

Report of the Head of Planning, Transportation and Regeneration

Address LAND AT SANDOW CRESCENT HAYES

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

LBH Ref Nos: 879/APP/2018/540

Drawing Nos: 103 Rev. A (Proposed Elevations Blocks 2 and 3)
100
102
101
99 Rev. A
Technical Note
Energy Report
103 A
103 Rev. A (Proposed Elevations Blocks 1 and 2)
Planning Statement

Date Plans Received: 12/02/2018 **Date(s) of Amendment(s):**
Date Application Valid: 20/02/2018

1. SUMMARY

The application is for the development of 7 x 3 bedroom dwellings on a backland site in Hayes, which is currently used for light industrial purposes. The site is within the Hayes housing zone and close to what will shortly be a Crossrail station. Strategic planning policies seek to increase housing provision in such a highly accessible location. The site is very irregular in shape and this has resulted in a development which is heavily constrained by the shape of the site and need to avoid neighbour impacts. The density of the development is actually below the minimum density of 50 units/hectare recommended for a suburban area in the Local Plan Part Two and the London Plan (if the site was considered an urban location then it would be seriously below the minimum recommended density requirement). The density is lower than that recently deemed unacceptable in that the proposal is now for 7 x 3 bed (4 person) houses to meet the National Space Standards. The density is restricted by the awkward shape of the site. It is noted that the applicant has approached adjoining landowners to invite a comprehensive redevelopment of the area, no offers have been forthcoming. The layout has been amended to enable linking of adjacent sites should their redevelopment be progressed in the future. However, given the irregular shape of the site, it is considered that proposal continues to present an inefficient use of land within a highly accessible location where strategic planning policies identify housing growth is expected to occur. It remains the opinion that the piecemeal development of such an irregular shaped backland parcel of land will fail to safeguard the satisfactory redevelopment of adjoining sites which have development potential at a more appropriate density. Furthermore objections remain about the substandard width of the access in terms of highway and pedestrian safety. The recommendation therefore is one of refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

- 1 NON2 **Non Standard reason for refusal**

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

2 NON2 Non Standard reason for refusal

The proposal does not include an acceptable access to the site from Sandow Crescent. The track leading to the site is insufficiently wide for access by larger vehicles. Also there would be insufficient width to provide a safe shared surface access for vehicles and pedestrians. The proposal therefore conflicts with Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 3.5 of the London Plan 2016, the council's adopted Supplementary Planning Document HDAS: Residential Layouts.

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 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).

3 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.

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| AM7 | Consideration of traffic generated by proposed developments. |
| AM13 | AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street |

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|----------|---|
| | furniture schemes |
| AM14 | New development and car parking standards. |
| BE13 | New development must harmonise with the existing street scene. |
| BE19 | New development must improve or complement the character of the area. |
| BE20 | Daylight and sunlight considerations. |
| BE21 | Siting, bulk and proximity of new buildings/extensions. |
| BE22 | Residential extensions/buildings of two or more storeys. |
| BE23 | Requires the provision of adequate amenity space. |
| BE24 | Requires new development to ensure adequate levels of privacy to neighbours. |
| HDAS-LAY | Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006 |
| LPP 3.3 | (2016) Increasing housing supply |
| LPP 3.4 | (2015) Optimising housing potential |
| LPP 3.5 | (2016) Quality and design of housing developments |
| LPP 7.4 | (2016) Local character |
| NPPF1 | NPPF - Delivering sustainable development |
| NPPF6 | NPPF - Delivering a wide choice of high quality homes |
| NPPF7 | NPPF - Requiring good design |

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In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service. This is a resubmission of a previously refused scheme, where the Officers Report identified issues to be addressed, which were reflected in the reasons for refusal, allowing the opportunity to address those issues within this submission.

5 174 **Community Infrastructure Levy (CIL) (Refusing Consent)**

This is a reminder that Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), should an application for appeal be allowed, the proposed development would be deemed as 'chargeable development' and therefore liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This would be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. For more information on CIL matters please visit the planning portal page at: www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

3. **CONSIDERATIONS**

3.1 **Site and Locality**

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

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

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

3.2 Proposed Scheme

The application seeks planning permission for the erection of seven x 3-bed dwellings with associated parking and amenity space.

3.3 Relevant Planning History

879/APP/2017/1462 Land At Sandow Crescent Hayes
Seven x 3-bed dwellings with associated parking and amenity space

Decision: 19-09-2017 Refused

879/PRC/2016/166 Land Rear Of 2 -16 Sandow Crescent Hayes
Demolition of existing garages together with erection of 9 x 3 bedroom terraced houses with accommodation in roof with parking refuse and recycling

Decision: 29-11-2016 OBJ

Comment on Relevant Planning History

879/APP/2017/1462 - Seven x 3-bed dwellings with associated parking and amenity space was refused for the following reasons:

1. The proposal does not include an acceptable access to the site from Sandow Crescent. The track is insufficiently wide for access by larger vehicles, including emergency vehicles, and no evidence has been provided that they would be able to turn into the site or within the site. Also there would be insufficient width to provide a safe shared surface access for vehicles and pedestrians. The proposal therefore conflicts with Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 3.5 of the London Plan 2016, the council's adopted Supplementary Planning Document HDAS: Residential Layouts and guidance provided in Fire Safety Guidance Note GN29, published by the London Fire Brigade (2010).
2. The proposal would provide an indoor living area of an unsatisfactory size for the future occupiers of the proposed units and would therefore give rise to a substandard form of living accommodation to the detriment of the amenity of future occupiers. The proposal is thus contrary to Policy 3.5 and Table 3.3 of the London Plan (2016), the Housing Standards Minor Alterations to The London Plan (March 2016), the Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016) and the Technical Housing Standards - Nationally Described Space Standard (March 2015).
3. The proposed development is considered to be an inefficient development of land within a highly accessible location where strategic planning policies identify housing growth is expected to occur. The site is located within the Hayes Housing Zone. It is considered that the piecemeal development of such an irregular shaped backland parcel of land will fail to safeguard the satisfactory redevelopment of adjoining sites which have development

potential. The proposed development is therefore contrary to Policy H1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policy BE14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

It is noted that a current application is submitted for consideration under application reference 21432/APP/2017/1334 at the adjacent site Peaberry Court, 32 North Hyde Road for the demolition of existing building and erection of a four storey residential building with basement car park level to provide 21 flats with parking space and amenity space.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

AM7 Consideration of traffic generated by proposed developments.

AM13 AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): -
(i) Dial-a-ride and mobility bus services
(ii) Shopmobility schemes
(iii) Convenient parking spaces
(iv) Design of road, footway, parking and pedestrian and street furniture schemes

AM14 New development and car parking standards.

BE13 New development must harmonise with the existing street scene.

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

BE20 Daylight and sunlight considerations.

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

BE22 Residential extensions/buildings of two or more storeys.

BE23 Requires the provision of adequate amenity space.

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

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

LPP 3.3 (2016) Increasing housing supply

LPP 3.4 (2015) Optimising housing potential

LPP 3.5 (2016) Quality and design of housing developments

LPP 7.4 (2016) Local character

NPPF1 NPPF - Delivering sustainable development

NPPF6 NPPF - Delivering a wide choice of high quality homes

NPPF7 NPPF - Requiring good design

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

39 neighbouring properties were consulted by letter dated 26.2.18 and a site notice was displayed in Sandow Crescent which expired on 28.3.18.

A petition with 30 signatures and 5 further comments were received raising the following issues:

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

Internal Consultees

Highways Officer -

Sandow Crescent is a local road and the site under development is used as storage with access via a very narrow access road off Sandow Crescent. Sandow Crescent is subject to parking stress as many properties do not have off-street car parking. The Council has implemented parking restrictions in an effort to allow access to the site. There had been some earlier pre-app discussions over the proposals for 9 x 3 bed dwellings and the narrow access road was cited as an issue with this site. It was suggested that tracking and visibility information is provided with any application. A previous application for 7 x 3b houses was refused and the suitability of the narrow access was one of the reasons for refusal. The applicant has now supplied a Technical Note (TN) by i-Transport dated 22 January 2018 in support of this application. The site has a PTAL of 4 (Good) which suggests there will be a lesser reliance on private cars for some trips. This application is for 7 x 3bed dwellings to be erected on the site along with 12 car parking spaces. Given the parking requirement is for 1.5 spaces per dwelling and the PTAL value I would suggest that the car parking provision is adequate. The TN uses the TRICS database to show that the trips generated by the development would be similar to the existing garage/B1 uses. The Planning Statement mentions cycle parking spaces and there are facilities shown on the layout plans which is supported if approval is likely. The drawings show refuse/recycling bins at the front of each dwelling which is supported and an assembly point along the access road for collection days. I was concerned over the access arrangements for the previous application so for this application the TN has provided dimensioned drawings of the access road. The narrowest part of the road is 3.2 m wide and lorries in UK can be 2.55 m wide without mirrors. The TN provided a tracking diagram for a Transit Van

which fitted the access road. It is assumed that larger service vehicles including refuse, emergency service vehicles and other larger delivery vehicles would not be able to enter the site from Sandow Crescent, turn round within the site and leave the development in a forward gear. The TN contains correspondence from London Fire Brigade indicating that they are happy with a fire hydrant system being installed. The narrow road width precludes any sort of delivery/collection by HGVs and that is a concern to me. There are also highway visibility splays required at key locations along with potential problems of pedestrians sharing the road with other road users on an access road with such a narrow width. There are refuse/recycling bins shown on the layout plans but refuse services would not be able to enter the site to collect so would have to rely on an assembly point away from the houses on collection day. If approval is likely then I would suggest you condition EVCPs (active and passive) along with secure covered cycle parking (2 per dwelling) I feel that an access road with such a narrow width is unsuitable in this location and I suggest you refuse the application on highway safety grounds.

Following receipt of concerns raised by a neighbour in respect of the revised parking restrictions in Sandow Crescent, the Highway Officer has advised that a new parking scheme has recently been introduced which would seem to have made the site access and egress more difficult for delivery vehicles as parked vehicles on-street have ceased to park 'two wheels up' on the opposite footway. I have discussed this issue with our Transport & Projects team and they confirm that parking can in fact continue as before even though some footway prohibition signs have been taken down.

In short, residents who hold and display a parking permit for the new Controlled Parking Zone can legitimately park two wheels up on the footway as before.

Landscape Officer:

The site lies between North Hyde Road and Nestles Avenue. There are no trees or other landscape features which might constrain development.

COMMENT: This submission follows a previous application ref. 2017/1462 which was refused. No trees, or other landscape features of merit, will be affected by the proposal. The current layout is similar but has been amended to address highway concerns. The amended layout has lost some areas of soft landscape, to the detriment of the scheme. If possible planting should be re-introduced along boundaries, notably to the side of unit 1 (where a new and very deep turning head has been created).

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

7. MAIN PLANNING ISSUES

7.01 The principle of the development

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

The Council has adopted the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012). Policy BE1 advises that new development, in addition to achieving a high quality of design, should enhance the local distinctiveness of the area, contribute to community cohesion and sense of place and make a positive contribution to the local area in terms of layout, form, scale and materials and seek to protect the amenity of surrounding land and buildings, particularly residential properties. Policy BE 14 of the Local Plan states that permission will not be granted for the development of sites in isolation if the design fails to safeguard the satisfactory redevelopment of adjoining sites which have development potential. Policy H1 of the Hillingdon Local Plan Part One (November 2012) requires the

efficient use of brownfield land.

Under the previous application the Council considered that further land assembly of surrounding area could result in a more acceptable development proposal and that releasing this back land parcel of land could also prejudice any wider land assembly or release of land for housing.

The applicant has approached the adjoining land owners and there was no interest in a joint application and has advised that it is not likely that it will become so in the near future. However, the development would still be considered to be contrary to policy BE14 of the Local Plan which states that permission will not be granted for the development of sites in isolation if the design fails to safeguard the satisfactory redevelopment of adjoining sites which have development potential.

In order to address the concern in being able to provide reasonable sized new housing to contribute towards Housing Targets and current housing shortages, the applicant has made an assessment of potential for the land adjacent to the site boundary. The proposed layout has been revised such that, should the option of the development of the adjoining sites become available in the future, the application site could still be used as part of a wider and more comprehensive development for the area. The applicant has advised that clear connections can be maintained within the proposed scheme to the sites immediately to the West and South of the site if required with the intention that any of the access points could be opened up for future connection to neighbouring sites and vehicular access ways.

Whilst the revisions to the layout and identification of the linked access to potential future piecemeal development of neighbouring sites is welcomed, concerns are maintained about the inefficient use of land within a highly accessible location where strategic planning policies identify housing growth is expected to occur. It remains the opinion that the piecemeal development of such an irregular shaped backland parcel of land will fail to safeguard the satisfactory redevelopment of adjoining sites which have development potential at a more appropriate density. (see density section below).

The development is therefore also considered to be contrary to policy BE14 of the Local Plan which states that permission will not be granted for the development of sites in isolation if the design fails to safeguard the satisfactory redevelopment of adjoining sites which have development potential. Policy H1 of the Hillingdon Local Plan Part One (November 2012) requires the efficient use of brownfield land.

7.02 Density of the proposed development

The site area is 0.161 ha, and therefore the proposed density would be 43.5 units/hectare. This is well below the minimum density of 50 units/hectare recommended for a suburban area in the Local Plan Part Two and the London Plan. The density is restricted by the awkward shape of the site. However it does raise concerns that such a site should come forward in a Housing Zone with a below London Plan density. Furthermore the density is reduced from that which was previously considered unacceptable by the Council given that the previous scheme was for 7 x 3 bedroom (5 person) dwellings and the revised scheme is for 7 x 3 bedroom (4 person) dwellings.

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

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.'

Policy BE1 of the Hillingdon Local Plan (November 2012) requires that all new development achieves a 'high quality of design in all new buildings, alterations and extensions'. In addition, Policy BE13 of the Hillingdon Local Plan (November 2012) acknowledges that 'development will not be permitted if the layout and appearance fail to harmonise with the existing street scene'. The emphasis placed on the impact of a development upon the character of the surrounding area is further emphasised under Policy BE19 of the Hillingdon Local Plan (November 2012), which recognises that 'The Local Planning Authority will seek to ensure that new development within residential areas complements or improves the amenity and character of the area'. Paragraph 4.14 of the Residential Layouts HDAS SPD specifies that developments should incorporate usable, attractively laid out and private garden space conveniently located in relation to the property or properties it serves. It should be of an appropriate size, having regard to the size of the dwelling and character of the area. Paragraph 4.27 of the HDAS SPD gives advice that building lines within a new development should relate to the street pattern of the surroundings whilst the height of the development is best determined by reference to the proportions, siting and lines of surrounding buildings.

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

7.08 Impact on neighbours

Policies BE20, BE21 and BE21 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) give advice that buildings should be laid out so that adequate daylight and sunlight can penetrate into and between them, and the amenities of existing houses are safeguarded.

Policies BE23 and BE24 of the Hillingdon Local Plan (Part Two) stress the importance of new buildings and extensions providing adequate amounts of external amenity space, that not only protects the amenity of the occupants of the proposed development, but also of those of the surrounding buildings, as well as protecting both parties privacy.

The Council's adopted HDAS SPD: Residential Layouts (July 2006) specifies in paragraph 4.9 that where a two or more storey building abuts a property or its garden, a minimum acceptable distance of 15 m should be maintained, so as to overcome possible over-domination, overbearing and overshadowing. Paragraph 4.11 of the HDAS SPD specifies that the Council's 45 degree principle will be applied and is designed to ensure that adequate daylight and sunlight is enjoyed in new and existing dwellings. The principle involves drawing a line from the mid-point of an existing/new window that is potentially affected by a new dwelling at an angle of 45 degrees towards the new building. Paragraph 4.12 of the HDAS SPD specifies that new residential development should be designed so as to ensure adequate privacy for its occupants and that of the adjoining residential property. It gives advice that the distance should not be less than 21 m between facing habitable room windows.

The front elevations of 5 of the houses face to the East, whilst the other 2 face to the West. The 5 houses would have upstairs windows to the front facing directly towards the rear windows of the maisonettes at 2 - 16 Sandow Crescent. The separating distance between the windows is shown on the plans to be around 22 m, so is in excess of the minimum requirement in paragraph 4.9 of the Hillingdon Design and Accessibility Statement: Residential Layouts (HDAS) for a separation distance of 21 m. The separation distance should ensure that the houses would not have an unacceptable overbearing impact on the properties on Sandow Crescent. A condition could ensure that arrangement persists.

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

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

7.09 Living conditions for future occupiers

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. A three bedroom (4 person) house is required to provide an internal floor area of 84 m² which the proposal complies with. Furthermore the habitable rooms would enjoy a satisfactory outlook in accordance with the requirements of Policy 3.5 of the London Plan (2016).

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'. Submitted plans demonstrate that all 7 properties would be provided with an area of outdoor amenity space exceeding the Council's minimum standard of 60 square metres.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to ensure that all development is in accordance with the Council's adopted Car Parking Standards.

Sandow Crescent is a local road and the site under development is used as storage with access via a very narrow access road off Sandow Crescent. Sandow Crescent is subject to parking stress as many properties do not have off-street car parking. There had been some earlier pre-app discussions over the proposals for 9 x 3 bed dwellings and the narrow access road was cited as an issue with this site. It was suggested that tracking and

visibility information is provided with any application. A previous application was refused and the suitability of the narrow access was one of the reasons for refusal. The applicant has now supplied a Technical Note (TN) by i-Transport dated 22 January 2018 in support of this application. The site has a PTAL of 4 (Good) which suggests there will be a lesser reliance on private cars for some trips. This application is for 7 x 3 bed dwellings to be erected on the site along with 12 car parking spaces. Given the parking requirement is for 1.5 spaces per dwelling. As such the parking provision is considered adequate. The TN uses the TRICS database to show that the trips generated by the development would be similar to the existing garage/B1 uses. The Planning Statement mentions cycle parking spaces and there are facilities shown on the layout plans which is supported if approval is likely. The drawings show refuse/recycling bins at the front of each dwelling which is supported and an assembly point along the access road for collection days. The previously refused scheme raised concerns over the access arrangements. This application has provided dimensioned drawings of the access road. The narrowest part of the road is 3.2 m wide and lorries in UK can be 2.55 m wide without mirrors. The TN provided a tracking diagram for a Transit Van which fitted the access road. It is assumed that larger service vehicles including refuse, emergency service vehicles and other larger delivery vehicles would not be able to enter the site from Sandow Crescent, turn round within the site and leave the development in a forward gear. The TN contains correspondence from London Fire Brigade indicating that they are happy with a fire hydrant system being installed. The narrow road width precludes any sort of delivery/collection by HGVs and the Highways Officer has expressed concern over this issue. There are also highway visibility splays required at key locations along with potential problems of pedestrians sharing the road with other road users on an access road with such a narrow width. As such, the Highways Officer has maintained an objection to this revised scheme on the grounds that the proposal does not include an acceptable access to the site from Sandow Crescent. The track leading to the site is insufficiently wide for access by larger vehicles. Also there would be insufficient width to provide a safe shared surface access for vehicles and pedestrians. The proposal therefore conflicts with Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policy AM7 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policy 3.5 of the London Plan 2016, the council's adopted Supplementary Planning Document HDAS: Residential Layouts.

7.11 Urban design, access and security

The issues are addressed in the sections above.

7.12 Disabled access

No accessibility issues have been raised.

7.13 Provision of affordable & special needs housing

Not relevant to the consideration of this application.

7.14 Trees, landscaping and Ecology

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.

7.15 Sustainable waste management

The submitted plans indicate an area for bin storage for each dwelling and the provision of a bin collection point for future occupants to use on bin collection day. Whilst this provision is considered acceptable in terms of waste management, the bin collection point on the narrow access is likely to add to concerns in terms of the inadequate width of the access road on bin collection days.

7.16 Renewable energy / Sustainability

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

7.17 Flooding or Drainage Issues

Not relevant to the consideration of this application.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

The comments are addressed in the sections above.

7.20 Planning obligations

CIL

The Council adopted its own 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.

The scheme is CIL liable. Presently calculated the amounts would be as follows;

LBH CIL £73,772.91

London Mayoral CIL £28,885.83

Total CIL £102,658.74

7.21 Expediency of enforcement action

Not relevant to the consideration of this application.

7.22 Other Issues

No other issues raised.

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 application is for the development of 7 x 3 bedroom dwellings on a backland site in Hayes, which is currently used for light industrial purposes. The site is within the Hayes housing zone and close to what will shortly be a Crossrail station. Strategic planning policies seek to increase housing provision in such a highly accessible location. The site is very irregular in shape and this has resulted in a development which is heavily constrained by the shape of the site and need to avoid neighbour impacts. The density of the development is actually below the minimum density of 50 units/hectare recommended for a suburban area in the Local Plan Part Two and the London Plan (if the site was considered an urban location then it would be seriously below the minimum recommended density requirement). The density is lower than that recently deemed unacceptable in that the proposal is now for 7 x 3 bed (4 person) houses to meet the National Space Standards. The density is restricted by the awkward shape of the site. It is noted that the applicant has approached adjoining landowners to invite a comprehensive redevelopment of the area, no offers have been forthcoming. The layout has been amended to enable linking of adjacent sites should their redevelopment be progressed in the future. However, given the irregular shape of the site, it is considered that proposal continues to present an inefficient use of land within a highly accessible location where strategic planning policies identify housing growth is expected to occur. It remains the opinion that the piecemeal development of such

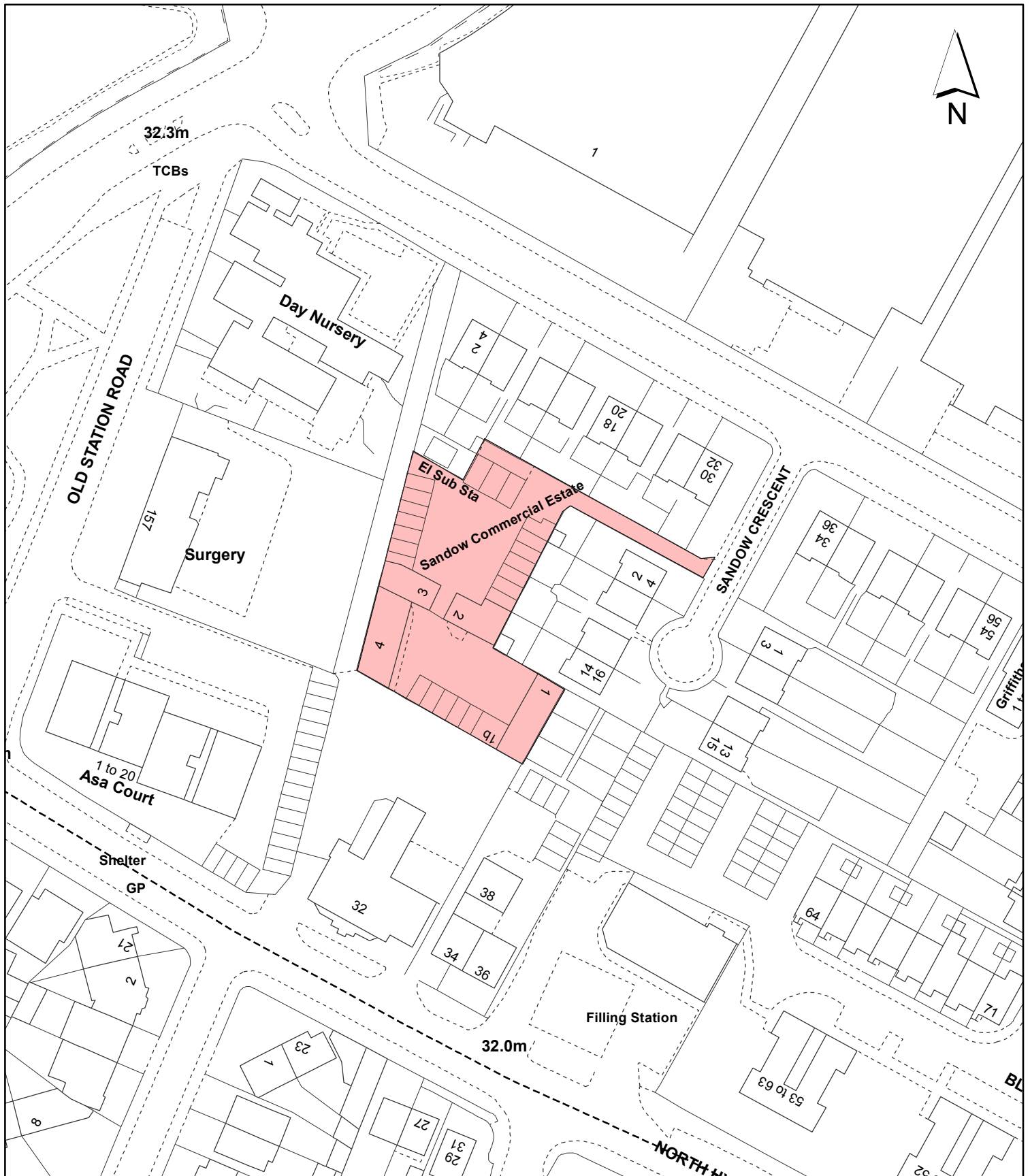
an irregular shaped backland parcel of land will fail to safeguard the satisfactory redevelopment of adjoining sites which have development potential at a more appropriate density. Furthermore objections remain about the substandard width of the access in terms of highway and pedestrian safety. The recommendation therefore is one of refusal.

11. Reference Documents

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

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Notes:

 Site boundary

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Site Address:

**Land at
Sandow Crescent**

Planning Application Ref:
879/APP/2018/540

Planning Committee:
Central & South

Scale:
1:1,000

Date:
May 2018

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OF HILLINGDON**
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