

## Report of the Head of Planning, Transportation and Regeneration

**Address** MONTROSE COTTAGE DUCKS HILL ROAD RUISLIP

**Development:** Two storey side/rear extension and conversion of dwelling into 1 x 2-bed and x 1-bed self-contained flats, involving demolition of existing garage and conservatory and installation of external staircase.

**LBH Ref Nos:** 73100/APP/2018/625

**Drawing Nos:** Location Plan  
Front view  
Rear view  
Side view.  
03-B  
01-C  
02-C  
Design & Access Statemen

**Date Plans Received:** 19/02/2018                      **Date(s) of Amendment(s):**

**Date Application Valid:** 06/03/2018

### 1. **SUMMARY**

The application seeks planning permission for a two storey side/ single storey rear extension and conversion of the dwelling into 1 x 2-bed and 1 x 1-bed self-contained flats, involving demolition of the existing garage and conservatory and installation of an external staircase.

This is a resubmission following a previous refusal. Although the revised proposal has in part, addressed some of the previous reasons for refusal, the proposal still remains unacceptable.

The revised proposal now includes an external staircase. The staircase by reason of its siting in this open prominent position and its overall size and height, represents an incongruous addition, which would fail to harmonise with the architectural composition of the original dwelling and would be detrimental to the character, appearance and visual amenities of the street scene and the surrounding area.

In addition the proposal also fails to provide sufficient parking provision for the proposed units and would therefore result in an increase in on-street car parking in an area where such parking is at a premium thereby leading to conditions which would be detrimental to the free flow of traffic and to highway and pedestrian safety.

Therefore taking all matters into consideration the application is recommended for refusal

### 2. **RECOMMENDATION**

**REFUSAL for the following reasons:**

1            NON2            **Non Standard reason for refusal**

The proposed external staircase, by reason of its siting in an open prominent position and

its overall size and height, represents an incongruous addition resulting in an overdominant form of development, which would fail to harmonise with the architectural composition of the original dwelling and would be detrimental to the character, appearance and 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).

**2 NON2 Non Standard reason for refusal**

The proposal fails to provide sufficient parking provision for the proposed units and would therefore result in an increase in on-street car parking in an area where such parking is at a premium thereby leading to conditions which would be detrimental to the free flow of traffic and to highway and pedestrian safety. The proposal is therefore contrary to Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012), to Hillingdon's Adopted Parking Standards as set out in the Hillingdon Local Plan: Part Two - Unitary Development Plan 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 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.

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.
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
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
LPP 3.3	(2011) Increasing housing supply
LPP 3.4	(2011) Optimising housing potential
LPP 3.5	(2011) Quality and design of housing developments
LPP 3.8	(2011) Housing Choice
NPPF1	NPPF - Delivering sustainable development
NPPF6	NPPF - Delivering a wide choice of high quality homes
NPPF7	NPPF - Requiring good design

#### 4

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 property is located in a prominent plot on the East side of Ducks Hill Road with the principal elevation facing South West. The property is a modest two storey semi-detached brick built dwelling part finished in render and set under a gable roof. To the side is an attached garage with a lean to roof. The small area to the front of the property and garage is covered in hard-standing however with a maximum depth of just 2.3 metres it is not sufficient for off-street parking, such that existing vehicles over hang onto the footpath. To the rear of the property is a two storey extension set under a gable roof at a right angle to the main roof and a small conservatory, with the remaining area covered in mature vegetation and laid to lawn.

To the immediate West of the application site is a Garden Centre with its car parking area bordering the application site and rear garden. The application site including the full rear and side elevations are readily visible from the garden centre. The immediately adjoining property, the other half of the pair of cottages is no.9 Page Cottages which also benefits

from the two storey rear projection and gable roof. Immediately in front of the application site on the 6 metre wide footpath is a bus stop.

The application site lies within a 'Developed Area' as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012).

### **3.2 Proposed Scheme**

The application seeks planning permission for a two storey side/ single storey rear extension and conversion of dwelling into 1 x 2-bed and 1 x 1-bed self-contained flats, involving demolition of existing garage and conservatory and installation of external staircase.

The proposal would involve replacing the existing garage to the side with a two storey side extension which would extend to the full width of the plot up to the side boundary on the existing footprint. The front building line is now set back from the front elevation by 1.5 metres for its full height. The two storey side extension would extend along the length of the existing dwelling set under a gabled roof with a set down from the main ridge of 0.5 metres

At ground floor level the proposal extends a further 3.5 metres to the rear set under a 3 metre flat roof which joins the existing two storey outrigger. An external staircase is also proposed to the rear in order to provide access to the rear amenity space.

The extensions and alterations would as proposed, result in the creation of one 2 bed dwelling at ground floor, (Flat 1) and one 1 bed dwelling on the first floor, (Flat 2). Under the proposal each dwelling would have a separate outdoor amenity area of approximately 40 square metres.

The submitted plans illustrate two parking spaces in tandem to the front. However the proposal involves creating two separately owned/occupied dwellings and therefore the proposal has to be assessed on the basis of only one parking space being provided.

### **3.3 Relevant Planning History**

73100/APP/2017/2973      Montrose Cottage Ducks Hill Road Ruislip

Two storey side/rear extension and conversion of dwelling into 2 x 2-bed self-contained flats, involving demolition of existing garage and conservatory

**Decision:** 24-10-2017      Refused

#### **Comment on Relevant Planning History**

73100/APP/2017/2973 - The application was for a two storey side/rear extension and conversion of the dwelling into 2 x two bed self-contained flats, involving demolition of existing garage and conservatory. This was refused on 24.10.2017 for the following reasons:

1. The proposed two storey side/rear extension, by reason of its siting in this open prominent position, its size, scale, bulk and design and in particular the hip end roof design, would fail to harmonise with the architectural composition of the original semi-detached dwelling, would be detrimental to the character, appearance and symmetry of the pair of semi-detached houses of which it forms a part 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. The proposed two storey side extension, by virtue of its siting, size, scale, bulk and design, including the lack of a set back from the front at all levels and a set down of the ridge of the roof from the main ridge, would fail to harmonise with the architectural composition of the original semi-detached dwelling, would be detrimental to the character, appearance and symmetry of the pair of semi-detached houses of which it forms a part 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.

3. The two storey rear extension, by reason of its siting in this open prominent position and its design and in particular the flat roof and rear fenestration, represents an incongruous addition, which would fail to harmonise with the architectural composition of the original dwelling, would be detrimental to the character, appearance and 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.

4. The proposed development by virtue of its failure to provide amenity space of sufficient size and quality commensurate to the size and layout of the proposed flat on the first floor would result in an over-development of the site detrimental to the residential amenity of existing and future occupiers. The proposal is therefore contrary to Policies BE19 and BE23 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

5. The proposed dwellings would each provide 2 additional bedrooms with the proposed larger of the two bedrooms in each dwelling being less than the minimum 11.5sq.m and are therefore undersized 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 of the London Plan (March 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).

6. The proposal fails to provide sufficient parking provision for the proposed units and would therefore result in an increase in on-street car parking in an area where such parking is at a premium thereby leading to conditions which would be detrimental to the free flow of traffic and to highway and pedestrian safety. The proposal is, therefore, contrary to Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012), to Hillingdon's Adopted Parking Standards as set out in the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

#### 4. Planning Policies and Standards

One of the Core Planning Principles of The National Planning Policy Framework is to "encourage the effective use of land by re-using land that has been previously developed (brownfield land)".

The London Plan (July 2011) aims to provide more homes within a range of tenures across the capital meeting a range of needs, of high design quality and supported by essential social infrastructure. In terms of new housing supply, the Borough of Hillingdon has been allocated a minimum target of 4,250 in the period from 2011-2021.

#### 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.
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
OE8	Development likely to result in increased flood risk due to additional surface water run-off - requirement for attenuation measures
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
LPP 3.3	(2011) Increasing housing supply
LPP 3.4	(2011) Optimising housing potential
LPP 3.5	(2011) Quality and design of housing developments
LPP 3.8	(2011) Housing Choice
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**

7 neighbouring properties and Ruislip Residents Association were consulted on 07.03.2018 and a site notice was displayed to the front of the site on 09.03.2018.

The Ward Councillor has requested that the application be determined at Committee. In addition there have been four objections which can be summarised as follows:

- The development would be out of character with the row of period cottages.
- It would increase the number of dwellings and vehicles in a heavily trafficked already saturated area with insufficient parking.
- The existing garage would be removed and no parking provision made.
- First floor flat terrace and stairs would be an eyesore and overlook neighbouring rear garden. Metal stairs would be noisy and result in poor outlook from rear window and block light.
- Proposed staircase should be located to the other side close to the garden centre.
- Concerns of parking provisions to the front and inadequate space resulting in potential encroaching on pavement.
- Still does not match existing neighbouring cottage - which was a previous reason for refusal.
- Concerns for pedestrian safety given the lack of space to the front and proximity of the busy bus stop to the front - will be dangerous.
- Revised proposal still does not improve the cottage or surrounding area.

### **Internal Consultees**

HIGHWAYS OFFICER:

Site Characteristics:

The development site is situated on the Eastern side of Ducks Hill Road (A4180), Ruislip just North of Reservoir Road. Reservoir Road provides access to Ruislip Lido which is a popular place to visit for a 'Day Out' generating a high number of car trips. The site is the last house in a row of 11 cottages known as Pages Cottages. They are situated on the very edge of built up Ruislip, to the North Duck Hill Road passes through areas of woodland and farmland. The footway outside Pages Cottages is generously wide, ranging between 5.5 metres and just over 8.0 metres. There are 2 street trees and in places a grass verge. One disabled parking bay has been provided; this is off-road on the footway. Parking outside the Montrose Cottage is controlled by a no parking restriction operational between 08:00 and 18:30 hours all week.

The PTAL for the site is 2 which is considered low, this together with few services and facilities available locally suggest that the occupiers of the dwellings would be reliant on the private car for trip making. The Montrose Cottage is currently a two bedroom house with a single garage to which access is gained via a footway crossover. It is proposed to convert the property and provide two residential self contained flats (1 x 2 bedroom and 1 x 1 bedroom). This will involve demolishing the existing garage which would result in neither of the 2 self contained flats having any off-street parking of their own.

Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (2012) states that new

development will only be permitted where it is in accordance with the Council's adopted parking standards. For a development of the type proposed, the adopted parking standards require a maximum of 1.5 spaces per unit totalling 3 spaces. Taking into account that both of the self contained flats are small, one car parking space per dwelling is considered sufficient as well as necessary.

On 23rd April 2018 a new Parking Management Scheme will come into operation along Reservoir Road. Between the hours of 09:00 and 19:00 parking along Reservoir Road will be restricted to permit holders only. This Parking Management Scheme is being introduced to stop people visiting the Ruislip Lido taking the limited amount of on-street parking available away from local residents.

Taking into account that the occupiers of the new dwellings will be reliant upon the private car for trip making, no on-site parking is provided and that parking along Ducks Hill Road and Reservoir Road is controlled, there are concerns that this will lead to the occupiers of the new dwellings parking in locations which may be detrimental to road safety and the free flow of traffic.

#### Cycling Provision:

Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (2012) requires the developer to provide at least 1 secure and accessible bicycle parking space for each of the self contained flats, to conform to the adopted minimum borough cycle parking standard. This has not been indicated within the submitted documents but can physically be accommodated on-site. This omission should therefore be rectified and depicted/acknowledged on plan or secured by appropriate planning condition.

#### Operational Refuse Requirements:

Refuse collection will continue via the public highway hence there are no further observations.

#### Conclusion:

This application cannot be supported as the development fails to provide car parking for the occupiers of the self contained flats and their visitors. This will lead to parking in inappropriate locations being detrimental to road safety and the free flow of traffic.

#### FLOOD AND WATER MANAGEMENT OFFICER:

Site is in Flood zone 1 and not in a Critical Drainage Area.

The site is identified to be at risk of surface water flooding on the Environment Agency Flood Maps. The development therefore needs to manage surface water on site.

#### Condition:

Prior to the commencement of development details of a soakaway or tank to control surface water from the proposed development shall be submitted to and be approved in writing by the Local Planning Authority. The details need to ensure that any new pipework should not be connected to any existing surface water network which drains to any road or sewer. Water run off from any hard paving associated with the development should also be directed to a soakaway, or made permeable. The development shall only be undertaken in accordance with those approved details, and the approved scheme shall be implemented prior to the first use of the development hereby permitted and retained for the duration of the development.

#### Reason:

To ensure that surface water run off is controlled and is handled as close to its source as possible to ensure the development does not increase the risk of flooding in compliance with Policy EM6 of the Hillingdon Local Plan: Part One - Strategic Policies (Nov 2012), Policies 5.12, 5.13 and 5.15 of The London Plan (2016), the National Planning Policy Framework (March 2012) and the Planning Practice Guidance (March 2014).



**OFFICER COMMENTS:**

If the proposal was considered acceptable then appropriate amendments would have been requested

**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**

Not applicable to this application. The density ranges set out in the London Plan are not used in the assessment of schemes of less than 10 units.

**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 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 (below) for all types of extensions which should appear subordinate in scale to the original building.

The proposal would involve replacing the existing garage to the side with a two storey side extension which would extend to the full width of the plot up to the side boundary on the existing footprint. The front building line is now set back from the front elevation by 1.5 metres for its full height. This setback is an improvement over the earlier scheme. The two storey side extension would extend along the length of the existing dwelling set under a gabled roof with a set down from the main ridge of 0.5 metres.

At ground floor level the proposal extends a further 3.5 metres to the rear set under a 3 metre flat roof which joins the existing two storey outrigger. An external staircase is also

proposed to the rear in order to provide access to the rear amenity space. The proposed side and rear extensions do appear as subordinate additions in accordance with the recommended guidance, however the proposed external staircase is not a common feature in the area and would result in an obtrusive addition. Therefore it is considered that the proposed external staircase, by reason of its siting in this open prominent position and its overall size and height, represents an incongruous addition which would fail to harmonise with the architectural composition of the original dwelling and would be detrimental to the character, appearance and 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).

#### **7.08 Impact on neighbours**

The application site is bounded to the immediate West with the garden centre and an extensive area of car parking, therefore there would be limited adverse impact to this neighbouring property and its use as it overlooks the existing car park. The immediately adjoining residential property, the other half of the pair of the semi's, no.9 also benefits from the two storey rear projection which is in fact slightly deeper than that proposed on the application site. The proposed two side extension would be to the opposite side and the single storey rear would not extend beyond the existing rear projection, therefore there would be no significant adverse impact to this neighbouring property.

It is accepted that there would be some additional impact on the neighbouring amenity as a result of the proposed external staircase however on balance it is considered that it would be not sufficient on its own to merit a reason for refusal. It should be noted that the neighbouring property is to the South and therefore it is considered that there would be no significant loss of daylight or sunlight.

Therefore, it is considered that the proposed development would not constitute an un-neighbourly form of development in accordance with Policies BE19, BE20 and BE21 of the Hillingdon Local Plan: Part Two -Saved UDP Policies (November 2012).

#### **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 intends to adopt the new nation technical standards through a minor alteration to The London Plan. This alteration is in the form of the Housing Standards Policy Transition Statement and it sets out how the existing policies relating to Housing Standards in The London Plan should be applied from October 2015. Appendix 1 of the Transition Statement sets out how the standards stemming from the policy specified in the 2012 Housing SPG should be interpreted in relation to the national standards.

The Minor Alterations to the London Plan (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. DCLG guidance identifies that a single storey 2 bed three person flat should provide a minimum GIA of 63 square metres and a single storey 1 bed two person 51.5 square metres. The submitted plans illustrate that the proposal would meet this criteria by providing 68.5 and 56 square metres respectively.

Section four of the Council's HDAS: Residential Layouts states that developments should

incorporate usable attractively laid out and conveniently located garden space in relation to the dwellings they serve. It should be of an appropriate size, having regard to the size of the houses and the character of the area. The minimum level of amenity space required to meet Council standards for a 2 bedroom flat would be 25 square metres and 20 square metres for a 1 bed. The submitted plans illustrate that the existing rear garden, which has an area of over 100 sq.m, would be separated to provide 40 square metres for each proposed flat. Therefore this would be acceptable and in accordance with Policies BE19 and BE23 of the Hillingdon Local Plan - Saved UDP Policies (November 2012) and the Hillingdon Design and Accessibility Statement Supplementary Planning Document: 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.

The PTAL for the site is 2 which is considered low, this together with few services and facilities available locally suggest that the occupiers of the dwellings would be reliant on the private car for trip making. The Montrose Cottage is currently a two bedroom house with a single garage to which access is gained via a footway crossover. It is proposed to convert the property and provide two residential self contained flats (1 x 2 bedroom and 1 x 1 bedroom). This will involve demolishing the existing garage which would result in neither of the 2 self contained flats

having any off-street parking of their own.

Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (2012) states that new development will only be permitted where it is in accordance with the Council's adopted parking standards. For a development of the type proposed, the adopted parking standards require a maximum of 1.5 spaces per unit totalling 3 spaces. Taking into account that both of the self contained flats are small, one car parking space per dwelling is considered sufficient as well as necessary.

On 23rd April 2018 a new Parking Management Scheme will come into operation along Reservoir Road. Between the hours of 09:00 and 19:00 parking along Reservoir Road will be restricted to permit holders only. This Parking Management Scheme is being introduced to stop people visiting the Ruislip Lido taking the limited amount of on-street parking available away from local residents.

Taking into account that the occupiers of the new dwellings will be reliant upon the private car for trip making, no on-site parking is provided and that parking along Ducks Hill Road and Reservoir Road is controlled, there are concerns that this will lead to the occupiers of the new dwellings parking in locations which may be detrimental to road safety and the free flow of traffic.

Conclusion:

It is therefore considered that the application cannot be supported as the development fails to provide car parking for the occupiers of the self contained flats and their visitors. This will lead to parking in inappropriate locations being detrimental to road safety and the free flow of traffic.

#### **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 Flood and Water Management Officer has stated:

Site is in Flood zone 1 and not in a Critical Drainage Area.

The site is identified to be at risk of surface water flooding on the Environment Agency Flood Maps. The development therefore needs to manage surface water on site.

Condition:

Prior to the commencement of development details of a soakaway or tank to control surface water from the proposed development shall be submitted to and be approved in writing by the Local Planning Authority. The details need to ensure that any new pipework should not be connected to any existing surface water network which drains to any road or sewer. Water run off from any hard paving associated with the development should also be directed to a soakaway, or made permeable. The development shall only be undertaken in accordance with those approved details, and the approved scheme shall be implemented prior to the first use of the development hereby permitted and retained for the duration of the development.

Reason:

To ensure that surface water run off is controlled and is handled as close to its source as possible to ensure the development does not increase the risk of flooding in compliance with Policy EM6 of the Hillingdon Local Plan: Part One - Strategic Policies (Nov 2012), Policies 5.12, 5.13 and 5.15 of The London Plan (2016), the National Planning Policy Framework (March 2012) and the Planning Practice Guidance (March 2014).

#### **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 are currently as follows:

Hillingdon CIL = £3,638.46

London Mayoral CIL = £1,424.64

Total = £5,063.10

### **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 two storey side/ single storey rear extension and conversion of dwelling into 1 x 2-bed and 1 x 1-bed self-contained flats, involving demolition of existing garage and conservatory and installation of external staircase.

This is a resubmission following a previous refusal. Although the revised proposal has in part, addressed some of the previous reasons for refusal, the proposal still remains unacceptable.

The revised proposal now includes an external staircase which, by reason of its siting in this open prominent position and its overall size and height, represents an incongruous addition which would fail to harmonise with the architectural composition of the original dwelling and

would be detrimental to the character, appearance and visual amenities of the street scene and the surrounding area.

In addition the proposal also fails to provide sufficient parking provision for the proposed units and would therefore result in an increase in on-street car parking in an area where such parking is at a premium thereby leading to conditions which would be detrimental to the free flow of traffic and to highway and pedestrian safety.

Therefore taking all matters into consideration the application is recommended for refusal.

## **11. Reference Documents**

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)

Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)

The London Plan (2016)

The Housing Standards Minor Alterations to The London Plan (March 2016)

Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016)

Hillingdon Design and Accessibility Statement: Residential Layouts

Hillingdon Design and Accessibility Statement: Residential Extensions

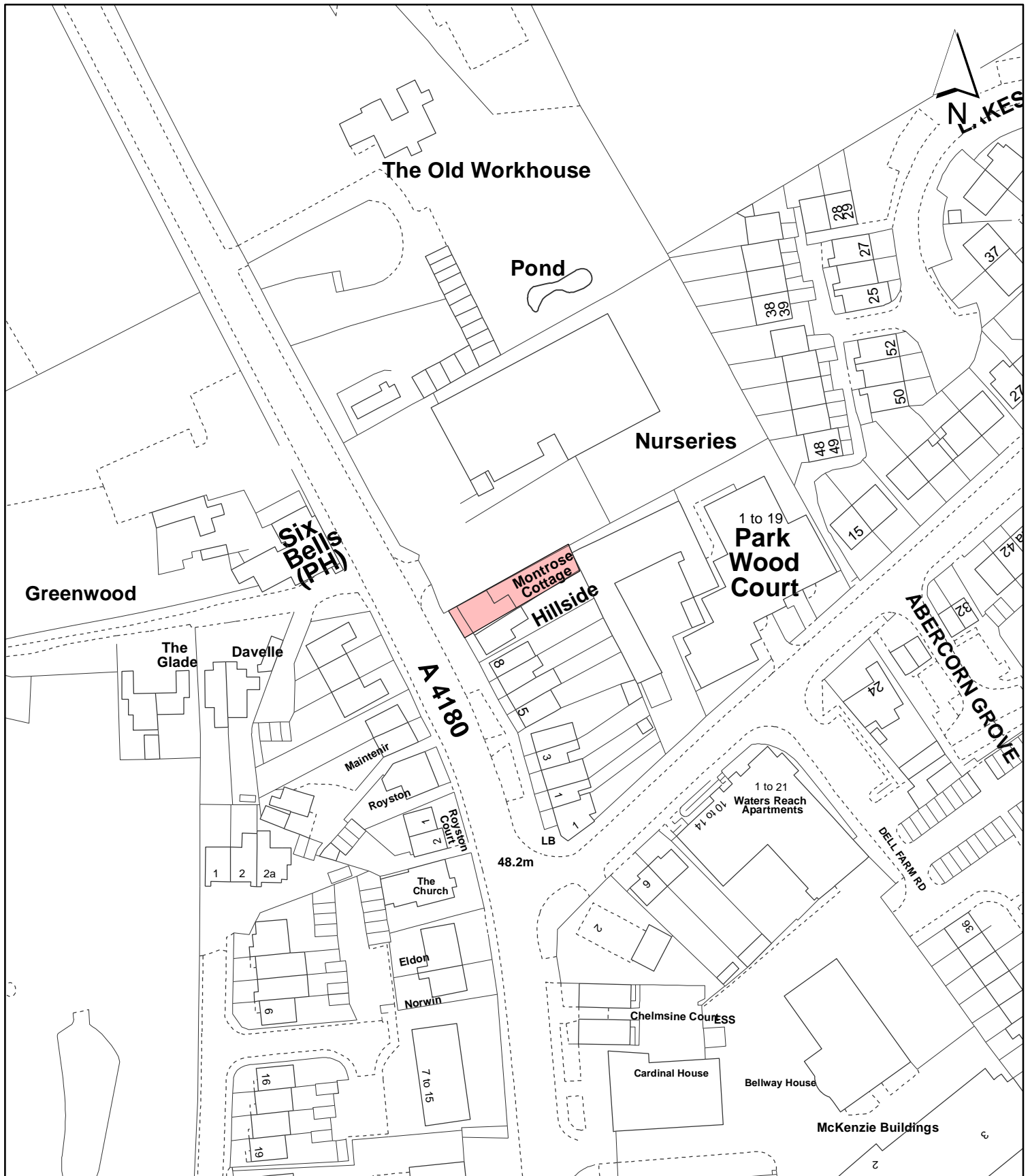
Hillingdon Design and Accessibility Statement: Accessible Hillingdon

Technical Housing Standards - Nationally Described Space Standard (March 2015)

National Planning Policy Framework

**Contact Officer:** Hardeep Ryatt

**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 2018 Ordnance Survey 100019283

Site Address:

**Montrose Cottage  
 Ducks Hill Road**

**LONDON BOROUGH  
 OF HILLINGDON**  
 Residents Services  
 Planning Section  
 Civic Centre, Uxbridge, Middx. UB8 1UW  
 Telephone No.: Uxbridge 250111

Planning Application Ref:  
**73100/APP/2018/625**

Scale:  
**1:1,250**

Planning Committee:  
**North**

Date:  
**May 2018**

