

Report of the Head of Planning, Sport and Green Spaces

Address LAND TO REAR OF 51 AND 53 PEMBROKE ROAD RUISLIP

Development: Two x 3-bed detached bungalows with associated parking and amenity space.

LBH Ref Nos: 66982/APP/2017/1468

Drawing Nos: 160154(02)001
Site Photos document ref:160154 dated Sep 16
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S09-314-100
Design & Access Statement Appendix A
Design & Access Statement ref 160154 dated April 17

Date Plans Received: 24/04/2017

Date(s) of Amendment(s):

Date Application Valid: 03/05/2017

1. SUMMARY

Planning permission is sought for the erection of two 3-bed detached bungalows with associated parking and amenity space in the rear gardens of Nos. 51 and 53 Pembroke Road.

The proposal would have no undue impact on the residential amenities of the adjoining occupiers, which could be controlled by planning conditions. The standard of accommodation for future occupiers would be acceptable. There would be no undue impact on parking demand, pedestrian and highway safety. However, the proposal would harm the character of the site and surrounding area and be detrimental to the visual amenity of the area and the street scene by reason of the layout, siting and scale of the buildings and would not respect or improve the existing pattern of buildings contrary to Policy 7.4 of the London Plan (2016), Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and policies BE4, BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Supplementary Planning Document (HDAS Residential Layouts). The application is therefore recommended for refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development results in inappropriate development of garden land, resulting in harm to the character and appearance of the surrounding area. The current garden land has a spaciousness and openness which makes an important contribution to local character. The loss of the garden land will be detrimental to the visual amenity of the area and the street scene by reason of the driveway access, layout, siting and scale of the buildings and would not respect or improve the existing pattern of buildings contrary to Policies 7.4 and 7.6 of the London Plan (2016), Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and policies BE4, BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Supplementary Planning Document (HDAS - Residential Layouts) and the National Planning Policy Framework (2012 as amended).

2 NON2 Non Standard reason for refusal

These proposals involve the development of garden lands of some individual magnitude, and which adjoin similar gardens. Gardens are considered to be a priority habitat within the London Biodiversity Action Plan. Policy 7.19D of the London Plan requires these habitats to receive appropriate protection in the planning process. Similarly, Policy BE1 of the Hillingdon Local Plan Part 1, seeks to ensure development on gardens does not erode biodiversity in suburban areas. The biodiversity of the site is therefore important, and has been generally recognised in previous recent appeal decisions, but without necessarily being documented, and nor have steps (apart from the general provision of new planting) been suggested to protect or enhance such biodiversity to compensate for the loss of the site to the development the subject of these proposals. Accordingly the development is contrary to Policy BE 1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policy 7.19D of the London Plan (2016)

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 Local Plan: Part Two - Saved UDP Policies (November 2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (July 2016) and national guidance.

- AM7 Consideration of traffic generated by proposed developments.
- AM9 Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
- AM14 New development and car parking standards.
- BE4 New development within or on the fringes of conservation areas
- BE13 New development must harmonise with the existing street scene.
- BE15 Alterations and extensions to existing buildings
- BE19 New development must improve or complement the character of the area.

BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
H4	Mix of housing units
OE1	Protection of the character and amenities of surrounding properties and the local area
OE7	Development in areas likely to flooding - requirement for flood protection measures
R17	Use of planning obligations to supplement the provision of recreation leisure and community facilities
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.4	(2011) Optimising housing potential
LPP 3.5	(2011) Quality and design of housing developments
LPP 3.8	(2011) Housing Choice
LPP 5.1	(2011) Climate Change Mitigation
LPP 5.2	(2011) Minimising Carbon Dioxide Emissions
LPP 5.3	(2011) Sustainable design and construction
LPP 7.3	(2011) Designing out crime
LPP 7.6	(2011) Architecture
LPP 8.3	(2011) Community infrastructure levy

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), then London Plan Policies. 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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You are advised that the Council has examined housing supply as part of the Housing Trajectory and is satisfied that the supply of development land is sufficient and as such there is not a pressing need for the development proposed at the application site.

3. CONSIDERATIONS

3.1 Site and Locality

The application site comprises land located to the North of Nos .51 and 53 Pembroke Road and is formed from part of the the rear gardens of these properties. The site is approximately 0.25 hectare in area. To the North, the site is bounded by the rear gardens of Nos. 5, 6 and 7 Green Walk. These properties in Green Walk are within the Ruislip Manor Way Conservation Area. The site is bounded to the East by the rear garden of No .55

Pembroke Road and to the West, by the side boundaries of No.32 Brickwall Lane and No.49 Pembroke Road. The land slightly undulates and there are mature trees and hedges to the North, East and West boundaries.

The surrounding area is residential in character, comprising and is made up of bungalows with accommodation in the roof space and two storey detached properties, but it is also open garden land where previous proposals for development on this and adjacent sites have been rejected. The houses are generally set back a short distance from the road, behind short driveways, and have relatively long and open gardens to the rear. The site is within the 'Developed Area' as identified in the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

3.2 Proposed Scheme

Full planning permission is sought for the erection of two 3 bed detached bungalows with associated parking and amenity space.

Each of the proposed plots would be 30-35 m in depth and 20 m in width. The buildings would each be 10 m in width, 14 m in depth and 7 m in height. Both dwellings would be the same design. The two new dwellings proposed would be separated by a new hedge. Substantial landscaping is suggested.

The proposed dwellings would be accessed from a new 3.7 m wide driveway set between Nos.51 and 53 Pembroke Road. The driveway would extend by some 40 m from Pembroke Road and terminate in a turning head in front of the two proposed houses. Two parking spaces for each house would be provided off the turning head.

The proposal is an amendment to a previously refused scheme (66982/APP/2013/109). An appeal against the refusal was also dismissed. The amendments comprises:

1. The buildings have been reduced from 2½ storey houses to bungalows.
2. The width of the dwellings have been reduced by 1.7 m.
3. The width of the hardstanding has been reduced by 0.4 m.
4. New tree planting is shown.

3.3 Relevant Planning History

66982/APP/2010/1004 Land To Rear Of 51 And 53 Pembroke Road Ruislip

Erection of 2 five-bedroom, two storey detached dwellings with habitable roofspace, associated parking and amenity space.

Decision: 27-09-2010 Refused **Appeal:** 17-06-2011 Dismissed

66982/APP/2011/2221 Land To Rear Of 51 And 53 Pembroke Road Ruislip

Erection of 2 five-bedroom, two storey detached dwellings with habitable roofspace, associated parking and amenity space

Decision: 06-12-2011 Refused **Appeal:** 15-06-2012 Dismissed

66982/APP/2013/109 Land To Rear Of 51 And 53 Pembroke Road Ruislip

2 x 4-bedroom, detached bungalows with habitable roofspace, associated parking and amenity space.

Decision: 16-04-2013 Refused

Appeal: 30-10-2013 Dismissed

66982/APP/2014/475 Land Adj To 51 & 53 Pembroke Road Ruislip

Two storey, 3-bed attached dwelling with associated parking and amenity space involving alteration to existing roof of No.51 installation of bin store and cycle store and alterations to existing vehicular crossover.

Decision: 25-06-2014 Approved

66982/PRC/2016/194 Land To Rear Of 51 And 53 Pembroke Road Ruislip

Proposed development of 2 x 3 bed bungalows on land to the rear of 51-53 Pembroke Road

Decision: 11-01-2017 NFA

Comment on Relevant Planning History

There have been a number of applications involving the the application site. The relevant recent applications are summarised below:

66982/APP/2013/109: Application for planning permission the erection of 2 x 4-bedroom, detached bungalows with habitable roofspace, associated parking and amenity space. This application involved the use of the sizeable garden area to the rear of the site and was refused on the following grounds:

1. The proposed development would result in the inappropriate development of gardens. Additionally the size and scale of the houses in this location would appear over-sized, imposing and overly dominant when viewed from the public highway and other near by properties. The development by virtue of the loss of gardens, its size and design would erode the character, biodiversity, appearance and local distinctiveness of the site and surrounding neighbourhood. The proposal is therefore contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies 3.5, 7.4, 7.6 and 7.19D of the London Plan (July 2011) and the National Planning Policy Framework.

2. The applicant has failed to provide contributions towards the improvement of services and facilities as a consequence of demands created by the proposed development, particularly in respect of education. The proposal therefore conflicts with Policy R17 of the adopted Local Plan and the Council's Planning Obligations Supplementary Planning Guidance.

An appeal against the refusal was dismissed on grounds of harm to the character and appearance of the area.

66982/APP/2014/475: Application for planning permission for the erection of 3 bed house attached to 51 Pembroke Rd. This application was recommended for approval subject to completion of S106 legal agreement. However, the application was not determined.

Land to the East was also subject to development proposals including a scheme for

sheltered apartments which was dismissed at appeal 59838/APP/2007/3639.

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.H1 (2012) Housing Growth

Part 2 Policies:

AM7 Consideration of traffic generated by proposed developments.

AM9 Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities

AM14 New development and car parking standards.

BE4 New development within or on the fringes of conservation areas

BE13 New development must harmonise with the existing street scene.

BE15 Alterations and extensions to existing buildings

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

BE20 Daylight and sunlight considerations.

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

BE22 Residential extensions/buildings of two or more storeys.

BE23 Requires the provision of adequate amenity space.

BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

H4 Mix of housing units

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

OE7 Development in areas likely to flooding - requirement for flood protection measures

R17 Use of planning obligations to supplement the provision of recreation, leisure and community facilities

HDAS-EXT Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008

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

LPP 3.4 (2011) Optimising housing potential

LPP 3.5 (2011) Quality and design of housing developments

LPP 3.8 (2011) Housing Choice

LPP 5.1 (2011) Climate Change Mitigation

LPP 5.2 (2011) Minimising Carbon Dioxide Emissions

LPP 5.3 (2011) Sustainable design and construction

- LPP 7.3 (2011) Designing out crime
LPP 7.6 (2011) Architecture
LPP 8.3 (2011) Community infrastructure levy

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **7th June 2017**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

14 Neighbouring dwellings and the Ruslip Residents Association were notified of the proposed development on 5th May 2017. A site notice was also erected on 12th May 2017.

10 responses including a petition with 75 signatures were received. 1 of the responses received supports the application and 9 raised objection to the proposal on the following grounds:

1. Loss of garden land.
2. Infilling of back gardens resulting in an overcrowded environment;
3. Harm to the character and appearance of the area.
4. Loss of privacy.
5. Harm to existing trees.
6. Harm to highway and pedestrian safety.
7. Over-development.
8. The side of the garden of No.55 Pembroke Road would become exposed by the proposed development and provide additional openings for potential intruders to our property.
9. The proposed development would destroy the current landscaping for ever;
10. Harm to wildlife.
11. The proposal is similar to the previously refused schemes.
12. Poor access.
13. The proposal would set precedent in the locality.
14. The proposal would increase traffic in the locality.
15. The proposal would put pressure on the existing infrastructure.

One comment draws attention to a desired legal agreement associated with 66982/APP/2014/475: but that decision was not issued and therefore the legal agreement does not restrict this proposal.

Internal Consultees

HIGHWAYS OFFICER:

This application is to construct two 3 bed bungalows in the rear gardens of 51/53 Pembroke Ruislip. There is a long planning history on the site with numerous applications and appeals for constructing housing at the rear of the two properties. There was a recent pre-app on this site for a development similar to the application. Highway issues was not a reason for previous refusals. Pembroke Road is a busy classified road on the Council's road network.

There are parking restrictions outside the property in order to keep the road clear of parked cars during busy periods. The property has a PTAL value of 3 (moderate) which suggests there will be a reliance on private car at the site. The proposal involves creating an access to the rear of the properties to construct an private access road to develop 2 x 3b dwellings along with car parking and cycle parking.

The existing dwellings should provide at least 2 car parking spaces at the front of the property and the new dwellings also provide 2 car parking spaces per dwelling so at least 8 car parking spaces on the site and this should be conditioned. The proposals will create additional traffic but that is not likely to be significant. The proposals could also mean increasing the width of the existing vehicular crossover. The landscaping should not interfere with visibility splays and this should be conditioned.

There is no information provided on refuse/recycling storage or bin collection but this can be conditioned. On the basis of the above comments I do not have significant highway concerns over the application.

TREES AND LANDSCAPING OFFICER

This site is occupied by the large back gardens between and to the rear of 51 and 53 Pembroke Road. This area is characterised by a mix of detached and semidetached residential properties within spacious plots.

There is a wide gap between these two houses, with unfettered access onto Pembroke Road. There are no significant trees, protected or otherwise, or other landscape features close enough to the site to constrain development.

This site has been the subject of several previous applications which have been refused on appeal. No trees of merit will be directly affected by the proposal, although existing boundary vegetation should be protected during the development process. The proposed site layout provides a generous spatial arrangement both for the new bungalows and the existing houses. Indicative planting on plan and described in the D&AS confirms that it is intended to supplement existing boundary planting with new soft landscaping within the site. This will provide screening, privacy and visual amenity - subject to detail.

RECOMMENDATION

No objection subject to conditions RES8, RES9 (parts 1,2,4,5 and 6) and RES10.

CONSERVATION OFFICER:

The existing detached houses on the site, Nos.51 & 53, are attractive 1930s villas, two of a group of six similarly designed houses, with front and side hedges and long rear gardens. There are views through the generous gaps between the houses to the rear gardens, which include a glimpsed view of tall shrubs and trees; all of which contribute to the area's green and spacious character. To the rear of the site is the Ruislip Manor Way Conservation Area.

There is a significant planning history to the site regarding the development to the rear of Nos.51 & 53. These have been refused and the decisions upheld at appeal. The last application for 2 bungalows on the site was not too dissimilar to the current proposal. It was also dismissed at appeal (APP/R5510/A/13/2198574). The Inspector mentioned at paragraph 14 that 'the proposal would harm the character and appearance of the area'.

The issue regarding the principle of the development of this site has been subjective in the past. There have been differences in opinion of the three previous appeal Planning Inspectors, particularly in relation to the value of the existing garden. This was duly noted by the last Inspector where he noted 'rear gardens tend to back on to one another and this makes a significant contribution to the area's attractive green, open and spacious character...the appeal site adds significantly to this attractive character' (paragraph 7). The view of this team is that the gardens do have considerable local value and contribute positively to the character and appearance of this part of the street. There is a concern that if this proposal is agreed, it could lead to further applications for similar developments, in turn causing incremental damage to the street scene and established local distinctiveness of the area. The Inspector from the most recent appeal stated at paragraph 10 that, 'the proposed development would introduce built development into an area where none currently exists...this would significantly erode those green, open and spacious qualities...' The proposal

would result in the loss of the green character of the back garden areas and intensifying the developed nature of the plot.

The setting of the proposed properties would be dominated by the driveway access, with a substantial area of hard surfacing. The proposal would essentially subdivide the existing two plots into quadrants which would not follow the established urban grain of the area. There are concerns with the loss of existing greenery and the reliance on new planting to screen the buildings and access way from the road and Nos. 51 & 53.

The proposed scheme includes two, 3-bed bungalows designed in a manner to reflect the typical 1930s (Metroland) bungalow style which can be seen around the area. The two properties would be positioned towards the side boundaries to the site leaving a larger gap between them. The layout of the proposed buildings is slightly different to the previously refused scheme the two bungalows appear to have smaller footprints and do not have accommodation in the roof. There are concerns regarding the substantial pitched roof forms. They would be quite tall element, disproportionate to the ground floor aspect of the property and would not be considered subservient. 1930s bungalow within the surrounding area, are modest in nature with shallow pitched roof forms. Ideally the height of the roof should be lowered in order to reduce the bulk and height of the proposed buildings and ensure they are minimal in regards to their built form. In line with the advice contained in the NPPF, the Council is keen to encourage good new sustainable design whilst retaining local distinctiveness.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

LONDON PLAN

Policy 3.5 of the London Plan (2011 consolidated with alterations) states in part the following:

'Housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment, taking account of strategic Policies in this Plan to protect and enhance London's residential environment and attractiveness as a place to live. Boroughs may in their LDFs introduce a presumption against development on back gardens or other private residential gardens where this can be locally justified.'

NPPF

Para 53 of the NPPF states:

".53. Local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area...".

LOCAL POLICY

Policy BE1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) makes it clear that new developments should not result in the inappropriate development of gardens and green spaces that erode the character and biodiversity of suburban areas and increase the risk of flooding through the loss of permeable areas.

The policy also requires new development to enhance the local distinctiveness of the area, be appropriate to the identity and context of Hillingdon's townscapes, landscapes and views, and make a positive contribution to the local area in terms of layout, form, scale and materials.

WEIGHT TO BE GIVEN TO PREVIOUS PLANNING APPEALS

Notwithstanding the weight that should be given to the comments issued in the various appeal decisions at this site, the various Inspectors have drawn differing opinions to the

definition of 'backland' development and the Local planning policies maintain a resistance to inappropriate development of residential gardens, as required by regional and national planning policies. As such, the application is not considered to comply with the Local Plan and as such objection is raised to the principle of the development.

7.07 Impact on the character & appearance of the area

The NPPF sets out economic, environmental and social planning policies with a presumption in favour of sustainable development. It also indicates that development should respond to local character.

Policies 7.1, 7.4, 7.5 and 7.6 of the London Plan indicate that development should make a positive contribution to the local character, public realm and streetscape.

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. Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seek to ensure that new development complements and improves the character and amenity of the area. Policy BE4 requires new developments within or on the fringes of conservation areas to preserve or enhance those features which contribute to their special architectural and visual qualities.

The adopted Supplementary Planning Document (SPD): Residential Layouts: Section 3.4 states this type of development must seek to enhance the character of the area. Section 4.10 of the SPD explains careful consideration should be given to the height of new buildings and the surrounding building lines, as a general rule the front and rear building lines should be a guide for the siting of new dwellings. Section 4.27 of SPD; Residential Layouts (2006), states that careful consideration should be given to the location of surrounding buildings, their orientation, building lines, frontages and entrances. Building lines within schemes should relate to the street pattern. Section 5.11 of the SPD; Residential Layouts also states the intensification of sites within an existing streetscape if carefully designed can enhance the appearance of the surrounding area and the form and type of development should be largely determined by its townscape context. New developments should aim to make a positive contribution to improve the quality of the area, although they should relate to the scale and form of their surroundings.

The site is adjacent to Ruislip Manor Way Conservation Area as identified in the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012). The proposed elevations should take account the lines and openings and local details and proportions of adjoining properties.

The houses along Pembroke Road are well spaced, with gaps in between affording ample views to the garden land behind. The gap between Nos 51 and 53 Pembroke Road is wider than elsewhere on the street and affords views through to the garden land behind. These add to the character and appearance of the area.

The proposal is an amendment to a previous scheme which was refused permission and dismissed at appeal. In that, the size of the proposed buildings including the hardstanding area has been reduced somewhat. However, the proposal would still introduce built development into an area where none currently exists. This would significantly detract from the green, open and spacious qualities of the locale. Furthermore, the footprint of the proposed buildings would be larger than the nearby buildings. Therefore, given the siting and size, the proposed buildings would appear dominant and imposing when viewed from the public highway.

The layout of the proposed development would be dominated by the driveway access, with a substantial area of hardstanding. It would thereby appear incongruous and fail to respond to and reinforce the locally distinctive pattern of development.

When dismissing the previous scheme at appeal, the Inspector considered that:

"It is proposed to build two bungalows, with accommodation in the roof. The proposed development would introduce built development into an area where none currently exists. I consider that this would significantly erode those green, open and spacious qualities, as identified above, which contribute to the attractive character of the area.

Further to the above, the proposed bungalows would have considerably larger footprints than nearby houses, including those fronting Pembroke Road. I find that this would lead the proposed bungalows to appear dominant and imposing. The impact of this would be exacerbated by the proposed rooms in the roof leading the roofs of the proposed buildings to be substantial in height and scale. Consequently, what is currently an attractive green and open site would become a site dominated by built development.

I note that the proposed dwellings would be reduced in height and slightly further apart than was the case in a previously refused application. However, I find that the proposal would still result in prominent, substantial buildings dominating the appeal site."

Whereas the bungalows would be less visually prominent, there will still be a significant change to the appearance of this part of Pembroke Road.

Consequently, it is concluded that the proposed development would harm the character of the surrounding area and be detrimental to the visual amenity of the street scene by reason of the layout, siting and scale of the buildings and would not respect or improve the existing pattern of buildings contrary to Policy 7.4 of the London Plan (2016), Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and policies BE4, BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Supplementary Planning Document (HDAS -Residential Layouts).

7.08 Impact on neighbours

Paragraph 17 of the NPPF indicates that decisions should 'always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. Policy 3.5 of the London Plan requires housing development to be of the highest quality internally, externally and in relation to their context and to the wider environment. Policy BE21 states that planning permission will not be granted for new buildings which by reason of their siting, bulk and proximity would result in significant loss of residential amenity. Paragraph 4.11 of HDAS (Residential Layouts) states that the 45^o principle will be applied to new development to ensure the amenity of adjoining occupiers and future occupiers are protected. Paragraph 4.9 states that a minimum acceptable distance to minimise the negative impact of overbearing and overshadowing is 15 m. Paragraph 4.12 requires a minimum of 21 m distance between facing habitable room windows to prevent overlooking and loss of privacy.

The proposed houses would be over 21 m from the private amenity spaces of the houses in Pembroke Road, Windmill Hill, Green Walk and Brickwall Lane. This distance is sufficient to ensure that the proposal would not have an overbearing, over dominant or visually intrusive impact on the residential amenities of the occupiers of the houses in those streets. Furthermore, this distance would also ensure that the proposal would not result in a loss of privacy, through overlooking, would not result in a significant increase in

overshadowing and loss of sunlight/daylight to those properties, and would create a satisfactory residential environment for the occupiers of the new houses.

The use of the driveway would result in an increase in noise and disturbance to the occupiers of Nos.51 and 53 Pembroke Road. However, this increase is considered not to be so significant as to justify a refusal of planning permission.

It is therefore considered that the proposal would not harm the residential amenities of the occupiers of adjoining houses through over dominance, visual intrusion, overshadowing and overlooking, in accordance with Policies BE20, BE21, and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012). The new windows would provide adequate outlook and natural light to the rooms they would serve, in accordance with the Local Plan and paragraphs 4.9 and 4.12 of the HDAS: Residential Layouts.

7.09 Living conditions for future occupiers

The national space standards contained in the Technical Housing Standards and policy 3.5 of the London Plan set out the minimum floor areas required for proposed residential units in order to ensure that they provide an adequate standard of living for future occupants. For a single storey 3 bedroom 4 persons dwellings, the requirement is 74 sq.m.

The floor space of each of the proposed dwellings would be 94.2 sq.m. It would exceed the minimum standards of policy 3.5 of the London Plan and Technical Housing Standards.

Hillingdon Local Plan Saved Policy BE23 and HDAS: Residential Layouts requires 60-100 sq.m of private amenity space should be provided for three bedroom houses. The proposed private amenity space would comply with this figure. The existing properties would each retain a rear garden of over 100 sq.metres. As such, the proposal would comply with the above guidance and Policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.10 Traffic impact, Car/cycle parking, pedestrian safety

The proposed development would provide 2 car parking spaces each for the proposed new dwelling, No.51 Pembroke Road and No.53 Pembroke Road. Therefore, sufficient off street parking would be provided in accordance with the Council's adopted parking standards. The Highways Officer has reviewed the access arrangement and considers them to be acceptable, given that cars can exit and enter the site in forward gear. The proposed development is considered to comply with Policies AM7 & AM14 of the Hillingdon Local Plan (November 2012).

The Council's adopted standards requires the provision of two cycle storage spaces within the site. The plans indicate that a cycle store would be provided in the rear garden of the site and this could be secured by condition and with this attached, the development would comply with Policy AM9 of the Hillingdon Local Plan (November 2012)

7.13 Provision of affordable & special needs housing

Not applicable to the current application.

7.14 Trees, landscaping and Ecology

TREES AND LANDSCAPING

Saved Policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

There are no significant trees, protected or otherwise, or other landscape features close enough to the site to constrain development.

New planting is proposed within the site. Therefore, there is no objection to the proposal on tree grounds subject to conditions RES8, RES9 (parts 1,2,4,5 and 6) and RES10.

BIODIVERSITY/ECOLOGY

Private gardens within London form the largest areas of greenspace, providing people with their first contact of nature. Recent pressures of garden development and intensive build projects have put increasing pressure on garden space, and in turn the wildlife that they support. As a consequence, gardens are considered to be a priority habitat within the London Biodiversity Action Plan. Policy 7.19D of the London Plan requires these habitats to receive appropriate protection in the planning process.

Policy BE1 of the Hillingdon Local Plan Part 1, seeks to ensure development on gardens does not erode biodiversity in suburban areas (such as the application site).

At this site, the loss of the garden space to this proposal will result in a substantial decrease of priority habitat area, put further pressure on the existing biodiversity of the garden, increase impermeable surfaces, and result in the loss of carbon sinks.

Furthermore, the existing gardens, together with the surrounding gardens represent a larger network of natural space to the benefit of wildlife. The proposed development will sever some of these natural links and put further pressure on wildlife at a local level. Objection is raised to the proposal in this regard.

7.15 Sustainable waste management

Section 4.40 - 4.41 of the SPD: Residential layouts deals with waste management and specifies bin stores should be provided for, and wheelie bin stores should not be further than 9 m from the edge of the highway. The application has demonstrated a waste storage area along the shared access set approximately 9 m from the edge of the highway to allow access by refuse collectors on Pembroke Road. As such the proposal is considered to comply with this advice.

7.17 Flooding or Drainage Issues

The site is not within a Flood Zone or Critical Drainage Area. Therefore, subject to a condition relating to sustainable urban drainage systems, the development is considered acceptable in this regard.

7.19 Comments on Public Consultations

No further comment required.

7.20 Planning obligations

The proposal would be LBH and Mayoral CIL liable. Presently calculated the figures would be;

LBH CIL £ 21,703.29

London Mayoral CIL £ 8,497.94

Total £ 30,201.23

CIL contributions could overcome previous issues surrounding infrastructure impacts.

10. CONCLUSION

The proposed development would harm the character of the surrounding area and be

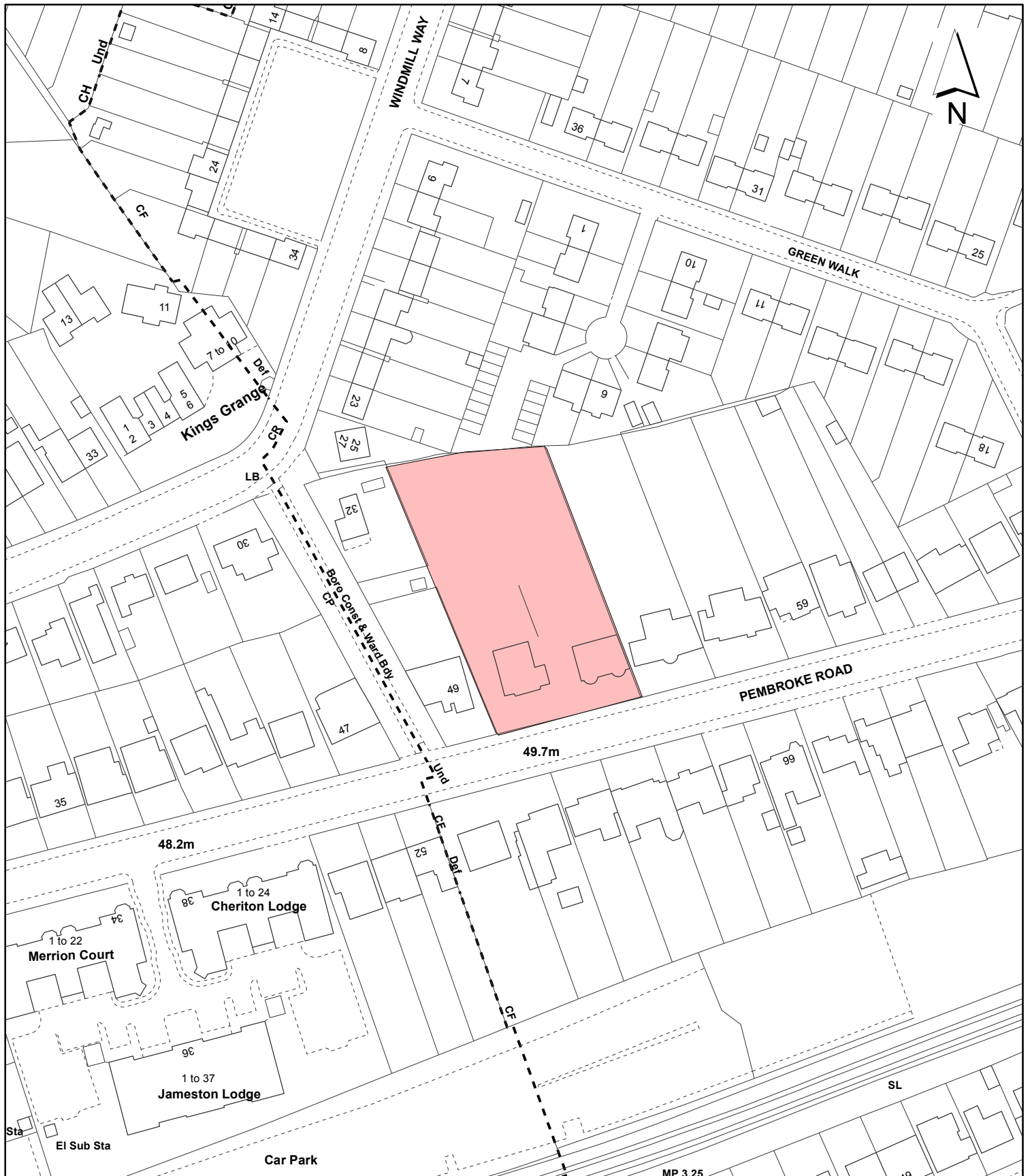
detrimental to the visual amenity of the street scene by reason of the layout, siting and scale of the buildings and would not respect or improve the existing pattern of buildings. Consequently, the application is recommended for refusal.

11. Reference Documents

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

Contact Officer: John Asiamah

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Notes:

 Site boundary

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 Telephone No.: Uxbridge 250111

Planning Application Ref:
66982/APP/2017/1468

Scale:
1:1,250

Planning Committee:
North

Date:
June 2017



HILLINGDON
 LONDON