

Report of the Head of Planning, Sport and Green Spaces

Address LAND AT SANDOW CRESCENT HAYES

Development: Seven x 3-bed dwellings with associated parking and amenity space

LBH Ref Nos: 879/APP/2017/1462

Drawing Nos: 389-P20P01
389-P20E00
389 P (10) P 00 D
389 P (20) E 01
389 P (20) E 02
389 P (20) P 01 G
389 P (20) P 02
389 P (20) P 10
389 P (20) P 11
389 P (20) S 00

Date Plans Received: 24/04/2017 **Date(s) of Amendment(s):** 17/07/2017

Date Application Valid: 05/05/2017

1. SUMMARY

The application is for the development of 7 X 3 bedroom dwellings on a backland site in Hayes, which is currently used for light industrial purposes. The site is within the Hayes housing zone and close to a cross rail station. Strategic planning policies seek to increase housing provision in such a highly accessible location. Although family size units are supported, they need to meet minimum floorspace standards (this development does not comply with London plan minimum internal floorspace standards) and does not represent an efficient use of land given the strategic location. The site is very irregular in shape and this has resulted in a development which is heavily constrained by the shape of the site and need to avoid neighbour impacts. The density of the development is actually below the minimum density of 50 units/hectare recommended for a suburban area in the Local Plan Part Two and the London Plan (if the site was considered an urban location then it would be seriously below the minimum recommended density requirement). The density is restricted by the awkward shape of the site. However it does raise concerns that such a site should come forward in a Housing Zone with a below London Plan density. The site has a very poor access, both from Nestles Avenue into Sandow Crescent and from Sandow Crescent into the site. It is considered that this is not suitable for access by larger vehicles, including emergency vehicles.

It is obvious that further land assembly of surrounding land could overcome all the above concerns and result in a more acceptable development proposal, that releasing this backland parcel of land for an inefficient development proposal could also prejudice any wider land assembly or release of land for housing. The development is therefore also considered to be contrary to policy BE 14 of the Local Plan which states that permission will not be granted for the development of sites in isolation if the design fails to safeguard the satisfactory redevelopment of adjoining sites which have development potential.

Accordingly the application is recommended for refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposal does not include an acceptable access to the site from Sandow Crescent. The track is insufficiently wide for access by larger vehicles, including emergency vehicles, and no evidence has been provided that they would be able to turn into the site or within the site. Also there would be insufficient width to provide a safe shared surface access for vehicles and pedestrians. The proposal therefore conflicts with Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 3.5 of the London Plan 2016, the council's adopted Supplementary Planning Document HDAS: Residential Layouts and guidance provided in Fire Safety Guidance Note GN29, published by the London Fire Brigade (2010).

2 NON2 Non Standard reason for refusal

The proposal would provide an indoor living area of an unsatisfactory size for the future occupiers of the proposed units and would therefore give rise to a substandard form of living accommodation to the detriment of the amenity of future occupiers. The proposal is thus contrary to Policy 3.5 and Table 3.3 of the London Plan (2016), the Housing Standards Minor Alterations to The London Plan (March 2016), the Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016) and the Technical Housing Standards - Nationally Described Space Standard (March 2015).

3 NON2 Non Standard reason for refusal

The proposed development is considered to be an inefficient development of land within a highly accessible location where strategic planning policies identify housing growth is expected to occur. The site is located within the Hayes Housing Zone. It is considered that the piecemeal development of such an irregular shaped backland parcel of land will fail to safeguard the satisfactory redevelopment of adjoining sites which have development potential. The proposed development is therefore contrary to Policy H1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policy BE14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

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.

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.
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.
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.5	(2016) Quality and design of housing developments
NPPF7	NPPF - Requiring good design

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In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is a backland development located on land to the rear of Sandow Crescent and Nestles Avenue. The site is currently occupied by a yard with rows of garages and single storey buildings used for light industrial or office use. Some of the garages are currently used by local residents for parking.

Access to the site is by a narrow access road from Sandow Crescent, and potentially foot access via an overgrown footpath to the rear of the site.

It is located within an established residential area of Hayes and is within walking distance of Hayes and Harlington Station.

3.2 Proposed Scheme

The application is for seven x 3-bed dwellings with associated parking and amenity space.

The scheme would consist of 3 blocks of houses, one of 3 houses and two of 2. Each of the houses would be gable fronted and constructed of brick walls and tile roofs. They would each have a small garden to the front and a garden to the rear.

Access would be via a narrow access from Sandow Crescent, leading to 11 parking spaces, which would be laid out in a communal parking area to the rear of the site.

3.3 Relevant Planning History

879/E/80/1606 Venns Yard Sandow Crescent Hayes
Retention and continued use of existing garages for storage.

Decision: 03-02-1981 ALT

879/F/80/1607 Venns Yard Sandow Crescent Hayes
Retention and change of use of building to offices.

Decision: 03-02-1981 ALT

879/G/83/1000 Venns Yard Sandow Crescent Hayes
Continued use of fourteen garages for storage purposes.

Decision: 20-12-1983 Refused

879/H/83/1261 Venns Yard Sandow Crescent Hayes
Retention of permission 00879/801607(P)

Decision: 20-12-1983 ALT

879/J/84/1906 Venns Yard Sandow Crescent Hayes
Erection of an aerial.

Decision: 03-01-1985 Approved

879/K/86/2204 Venns Yard Sandow Crescent Hayes
Retention of permission 879/831261 (P) (use of building as office)

Decision: 03-02-1987 ALT

879/M/90/0234 Venns Yard Sandow Crescent Hayes
Retention of building and continued use as an office

Decision: 11-09-1990 ALT

879/N/95/0331 Venns Yard Sandow Crescent Hayes
Renewal of planning permission ref. 879M/90/234 dated 11/09/90; Retention of building and continued use as office

Decision: 10-05-1995 Approved

879/P/95/1239 Unit 3-4 Venns Yard Sandow Crescent Hayes

Erection of a first floor extension with a pitched roof to provide an additional 186 square metres office accommodation

Decision: 05-12-1995 Refused

879/PRC/2016/166 Land Rear Of 2 -16 Sandow Crescent Hayes

Demolition of existing garages together with erection of 9 x 3 bedroom terraced houses with accommodation in roof with parking refuse and recycling

Decision: 29-11-2016 OBJ

Comment on Relevant Planning History

The applicant received pre-application advice in relation to 9 x 3-bedroom terraced houses in this location in November 2016.

Limited information about parking and traffic was provided, and the response stressed that further information would be required relating to visibility and turning. The recommendation was that the access road would need to be at least 4.5 m wide if it was going to be a shared surface.

4. Planning Policies and Standards

The development proposed has been assessed against the Development Plan Policies contained within Hillingdon Local Plan: Part 1, Saved Unitary Development Plan policies, the London Plan 2016, the NPPF and supplementary planning guidance prepared by both LB Hillingdon and the GLA.

Built Environment policies BE13, BE19, BE20, BE21, BE22, BE23 and BE24 of the Hillingdon Local Plan Part Two (saved policies) seek to ensure that the proposed development is designed so that it is suited to its location, complements the existing dwelling and does not unacceptably impact on the living conditions of the residents of neighbouring properties. Guidance on the detailed design of the application is included in the Hillingdon Design and Accessibility Statement: Residential Layouts.

Policies AM7, AM13 and AM14 of the Local Plan seek to address the parking and traffic implications of the proposal.

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:

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.
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.
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.5	(2016) Quality and design of housing developments
NPPF7	NPPF - Requiring good design

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Consultation letters were sent to the occupiers of neighbouring properties on Sandow Crescent, Nestles Avenue and the North Hyde Road on 10/05/2017 and a Site Notice was put up on 16/05/2017.

A petition with 27 signatures and 8 further comments were received raising the following issues:

- Congestion on Sandow Crescent.
- Problems with fire brigade and ambulance access.
- Increased noise in the area, particularly in the evenings.
- Rodent issues.
- Loss of privacy and overlooking.
- If vehicles need to get to the proposed site they must negotiate a 90 degree turn into the access road using only half the road as vehicles are parked on the left hand side. This is a choke point and vehicles larger than a transit van cannot make the turn. This means if the units have a delivery in a large van they must offload the goods into Sandow Crescent and block the road.
- Narrowness of the access road - 3 m.
- Parking problems through loss of garages for the residents, increased overspill parking on the road and a lack of allocated spaces for the development.
- Refuse collection is already from the main road.

- Concern about potential loss of mature trees to the rear of the site.
- Increase in traffic in and out of the cul-de-sac.
- Road is used for parking for station users.
- Blocking of light to rear garden.
- More parks or green areas.
- Loss of privacy.
- Need confirmation as to whether sprinklers would be fitted.
- Damage to fences and brickwork due to vehicles reversing out of the site.
- The road entrance to Sandow Crescent from Nestles Avenue is only 4.7 m wide and entrance to the access road is only 4.5 m wide and narrows to 3.1 m.

Internal Consultees

Highways Officer (initial comments):

This application is for the development of 7 new 3 bed dwellings in Sandow Crescent, Hayes. Sandow Crescent is a local road and the site under development is used as storage with access via a very narrow access road off Sandow Crescent. There had been some earlier pre-app discussions over the proposals for 9 x3 bed dwellings and the narrow access was cited as an issue with this site. It was suggested that tracking and visibility information is provided with any application.

The site has a PTAL of 4 (Good) which suggests there will be a lesser reliance on private cars for some trips. The application is for 7x3 bed dwellings to be erected on the site along with 10 car parking spaces. Given the maximum requirement is for 1.5 spaces per dwelling and the PTAL value I would suggest that the car parking provision is just adequate. The development could develop a small increase in traffic over the existing garage/storage use but that is unlikely to be significant in traffic capacity terms. The DAS mentions cycle parking spaces but there are no secure covered cycle facilities shown on the layout plans so this can be conditioned if approval is likely. The drawings show refuse/recycling bins at the front of each dwelling which is supported.

I am concerned over the access arrangements so I would like the applicant to provide detailed (dimensioned) drawings of the access road. The plan should provide details and tracking diagrams of how service, including refuse and emergency service vehicles, would enter the site from Sandow Crescent, turn round within the site and leave the development in a forward gear. The information should also provide highway visibility splays at key locations.

Highways Officer (further comments on the amended details)

This application is for the development of an existing garage site off Sandow Crescent to provide 7x3b dwellings on site. Sandow Crescent is a local road off Nestles Avenue Hayes. The access to the site is off Sandow Crescent and the access road is very narrow (3m?) for a short (30m) length.

The site has a PTAL value of 4 (Good) which suggests there will be a reliance on private cars for trip making. There was a previous pre-app on the site when a 9 townhouse scheme was proposed. Highway comments were made relating to on-site car parking, cycle parking refuse facilities, road widths, sight distances and vehicle tracking. This application is for 7 townhouses to replace the existing garage/storage block.

A Transport Statement by Loisa Calam has been provided in support of the application. The TS states there are 11 car parking spaces on the site but the plans only show 10. This means that the proposed car parking is slightly short of the Council's parking standard so this additional space should be provided. The layout plan shows no tracking evidence that a large rigid vehicle can negotiate the site so please request this from the applicant.

The access road would have the form of a shared surface so the appropriate surface treatment for

such a use should be provided as there is no room for a separate footpath.

The TS suggests that the trip generation of the proposed use would be less than the existing B1 use. There is no information on the TRICS sites used in providing the estimated trip rates (NB This was subsequently provided).

There are no cycle storage facilities shown for each dwelling but this can be conditioned. There are bin storage areas shown on the layout plans.

On the basis of the above comments once the applicant has supplied a revised layout with 11 car parking spaces and the tracking analysis as suggested in the original pre app I would be happy to re-consider my highway concerns".

Further comment: From our earlier discussion I understand that the applicant has not provided any further details relating to the dimensions of the access road, tracking and visibility as requested. On that basis I suggest you refuse the application on the basis of lack of information.

Trees/Landscape Officer:

This site is occupied by a backland area of yards and garage courts, lying between North Hyde Road and Nestles Avenue, the site is accessed via a very narrow concrete drive off Sandow Crescent. There are no trees or other landscape features which might constrain development.

Environmental Protection Unit : With reference to the above planning application I have no objections subject to the following condition and the control of environmental nuisance from construction work informative:

Development shall not begin until a scheme for protecting the proposed development from road traffic and commercial noise has been submitted to and approved in writing by the Local Planning Authority. All works which form part of the scheme shall be fully implemented before the development is occupied and thereafter shall be retained and maintained in good working order for so long as the building remains in use.

REASON

To ensure that the amenity of the occupiers of the proposed development is not adversely affected by road traffic and commercial noise in accordance with policy OE5 of the Hillingdon Unitary Development Plan Saved Policies (September 2007) and London Plan (July 2011) Policy 7.15.

Access Officer:

Any grant of planning permission should include the following condition:

The dwelling(s) would be required to be constructed to meet the standards for a Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015.

REASON: To ensure an appropriate standard of housing stock in accordance with London Plan policy 3.8 c, is achieved and maintained".

7. MAIN PLANNING ISSUES

7.01 The principle of the development

In order to establish the acceptability of the principle of developing this site for residential purposes, it is necessary to take into account currently adopted planning policy and to a lesser extent, emerging policy.

The Council has adopted the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012). Policy BE1 advises that new development, in addition to achieving a high quality of design, should enhance the local distinctiveness of the area, contribute to community cohesion and sense of place and make a positive contribution to the local area in terms of layout, form, scale and materials and seek to protect the amenity of surrounding land and buildings, particularly residential properties.

The application is for the development of 7 X 3 bedroom dwellings on a backland site in Hayes, which is currently used for light industrial purposes. The site is within the Hayes Housing Zone and close to a Crossrail station. Strategic planning policies seek to increase housing provision in such a highly accessible location. Although family size units are supported, they need to meet minimum floorspace standards (this development does not comply with London plan minimum internal floorspace standards) and does not represent an efficient use of land given the strategic location. The site is very irregular in shape and this has resulted in a development which is heavily constrained by the shape of the site and need to avoid neighbour impacts. The density of the development is actually below the minimum density of 50 units/hectare recommended for a suburban area in the Local Plan Part Two and the London Plan (if the site was considered an urban location then it would be seriously below the minimum recommended density requirement). The density is restricted by the awkward shape of the site. However it does raise concerns that such a site should come forward in a Housing Zone with a below London Plan density. The site has a very poor access, both from Nestles Avenue into Sandow Crescent and from Sandow Crescent into the site. It is considered that this is not suitable for access by larger vehicles, including emergency vehicles.

It is obvious that further land assembly of surrounding land could overcome all the above concerns and result in a more acceptable development proposal, that releasing this backland parcel of land for an inefficient development proposal could also prejudice any wider land assembly or release of land for housing. The development is therefore also considered to be contrary to policy BE 14 of the Local Plan which states that permission will not be granted for the development of sites in isolation if the design fails to safeguard the satisfactory redevelopment of adjoining sites which have development potential. Policy H1 of the Hillingdon Local Plan Part One (November 2012) requires the efficient use of brownfield land.

7.02 Density of the proposed development

The site area is 0.161 ha, and therefore the proposed density would be 43.5 units/hectare. This is slightly below the minimum density of 50 units/hectare recommended for a suburban area in the Local Plan Part Two and the London Plan. The density is restricted by the awkward shape of the site. However it does raise concerns that such a site should come forward in a Housing Zone with a below London Plan density.

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

Not applicable.

7.04 Airport safeguarding

Not applicable.

7.05 Impact on the green belt

Not applicable.

7.07 Impact on the character & appearance of the area

Compliance is required with Built Environment policies BE13 and BE19 in order to harmonise with the existing street scene and character of the surrounding area.

The main changes to the character and appearance will be as a result of the construction of 7 new houses, with 3 in a terrace and 2 pairs of semi-detached houses. The proposed houses would be gable fronted and constructed from multi-coloured brick and clay tiles. They would have a modern appearance with large metal windows to the front and rear. The front windows on the first floors of the houses have been reduced in size to help reduce the risk of overlooking. The adjacent houses on Sandow Crescent and Nestles Avenue have hipped roofs and are finished in white render, and the existing commercial buildings and garages are mainly built of brick with flat roofs.

Whilst the new houses would be of a different design to the existing ones they would not be viewed in the street scene immediately adjacent to the existing houses. The backland development would be separate to existing houses and have its own character. On balance the scale and design of the houses is considered to be acceptable and consistent with policies BE13 and BE19.

7.08 Impact on neighbours

Policies BE20, BE21, BE 22 and BE24 seek to ensure that the design of new houses do not have unacceptable impacts on the living conditions at neighbouring properties. The policies are supported by the Hillingdon Design and Accessibility Statement: Residential Layouts.

The main concerns raised by neighbours were in terms of the impacts of the proposed houses in relation to loss of daylight and sunlight, overlooking and overbearing impact. The front elevations of 5 of the houses face to the East, whilst the other 2 face to the West. The 5 houses would have upstairs windows to the front facing directly towards the rear windows of the maisonettes at 2 - 16 Sandow Crescent. The separating distance between the windows is shown on the plans to be around 22 m, so is in excess of the minimum requirement in paragraph 4.9 of the Hillingdon Design and Accessibility Statement: Residential Layouts (HDAS) for a separation distance of 21 m.

In terms of overshadowing, there could be some minor loss of sunlight to the rear windows of Nos.2-16 Sandow Crescent, but with the separation distance being 22 m this is considered to be acceptable.

As for sunlight, the separation distance should ensure that the houses would not have an unacceptable overbearing impact on the properties on Sandow Crescent.

The separation distance between the side wall of the most northerly dwelling would be around 19m from the rear windows of the houses on Nestles Avenue. These houses would be located to the north of the development, so the new houses could potentially restrict sunlight reaching the gardens and rear windows of the properties. This distance is greater than the minimum distance of 15 m required by HDAS and is therefore considered acceptable.

The proposed layout and design of the development complies with the guidance in HDAS and it is therefore concluded that it would not have a significant negative impact on the living conditions at neighbouring properties.

7.09 Living conditions for future occupiers

Guideline / Requirement: Policy BE20 seeks to ensure that sufficient daylight and sunlight can penetrate into the building and Policy BE24 seeks to protect the privacy of residents. HDAS and the London Plan (2016) recommend minimum sizes in relation to internal floor area for new dwellings.

Proposed: All the houses would have sizeable windows on both the front and rear elevations, so there should be adequate sunlight and daylight reaching the interior of the house. Due to the 22 m separating distance there are not considered to be any significant concerns in terms of loss of privacy.

Internal floor areas are assessed against the Housing Standards (Minor Alterations to the London Plan 2016). The houses, as shown on the plans would be 2 storey, 3 bedroom, 5 person houses, requiring a minimum internal floor area of 93 m² for each property. From measuring the plans, each floor has an internal floor area of 43.5 m², making the total internal floor area of each house 87 m². This is below the minimum standard required by the London Plan and therefore the application should be refused as it will not result in high quality living standards for future occupiers. In this respect it would conflict with Policy BE21 of the Hillingdon Local Plan Part Two (saved policies) Policy 3.5 of the London Plan 2016 and guidance within Housing Standards (Minor Alterations to the London Plan 2016).

Comment: The living conditions of future occupiers are considered to be unacceptable.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Guideline / Requirement: Traffic and parking need to be adequately assessed to meet the requirements of Policies AM7, AM13, AM14 and AM15 of the Local Plan Part Two (saved policies).

Proposed: The proposed development includes 11 car parking spaces to serve the 7 dwellings. This level of parking is acceptable to the Council's Highways Officer and provides around 1.5 spaces per dwelling. It is therefore consistent with Policy AM14.

The applicant has provided a Transport Statement, setting out information on traffic levels that would be estimated to arise as a result of the development. The traffic levels are unlikely to be very different to the existing commercial use.

The main concern in relation to access is with the inadequacy of the access track to the site. The track is around 30 m long and is only 3.1 m wide at its narrowest point. This would allow no room for 2 cars to pass, no room for a footway and insufficient width for larger vehicles, including fire engines, refuse trucks and construction vehicles, or delivery vehicles, to access the site. The access road would have very sharp corners at both ends, which would result in poor visibility when moving in and out of the site. There is already evidence on site of fences being damaged and vehicles crossing over grass areas at the corner with Sandow Crescent. The turning circle into the site would also be reduced by the parking of residents' cars on the left hand side of Sandow Crescent. The applicant was asked to provide drawings to show the turning circles for large vehicles to enter and exit the site in a forward gear, but nothing has been subsequently received.

The Highways Officer is not satisfied with the poor access to the site, particularly for fire engines, for a development of this size. It is considered that a new development should not fail to provide the necessary fire engine access and that a development of this scale should not rely on sprinkler systems. Guidance provided by the London Fire Brigade in Fire Safety Guidance Note GN29 (2010), which requires a minimum width of 3.7 m for access to the site, as well as adequate sweep circles and turning circles. It is not considered that there is room to provide these in this location.

In order to provide a shared use access, as would be required here, it would be necessary to have detailed plans as to how this would be designed to ensure pedestrian safety when accessing the site. This has not been provided with the application. Also, the Highways Officer requires a minimum width of 4.5 m, which cannot be provided in this location.

Residents have also expressed concerns about the loss of resident parking in the existing garages and the knock-on effects on parking on the Crescent. There are around 10 spaces on the Crescent to serve the 16 existing maisonettes. As the residents only rent the garages they are not tied to the houses and their loss cannot be a reason for refusing the application. However, more cars parked on Sandow Crescent would exacerbate problems with gaining access via the tight turn into the site.

Comment: For the reasons set out above, it is considered that the access to and from the site is not adequate to ensure the safety of pedestrians and residents and therefore the application should be refused on this ground.

7.11 Urban design, access and security

Building bulk and scale:

The proposed dwellings would be quite large and clearly visible from adjacent properties. The bulk of the houses would be broken up to some extent by the gable-fronted roofs, which would allow views through to the mature trees behind. The ridge heights and overall bulk of the houses would be little different to the existing houses and are therefore considered to be acceptable.

Impact on the public realm:

The site itself is not currently part of the public realm, so the impacts would be limited to the impacts of traffic using the access road to and from the site and the knock-on impact of the development on the availability of parking to serve the 16 properties on Sandow Crescent.

Private amenity space:

The plans show that each of the properties would have a private rear garden. The area of the gardens for each of the 7 properties would exceed the 60 m² required for a 3 bedroom house by guidance in HDAS.

Amenities created for the future occupiers:

There are no significant concerns in relation to the amenities of occupiers due to the adequate separation distance from the surrounding houses.

All rooms have windows looking to the outside to provide adequate daylight and sunlight.

Residential living conditions:

As set out above the development is considered to acceptable in terms of impacts on the living conditions of neighbouring properties, but unacceptable in relation to the living conditions of future residents.

7.12 Disabled access

The application does not specifically address the needs of disabled people.

7.13 Provision of affordable & special needs housing

Not applicable.

7.14 Trees, landscaping and Ecology

Guideline / Requirement: Development needs to harmonise with the street scene to comply with Policy BE13 and amenity space needs to be provided under Policy BE24.

Proposed: There are a number of mature trees located to the rear of the site along the Western boundary. These should be unaffected by the development, but that is not confirmed by the plans or and of the supporting information provided with the application.

Comment: The landscaping plans have been submitted to the Landscape Officer and no significant concerns were raised. No concerns were raised about tree removal on the site.

7.15 Sustainable waste management

Bins are to be provided in bin stores shown on the plans. There is concern that refuse trucks would be unable to access the site due to the width of the access and difficulty in turning into the site and turning around in the site. The applicant has indicated that smaller vehicles would be used, whereas the neighbours have stated that all refuse is collected from the main road at present.

7.16 Renewable energy / Sustainability

There are no renewable energy measures proposed as part of the development.

7.17 Flooding or Drainage Issues

Not applicable.

7.18 Noise or Air Quality Issues

Not applicable.

7.19 Comments on Public Consultations

The main issues raised by consultees included issues in relation to access, impacts on the living conditions at neighbouring properties and loss of privacy. These have been assessed earlier in this report.

7.20 Planning obligations

Community Infrastructure Levy (CIL) -

A CIL Application Form has been submitted indicating that the gross internal floor area created would be 616 m².

As presently calculated the development is for a C3 use and would be liable for a London Borough of Hillingdon CIL of £71,112.91 and a Mayoral CIL, charged at a rate of £35 per m², totalling £23,685.73. The latter has been calculated using the 616 m² figure for new gross internal floor area (£27,844.30) and then deducting the figure for the loss of 92 m² of development that currently exists on the site (£4,158.57).

7.21 Expediency of enforcement action

Not applicable to this application.

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

Not applicable to this application.

10. CONCLUSION

The proposed access would be too narrow and would cause unacceptable safety risks with vehicles manoeuvring in and out of the site and the lack of access for larger vehicles, including emergency vehicles.

Whilst the principle of housing development on this site is acceptable in terms of external

design and impacts on neighbours, The development is therefore also considered to be contrary to policy BE 14 of the Local Plan which states that permission will not be granted for the development of sites in isolation if the design fails to safeguard the satisfactory redevelopment of adjoining sites which have development potential. It is also considered that the internal space would be insufficient for 2 storey, 3 bedroom, 5 person dwellings and would result in poor living conditions for future residents.

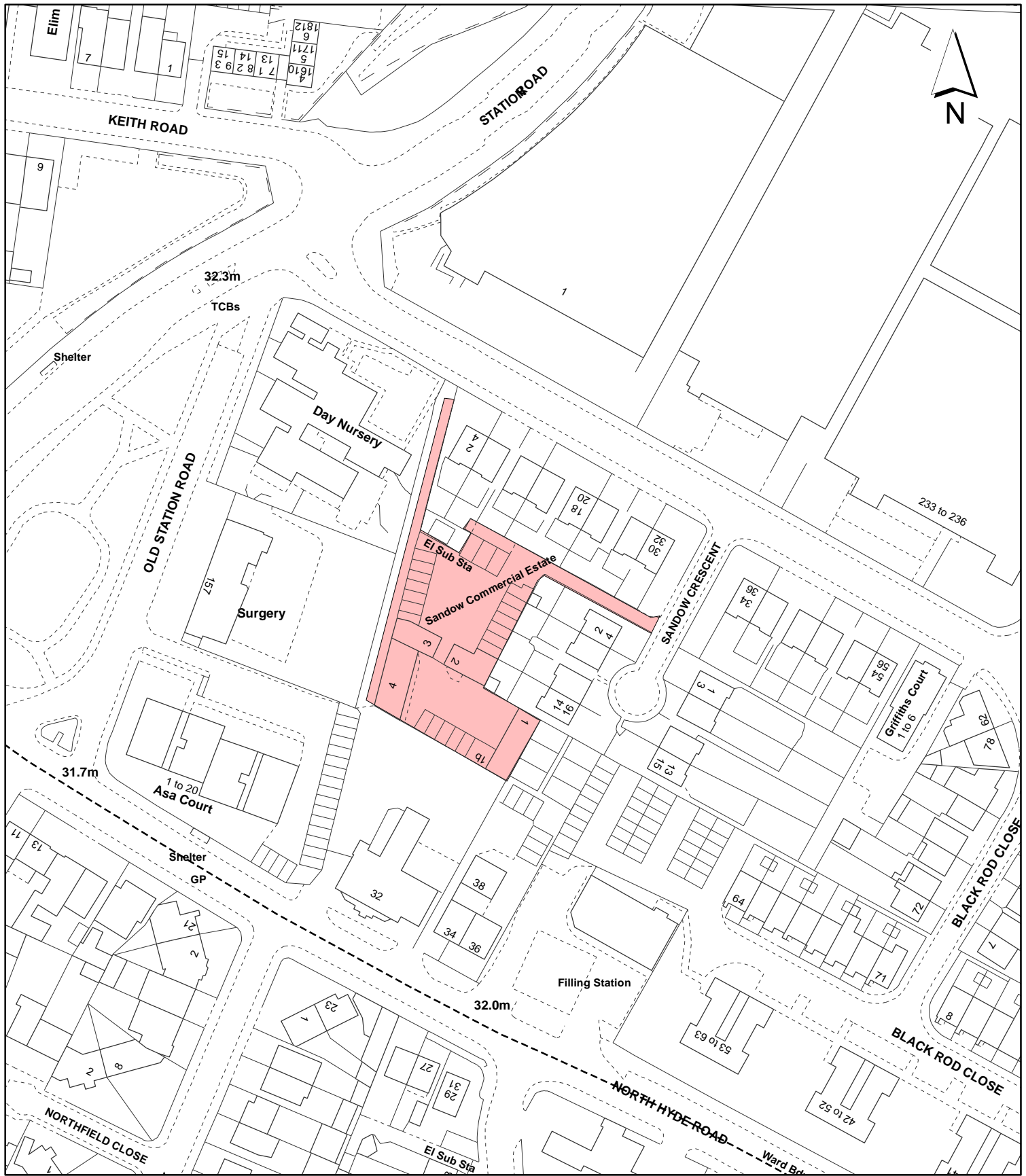
The application therefore conflicts with Policies, AM7, BE14 and BE21 of the Hillingdon Local Plan Part Two (Saved policies) (November 2012), Policy BE1 of the Hillingdon Local Plan Part 1 (November 2012), Policy H1 of the Hillingdon Local Plan Part One (November 2012), Policy 3.5 of the London Plan (2016) and guidance in Housing Standards (Minor Alterations to the London Plan) (2016).

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

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Notes:

 Site boundary

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Site Address:

Land at Sandow Crescent

Planning Application Ref:
879/APP/2017/1462

Planning Committee:
Central & South

Scale:
1:1,250

Date:
September 2017

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