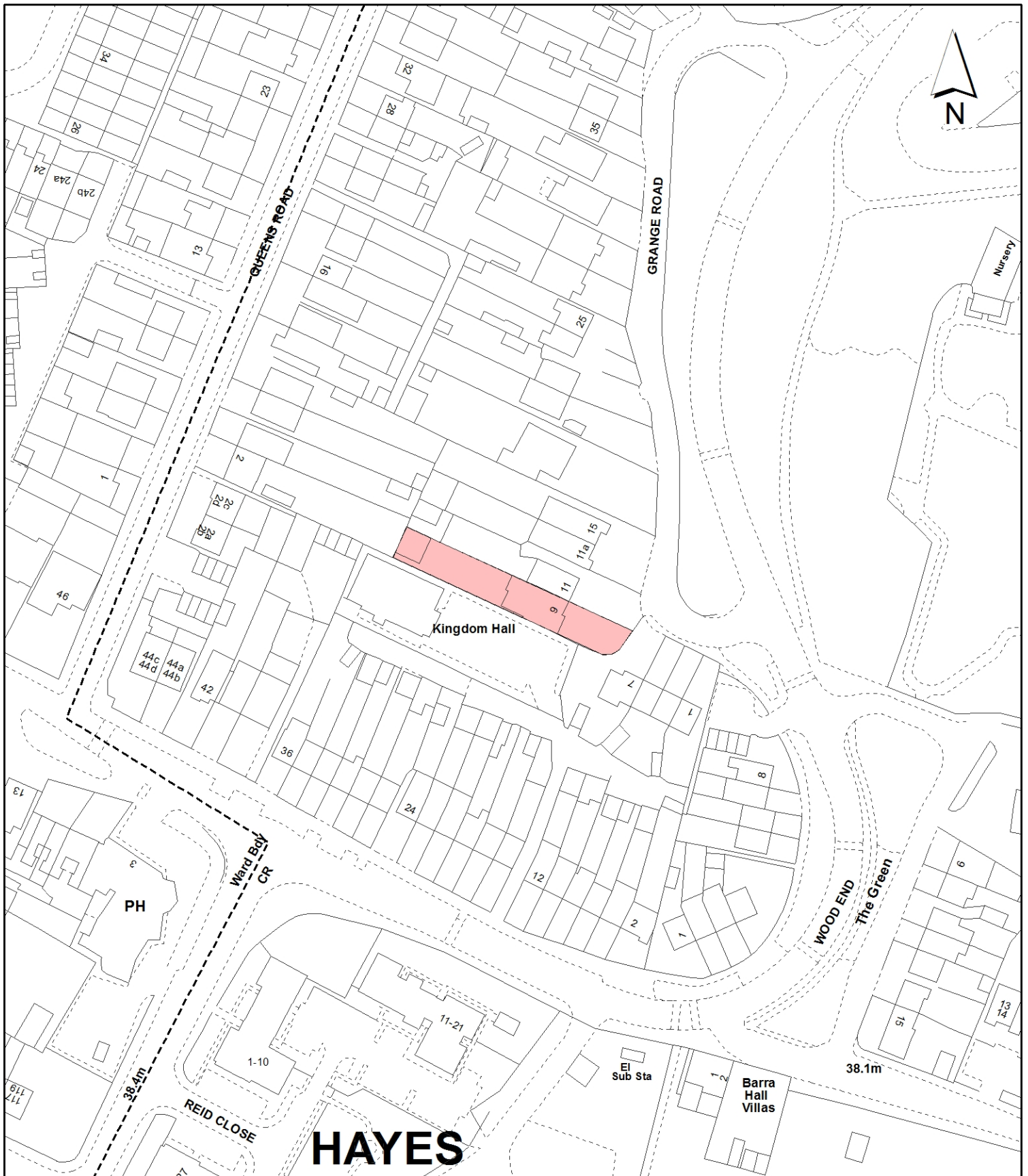
London Plan 2016

Accessible Hillingdon SPD

Hillingdon Supplementary Planning Guidance on Houses in Multiple Occupation and other non-self contained housing (2004).

Contact Officer: Naim Poptani

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

**Grange House
 9 Grange Road**

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

Planning Application Ref:
1489/APP/2016/4156

Scale:
1:1,250

Planning Committee:
Central & South

Date:
March 2017

