

Report of the Head of Planning, Sport and Green Spaces

Address 60 LONG LANE ICKENHAM MIDDLESEX

Development: Two storey detached building with habitable roof space to create 8 x 2-bed flats with associated amenity space, parking and installation of vehicular crossover, involving demolition of existing dwelling house.

LBH Ref Nos: 70282/APP/2017/3656

Drawing Nos: Design & Access Statement
Arboricultural Impact Assessment 1
Arboricultural Impact Assessment 2
Location Plan
17/3124/3
17/3124/2
17/3124/4
17/3124/6
17/3124/5
17/3124/1A

Date Plans Received: 09/10/2017

Date(s) of Amendment(s):

Date Application Valid: 16/10/2017

1. SUMMARY

The property is located within the 'Developed Area' as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012). This proposal considers the demolition of the existing dwelling and erection of a two storey building, with habitable roofspace providing 8 x 2 bed flats.

The existing dwellinghouse is considered to make a positive contribution to the character and appearance of the Conservation Area, no heritage assessment has been submitted to justify demolition of the property. The current house is a good example of the type of early 20th century 'Metroland' development, of individually designed detached houses set in large gardens with mature planting, which contribute to the character of the Conservation Area.

The proposed development is to erect a building of significant size and scale when compared with surrounding residential units. It is considered that the proposed building would be harmful to the character and appearance of the Conservation Area and would result in a detrimental impact on the amenities of the neighbouring occupiers. The development has also failed to demonstrate how the privacy of the future occupants of the ground floor flats would be maintained and how it adequately retains and protects valuable trees on site. The development is therefore considered contrary to a suite of Hillingdon Local Plan policies (2012) and policies in the London Plan 2015 and is recommended for refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed development, by reason of its size, scale, bulk and design would result in a

cramped, unduly intrusive, visually prominent and undesirable form of development, that would fail to harmonise with the existing character of the Conservation Area. This would be compounded by the large amount of hardstand and refuse and cycle storage structures which would also have a detrimental impact on the streetscene. The proposal would therefore be detrimental to the character and appearance of the street scene and of Ickenham Conservation Area. The proposal would be contrary to 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), Policies 7.4 and 7.8 of the London Plan (2015) and the council's adopted Supplementary Planning Documents HDAS: Residential Extensions and HDAS: Residential Layouts.

2 R16 Conservation Area

The site is in a conservation area and the existing property is considered to make a positive contribution to the Conservation Area. No heritage assessment has been submitted to justify demolition of the existing property and the submitted replacement building is considered to be harmful to the character and appearance of the Conservation Area. The demolition of the existing dwellinghouse is therefore considered to be contrary to policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), and policy BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and policy 7.8 of the London Plan (2015).

3 NON2 Non Standard reason for refusal

The proposed building by virtue of its size, scale, bulk, height and proximity, would be detrimental to the amenities of the adjoining occupiers by reason of visual intrusion, overdominance, loss of light and loss of privacy. Therefore the proposal would be contrary to Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Council's adopted Supplementary Planning Document HDAS: Residential Extensions.

4 NON2 Non Standard reason for refusal

The proposed development fails to demonstrate that adequate private usable amenity space can be provided to all flats without compromising the outlook of the ground floor properties. The proposal would thus, be detrimental to the residential amenity of future occupiers of the ground floor flats, contrary to Policies BE23 and BE24 of the Hillingdon Local Plan: Part Two - UDP Saved Policies (November 2012).

5 NON2 Non Standard reason for refusal

The application has failed to demonstrate that the development will safeguard existing on site valuable trees and further fails to demonstrate protection for and the long-term retention of those trees. The proposal is therefore contrary to Policies BE13, BE19 and BE38 of the Hillingdon Local Plan: Part Two - UDP Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

INFORMATIVES

1 I59 Councils Local Plan : Part 1 - Strategic Policies

On this decision notice policies from the Councils Local Plan: Part 1 - Strategic Policies appear first, then relevant saved policies (referred to as policies from the Hillingdon Unitary Development Plan - Saved Policies September 2007), then London Plan Policies (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.

2

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. 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.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is large rectangular plot comprising a detached dwelling, situated on the eastern side of Long Lane. The existing property has been extended to the side in the past, which has resulted in it spanning the entire width of the site at ground floor. It also benefits from a large porch addition to the front. It is characterised by a projecting gable to the front finished with wavy edge timber cladding to the gable end. The gable feature runs through the house to allow for a projecting rear gable element. The entire property has a painted render external finish with mock Tudor timber detailing at first floor and is set beneath a clay tiled hipped roof. The principle elevation faces South East. Notwithstanding the various additions to the property its character has been maintained and it is considered to make a positive contribution to the Conservation Area. The fact that the property may not have been maintained recently is a temporary factor which is considered to have no weighting whatsoever as regards the decision making process.

The existing dwelling is set well back from the main road, which maintains the existing building line within the street scene and has an existing carriage driveway with two access points. The existing front boundary treatment comprises a brick wall, in keeping with the character and appearance of the street scene.

The area is characterised primarily by two detached storey houses on good sized plots of land which are set back from the road frontage, although some redevelopment and infill building works have taken place.

The site is located within the Ickenham Village Conservation Area and the developed area as identified in the Hillingdon Local Plan Part 2 Saved Policies (November 2012). The site is also covered by Tree Preservation Order (TPO) 5.

3.2 Proposed Scheme

This application seeks permission for the demolition of the existing detached dwelling and the erection of a two storey building, with habitable roofspace to create 8 x 2-bed self contained flats. The proposal also includes a bin store, car and bicycle parking to the front with the relocation of the vehicular crossover and private amenity space to the rear.

3.3 Relevant Planning History

Comment on Relevant Planning History

None.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.HE1 (2012) Heritage

Part 2 Policies:

AM7 Consideration of traffic generated by proposed developments.

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.

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

BE20 Daylight and sunlight considerations.

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

BE22 Residential extensions/buildings of two or more storeys.

BE23 Requires the provision of adequate amenity space.

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

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

H3 Loss and replacement of residential accommodation

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

OE3 Buildings or uses likely to cause noise annoyance - mitigation measures

LPP 3.3 (2016) Increasing housing supply

LPP 3.4 (2015) Optimising housing potential

LPP 3.5 (2016) Quality and design of housing developments

LPP 3.8 (2016) Housing Choice

NPPF National Planning Policy Framework

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

LDF-AH Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6.

Consultations

External Consultees

Neighbours were consulted for a period of 21 days expiring on the 9 November 2017. A site notice was also erected on the lamp post to the front of the property.

29 responses were received from nearby neighbours raising the following issues:

- Out of keeping with the Conservation Area.
- Overbearing and oppressive.
- Architectural style not in keeping with the established pattern of development.
- Mass, scale, projections, height and design do not accord with the surroundings.
- Front and rear dormers and 1st and 2nd floor balconies are not a feature of the area.
- Overdevelopment.
- Loss of outlook to neighbouring properties.
- Higher than average building density for the area.
- Loss of privacy to neighbouring properties.
- Appears to encroach upon the minimum required 21 m separation from the properties to the rear.
- Extends well beyond the existing rear building lines and the neighbouring properties.
- Loss of light.
- Inadequate parking and no visitor spaces will increase on street parking on neighbouring streets causing inconvenience to other residents.
- Access at 3.7 m would not allow vehicles to enter and exit the site contemporaneously, leading to bottlenecks and potential hazard to other road users. Also is this wide enough for emergency vehicles?
- A similar build by the same developer at no. 66 is bland and featureless with no architectural value
- Garden grab contrary to policy.
- The local housing need is for family homes with gardens not one and two bed executive flats. Similar developments remain unsold showing the lack of demand.
- Increased no. of households directly opposite a row of school bus stands would dramatically increase traffic to the detriment of highway safety.
- Increased traffic congestion and pollution.
- Increased light pollution at night as seen at no. 66.
- Already too many of these developments in our area now.
- Disruption during the works.
- There is no need for this development, significant development in and around the area has already been built/approved. The Village look and community feel is fast disappearing.
- There is no provision for children play area.
- Existing home owners would never be allowed to extend to this extent so why would the planning department allow such a large development.
- The site would be better suited to two family homes.
- Increased scale of the building and hardstanding to the front results in a much reduced area for soakaway of rain water.
- The bin store does not look of an adequate scale for the flats. Overfill could encourage vermin.
- It appears a number of trees are to be removed. These took time to grow and why should they be removed for more space for building. This would have a detrimental impact on the wildlife and the character of the area.
- Increase noise and smell as a result of the intensification of use of the site.
- No surveys on how they plan to upgrade the services to the site.
- The lack of existing plans limits the ability to compare the mass of volume of the proposed build
- The existing property has single storey elements to both sides setting the bulk of the dwelling away from the boundaries and neighbouring properties
- Fails to comply with adopted policies
- Does not illustrate BREEAM or clarity for fire regulations

- The proposal does not include a Heritage Statement
- The Design and Access Statement (DAS) advises there is a demand for single people accommodation, but these generously sized executive flats are unlikely to be affordable to single people and do nothing to address the need for affordable housing locally.
- The adjacent family homes should be used for the height comparisons.
- The design does not reflect that of a large family home as advised in the DAS but looks like a block of flats.
- Loss of the garden area and existing tree screening.
- Lack of sufficient private amenity space.
- The proposed cycle parking is located as far as possible from the building entrance, contrary to adopted standards.
- The application advises the existing property is 3 bed this is incorrect as it was advertised as a 5 bed.
- The DAS describes the proposal as 2 storey with rooms in the roof this is misleading as it is a 3 storey property.
- Question 12 of the application form relating to details of how the foul sewage is to be disposed and whether connection to the existing drainage is required has answered unknown. Surely a detailed plan should be in place and investigations into whether the existing system can accommodate the new demand should be carried out before permission is granted.

A petition against the proposal has also been submitted and Cllr Hensley commented on the proposal endorsing the comments raised by the Local Residents as identified above.

Officer response: Disruption caused by building works is considered transitory in nature and not a sufficient reason for refusal in its own right. Service provision would need to be agreed between the developer and service provider having regard to Building Regulation requirements, as is sustainable construction and compliance with fire regulations, and are not material Planning considerations.

Ickenham Residents Association - This Association objects most strongly to this application to convert a prestige detached house with substantial amenity space surrounding it and sitting in Ickenham's Conservation Area.

The drawings supplied unfortunately do not include any 'existing' elevations of the dwelling house to be demolished so a proper assessment of the impact this will have on the street scene is not wholly possible. Based upon our local knowledge we would claim this new massive frontage as suggested by the 'new' elevations would be totally out of keeping with the neighbouring properties, and, the Conservation Area. For this reason, we believe the application does not comply with Policy BE 4 of the Saved Policies of the Unitary Development Plan (UDP).

It is our understanding that the demolition of a dwelling within the Conservation Area requires a separate application for such permission to be granted. We cannot see such a request with this application.

Because this application completely changes the street scene from one of a substantial single occupancy domestic residence with an 'in and out' drive, to a block of Flats with all the associated additional infrastructure of carparking, refuse bin storage and cycle sheds it completely fails to comply with Policy BE 13 of the UDP.

The loss of this significant front garden to be covered in hard surface to accommodate the infrastructure as above, further highlights the disparage between what will remain of the gardens and frontages of the houses each side of the proposal site and the proposed new frontage and car park.

We note that Para 5.22 of the UDP Built Environment section, pays particular attention to amenity space in itself, AND, in relation to surrounding properties. We would estimate that some two thirds of

the plot will be covered in either foundations for the greatly enlarged footprint of the proposed flats and/or under hardstanding for the carparking and services to the front of the proposal leaving a very small and in our opinion an inadequate rear space for Amenity Space.

The Site plan submitted clearly indicates the increased size of the footprint of the building in relation to the plot size and surrounding properties. With the size and bulk proposed it is clearly out of character with its surroundings and would have a negative effect on the immediately local environment in terms of loss of privacy, increased activity and noise.

Due to the proximity of the rear of the proposal to the end of the plot, balconies would in our opinion intrude on the privacy of adjacent resident's properties and should not be incorporated.

We therefore consider this in no way complies with the intent or the spirit of Policies BE 9, BE23 and BE24 of the UDP

Whilst we are not sure if this plot falls within a designated flood risk area, we are aware of frequent local flooding particularly from surface water. This development will remove a large area of soft fenestration to be replaced as described above with 'concrete' we therefore wish the LPA to ensure Policies OE7 and OE8 of the UDP are fully complied with.

From the plans submitted it shows 8 carparking spaces, but no Disabled space(s) (nor incidentally, any visitor spaces) so does not comply with Policy AM15 of the UDP.

Long Lane is a heavily utilised route at the best of times but could be considered 'tidal' in respect of peak am and pm flows. The increase of potential vehicles from eight flats, as to the existing single dwelling, to this site effectively quadruples the existing number of movements.

This much heavier vehicular activity both in and out of the flats, just one house down from the Milton Road/Long Lane junction, a known hot spot for minor accidents, will in our opinion only accentuate this safety problem. It should also be noted that for a short period in the afternoon (School term only) several double decker busses park in their allocated 'Bus Stands' immediately opposite the proposed site.

We would now like to comment on aspects of the Design & Access Statement.

USE

It should be noted that the bus service mentioned is the U10 which is only an 'hourly' service between 7am and 8pm and not on Sunday (other than the 698 Douay Martyrs school service morning and afternoon as mentioned above).

AMOUNT

Although claimed to be a two storey building, with 'permanent residential occupation' on the second floor, it is in effect, a three storey building, with all the overlooking and loss of privacy to surrounding properties that it will entail.

We question the statement re demand for such properties as one just 3 doors up is still advertising for tenants, as is the McCarthy & Stone development in Ickenham High Road.

SCALE

We believe this to be a massive over development of the plot just in sheer bulk alone. The sheer size of the width and depth, including hard standings is just too much for the Plot size

APPEARANCE

It is our opinion that the design more accurately reflects the block of flats at 66 Long Lane (a more

recent unwanted development) rather than the established individual residence's in the vicinity, many of which incorporate a 'mock Tudor' style. This proposal does nothing to preserve or enhance Ickenham's Conservation Area and is out of character with the surrounding individual residential properties.

ACCESS

There is a discrepancy between this Access statement which states that existing crossover will be utilised. and the plans which clearly shows the entrance to be almost centralised. The existing Crossovers (2 off) are at the extremes of the site to North and South, so a new Crossover WILL be required.

For all of the above reasons we feel this application does not improve the street scene; does nothing to preserve or enhance the Ickenham Conservation Area; is an attempt to introduce even more unwanted flatted developments to the area; and as outlined above, we believe, contrary to policies BE3, BE13, BE19, BE23, BE24, and AM15 (and possibly OE7 and OE8) of the UDP and should therefore be refused.

Ickenham Conservation Area Panel - No response.

Historic England - No response.

A Ward Councillor has commented that: I wish to support local residents in objecting to this type of development in a predominanaty residential part of Long Lane. 8 flats would generate a minimum of 8 car parking spaces which would require the frontage of the property no doubt to be converted into a hard standing surface. This will detract from the street scene as the majority of properties in this part of the road have cultivated frontages that add to the richness of these residential properties and contribute to the quality of the living environment. To gain no doubt sufficient amenity space, balconies will need to be constructed which by their nature will detract from the street scene without considering the privacy currently afforded to adjacent properties especially within a conservation area. A communal amenity space will by its design generate additional noise and disturbance to residents in its immediate vicinity. The residents have also submitted a Local Development Plan to preserve the ambiance of Ickenham and that future developments to be in accord with the existing settings that characterise Ickenham. Should this be considered for approval then this will set in my opinion an unwarranted planning precedence.

Internal Consultees

Access Officer - The proposal would need to comply with M4(2) as set out in Approved Document M to the Building Regulations.

Highways - No objection.

Tree/Landscaping - The proposed site plan does not match the tree protection plan. The former shows a cycle store in the area where a valuable front garden Cherry tree is shown retained on the latter. On this basis the scheme as presented fails to demonstrate that it makes adequate provision for the protection and long term retention of valuable trees.

Environmental Protection Officer - No response.

Conservation Officer (summary):

The demolition of the existing property has not been justified. The following additional information is required in this regard:

- Heritage statement.
- Floor plans and elevations of the existing property and site.

The new build would need to make a positive contribution to the local area in terms of layout, form, bulk and scale and not result in the inappropriate development of gardens and green spaces that could potentially detract from the character of the Conservation Area. The single significantly large building is considerably larger than the existing and neighbouring dwellings and would span the entire width of the site for its full height leaving a minimal gap from the side boundaries. The general bulk, scale and built form would detrimentally increase the buildings presence along Long Lane. The footprint of a building should take into account the size of the site and in turn be proportionate to the space available and fit within the wider grain of the area. Wide gaps between adjacent sites are an important feature particularly at first floor level and it is encouraged that wider gaps are incorporated in new developments in order to enhance the Conservation Area. The proposal would result in an overly deep building intensifying the developed nature of the site. Whilst it is duly noted that a similar development has taken place at no.66 the site area in that instance was substantially bigger and was situated adjacent to a previous flatted development.

The design emulates that of no. 66, which is a modern recently built block of flats. The proposal fails to harmonise with the area established local distinctiveness. Properties along Long Lane tend to be of individual design and character, defined by the original principles of plot based development rather than the properties built from a 'pattern book'. Whilst this is evident in other areas of the Conservation Area this is not an established feature along Long Lane. The current house is a good example of the type of early 20th century 'Metroland' development, of individually designed detached houses set in large gardens with mature planting, which contribute to the character of the Conservation Area.

The loss of the vegetation and trees to the front would unacceptably open up views into what is a naturally enclosed site. As existing it responds to the garden suburb nature of the area. The removal of mature vegetation from the front boundary would increase the visibility of the buildings scale bulk and mass from Long Lane. Furthermore the loss of the natural screening may lead to the need for other means of enclosure being proposed which may not be considered in keeping with the character of the area.

The proposal is therefore considered unacceptable.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The National Planning Policy Framework (NPPF) (2012) has a requirement to encourage the effective use of land by re-using land. This is an existing residential unit set in a spacious plot. The site lies within an established residential area where there would be no objection in principle to the intensification of the residential use of the site, subject to all other material planning considerations being acceptable, in accordance with the Hillingdon Local Plan (November 2012).

Paragraph 3.3 of the HDAS: Residential Layouts Supplementary Planning Document (SPD) requires the redevelopment of plots occupied by individual dwellings for flatted development to be restricted in order to prevent more than 10% of the overall amount of buildings on a 1 km section of street from being flatted development. This is in order to preserve a supply of larger family homes and to guard against over-intensive development. The proposed development will be subject to this criterion.

The above document underpins and supports Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012), which seeks to protect the impacts of flatted development on the character and amenity of established residential areas.

Paragraph 3.3 of the Council's SPD for Residential Layout sets a threshold for the redevelopment of properties on a residential street at a ratio of 10%. In the case of a street, such as Long Lane, which is longer than 1km, the ratio is derived from the amount of redevelopment that has taken place on a 1km long stretch of road, with the site itself as the mid-point. Flatted development will be counted on the basis of the number of original residential plots which it replaced. Extant planning permissions for flatted development will be included within the calculation. Overall, 75 original individual plots were applicable to the study (using the Council's GIS mapping system we can accurately plot the properties between which a study should be undertaken, in this case from ...to);. This means that less than 10% of the 75 individual plots within 1km of the application site have been redeveloped or have extant planning permission for redevelopment.

The site is in a conservation area and the existing property is considered to make a positive contribution to the Conservation Area. No heritage assessment has been submitted to justify demolition of the existing property and the submitted replacement building is considered to be harmful to the character and appearance of the Conservation Area. The demolition of the existing dwellinghouse is therefore considered to be contrary to policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), and policy BE4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and policy 7.8 of the London Plan (2015). Although the 10% rule is not breached there is an in principle objection to this development because of the harm caused to the Conservation area by the loss of the existing dwellinghouse.

7.02 Density of the proposed development

Policy 3.4 of the London Plan (2015) seeks to ensure that the new development takes into account local context and character, the design principles in Chapter 7 and public transport capacity development should optimise housing output for different types of location within the relative density range shown in Table 3.2. Development proposals which compromise this policy should be resisted.

The site has a Public Transport Accessibility Level (PTAL) of 2 (poor). The London Plan (2015) range for sites with a PTAL of 2 - 3 in a suburban area is 35-65 units per hectare. Based on a total site area of 0.1058 ha the site would have a residential density of 75 units per hectare, which is slightly above this range.

The density matrix, however, is normally of limited value when looking at small scale development such as that proposed with this application. In such cases, it is often more appropriate to consider how the development harmonises with its surroundings and its impact on adjoining occupiers. Nonetheless the exceedence of density band for a suburban site further re-inforces that this is an inappropriate development.

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

With specific reference to the site location within a Conservation Area, Policy BE4 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) states that new development should harmonise with the materials, design features, architectural style and building heights predominant in such areas. This is supported by Policies 7.4 and 7.8 of the London Plan (2016) which require developments to have regard to local character and protect heritage assets.

The site lies within the Ickenham Village Conservation Area and currently comprises an attractive, detached property dating for the 1930's which relates positively to the surrounding streetscene. The area is characterised by individually designed properties set within spacious, with, mature planting which contribute to the character of the Conservation Area. The Conservation Officer has advised that in order to make a full assessment of the

proposal, a Heritage Statement should be provided including an adequate justification for the demolition of the existing property would need to be provided.

Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 states that the statutory duty of a Local Planning Authorities in regard to development affecting Conservation Areas and that 'special attention shall be paid to the desirability of preserving or enhancing the character and appearance of that area'. Whilst the level of harm to the individual site would result in less than substantial harm, the incremental and cumulative harm that could arise from similar development could adversely affect the significance, character and appearance of the conservation area, resulting in substantial harm. Heritage assets are irreplaceable; any harm requires clear and convincing justification. It would establish an unwelcome precedent within the Conservation Area, resulting in the loss of single family dwellings, which were originally built as plot-based development, dramatically altering the character of the Conservation Area. The demolition of the property would lead to serious harm which would not be outweighed by any public benefit.

As such it is considered that the proposal fails to comply with the requirements of Policies BE4, BE13, BE15 & BE19 of the Hillingdon Local Plan: Part 2 - Saved Policies (November 2012).

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

Policy BE13 ensures development harmonises with the existing street scene or other features of the area which are considered desirable to retain or enhance. BE19 ensures new development complements or improves the amenity and character of the area. The NPPF (2012) also notes the importance of achieving design which is appropriate to its context stating that 'Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.'

The proposed building spans most of the plot width set back 1 m from either boundary with the main body measuring 20.95 m in width, 17.3 m in depth and a maximum height of 8.9 m at the central gable feature. The very large crown roofs over the bulk of the property are set either side of the central ridge and measure 8.4 m and 7.75 m in height. The submitted street scene indicates the existing dwelling stands at approximately 8.4 m in height therefore in terms of the overall height there is no significant increase. It is also noted that the existing dwelling spans the whole width of the plot, however the main body of the existing dwelling is set back 4.7 m and 4.35 m from the side boundaries, maintaining open gap features either side at first floor level. This is a substantial building extending across virtually the whole width and deep into the plot. The overall scale and massing are considered overbearing and visually intrusive. The proposal also includes large front dormer windows, which along with the crown roof details are not a characteristic of the general street scene or the wider Conservation Area.

The Conservation Officer has raised significant concerns over the scale and design of the proposed building. It is considered that the design fails to harmonise with the areas established local distinctiveness, where the properties within the street tend to be of individual design and character, defined by the original principles of the plot. The loss of the vegetation to the front would also increase the visibility of the buildings scale, bulk and

mass when viewed from Long Lane.

Therefore given the scale, overall bulk and design of the building, it is considered that the proposal is unacceptable and would harm to the character and appearance of the street scene and the wider Conservation Area. As such the proposal fail to comply with Part 1 Policy BE1 and HE1, and Part 2 Policies BE4, BE13, BE15 and BE19 of the Hillingdon Local Plan (November 2012) and guidance in HDAS: Residential Layouts.

7.08 Impact on neighbours

Policies OE1, OE3 and BE24 of the Hillingdon Local Plan (November 2012) require the design of new developments to protect the amenity and privacy of neighbouring dwellings. Also the proposed development should not breach the 45 degree guideline when taken from the rear elevation of the neighbouring dwelling, ensuring no significant loss of light, loss of outlook or sense of dominance in accordance with Policy BE20 and BE21 of the Hillingdon Local Plan (November 2012).

The Council's HDAS 'Residential Layouts' advises at paragraph 4.9 that buildings should avoid being over dominant from neighbouring properties and normally a minimum 15 m separation distance should be maintained between habitable room windows and elevations of two or more storeys (taken from a 45 degree splay from the centre of habitable room windows). Paragraph 4.12 of the guidance also advises that where habitable room windows face each other, a minimum 21 m distance is required to safeguard privacy. This also applies to an area of private amenity space or patio, normally taken to be the 3 m depth of rear garden immediately adjoining the rear elevation of a residential property. HDAS 'Residential Extensions' also advises that in order to protect daylight and sunlight to neighbouring properties, proposals should not protrude too far and as a guide for a detached property 4m would be acceptable.

The proposed building has a staggered frontage not projecting beyond the line of the existing dwelling and maintains a front building line with both the adjacent properties at the nearest point. To the rear, the proposed building would project approximately 1.5 m beyond the rear of no. 58, set back by approximately 2m. Although the proposed building would be significantly larger and closer than the existing dwelling it is not considered this would have a significant impact on the amenity of the neighbouring occupiers by virtue of loss of light, being overbearing or loss of outlook. To the other side the proposed building would project approximately 5.2 m beyond the rear of no. 62. The main body of that dwelling is situated further away from the boundary set back approximately 9.35 m, but it also benefits from an adjoining large double garage to the side, with a home office to the rear, which extends up to the shared boundary. It is noted that concern had been raised over the loss of outlook to the two side bedroom windows facing the proposal; however these are secondary windows serving the bedrooms which have principle windows facing front and rear. However, given the depth and scale of the development in such close proximity to the ground floor habitable accommodation of this property, it is considered that this would significantly impact on the amenity of the neighbouring occupiers.

There are no windows in the side elevations with all windows facing front and rear. Concerns have been raised over the potential loss of privacy particularly from the proposed first and second floor balconies. However these balconies are set internally within the rear gable and are not considered to afford any additional overlooking to a normal window. In this context, although there would be an intensification of use of the site, it is not considered that the rear windows would result to any additional loss of privacy than that experienced in an urban environment. However to the rear the proposed building would be set back 10.8m from the boundary with 1 Neela Close. Although it is noted that a

separation of 21m would be maintained between the windows of the habitable rooms, the proposal would have direct views over the rear garden and private patio area to the rear of that property in close proximity at less than 21m. In the context of the existing character of the area and given the scale of the proposed building officers consider this would be perceived as very intrusive.

Therefore in view of the potential loss of privacy of the adjacent property the proposal is considered unacceptable. In view of the potential impact on the adjacent properties the proposal is considered unacceptable and fails to comply with Policies BE20, BE21 and BE24 of the Hillingdon Local Plan (November 2012) and guidance in HDAS: Residential Layouts.

7.09 Living conditions for future occupiers

On 25 March 2015, the Government introduced new technical housing standards in England, which comprise of new additional 'optional' Building Regulations on water and access, and a nationally described space standard (referred to as "the new national technical standards"). These new standards came into effect on 1 October 2015. The Mayor of London has adopted the new national technical standards through a minor alteration to The London Plan.

The Housing Standards (Minor Alterations to the London Plan) March 2016 sets out the minimum internal floor spaces required for developments in order to ensure that there is an adequate level of amenity for existing and future occupants. The proposed flats have a floor area of upwards of 75 sq.m for a 2 bed 3 person flat against a requirement of 61 sq.m and 78 sq.m for a 2 bed 4 person flat against a requirement of 70 sq.m, which is acceptable.

It is considered that all the proposed habitable rooms, would have an adequate outlook and source of natural light, and therefore comply with the SPD: New Residential Layouts: Section 4.9.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM14 of the Hillingdon Local Plan: Part Two- Saved UDP Policies (November 2012) requires developments to comply with the Council's Car Parking Standards, although this policy predates the National Planning Policy Framework. This requires the establishment of criteria to be considered when setting local parking standards including the accessibility of the development and the availability of and opportunities for public transport. The site has a poor PTAL rating and would require the provision of 1.5 car parking spaces plus 1 cycle space per unit. The supporting plans identify a car parking area to the front of the dwelling providing 8 car spaces and a separate cycle store for 8 bicycles. Although the PTAL rating is low the site is situated on a main road with easy access to both rail and bus routes. It is situated within easy walking distance of local shops, schools and other facilities and as such it is considered that on balance the level of parking is acceptable.

7.11 Urban design, access and security

The Council's HDAS guidelines require a minimum of 25 sq.m for a two bedroom flat. This would give an overall requirement of 200 sq.m. The proposal is set in a large plot and would provide approximately 288 sq.m, which is in excess of this requirement. However no details or information have been provided to demonstrate that adequate usable amenity space can be provided for all flats, whilst preserving the privacy for the occupiers of the ground floor units. It is therefore considered the proposal is contrary to policy BE24 of the Hillingdon Local Plan (November 2012).

7.12 Disabled access

The Access Officer has not raised any concerns with relation to this application.

7.13 Provision of affordable & special needs housing

Not relevant to this application.

7.14 Trees, Landscaping and Ecology

Adopted Local Plan, Policy BE1 seeks high quality design of the built and external environment. 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. The site lies within the area covered by Tree Preservation Order No. 5 and the Ickenham Village Conservation which is characterised by its garden suburb nature. The Landscape Officer has advised that the proposal has failed to demonstrate it adequately retains and protects valuable trees on site. This is emphasised by inconsistencies between the submitted plans whereby the site plans show a cycle store in the area where a valuable front garden Cherry tree is shown as retained on the tree protection plan. Furthermore the Conservation Officer has raised concerns that the green characteristic of the site would be diminished by the removal of the mature vegetation from the front boundary and the loss of the natural screening may lead to the need for other means of enclosure being proposed which may not be considered in keeping with the character and appearance of the surrounding area. As such it is considered that the proposal has failed to demonstrate compliance with the aim of Policy BE38 of the Hillingdon Local Plan (November 2012).

7.15 Sustainable waste management

Not relevant to this application.

7.16 Renewable energy / Sustainability

Not relevant to this application.

7.17 Flooding or Drainage Issues

Not relevant to this application.

7.18 Noise or Air Quality Issues

Not relevant to this application.

7.19 Comments on Public Consultations

7.20 Planning Obligations

The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014 and the Hillingdon CIL charge for additional floorspace for residential developments is £95 per square metre and office developments of £35 per square metre. This is in addition to the Mayoral CIL charge of £35 per sq metre.

Presently calculated the figures would be as follows;

LBH CIL £60,145.82

London Mayoral CIL £ 23,550.13

Total CIL £ 83,695.95

7.21 Expediency of enforcement action

Not relevant to this application.

7.22 Other Issues

The proposal shows the positioning of a bin store and cycle store at the front of the property. No details have been submitted of the proposed structures or their potential impact on the character of the street scene in such a prominent position. However, details for these structures could be conditioned for submission if all other aspects of the proposal were considered acceptable.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

10. CONCLUSION

The property is located within the 'Developed Area' as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012). This proposal considers the demolition of the existing dwelling and erection of a two storey building, with habitable roofspace providing 8 x 2 bed flats.

The existing dwellinghouse is considered to make a positive contribution to the character and appearance of the Conservation Area, no heritage assessment has been submitted to justify demolition of the property. The current house is a good example of the type of early 20th century 'Metroland' development, of individually designed detached houses set in large gardens with mature planting, which contribute to the character of the Conservation Area.

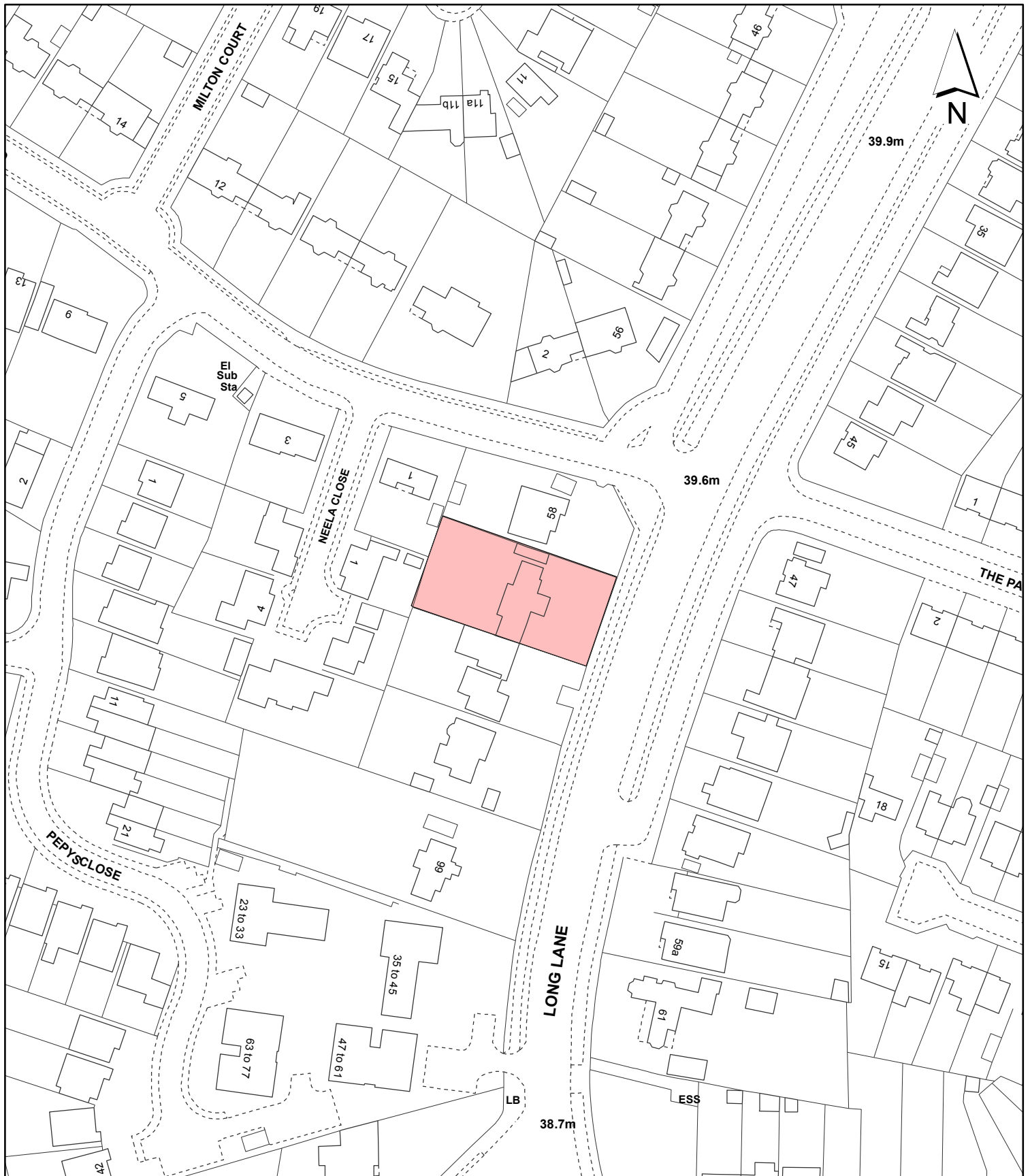
The proposed development is to erect a building of significant size and scale when compared with surrounding residential units. It is considered that the proposed building would be harmful to the character and appearance of the Conservation Area and would result in a detrimental impact on the amenities of the neighbouring occupiers. The development has also failed to demonstrate how the privacy of the future occupants of the ground floor flats would be maintained and how it adequately retains and protects valuable trees on site. The development is therefore considered contrary to a suite of Hillingdon Local Plan policies (2012) and policies in the London Plan 2015 and is recommended for refusal.

11. Reference Documents

Hillingdon Local Plan Part 1 - Strategic Policies (November 2012).
Hillingdon Local Plan Part 2.
The London Plan (July 2016).
Supplementary Planning Document HDAS: Accessible Hillingdon.
National Planning Policy Framework (2012).

Contact Officer: Liz Arnold

Telephone No: 01895 250230



Notes:

 Site boundary

For identification purposes only.
 This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act).
 Unless the Act provides a relevant exception to copyright.
 © Crown copyright and database rights 2016 Ordnance Survey 100019283

Site Address:

60 Long Lane

Planning Application Ref:

70282/APP/2017/3656

Planning Committee:

North

Scale:

1:1,250

Date:

December 2017

LONDON BOROUGH OF HILLINGDON
Residents Services
Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 250111



HILLINGDON
 LONDON