

Report of the Head of Planning, Sport and Green Spaces

Address 4 ASHBURTON ROAD RUISLIP

Development: Part two storey, part single storey side/rear extension, single storey front extension and conversion of roof space to habitable use to include a rear dormer and conversion of dwelling from 1 x 4-bed to 3 x 2-bed and 1 x 1-bed self-contained flats with associated parking and amenity space and installation of vehicular crossover to front.

LBH Ref Nos: 15579/APP/2017/3615

Drawing Nos: 4AshburtonRd/2017/03 Rev A
4AshburtonRd/2017/02 Rev A
4AshburtonRd/2017/01 Rev A
Location Plan 19.12.2017
Compliance Statement
Design & Access Statement

Date Plans Received: 05/10/2017 **Date(s) of Amendment(s):**

Date Application Valid: 13/10/2017

1. SUMMARY

The application seeks planning permission for a part two storey, part single storey side/rear extension, single storey front extension and conversion of roof space to habitable use to include a rear dormer and conversion of the existing dwelling (1 x 4-bed) to 2 x 2-bed and 2 x 1-bed self-contained flats with associated parking and amenity space and installation of vehicular crossover to front.

Having examined the proposal it is considered that the proposal is unacceptable for a number of reasons. The proposed side and rear extension, by reason of its siting in this open prominent position and in particular the crown roof design, would fail to harmonise with the architectural composition of the original dwelling. The application proposes inadequate provision for off-street car parking, resulting in additional on-street parking in an area where such parking is at a premium, which would be detrimental to the free flow of traffic and give rise to conditions prejudicial to highway and pedestrian safety. Furthermore the proposed development by reason of the extensive use of the rear garden area for parking including extensive areas of hard-standing, and the proximity of the car parking spaces to surrounding properties, would result in a significant increase in noise and general disturbance to the proposed and adjoining residential properties.

In addition the proposed flat which would be split over two floors would provide an indoor living area of an unsatisfactory size for the future occupiers. The proposal would therefore give rise to a substandard form of living accommodation to the detriment of the amenities of future occupiers.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The proposed two storey side/rear extension, by reason of its siting in this open prominent

position, its size, scale, bulk and roof form in particular the crown roof and rear dormer design would represent an incongruous addition, which would fail to harmonise with the architectural composition of the original end terrace dwelling and would be detrimental to the character, appearance and to the visual amenities of the street scene and the surrounding area. Therefore the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

2 NON2 Non Standard reason for refusal

The proposal provides an indoor living area of an unsatisfactory size for the occupiers of the proposed flat on the first floor. The proposal therefore gives rise to a substandard form of living accommodation to the detriment of the amenities of future occupiers 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), Policies BE19 and H7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), 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 application proposes inadequate provision for off-street car parking, resulting in additional on-street parking in an area where such parking is at a premium, which would be detrimental to the free flow of traffic and give rise to conditions prejudicial to highway and pedestrian safety. Accordingly, the scheme is contrary to Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

4 NON2 Non Standard reason for refusal

The proposed development by reason of the extensive use of the rear garden area for parking including extensive areas of hard-standing, and the proximity of the car parking spaces to surrounding properties, would result in a significant increase in noise and general disturbance to the proposed and adjoining residential properties, and as such would provide a poor residential environment and constitute an un-neighbourly form of development, resulting in a material loss of residential amenity. The proposal is therefore contrary to Policy OE1 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.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
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.
H7	Conversion of residential properties into a number of units
OE1	Protection of the character and amenities of surrounding properties and the local area
LPP 3.3	(2015) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.8	(2015) Housing Choice
LPP 5.3	(2015) Sustainable design and construction
LPP 7.4	(2015) Local character
LPP 3.5	(2015) Quality and design of housing developments
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

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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 this instance no pre-application advice was sought.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on the Western side of Ashburton Road with the principal elevation facing North East. The site comprises a two storey end-of-terrace house with a single storey car port with a flat roof profile attached to its Northern side plus a further parking space between the car port and the site's Northern boundary. To the front is a mono-pitched roof running from the bay window to the end at ground floor with the first floor set under a hipped roof set down from the main ridge by 0.97 metres.

To the North of the property lies No. 2 Ashburton Road, a semi-detached two storey house

arranged at an angle to Ashburton Road and Cornwall Road. This property has been substantially extended at single storey level to the rear and side. To the South of the site is No. 6 Ashburton Road, the attached house with a single storey rear extension.

The street scene is residential in character comprising primarily groups of terraced properties, many of which have previously been extended.

The application site lies within the Developed Area as designated in the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

3.2 Proposed Scheme

The application seeks planning permission for a part two storey, part single storey side/rear extension, single storey front extension and conversion of roof space to habitable use to include a rear dormer and conversion of the existing dwelling (1 x 4-bed) to 3 x 2-bed and 1 x 1-bed self-contained flats with associated parking and amenity space and installation of vehicular crossover to front.

The proposal involves a two storey side extension 4.32 metre wide set in 1.2 metres from the side boundary to the front reducing to 1 metre to the rear. At ground level this extends the full length and wraps around to the rear projecting a further 2.9 metres from the rear elevation. The first floor elevation is set in 2.3 metre from the side boundary to the South, closest to no.6 and has a stepped elevation. In addition there is also a rear dormer window proposed.

With these proposed alterations the existing dwelling is proposed to be converted to one, 1 bed 2 person flat and three 2 bed 3 person flats. 4 car parking spaces would be provided to the rear of the site accessed via the private alleyway with the remaining garden area split into 4 separate fenced off gardens each measuring 30 square metres.

3.3 Relevant Planning History

47214/PRC/2014/7 4 Ashburton Road Ruislip
Private dwelling house

Decision: 11-09-2014 Refused

Comment on Relevant Planning History

47214/PRC/2014/7 - Pre-Application for a private dwelling house. A number of objections were raised.

4. Planning Policies and Standards

The proposed development would be 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.

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.
- AM14 New development and car parking standards.
- BE13 New development must harmonise with the existing street scene.
- BE15 Alterations and extensions to existing buildings
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE22 Residential extensions/buildings of two or more storeys.

- BE23 Requires the provision of adequate amenity space.
- 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.
- H7 Conversion of residential properties into a number of units
- OE1 Protection of the character and amenities of surrounding properties and the local area

- LPP 3.3 (2015) Increasing housing supply
- LPP 3.4 (2015) Optimising housing potential
- LPP 3.8 (2015) Housing Choice
- LPP 5.3 (2015) Sustainable design and construction
- LPP 7.4 (2015) Local character
- LPP 3.5 (2015) Quality and design of housing developments
- 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

Initially 14 neighbouring properties along with Ruislip Residents Association were consulted on 19.10.2017 and a site notice was posted to the front of the site on 27.10.2017. Thereafter all the remaining properties to the rear of the application site and those adjoining the access route along

Hatherleigh Road and Cornwall Road were consulted on 19.12.2017.

At the time of preparing the report, 7 local objections were received along with an objection from Ruislip Residents Association and a Ward Cllr who has also called for the application to be heard at Committee.

Ruislip Residents Association:

The bulk/mass of the proposed building appears to be out of character with its surroundings, particularly when viewed approaching from the North and from the rear. The subdivision of the rear garden into 4 separate spaces plus the provision of 4 parking spaces, bin stores etc will have a detrimental effect on the neighbour's amenity. Also the proposal would result in a substantial loss of soft garden area.

Our concern would be that if allowed this development would create a precedent for others of its kind as we have already seen something similar with the units added on to the end of terrace blocks where the original idea was that the space at the end of terraces was to create an open aspect at the entrance to side roads.

We trust that our views can be taken into account and given the nature of the proposal that it be decided at a full planning meeting.

Ward Cllr:

We have asked that it goes to Committee, we would not support this development in our ward due to overdevelopment and garden grabbing.

The local objections can be summarised as follows:

- ensure the access road is never blocked by vehicles, machinery or materials at anytime. The access road is in constant use by residents and nobody ever parks or blocks the route.
- footpath beyond the existing garden area of the application site be kept clear for pedestrian access from the gates through to Cornwall Road.
- over dominate end terrace and be out of proportion to the existing footprint.
- be visually harmful to the existing residential street scene.
- conversion to flats would potentially over intensify the use of the building, which would be harmful to neighbouring amenities and the proposed parking to the rear of the site would result in additional noise, disturbance and overuse of the existing garden.
- would also be a security risk as the plans are open to the rear of the property.
- The proposed bike rack would look out of character and would change the nature of the building and would not be in keeping with the existing street scene.
- The positioning of the rubbish bins to the rear of the property would be a health hazard, encouraging vermin and daily odours which would be unpleasant.
- Turnover of residents entering and exiting the property would be extremely high, causing added security concerns and excess noise to our party wall.
- The side extension will block the natural sunlight coming through in my house. My wife is currently suffering the lack of vitamin D and it is at most needed for her to obtain this sunlight in order for her to keep her vitamin D level up as requested by the GP.
- 4 parking bays at the rear raise concern with the privacy of my garden.
- Security at the rear driveway due to 4 bays and opening of the secured gate entrance will be promote other to venture into the driveway from the rear. Which in turn may open up an easier route for thieves and opportunist for burglary and safety. Note that safety from the rear driveway has be kept to minimal as the gates have been most locked.
- very large planning application, which goes against the natural character of the houses that are located in or around Ashburton Road. This would look out of sorts from the other buildings connected or surrounding.
- would change the living environment and the character of the area in Ruislip Manor.
- Density of occupation and privacy.
- 4 flats will inevitably need more than 4 parking spaces, parking for residents has become a major

problem/ concern in this area.

- The shared Road providing access to the parking has been successfully gated for a number of years , unless the Access Path is gated to a similar standard this will impact considerably upon the security of all the residents with properties on the shared access road.
- scheme appears to be a 'block of flats' bolted on the end of a terrace. The proposed gardens look tiny and currently have no garden storage provided.
- important that the side pedestrian gate should be both robust and secure because the alley gate scheme has been very successful in improving the security here and this development could potentially allow an uncontrolled access path to the service road if not properly secured.
- The maintenance of the access gates and service road are run on a voluntary overseeing and resident co-operation basis only. The service road land is owned mainly by houses in Cornwall Road (like my own) with rights of way to others. The gate locks can be temperamental at times and use of the gates is currently fairly infrequent.
- additional noise from all the flats and dust during the construction of the flats.
- complete over development of the plot and are not in keeping with the character of the existing dwellings in the road. -
- The car parking spaces at the rear of the development are unlikely to be used due to there location off a gated, overgrown alleyway in very poor condition. The cars are therefore likely to be parked in the street outside adjacent properties. Car parking in the street is already creating problems and this will add to an already difficult situation.

Internal Consultees

Highways - Objections:

This application is for the extension and conversion of an existing 4b dwelling in Ashburton Road Ruislip to 3 x 2b + 1 x 1b flats. Ashburton Road is a local road that is subject to considerable parking stress as not all properties have off-street car parking. The existing dwelling has off-street car parking for two cars at the front of the property as well as a rear lane access. The site has a PTAL value of 3 (moderate) The proposals involve adding to the existing building and making use of the rear lane gated access to provide 4 car parking spaces. In order to comply with the Council's policy on off-street car parking I would expect that 6 car parking spaces should be provided and some of those would be directly accessible from Ashburton Road. The gated arrangement for the rear lane access could be a deterrent for some drivers to use the rear parking bays on the site. The waste/recycling bins should be within 10 m of the public highway and that is not the case. The cycle storage is in an open position and is not covered nor secure so I would suggest that this is redesigned. If the applicant wishes to redesign the car and cycle parking along with the bin storage I will review the new scheme. If there is no revision I suggest you refuse the scheme on car parking grounds.

Trees/Landscape -

This site is occupied by an end of terrace house set within a spacious plot which is wider than average in this street. Much of the frontage is hard surfaced and does little to contribute to the character and appearance of this residential street. The back garden can be accessed from a narrow rear service road entered from Hatherleigh Road. There are no tree, or landscape planning, designations which affect the site. However, there are trees / shrubs along the side (North) and rear (West) boundaries that can be seen from adjacent houses.

Comment: No trees are indicated on plan but, according to the response to the D&AS (Q15), no trees will be removed to facilitate the development. In fact the tree screen will have to be removed to accommodate the proposed car park. The car park (for four cars) is very tight and will be awkward to manoeuvre in. The bike storage is indicated on the front boundary where bikes will be insecure and vulnerable to theft / vandalism. Bikes should be stored to the rear or within the private garden spaces. No bin storage is indicated. However, the same guidance applies. The bins should be discretely stored and screened from sight - but available for weekly collection. The front garden should be soft landscaped to provide landscape enhancement for the benefit of the occupants and the wider street scape. The private gardens are tiny and will be difficult to make useful and attractive

- in this case a well-designed shared communal space might be more effective than the proposed sub-division? In my view the layout is too cramped and not all of the issues can be resolved through conditions.

Recommendation: Notwithstanding the above comments, if the scheme is approved conditions should include: RES9 (parts 1, 2, 4 and 5).

Access - no objections:

I have considered the detail of this planning application and have no comments to make.

Floods - no objections:

The site lies in a Critical Drainage Area (CDA) identified in the Surface Water Management Plan (SWMP) for Hillingdon. A CDA is the catchment area from which surface water drains and contributes to drainage problems. The site is also identified at risk of surface water flooding on the Environment Agency Flood Maps. It is therefore important all developments in this area contribute to manage the risk from surface water, and reduce the run off from their site.

The following condition is therefore requested:

Prior to commencement, a scheme for the provision of sustainable water management shall be submitted to, and approved in writing by the Local Planning Authority. The scheme shall clearly demonstrate how it incorporates sustainable urban drainage in accordance with the hierarchy set out in Policy 5.15 of the London Plan and will:

- i. provide information on all Suds features including the method employed to delay and control the surface water discharged from the site and:
 - ii. provide a management and maintenance plan for the lifetime of the development of arrangements to secure the operation of the scheme throughout its lifetime. Including appropriate details of Inspection regimes, appropriate performance specification. The scheme shall also demonstrate the use of methods to minimise the use of potable water through water collection, reuse and recycling and will:
 - iii. provide details of water collection facilities to capture excess rainwater;
 - iv. provide details of how rain and grey water will be recycled and reused in the development.
- Thereafter the development shall be implemented and retained/maintained in accordance with these details for as long as the development remains in existence.

REASON To ensure that surface water run off is controlled to ensure the development does not increase the risk of flooding contrary to Policy EM6 Flood Risk Management in Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012), Policy DME1 10 Water Management, Efficiency and Quality in emerging Hillingdon Local Plan Part 2 Development Management Policies. Policy 5.12 Flood Risk Management of the London Plan (July 2011), and National Planning Policy Framework (March 2012), and the Planning Practice Guidance (March 2014). To be handled as close to its source as possible in compliance with Policy 5.13 Sustainable Drainage of the London Plan (July 2011), and conserve water supplies in accordance with Policy 5.15 Water use and supplies of the London Plan (July 2011).

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The site is within the developed area as defined in the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012). It is currently in residential use and there is 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 Policy H7 of the Hillingdon Local Plan (November 2012). Policy H7 pertains to house conversions and serves to ensure that conversions achieve satisfactory environmental and amenity standards.

7.02 Density of the proposed development

Density ranges set out in the London Plan are not used in the assessment of schemes of less than 10 units.

However the Council seeks to ensure that houses suitable for conversion should be over 120 m² in internal floor area, which this is at approximately 147 m².

Minimum gross internal floor and storage is a further measure of the suitability of the size of a proposed dwelling. DCLG guidance identifies that a 1 storey, 1 bed 2 person dwelling should have a total of 51.5 m² (50+1.5) and a 2 bed 3 person 63 m² (61+2) for 1 storey and for 2 storey 72 m² (70+2).

The three 2 bed flats are shown to have a single and double bedroom accounting for the 3 person dwellings. However Flat 2 which is split over the first and second floor has the single bedroom located on the second floor which has a total floor area of 21.88 m². Therefore given the size this would be classed as a double and would result in this being a considered as 2 bed 4 person dwelling which would require a minimum total floor area of 81 m² (79+2). However the total floor area is only 74.45 m². This dwelling would provide an indoor living area of an unsatisfactory size for the occupiers of the proposed Flat 2 and therefore gives rise to a substandard form of living accommodation to the detriment of the amenities of future occupiers.

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

Not applicable to this application.

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 BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) states that all new developments should achieve a high quality of design in all new buildings and the public realm contributes to community cohesion and a sense of place.

Policy BE15 of the Hillingdon Local Plan Part Two (Saved UDP Policies) requires alterations and extensions to existing buildings to harmonise with the scale, form and architectural composition of the original building. Policy BE5 requires development to harmonise with the materials, design, architectural style of the area and retain a form of symmetry. Policy BE13 requires the layout and appearance of new developments to harmonise with the existing street scene or other features of the area and Policy BE19 ensures any new development complements or improves the amenity and character of the area.

The NPPF (2012) 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 Council's Adopted SPD the Hillingdon Design and Accessibility Statement: Residential Extensions (December 2008) or HDAS, contains design guidance for all types of extensions which should appear subordinate in scale to the original building.

The proposal involves a two storey side extension 4.32 metre wide set in 1.2 metres from the side boundary to the front reducing to 1 metre to the rear. At ground level this extends the full length and wraps around to the rear projecting a further 2.9 metres from the rear elevation. The first floor elevation is set in 2.3 metre from the side boundary to south, closest to no.6 and has a stepped elevation. In addition there is also a rear dormer window proposed. This results in a large crown roof in addition to the dormer within the roof slope. It is considered that these proposals are not sympathetic to the original dwelling and would not be in keeping with the character and appearance of the both the existing dwelling or the surrounding area. This is exacerbated by the prominent position of the end terrace property and the wider views of the site from the access road to the rear.

In conclusion it is considered that the proposals are significant and would significantly alter the character and appearance of the original property. The proposal is unacceptable in regards to its bulk, scale, design and will therefore have a detrimental impact on the character and appearance of the area, contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.08 Impact on neighbours

The Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to safeguard the amenities of neighbouring residents in three principal ways. The effect of the siting, bulk and proximity of a new building on the general outlook and residential amenity of these adjoining occupiers are considered under Policy BE20, whilst potential impacts on daylight/sunlight (Policy BE21) and privacy (Policy BE24) are also assessed.

The neighbouring property and adjoining terrace to the immediate South, no.6 Ashburton Road benefits from a single storey rear extension. In addition the proposed first floor element has been staggered and stepped in so that there are no impingement's on any 45 degree lines. Furthermore there are no windows on either side elevation proposed.

It is considered that there would be no adverse issues raised in regard to overlooking or privacy. Therefore, it is considered that the proposed development would not constitute an un-neighbourly form of development in accordance with Policies BE19, BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

However notwithstanding the above, the proposed development by reason of the extensive use of the rear garden area for parking including extensive areas of hard-standing, and the proximity of the car parking spaces to surrounding properties, would result in a significant increase in noise and general disturbance to the proposed and adjoining residential properties, and as such would provide a poor residential environment and constitute an un-neighbourly form of development.

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 adopted the new national technical standards through The Housing Standards (Minor Alterations to the London Plan) in March 2016 and this 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.

Minimum gross internal floor and storage is a further measure of the suitability of the size of a proposed dwelling. DCLG guidance identifies that a 1 storey, 1 bed 2 person dwelling

should have a total of 51.5 m² (50+1.5) and a 2 bed 3 person 63 m² (61+2) for 1 storey and for 2 storey 72 m² (70+2).

The three 2 bed flats are shown to have a single and double bedroom accounting for the 3 person dwellings. However Flat 2 which is split over the first and second floor has the single bedroom located on the second floor which has a total floor area of 21.88 m². Therefore given the size this would be classed as a double and would result in this being a considered as 2 bed 4 person dwelling which would require a minimum total floor area of 81 m² (79+2). However the total floor area is only 74.45 m². This dwelling would provide an indoor living area of an unsatisfactory size for the occupiers of the proposed Flat 2 and therefore gives rise to a substandard form of living accommodation to the detriment of the amenities of future occupiers.

It is considered that all the proposed habitable rooms, would have an adequate outlook and source of natural light, and therefore comply with Policies BE20 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

Policy BE23 of the Hillingdon Local Plan (November 2012) recognises that new residential buildings should 'provide external amenity space which is sufficient to protect the amenity of the occupants of the proposed and surrounding buildings'. The adopted Supplementary Planning Document (SPD) HDAS: Residential Layouts at Paragraph 4.15 recommends that one and two bedroom dwellings should provide a minimum of 40 m² of usable amenity space.

The proposal provides 30 m² of usable private amenity space for each plot which is in excess of the Council's adopted standard of 25 m². The proposal therefore complies with policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) considers whether the traffic generated by the proposed development is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety.

Policy AM14 states that new development will only be permitted where it is in accordance with the Council's adopted Car Parking Standards. These require a provision of 6 car parking spaces and not 4 as proposed. In addition these are proposed to the rear of the site which the only access from a private alleyway and not a public road. There are no parking provisions proposed to the front of the site.

In addition the council's highway officer has also objected, stating:

This application is for the extension and conversion of an existing 4b dwelling in Ashburton Road Ruislip to 3 x 2b + 1 x 1b flats. Ashburton Road is a local road that is subject to considerable parking stress as not all properties have off-street car parking. The existing dwelling has off-street car parking for two cars at the front of the property as well as a rear lane access. The site has a PTAL value of 3 (moderate) The proposals involve adding to the existing building and making use of the rear lane gated access to provide 4 car parking spaces. In order to comply with the Council's policy on off-street car parking I would expect that 6 car parking spaces should be provided and some of those would be directly accessible from Ashburton Road. The gated arrangement for the rear lane access could be a deterrent for some drivers to use the rear parking bays on the site. The

waste/recycling bins should be within 10m of the public highway and that is not the case. The cycle storage is in an open position and is not covered nor secure.

If the application was recommended for approval then these alterations would have been sought.

7.11 Urban design, access and security

Urban design issues have been covered elsewhere in the report and with regard to access and security, had the application not been recommended for refusal, conditions could have been included to ensure compliance with these requirements.

Secured by Design is now covered by Part Q of the Building Regulations which the development would be required to accord with, if the application had been recommended for approval.

7.12 Disabled access

If the scheme is found acceptable a condition would be recommended to secure the development was built to M4(2) in accordance with Policy 3.8 c of the London Plan.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

An appropriate scheme of landscaping and landscape protection could have been secured by condition if the application was recommended for approval.

7.15 Sustainable waste management

Policy 5.17 of the London Plan requires that all new development provide adequate facilities for the storage of waste and recycling.

7.16 Renewable energy / Sustainability

Not applicable to this application.

Given the potential scale and nature of the proposed development, it is not considered likely to raise significant sustainability concerns.

7.17 Flooding or Drainage Issues

The site is not within a flood zone.

The site lies in a Critical Drainage Area (CDA) identified in the Surface Water Management Plan (SWMP) for Hillingdon. A CDA is the catchment area from which surface water drains and contributes to drainage problems. The site is also identified at risk of surface water flooding on the Environment Agency Flood Maps. It is therefore important all developments in this area contribute to manage the risk from surface water, and reduce the run off from their site.

An appropriate condition would therefore have been included if the application was recommended for approval.

7.18 Noise or Air Quality Issues

No issues raised.

7.19 Comments on Public Consultations

The comments raised through the consultation process and the potential concerns relating to the impact of the development on adjoining occupiers have been considered in the main body of the report.

7.20 Planning Obligations

The Council's Community Infrastructure Levy Charging Schedule was adopted on 1st August 2014. The additional habitable floor space created will be chargeable at £95 per square metre.

The scheme would also be liable for payments under the Community Infrastructure Levy. On the 1st April 2012 the Mayoral Community Structure Levy came into force. The London Borough of Hillingdon falls within Charging Zone 2, therefore, a flat rate fee of £35 per square metre would be required for each net additional square metre added to the site as part of the development.

Community Infrastructure Levy:

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

Therefore the Hillingdon & Mayoral CIL Charges for the proposed development of 245 sq metres of additional floorspace is currently calculated as follows:

Hillingdon CIL = £28,283.54

Mayoral CIL = £11,074.44

Total = £ 39,357.98

7.21 Expediency of enforcement action

There are no enforcement issues raised by 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

None.

10. CONCLUSION

The application seeks planning permission for a part two storey, part single storey side/rear extension, single storey front extension and conversion of roof space to habitable use to include a rear dormer and conversion of the existing dwelling (1 x 4-bed) to 2 x 2-bed and 2 x 1-bed self-contained flats with associated parking and amenity space and installation of vehicular crossover to front.

Having examined the proposal it is considered that the proposal is unacceptable for a number of reasons. The proposed side and rear extension, by reason of its siting in this open prominent position and in particular the crown roof design, would fail to harmonise with the architectural composition of the original dwelling. The application proposes inadequate provision for off-street car parking, resulting in additional on-street parking in an area where such parking is at a premium, which would be detrimental to the free flow of traffic and give rise to conditions prejudicial to highway and pedestrian safety. Furthermore the proposed development by reason of the extensive use of the rear garden area for parking including extensive areas of hard-standing, and the proximity of the car parking spaces to surrounding properties, would result in a significant increase in noise and general disturbance to the proposed and adjoining residential properties.

In addition the proposed flat which would be split over two floors would provide an indoor

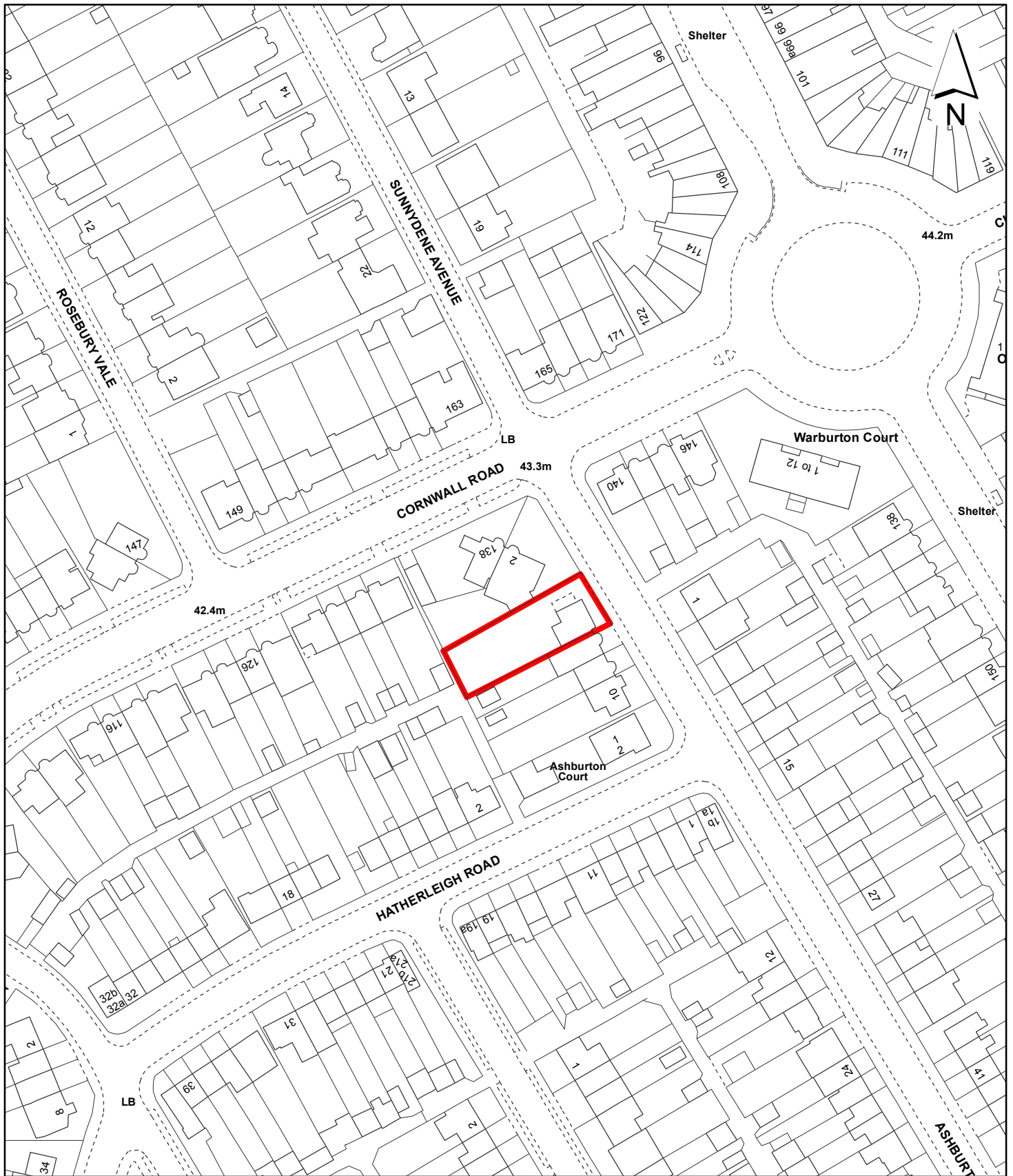
living area of an unsatisfactory size for the future occupiers. The proposal would therefore give rise to a substandard form of living accommodation to the detriment of the amenities of future occupiers.

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)
Hillingdon Design and Accessibility Statement: Residential Layouts
Hillingdon Design and Accessibility Statement: Residential Extensions
Hillingdon Design and Accessibility Statement: Accessible Hillingdon
Technical Housing Standards - Nationally Described Space Standard (March 2015)
National Planning Policy Framework

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Notes

 Site boundary

For identification purposes only.

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Site Address

4 Ashburton Road

Planning Application Ref:
15579/APP/2017/3615

Planning Committee
North Application

Scale
1:1,250

Date
January 2017

LONDON BOROUGH OF HILLINGDON
Residents Services

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HILLINGDON
LONDON