

Report of the Head of Planning, Transportation and Regeneration

Address 53 & 53A HAWTHORNE AVENUE EASTCOTE

Development: Four two storey, 2-bed, semi detached dwellings with associated parking and installation of vehicular crossovers to front, involving demolition of existing detached bungalows.

LBH Ref Nos: 15248/APP/2018/982

Drawing Nos: Design and Access Statement Part 1
Design and Access Statement Part 2
Transport Statement
53HA/P202 C
53HA/P201 A

Date Plans Received: 15/03/2018 **Date(s) of Amendment(s):** 15/03/2018

Date Application Valid: 23/03/2018

1. **SUMMARY**

Planning permission is sought for the erection of 4 two storey, two bedroom semi-detached dwellings with associated parking and installation of vehicular crossovers to front, involving the demolition of both the existing bungalows.

It is noted that there has been strong objections raised by local residents including a Petition. However taking all material planning considerations into account, the proposal is not considered to have a negative impact upon the visual amenity of the site or the surrounding area, would not result in an unacceptable loss of residential amenity to neighbouring occupiers and would provide a satisfactory level of residential amenity to future occupiers.

Notwithstanding the above the provision of off street parking spaces is insufficient and therefore is considered unacceptable. The application proposes inadequate provision of off-street car parking for the four residential units which in conjunction with the loss of on-street parking, results in additional on-street parking stress in an area where such parking is at a premium, which would be detrimental to the free flow of traffic and give rise to conditions prejudicial to highway and pedestrian safety.

As such the application is recommended for refusal.

2. **RECOMMENDATION**

REFUSAL for the following reasons:

1 NON2 **Non Standard reason for refusal**

The application proposes inadequate provision of off-street car parking for the four residential units which in conjunction with the loss of on-street parking, results in additional on-street parking stress in an area where such parking is at a premium, which would be detrimental to the free flow of traffic and give rise to conditions prejudicial to highway and pedestrian safety. Accordingly, the scheme is contrary to Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November

2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

INFORMATIVES

1 I52 **Compulsory Informative (1)**

The decision to REFUSE planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

2 I53 **Compulsory Informative (2)**

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

AM14	New development and car parking standards.
AM7	Consideration of traffic generated by proposed developments.
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
BE5	New development within areas of special local character
R17	Use of planning obligations to supplement the provision of recreation leisure and community facilities
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LDF-AH	Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
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 7.2	(2011) An inclusive environment
LPP 7.4	(2011) Local character
NPPF1	NPPF - Delivering sustainable development
NPPF2	NPPF - Ensuring the vitality of town centres
NPPF4	NPPF - Promoting sustainable transport
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. In this instance pre-application advice was sought which highlighted the issues relating to the lack of off-street parking provisions.

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You are advised that the development represents chargeable development under the Mayor's Community Infrastructure Levy. At this time the proposal would trigger a CIL liability which is estimated to be £29,985.93 and MCIL of £11,741.01 from Section 8 of Spreadsheet which is due on commencement of this development. Should you require further information please refer to the Council's Website www.hillingdon.gov.uk/index.jsp?articleid=24738

3. CONSIDERATIONS

3.1 Site and Locality

The site currently comprises of nos.53 and 53a, which are single storey detached bungalows on the South Western side of Hawthorne Avenue with their principal front elevations facing North East. No.53 is brick built under a hipped roof with an attached garage on the side, to the North West. The area to the front is entirely covered in hard-standing providing off street parking and to the rear is part covered in hard standing with the majority laid to lawn. 53a is finished in pebble dash render set under a hipped gable roof with the main access on the side elevation. There is a single storey detached garage set to the rear and side. The area to the front is entirely covered in hard-standing providing off street parking and to the rear is part covered in hard standing with the majority laid to lawn.

To the South East is no.51 which is also a detached bungalow with no.53 immediately abutting a public pathway on the South Eastern boundary that leads from Hawthorne Avenue to Lime Grove. The rear boundary is shared with no.48a Lime Grove which is also a detached bungalow. To the North is no.55 which is a two storey detached property and to the rear of no.53a, is no.50 Lime Grove which is a two storey detached property.

The street scene is residential in character and appearance comprising mainly single storey detached bungalows on the Western side and semi detached two storey properties on the opposite side of the road. The majority of these have off-street parking to the front.

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

3.2 Proposed Scheme

The proposal involves the demolition of both the existing bungalows and the erection of 4, two storey, two bedroom semi-detached dwellings with associated parking and installation of vehicular crossovers to front.

These would effectively be set within two detached, two storey properties with a total of 6 car parking spaces, to the front of the proposed dwellings and a separate rear garden amenity space for each dwelling. An amended site plan was submitted which illustrates the provision of a total of 6 car parking spaces with three vehicle crossovers to the front.

3.3 Relevant Planning History

15248/APP/2017/2554 53 Hawthorne Avenue Eastcote

Single storey side/rear extension.

Decision: 07-09-2017 Approved

15248/APP/2017/738 53 Hawthorne Avenue Eastcote

Two storey, 4-bed, detached dwelling with habitable roof-space, involving demolition of existing bungalow.

Decision: 26-05-2017 Refused

15248/PRC/2017/189 53 & 53a Hawthorne Avenue Eastcote

Proposed demolition of existing bungalows and erection of 4 new semi detached houses.

Decision: 15-01-2018 OBJ

Comment on Relevant Planning History

15248/APP/2017/2554 - Single storey side/rear extension. Approved 07.09.2017

15248/APP/2017/738 - Two storey, 4-bed, detached dwelling with habitable roof-space, involving demolition of existing bungalow. Refused on 26.05.2017 for the following reasons

1. The proposal, by reason of its location in close proximity to the site boundaries would result in a cramped overdevelopment of the site which would detract from the open character and appearance of the surrounding area and the visual amenities of the street scene. The proposal would therefore be contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies 3.5 and 7.4 of the London Plan (2016) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

2. The proposed two storey replacement dwelling, by reason of its design and proximity, would result in an overly dominant and incongruous feature in relation to the street scene, the neighbouring property (No 53a Hawthorne Avenue) and the wider locality, and as such would result in a visually intrusive and an un-neighbourly form of development, resulting in a material loss of residential amenity. Therefore the proposal would be contrary to policies BE13, BE15, BE19, BE20, BE21 and BE22 of the Hillingdon Unitary Development Plan (Saved Policies September 2007) and to the Council's Supplementary Planning Documents HDAS Residential Extensions.

15248/PRC/2017/189 - Proposed demolition of existing bungalows and erection of 4 new semi detached houses. The new dwellings would effectively be set within two detached, two and half storey properties with a total of 4 car parking spaces, one to the front of each

proposed dwelling. There was no in principle objection, however the proposal, was considered to be bulky and excessive in scale, especially in regard to the mass, scale and roof form, resulting in a development which would be out of keeping with the general pattern of development within the area. In addition the report highlighted the standard requirement for the provision of 8 car parking spaces. Report issued 15.01.2018

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:

- AM14 New development and car parking standards.
- AM7 Consideration of traffic generated by proposed developments.
- BE13 New development must harmonise with the existing street scene.
- BE15 Alterations and extensions to existing buildings
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE22 Residential extensions/buildings of two or more storeys.

- BE23 Requires the provision of adequate amenity space.
- BE24 Requires new development to ensure adequate levels of privacy to neighbours.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.

- BE5 New development within areas of special local character
- R17 Use of planning obligations to supplement the provision of recreation, leisure and community facilities

- HDAS-LAY Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
- LDF-AH Accessible Hillingdon , Local Development Framework, Supplementary Planning Document, adopted January 2010
- 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 7.2 (2011) An inclusive environment
- LPP 7.4 (2011) Local character
- NPPF1 NPPF - Delivering sustainable development
- NPPF2 NPPF - Ensuring the vitality of town centres

NPPF4	NPPF - Promoting sustainable transport
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

33 neighbouring properties were consulted on 27.03.2018 and on 10.04.2018. A site notice was also displayed to the front of the site on 06.04.2018.

There have been 26 objections received in total from residents, and from Eastcote Residents Association and Eastcote Village Conservation Panel, which all express strong objections to the principle of this type of development at this location.

In addition a Petition was raised which states the proposal would be:

- over-development of the site.
- encroach on adjacent properties
- out of keeping with the environment.
- overlook a bungalow and downstairs maisonette to the rear.

Eastcote Village Conservation Panel:

It is considered that this proposal will be an over development of the site. Pre application advice was sought, changes have been made to the drawings used for that advice. Hawthorn Avenue is a residential road, however it is used widely as a cut through therefore very busy. It is not a wide road. The PTAL is 2 (poor). The pre application advice dated 15th January 2018, shown in the parking assessment does not make any sense. It is referring to 4 x 3 storey town houses not to 4 x 2 bedroom 2 storey houses. However, the pre application advise does state the that the parking arrangements for the two town houses is not adequate, with the caveat that the lack of off street parking would be an issue if a similar application was submitted. This current application requires two extra dropped kerbs for access, which are very close together which could cause a hazard to pedestrians. The bedroom sizes appear to be for 2 double bedrooms therefore it is possible these dwellings will generate more than one car per dwelling. On street parking will cause congestion on this busy road. The change from one storey bungalows to two storey houses will be detrimental to the street scene, giving a very closed in effect, especially as there would be four dwellings instead of two. It will be an over development of the site. New housing stock rarely includes bungalows, to lose the current stock means that older people are being denied choice, not everyone wants to live in a flat when they downsize. The older population is increasing, there should be adequate suitable living accommodation available for them. We ask that the application be refused. However, should the LPA be inclined to approve the application we ask that permitted development rights be removed by condition, to prevent later applications to extend the habitable rooms into the loft space, thereby achieving 4 bedroom town houses.

In general the local objections and Eastcote Residents Association can be summarised as follows:

- housing stock of bungalows appears to be being steadily eroded in the Eastcote area - such dwellings are needed by a variety of people, not just the elderly, but also others with various needs that are best served by independent ground level living.
- The combined plots are undersized for the proposed development.
- They will certainly be overbearing to those in the Lime Grove properties backing onto them, even though we see that the 21-metre overlooking distance will be exceeded.
- concerns regarding the cross-overs, suggest this raises safety risks, both for cars going in and out of their front gardens and for pedestrians. As there is no turning circle within the demise, cars will either have to back out onto, or back in from, the road.
- Should it be approved, could a condition be added to ensure all further permitted rights are removed, particularly to ensure that roof spaces cannot be used to provide further habitable rooms in any of the houses.
- cramped over-development of the site which would detract from the open character and appearance of the area and visually blur the amenities of the street scene.
- one of the bungalows has been extensively adapted for wheelchair use and single floor living.
- bungalows are in short supply in the area.
- bungalows should be preserved
- one of the bungalows has previously been refurbished for a disabled person and if this building was demolished it would be a lost asset to the community.
- Development will cause shortage of bungalows in area.
- area has become over developed and is putting a strain on social services such as doctors and schools as well as public transport.
- The two properties that the application wishes to demolish are neither derelict nor decrepit. It would be pure vandalism to allow their demolition.
- will effect the roads culture and cause environmental issues within the road and Eastcote.
- cause traffic issues through out the street which will cause an increase of accidents and incidents.
- visually intrusive.
- Inadequate parking, plus noise of approx 8 cars from a small area.
- Direct effect on the community atmosphere.
- Reduced Sunlight/daylight to surrounding houses.
- Un-neighbourly form of development.
- Direct over looking our personnel space.
- un-neighbourly and unacceptable. This effort is directly in line to sales and letting profit and not the betterment of family culture Eastcote and Hawthorne Avenue currently provides.
- new buildings would detract from the character of the street.
- applicant is not allowing the elderly to down size in the future
- new buildings would detract from the character of the street.
- overlooking to the rear
- parking will become an issue, this will mean more cars within a small residential road where parking is already limited due to permits.
- Hawthorne Avenue has already been over developed
- detract from the character and appearance of the street
- overly dominant feature on the street, and will be overlooking the houses opposite
- The plans are also missing any internal doorways leading into the Kitchen/Dining areas.
- The proposed parking provision of 1 space per residential unit also appears to fall short of the applicable standard of 2 spaces per dwelling.
- If planning is granted it will also bring a lot of construction noise Monday-Saturdays.
- 2 additional vehicle crossovers would remove existing parking spaces.
- could set a precedent for the future, developing remaining bungalows into flats & houses.
- concern is that this is really for a HMO
- loss of light and privacy
- congestion and parking issues

- existing bungalows are neither derelict nor decrepit - no need for their demolition.
- The gaps between the houses and the boundary walls is too narrow to allow the safe positioning of a ladder, or scaffolding in order for the new house-holder to be able to perform maintenance functions.
- proposed parking appears tight and could result in vehicles encroaching onto footpath.
- health issues if approved resulting from dust and pollution of construction to for those with respiratory problems.
- should put Hillingdon Residents First.

In response to the objections a detailed response was submitted, dated 09.05.2018 by the agent rebutting the objections and making reference to the originally submitted Design and Access Statement. In addition minor amendments have been made to the plans and submitted which shows the proposed properties moved back by 0.75 m to provide greater separation between the front elevations and the end of the parking bays. Sufficient rear amenity space is also retained and the 45 degree lines demonstrate that the proposals would not adversely impact upon neighbouring amenity. In addition the plans now show internal access to the open plan kitchen/dining room.

Internal Consultees

TREES/LANDSCAPE - No Objections:

This site is occupied by two dissimilar detached bungalows on the West side of Hawthorne Avenue. The dwellings have garages and off-street parking space within the front gardens. This residential street is composed of a mix of housing types including two-storey semi-detached houses and detached bungalows. There are no trees or landscape features of merit and no TPO's or Conservation Area designations affecting the site.

Comment: A previous application ref. 2017/738 was refused. The current application will not involve the loss of trees or landscape features of merit. It is not clear what the intended site layout will be but the front gardens should be designed to provide a minimum of 25% site coverage with soft landscape. Bins and bike stores should be secure and discretely sited - ideally within the back gardens. Landscape conditions should be imposed to ensure that saved policies BE23 and BE38 are satisfied

Recommendation: No objection subject to conditions RES9 (Parts 1, 2 and 5).

HIGHWAYS:

Officer comments: The parking standard requires 2 spaces per unit hence a total quantum of up to 8 spaces should be provided on-site to comply with the adopted parking standard. Although initially it was thought that the proposed four spaces could be acceptable, upon further review of the site and surroundings, an objection has now been raised due to the significant shortfall in the parking provisions. The Highways Officer comments received on 11th July are set out below:

Site Characteristics

The site is located and set within a small residential catchment in Eastcote to the west of Field End Road which is designated as classified in the borough's hierarchy of roads.

The site consists of two detached bungalows which are to be demolished to facilitate the proposal. Hawthorne Avenue is contained within a Controlled Parking Zone (CPZ) operating from Monday to Saturday - 9am to 5pm. The surrounding residential units have ample onsite parking provisions which inherently reduce parking demand and pressures on-street.

The site is relatively remote from public transport connections and hence exhibits a PTAL of 2 which is considered as below average.

Parking Provision/Access & Internal Layout

Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP policy (November 2012) states that new development will only be permitted where it is in accordance with the Council's adopted parking standards.

It is proposed to provide 4 x two bed semi-detached residential units. The maximum parking standard requires 2 spaces per unit hence a total quantum of up to 8 spaces should be provided on-site to comply with the adopted parking standard. A quantum of 4 spaces (1 per unit) is proposed and therefore falls well below this maximum level of requirement. It is therefore considered that a refusal on insufficient parking grounds is justifiable and in line with pre-application advice afforded to the applicant which highlighted a parking requirement of 2 spaces per plot.

Cycling Provision

In terms of cycle parking there should be a minimum provision of 1 secure and accessible spaces for each of the dwelling units (totalling 4 spaces) in order to conform to the adopted minimum borough cycle parking standard. A secure compound has been indicated within the submission but without specific detail in cycle number terms. Notwithstanding this point the provision of preferably 2 spaces per unit requirement can be secured via planning condition.

Vehicle Access Arrangements

To facilitate access to the new parking space for each unit, the two existing carriageway crossings on Hawthorne Avenue would be replaced by 4 new individual crossings which would necessitate closure or adjustment of the existing crossings. The proposal is acceptable in this respect as there is broad compliance with the Council's crossing standard which sets out the maximum allowable dimensions of a width of 4.58 m at the kerb-line and 2.44 m at the back of footway.

It is highlighted that once the new or existing crossing points are realised it will be necessary to match existing kerbing and footway to the redesigned layout with a relocation of an existing lamp column on the public highway. Henceforth the new access points and any footway adjustments will need to be constructed to an appropriate Council standard (as discussed above) including the relocation of the said light column, under a S278 (Highways Act 1980) agreement (or suitable alternative arrangement) at the applicant's expense.

Trip Generation

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policy (November 2012) requires the Council to consider 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.

The proposal would clearly increase potential traffic generation as compared to the two existing bungalows. However peak period traffic movement into and out of the site would not be expected to exceed 1-2 additional vehicle movements during the peak morning and evening hours. Such potential uplift is considered marginal in generation terms and therefore can be absorbed within the local road network without notable detriment to traffic congestion and road safety.

Operational Refuse Requirements

Refuse would continue to be collected from Hawthorne Avenue and an indicative bin store location is depicted on plan to the rear of the properties. It is presumed that the service/access gap in-between the two-semi detached units would be utilised to move the bins from the rear to the property frontage. A site management regime should ensure that waste collection distances do not exceed 10 m from the point of collection from the public highway in order to conform to good practice. Therefore a suitable on-site management planning condition is sought.

Conclusion

The application has been reviewed by the Highway Authority who are concerned that the proposal

would exacerbate local parking stress due to the insufficient on-plot parking provisions, and would therefore raise highway safety concerns, contrary to policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3 and 6.13 of the London Plan (2016). Refusal on insufficient parking grounds is therefore recommended.

Officer Comments:

An amended site plan was submitted which now illustrates the provision of a total of 6 car parking spaces with three vehicle crossovers to the front. This would result in the addition of an extra crossover from the existing two already in situ. This is however less than the required total of 8 and therefore it is considered that the application is recommended for refusal.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Paragraph 17 of the National Planning Policy Framework (NPPF) (2012) states that one of the core principles of the document is the "effective use of land by reusing land that has been previously developed (brownfield land)."

Policy H3 of the Hillingdon Local Plan states that the loss of residential accommodation will only be permitted if it is replaced within the boundary of the site.

The development proposes the erection of 4 two storey, two bedroom semi-detached dwellings with associated parking and installation of vehicular crossovers to front, involving the demolition of both the existing bungalows. In principle the demolition of the existing dwellings to be replaced with additional units is acceptable however, it is subject to all other material planning considerations being judged acceptable.

Policy 3.5 of the London Plan (2016) requires housing developments to be of the highest quality internally, externally and in relation to their context and to the wider environment. New homes are expected to have adequately sized rooms and convenient and efficient room layouts which are functional and fit for purpose, and to meet the changing needs of Londoners over their lifetimes. Any application is expected to take this into consideration and illustrate how the proposal would meet the requirements set out in the London Plan.

7.02 Density of the proposed development

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

Minimum gross internal floor and storage is a further measure of the suitability of the size of a proposed dwelling. DCLG guidance identifies that two storey, 2 bedroom properties for 4 persons should provide a minimum 81 sq.m, including 2 sq.m of inbuilt storage. The proposed new dwellings would have total floor area of 95.7 sq.m.

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

Local Plan Part 1 Policy BE1 requires all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods. Policies BE13 and BE19 of the Hillingdon Local Plan (November, 2012)

seeks to ensure that new development complements or improves the character and amenity of the area.

Furthermore Policies BE13 and BE15 of the of the Hillingdon Local Plan: (November 2012) resist any development which would fail to harmonise with the existing street scene or would fail to safeguard the design of existing and adjoining sites.

In order to safeguard visual and residential amenity, Local Plan: Part 2 policy BE22 confirms that buildings of two-or more storeys in height should be set back a minimum of 1 m from the side boundary of the property for the full height of the building.

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 previous proposal involving the single new dwelling along with the scheme subject to the formal pre-application advice were materially different, in that they were all not set in from the side boundaries by the required 1 metre. This proposal now illustrates the both the proposed dwellings set in from their respective side boundaries, whilst also maintaining the 1 metre separation between each dwelling. Indeed the proposed replacement dwelling at no.53 would now set further away than the existing bungalow which sits on the side boundary. Although the neighbouring property is a bungalow there is now adequate separation especially given the public footpath running between the two. The replacement dwelling at no.53a would be slightly closer to the side boundary than the existing dwelling, however the neighbouring property at no.55 is a two storey property and the 1 metre set in, is still maintained. Therefore it is considered that on balance the proposal is acceptable and would not appear as an over-development or cramped on site. The open character and appearance of the surrounding area and the visual amenities of the street scene are therefore maintained. Furthermore the proposed two detached properties would be set back from the main road and the prevailing building line to the front thereby reducing their presence on the overall street scene.

Whilst the design and style of the properties along Hawthorne Avenue varies, it is noted that the general design of the proposed dwellings have taken inspiration from no.55 Hawthorne Avenue, with the mock tudor frontage and the roof forms, overall massing and scale now being similar to the neighbouring property. The proposed dwellings are relatively simple in design and uncomplicated with a hipped roof detail and of a similar height to the adjacent property. Given the hipped nature of the design and the angle of pitch, it is considered that the roofs would not appear unduly bulky within the street scene. The two storey projected bays set under the modest gable pitched roofs appear subordinate and would not appear out of character within the general street scene. The single storey rear extension element would be subordinate set under a flat roof in accordance with HDAS requirements and not readily visible from the main the surrounding area. Nor would they impinge on any 45 degree lines of sight to either neighbouring property.

Following pre-application advice and the revisions made to the scheme the current proposal has now been amended and, in terms of its siting, design and appearance the proposal is considered to be in keeping with the character and appearance of the surrounding area. Therefore the proposal is in keeping with the architectural character and appearance of the wider area and complies with the requirements of Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13 and BE19 of the Hillingdon

Local Plan: Part Two - Saved UDP Policies (November 2012), Policies 3.5 and 7.4 of the London Plan (2016) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

7.08 Impact on neighbours

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

Paragraph 4.9 of the Hillingdon Design & Accessibility Statement: Residential Layouts (July 2006) further advises that all residential developments and amenity spaces should receive adequate daylight and sunlight and that new development should be designed to minimise the negative impact of overbearing and overshadowing. It goes on to advise that 'where a two storey building abuts a property or its garden, adequate distance should be maintained to overcome possible domination'. Generally, 15 m will be the minimum acceptable back to back distance between buildings whilst a minimum of 21 m overlooking distance should be maintained.

No.48a and 50 Lime Grove which are directly to the rear of the application site are over 21 m away and therefore at sufficient distance from the proposal.

No.51 is immediately to the South East of the application site and is separated by the public footpath. Furthermore the proposed replacement dwelling at no.53 Hawthorne Avenue is now set in 1 metre from the side boundary, unlike the existing dwelling which sits on the boundary. In addition given siting and the orientation of the properties it is considered that given the positions of the rising and setting of the sun there would be no significant adverse impact to this property.

Given the siting and distance from adjoining properties, it is considered that the proposed dwellings would not result in over dominance, loss of outlook or loss of light to the neighbouring property. It is noted that there are two windows proposed on each side elevation facing nos.51 and 55 Hawthorne Avenue and also facing both the proposed dwellings. For each dwelling, at ground floor one window serves the entrance/hallway cloakroom and on the first floor the main bathroom. It is therefore recommended that these are conditioned to be permanently obscure glazed and fixed shut below 1.8 m.

Whilst concerns have been raised over overlooking and loss of privacy, it is considered there is sufficient distance, which complies with the Council's standard, between the proposed dwellings and the surrounding properties so as not to cause any significant or unacceptable harm. There will be no impingement of any 45 degree sight lines. It is considered that the proposed dwellings would not increase overlooking over and above that already experienced from adjacent two storey buildings. The impact on the amenities of the neighbouring properties is therefore considered to be satisfactory.

As such it is considered that the proposal would not result in an un-neighbourly form of development and complies with the requirements of Policies BE20, BE21 and BE24 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

7.09 Living conditions for future occupiers

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

The Housing Standards (Minor Alterations to the London Plan) March 2016 sets out the minimum internal floor spaces required for developments in order to ensure that there is an adequate level of amenity for existing and future occupants.

Floorspace

In terms of the internal floorspace, the DCLG Technical Housing Standards - Nationally Described Space Standard (March 2015) sets out minimum internal space standards which must be achieved, relating to room sizes, ceiling height and internal floor space requirements.

DCLG guidance identifies that two storey, 2 bedroom properties for 4 persons should provide a minimum 81 sq.m, including 2 sq.m of inbuilt storage. The proposed new dwellings would have total floor area of 95.7 sq.m.

In addition the two double bedrooms proposed for each dwelling would be 16.8 sq.m and 14.3 sq.m, which are well above the minimum requirement of 11.5 sq.m.

Amenity space

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.

Each proposed dwelling would have a rear garden space of 60 sq.m. As a 2 bed dwelling the minimum level of amenity space required to meet Council standards would be 40 sq.m and 60 sq.m for a three bed. Therefore the proposal meets the necessary requirements.

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 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 states that new development will only be permitted where it is in accordance with the Council's adopted Car Parking Standards. The parking standard requires 2 spaces per unit hence a total quantum of up to 8 spaces should be provided on-site to comply with the adopted parking standard. Although initially it was thought that the proposed four spaces could be acceptable, upon further review of the site and surroundings, an objection has now been raised due to the significant shortfall in the parking provisions. The Highways Officer comments received on 11th July are set out below:

Site Characteristics

The site is located and set within a small residential catchment in Eastcote to the west of

Field End Road which is designated as classified in the borough's hierarchy of roads. The site consists of two detached bungalows which are to be demolished to facilitate the proposal. Hawthorne Avenue is contained within a Controlled Parking Zone (CPZ) operating from Monday to Saturday - 9am to 5pm. The surrounding residential units have ample onsite parking provisions which inherently reduce parking demand and pressures on-street. The site is relatively remote from public transport connections and hence exhibits a PTAL of 2 which is considered as below average.

Parking Provision/Access & Internal Layout

Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP policy (November 2012) states that new development will only be permitted where it is in accordance with the Council's adopted parking standards.

It is proposed to provide 4 x two bed semi-detached residential units. The maximum parking standard requires 2 spaces per unit hence a total quantum of up to 8 spaces should be provided on-site to comply with the adopted parking standard. A quantum of 4 spaces (1 per unit) is proposed and therefore falls well below this maximum level of requirement. It is therefore considered that a refusal on insufficient parking grounds is justifiable and in line with pre-application advice afforded to the applicant which highlighted a parking requirement of 2 spaces per plot.

Cycling Provision

In terms of cycle parking there should be a minimum provision of 1 secure and accessible spaces for each of the dwelling units (totalling 4 spaces) in order to conform to the adopted minimum borough cycle parking standard. A secure compound has been indicated within the submission but without specific detail in cycle number terms. Notwithstanding this point the provision of preferably 2 spaces per unit requirement can be secured via planning condition

Vehicle Access Arrangements

To facilitate access to the new parking space for each unit, the two existing carriageway crossings on Hawthorne Avenue would be replaced by 4 new individual crossings which would necessitate closure or adjustment of the existing crossings. The proposal is acceptable in this respect as there is broad compliance with the Council's crossing standard which sets out the maximum allowable dimensions of a width of 4.58 m at the kerb-line and 2.44 m at the back of footway.

It is highlighted that once the new or existing crossing points are realised it will be necessary to match existing kerbing and footway to the redesigned layout with a relocation of an existing lamp column on the public highway. Henceforth the new access points and any footway adjustments will need to be constructed to an appropriate Council standard (as discussed above) including the relocation of the said light column, under a S278 (Highways Act 1980) agreement (or suitable alternative arrangement) at the applicant's expense.

Trip Generation

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policy (November 2012) requires the Council to consider 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.

The proposal would clearly increase potential traffic generation as compared to the two existing bungalows. However peak period traffic movement into and out of the site would not be expected to exceed 1-2 additional vehicle movements during the peak morning and evening hours. Such potential uplift is considered marginal in generation terms and therefore can be absorbed within the local road network without notable detriment to traffic congestion

and road safety.

Operational Refuse Requirements

Refuse would continue to be collected from Hawthorne Avenue and an indicative bin store location is depicted on plan to the rear of the properties. It is presumed that the service/access gap in-between the two-semi detached units would be utilised to move the bins from the rear to the property frontage. A site management regime should ensure that waste collection distances do not exceed 10 m from the point of collection from the public highway in order to conform to good practice. Therefore a suitable on-site management planning condition is sought.

Conclusion

The application has been reviewed by the Highway Authority who are concerned that the proposal would exacerbate local parking stress due to the insufficient on-plot parking provisions, and would therefore raise highway safety concerns, contrary to policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3 and 6.13 of the London Plan (2016).

Refusal on insufficient parking grounds is therefore recommended.

7.11 Urban design, access and security

Secured by Design is now covered by Part Q of the Building Regulations which the development will be required to accord with.

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

Hillingdon Local Plan Part Two Policy BE38 seeks the protection and retention of existing trees and landscape features of merit and considers where appropriate the provision of additional landscaping as part of a proposed development. There are no trees or other landscape features existing on site. However the front garden area to the proposed properties are expected to provide 25% of soft landscaping and this would therefore need to be included by way of condition.

Furthermore the council's Trees and Landscape officer has raised no objections subject to conditions and states:

This site is occupied by two dissimilar detached bungalows on the West side of Hawthorne Avenue. The dwellings have garages and off-street parking space within the front gardens. This residential street is composed of a mix of housing types including two-storey semi-detached houses and detached bungalows. There are no trees or landscape features of merit and no TPO's or Conservation Area designations affecting the site.

Comment: A previous application ref. 2017/738 was refused. The current application will not involve the loss of trees or landscape features of merit. It is not clear what the intended site layout will be but the front gardens should be designed to provide a minimum of 25% site coverage with soft landscape. Bins and bike stores should be secure and discretely sited - ideally within the back gardens. Landscape conditions should be imposed to ensure that saved policies BE23 and BE38 are satisfied.

Recommendation: No objection subject to conditions RES9 (Parts 1, 2 and 5).

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. This matter is the subject of a condition.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

The site is not within a flood zone. However a sustainable water management condition is recommended.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

Issues of property value and return on investments are not material planning considerations in the assessment of the proposal. If this proposal were deemed acceptable, it would not set a precedent for other development as all applications are assessed on their own merit with regard to compliance with planning policy. Also it is not considered that this increase in residential units would significantly impact upon local services. It is acknowledged that the redevelopment of the site would result in some disruption from construction works, however this would be for a limited time and hours of construction works are restricted and controlled by other legislation. Rights of Light are a civil matter and not a material planning consideration. The other planning issues raised from the responses are addressed in the main body of the report.

In addition it has also been confirmed that there are no council records showing that a disabled facilities grant has ever been provided for no.53A Hawthorne Avenue.

7.20 Planning Obligations

It is highlighted that once the new or existing crossing points are realised it will be necessary to match existing kerbing and footway to the redesigned layout with a relocation of an existing lamp column on the public highway. Henceforth the new access points and any footway adjustments will need to be constructed to an appropriate Council standard (as discussed above) including the relocation of the said light column, under a S278 (Highways Act 1980) agreement (or suitable alternative arrangement) at the applicant's expense.

In addition it is considered that the quantum of proposed on-site parking is acceptable, only when a 'Resident Permit Restriction' is applied to any future occupiers of the new units which will encourage a lesser car ownership level per dwelling thereby mitigating against potential impacts on the highway. This stipulation would be achieved via legal agreement.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

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.

The proposal would trigger a CIL liability which is presently calculated to be;

LBH CIL £29,985.93

Mayor of London CIL £11,741.01

Total £41,726.94

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

Planning permission is sought for the erection of 4 two storey, two bedroom semi-detached dwellings with associated parking and installation of vehicular crossovers to front, involving the demolition of both the existing bungalows.

It is noted that there has been strong objections raised by local residents including a Petition. However taking all material planning considerations into account, the proposal is not considered to have a negative impact upon the visual amenity of the site or the surrounding area, would not result in a loss of residential amenity to neighbouring occupiers and would provide a satisfactory level of residential amenity to future occupiers. It is considered that the provision of off street parking spaces is acceptable in this location and the proposed crossovers are not considered to detract from pedestrian or highway safety.

As such the application is recommended for approval, subject to conditions and the prior completion of a section 106 agreement in respect of parking limitations.

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

Contact Officer: Hardeep Ryatt

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Notes:

 Site boundary

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Site Address:

**53 & 53A Hawthorne Avenue
 Eastcote**

**LONDON BOROUGH
 OF HILLINGDON**
 Residents Services
 Planning Section

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

Planning Application Ref:

15248/APP/2018/982

Scale:

1:1,250

Planning Committee:

North

Date:

July 2018



HILLINGDON
 LONDON