

Report of the Head of Planning, Transportation and Regeneration

Address 105 SWEETCROFT LANE HILLINGDON

Development: Conversion of single dwelling (Use Class C3) to a 7-bed House in Multiple Occupation (Sui Generis)

LBH Ref Nos: 2703/APP/2017/2579

Drawing Nos: 1460/4
1460/1
1460/2
1460/3
1460/5

Date Plans Received: 13/07/2017 **Date(s) of Amendment(s):**

Date Application Valid: 24/07/2017

1. SUMMARY

The application seeks planning permission for the conversion of the existing house into a 7 bedroom House in Multiple Occupation (HMO).

The home is currently used to provide social care facilities for 6 people with learning disabilities. The proposal seeks to obtain HMO status in order to allow for an additional service user to be accommodated.

No alterations to the building exterior or site layout are proposed and it is not considered the use of the building would intensify to a degree that would cause disruption to neighbouring residents.

The applicant has given details of how the site will be managed and maintained in order to ensure the upkeep of the building and grounds.

It is considered that the layout of the accommodation would provide a satisfactory residential environment for future occupants.

It is therefore recommended that the application is approved, subject to conditions.

2. RECOMMENDATION

APPROVAL subject to the following:

1 COM3 Time Limit

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON

To comply with Section 91 of the Town and Country Planning Act 1990.

2 COM4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 1460/1, 1460/2 and

1460/3 and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2016).

3 MDR5 Multiple Occupation/Shared Facilities

The property shall only be used on the basis of multiple occupation with shared facilities and no more than 7 letting bedrooms as indicated on the plans hereby approved and shall not be used at any time as self-contained units. The overall number of residents occupying the building at any one time shall not exceed 10.

REASON

In order to prevent the establishment of self-contained units in view of the limited provision of car parking and to protect the amenity of the area in accordance with Policy H7 of the Hillingdon Unitary Development Plan.

4 COM21 Sound insulation /mitigation

The HMO use shall not commence until a scheme for the control of noise transmission from ground floor communal rooms and hallways into ground floor bedrooms has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include such combination of sound insulation and other measures as may be approved by the LPA. Thereafter, the scheme shall be implemented and maintained in full compliance with the approved measures.

REASON:

To safeguard the amenity of the occupants of the property in accordance with policy OE 1 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012)

5 MCD10 Refuse Facilities

No development shall take place until details of facilities to be provided for the covered, secure and screened storage of refuse at the premises have been submitted to and approved in writing by the Local Planning Authority. No part of the development shall be occupied until the facilities have been provided in accordance with the approved details and thereafter the facilities shall be permanently retained.

REASON

In order to safeguard the amenities of the area, in accordance with Policy OE 1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and London Plan (2016) Policy 4B.1.

6 A6 Maintenance of Landscaped Areas

A Site Supervision Management Plan to ensure the continued maintenance and management of the site, including landscaped areas and car parking areas, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the approved scheme shall be implemented prior to the use hereby permitted being commenced, and maintained in full compliance with the approved measures.

REASON

In the interests of the character and appearance of the surrounding area and the amenities of neighbouring residents in accordance with Policies BE 13, BE 19 and OE 1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

7 H8 Surfacing and marking out of access/parking/servicing areas

The development shall not be occupied until the parking and servicing area shown on the approved plans has been marked out in accordance with details to be submitted to and approved in writing by the local planning authority. Thereafter these areas shall be permanently retained and used for no other purpose.

REASON

To ensure that the parking area is satisfactorily laid out on site in accordance with Policy AM 14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Chapter 6 of the London Plan (2016).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to GRANT 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 GRANT 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.

NPPF1	NPPF - Delivering sustainable development
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.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
H3	Loss and replacement of residential accommodation
H7	Conversion of residential properties into a number of units
OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures

3 I70 LBH worked applicant in a positive & proactive (Granting)

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and

other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on South West side of Sweetcroft Lane with the principal elevation facing North East. It is located on the junction with Hercies Road and the side elevation faces the grass verge on Hercies Road. There is a long single storey extension to the side and rear, alongside the boundary with Hercies Road. The site comprises a two storey detached dwelling, finished in white render and clay roof tiles, which lies within the Developed Area as identified within the Hillingdon Local Plan - Saved UDP Policies (November 2012).

There is an existing parking area to the front of the property which could provide car parking for around 8 vehicles and to the rear is a large garden area.

3.2 Proposed Scheme

This planning application seeks planning permission for the conversion of the existing dwelling house to a 7 bedroom HMO.

The dwelling is currently used for supported living for 6 people with learning disabilities. Staff are there on a support basis only and the occupants share basic amenities as per the definition of a small-scale HMO (Use Class C3b).

The proposal would not involve any extensions being made to the existing building and, effectively, simply involves the use of the existing ground floor study as an additional bedroom, resulting in a total of 7 bedrooms within the building.

3.3 Relevant Planning History

2703/A/79/0124 105 Sweetcroft Lane Hillingdon
Erection of a two storey side extension and front porch.

Decision: 13-03-1979 Approved

2703/APP/2010/1257 105 Sweetcroft Lane Hillingdon
Application for a Non-material amendment (materials) following grant of planning permission ref 2703/APP/2010/393 dated 30/04/2010: Erection of a detached double garage at the bottom of the rear garden, installation of associated vehicular crossover and timber vehicular gates (involving demolition of existing shed to rear.)

Decision: 17-08-2010 Approved

2703/APP/2010/1258 105 Sweetcroft Lane Hillingdon
Details of tree protection in compliance with condition 4 of planning permission ref: 2703/APP/2010/393 dated 30/04/2010: Erection of a detached double garage at the bottom of the rear garden, installation of associated vehicular crossover and timber vehicular gates (involving the

demolition of existing shed to rear.)

Decision: 16-08-2010 Approved

2703/APP/2010/393 105 Sweetcroft Lane Hillingdon

Erection of a detached double garage at the bottom of the rear garden, installation of associated vehicular crossover and timber vehicular gates (involving the demolition of existing shed to rear)

Decision: 30-04-2010 Approved

2703/APP/2015/4357 105 Sweetcroft Lane Hillingdon

Single storey rear infill extension and part conversion of garage to habitable use involving installation of 2 windows to side and alterations to existing porch

Decision: 03-02-2016 Approved

2703/B/87/0771 105 Sweetcroft Lane Hillingdon

S/s side & rear extns

Decision: 28-07-1987 Approved

2703/D/99/0323 105 Sweetcroft Lane Hillingdon

Creation of a terraced area above single storey rear extension, involving installation of full height railings and insertion of two pairs of double doors (Application for a Certificate of Lawfulness for proposed use or development)

Decision: 10-03-1999 Refused

2703/E/99/0324 105 Sweetcroft Lane Hillingdon

Erection of extension to existing attached garage

Decision: 04-04-1999 Approved

2703/F/99/0797 105 Sweetcroft Lane Hillingdon

Creation of a terraced area above single storey rear extension, involving installation of full height railings and insertion of two pairs of patio doors

Decision: 07-06-1999 Approved

Comment on Relevant Planning History

Previous applications related to extensions and are not of direct relevance to this application.

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:

NPPF1	NPPF - Delivering sustainable development
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
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OE1	Protection of the character and amenities of surrounding properties and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Neighbouring properties were consulted on 25th July 2017 and a site notice was displayed to the front of the site on 15th August 2017, which expired on 5th September 2017.

3 letters of objection have been received from members of the public. Their comments are summarised below:

Houses in Multiple Occupation (HMO) have a reputation for an increase in anti-social behaviour and a rise in the crime rate in the surrounding area and would not be appropriate for a residential area where there is also a day care nursery nearby.

The planning application states that the existing use for this property is as a dwelling which does not provide the complete facts. The existing property is in reality used as a living assisted residential home for personnel with special needs and, it is suggested, a valuable asset to the community

which should take priority over the pure financial gain of converting it into an HMO.

The application would lend itself to short term student lets, or similar, with the inherent multi car movements at all times of the day and night and the possibility of unacceptable nuisance and noise. These movements could also cause a hazard to traffic and pedestrians at this extremely busy road junction.

OFFICER COMMENT: The building is currently used to provide community care. The applicant has confirmed that this will remain the case, with the HMO permission allowing an additional occupant to be housed. Conditions would be attached to any approval granted to control the numbers of people that could occupy the building at any one time as well as to ensure a regular property management and maintenance programme is in place.

Parking is provided at acceptable levels and a condition will be attached to ensure spaces are properly marked out in order to ensure the parking area is used efficiently.

Petition in Objection:

A petition with 23 signatories was submitted on the 12th of December 2017.

The objectors considered that the proposed change of use was contrary to Policy DMH 5: Houses in Multiple Occupation (HMOs). "The policy states 'Proposals for the provision of HMOs...will be required to demonstrate that...there will be no adverse impact on the amenity of neighbouring properties of the character of the area.' Even a cursory examination of the immediate area around this house will demonstrate that the area is typified by single family houses and the introduction of a large HMO will therefore have a significant adverse impact on the amenity of neighbouring properties and the character of the area. For these reasons, planning permission should be refused".

OFFICER COMMENT: Policy DMH 5 is an emerging Policy and carries limited weight at the current time. Notwithstanding this, amenity impact is an important consideration and this will be fully assessed within the main body of this report.

Office of Boris Johnson MP:

An e-mail was sent from Mr Johnson's office to support one of the objectors and requested that the Council investigated their concerns.

Internal Consultees

HMO Officer: No comments to make.

Environmental Protection Unit: No comments received.

Access Officer: No comments received.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Policies H2 and H3 of the Hillingdon Local Plan (Part Two) discourages development that would result in the loss of residential accommodation and uses.

Paragraph 2.8 of the LBH Houses in Multiple Occupation and other non-self contained housing SPG confirms that the Council regard HMO's as a residential use and, as such, the proposed development complies with the above-mentioned policies.

Policy H7 of the Local Plan (Part 2) supports the principle of converting residential

dwelling into more units provided it does not result in any demonstrable harm towards the character and appearance of the surrounding area or the amenities of neighbouring residents. Furthermore, the following criteria must also be satisfied:-

- (i) Provision of effective sound insulation;
- (ii) Adequate quantum of car parking provided;
- (iii) All units are self contained; and
- (iv) Adequate amenity space is provided for residents.

Points (i) and (iii) relate to the formation of self contained flats and are not applicable in this instance. Attention is drawn to Paragraph 7.16 of the Local Plan (Part Two) which sets the context for Policy H7 and states that:-

'It is recognised... that conversion to allow the shared use of facilities such as kitchens and bathrooms could provide a source of low cost accommodation for those such as...community care patients for whom owner-occupation or local authority housing is rarely an option.'

The proposed use would provide community care facilities as recognised in Paragraph 7.16.

Potential impacts on visual and residential amenity and car parking will be fully assessed within the main body of this report.

Paragraph 4.3 of the HMO SPG maintains that conversions to HMO should be refused if they result in an over-concentration of HMO's either as a result of over 15% of plots on a 1km stretch of road (with the site at the centrepiece) being in HMO use or in 2 or more consecutive properties being in HMO use. This is in place to safeguard the character and amenities of streets.

Having checked planning records and the Council's HMO register, there are no other HMO's on Sweetcroft Lane nor are any adjacent properties in HMO use. As such, the proposal would not represent an over-concentration of HMO's.

7.02 Density of the proposed development

Not applicable to this application.

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 proposed development would not alter the appearance of the existing building nor is it considered that it would intensify the use of the building to a degree where it would be disruptive to the surrounding area. The total number of people occupying the building would be 7 and this is considered consistent for a dwelling of this size.

All bedrooms would be large enough to be used for double occupancy, although this would not take place under the proposed model. As such, there is the potential in the future that the building could house as many as 14 individuals. It is considered that this would be

excessive and, as such, it is considered reasonable to attach a condition limiting occupancy to a maximum of 10 individuals at any time.

Paragraph 6.8 of the HMO SPG observes that effective management control, whether it be carried out by housing associations, managing agents or applicants themselves, is crucial to maintaining a satisfactory environment for tenants and for achieving a good tenant/neighbour relationship.

The applicant has provided a statement which confirms that the HMO would be subject to an intensive house management scheme including full property management, maintenance and repair services for the buildings, car parking and gardens.

A condition will be used to secure an ongoing management and maintenance plan to ensure the continued upkeep of the site.

As such, it is considered that the proposed development is in accordance with Policies BE13 and BE19 of the Local Plan (Part Two) and London Plan Policies 7.4 and 7.6.

7.08 Impact on neighbours

The HMO would be formed within the existing large, detached dwelling. Detached dwellings are considered to be better suited to conversion to HMO's than semi-detached or terraced dwellings on account of being sited on larger plots, which enables more off-street parking and garden space to be provided whilst there are no party walls through which noise can be transmitted.

No extensions or external alterations would be made to the existing dwelling and, as such, no concerns relating to the overbearing impact, overshadowing or overlooking of neighbouring residential properties arise.

The intensity of the use of the building would be similar to its expected use as a large detached residential dwelling. Occupants of the building would share communal facilities such as living and dining rooms and a kitchen, similar to a conventional household. Social and regulated care is provided, if and when necessary, by staff members who would not live within the building but would have a 24 hour presence should assistance be required. The care provider would be the primary contact for all matters relating to the operation of the property.

It is therefore considered that the proposed use would not be disruptive to neighbours by way of disturbance or over-intensive activities and, as such, complies with Policies BE20, BE21, BE22, BE23, BE24 and OE1 of the Local Plan (Part Two).

7.09 Living conditions for future occupiers

All of the bedrooms to be provided are comfortably larger than the 7.5 m² required for a single occupancy bedroom as set out in Technical housing standards - nationally described space standard (2015).

All habitable rooms are served by windows that will allow for a suitable level of natural light permeate into each room as well as to provide acceptable outlook.

The HMO SPG requires a minimum of 10 m² of communal space at ground floor level. The proposal includes two living rooms (37 m² and 19.5 m² respectively) and a dining room (18 m²). As such, this requirement is comfortably fulfilled.

The plot includes a large, well landscaped, rear garden of approximately 360 m² in area,

which would be unaffected by the proposed change of use. This provides well in excess of the minimum of 15 m² amenity space per habitable room.

It is therefore considered that the proposal complies with Policies BE20 and BE23 of the Local Plan (Part Two).

7.10 Traffic impact, Car/cycle parking, pedestrian safety

The proposal would result in an HMO property providing a total of 7 bedrooms. Paragraph 4.7 of the HMO SPG sets specific parking standards for HMO developments within the Borough, these being one car parking space per two habitable rooms (excluding communal rooms). As such, the expected level of parking would be 4 parking spaces (rounded up).

There is an existing hard surfaced parking area to the front of the site which has the capacity to accommodate 7 car parking spaces, as has been demonstrated on plan 1460/1, which forms part of the application. This area is accessed directly from Sweetcroft Lane by way of a dropped kerb.

It is therefore considered that the proposal accords with Policy AM14 of the Local Plan (Part Two).

7.11 Urban design, access and security

No further detail required.

7.12 Disabled access

No specific measures have been included but would not be required for an application of this nature.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

The current site landscaping, which includes boundary hedging to the front of the site which screens the hard surfaced car parking area, will not be affected by the proposal. Landscape maintenance is included within the outline management plan submitted for the property.

It is therefore considered that the proposal accords with Policy BE38 of the Local Plan (Part Two).

7.15 Sustainable waste management

Bins are shown within the car parking area on the enclosed site plan. A condition will be attached to any approval given to ensure bins are accommodated in suitable housing that will protect visual amenities as well as discourage vermin and contain odours.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

The HMO SPG states that sound insulation measures are not generally required where the converted building does not share any party walls. However, it does state that ground floor bedrooms, adjacent to communal rooms may require sound insulation. Two bedrooms are adjacent to a communal living room with one of the bedrooms also adjacent to the entrance hallway. As such, it is considered reasonable to request the submission of sound insulation details for these rooms prior to the occupation of the building as an HMO.

7.19 Comments on Public Consultations

The main objections raised through the petition and neighbour comments were due to impact on the character of the area and the amenity of neighbouring properties.

As outlined above it is considered that the proposed use would be compatible with the character of the surrounding area and would not be unduly disruptive to nearby residents.

There is a large off street parking area to the front of the property that would comfortably accommodate the amount of cars expected to be associated with the proposed use.

7.20 Planning obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

General

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning

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

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

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

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

The application seeks planning permission for the conversion of the existing house into a 7 bedroom House in Multiple Occupation (HMO).

The home is currently used to provide social care facilities for 6 people with learning disabilities. The proposal seeks to obtain HMO status in order to allow for an additional service user to be accommodated.

No alterations to the building exterior or site layout are proposed and it is not considered the use of the building would intensify to a degree that would cause disruption to neighbouring residents.

The applicant has given details of how the site will be managed and maintained in order to ensure the upkeep of the building and grounds.

It is considered that the layout of the accommodation would provide a satisfactory residential environment for future occupants.

It is therefore recommended that the application is approved, subject to conditions.

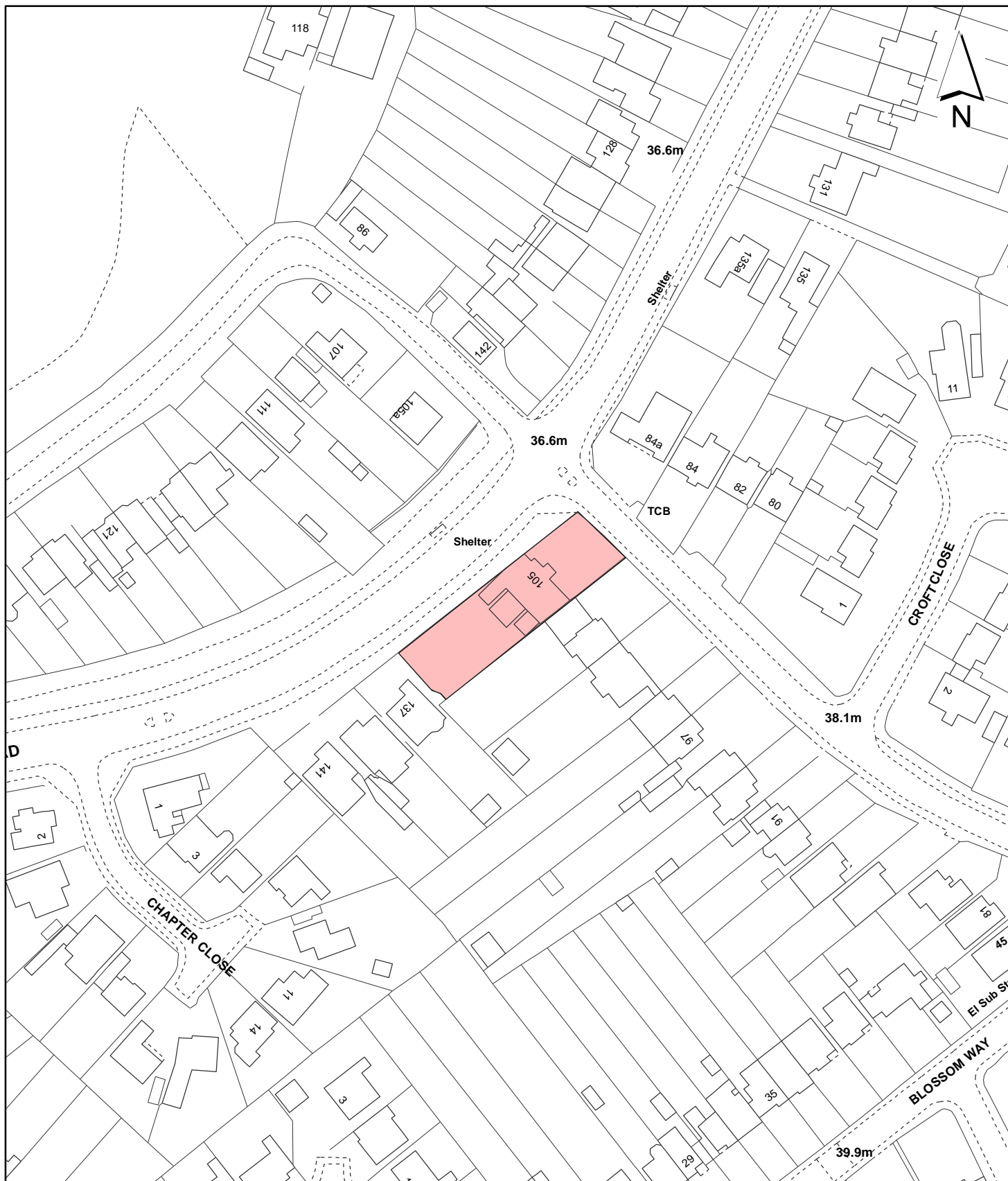
11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (September 2007)
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 Supplementary Planning Guidance Houses in Multiple Occupation (2004)
Hillingdon Design and Accessibility Statement: Accessible Hillingdon

National Planning Policy Framework

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Notes



Site boundary

For identification purposes only.

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Site Address

**105 Sweetcroft Lane
Hillingdon**

Planning Application Ref:

2703/APP/2017/2579

Planning Committee

Central and South

Scale

1:1,250

Date

June 2018

**LONDON BOROUGH
OF HILLINGDON**

Residents Services

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



HILLINGDON
LONDON