

Report of the Head of Planning, Transportation and Regeneration

Address 4 ASHBURTON ROAD RUISLIP

Development: Part two storey, part first floor side/rear extension, single storey front extension, first floor rear extension, conversion of roofspace to habitable use to include 2 rear dormers and conversion of roof from hip to gable end, 4 detached garages to rear and conversion of dwelling from 1 x 4-bed to 1 x 1-bed and 3 x 2-bed self-contained flats with associated parking and amenity space.

LBH Ref Nos: 15579/APP/2019/365

Drawing Nos: Location Plan (1:1250)
4AshburtonRd/2019/04
4AshburtonRd/2019/02
4AshburtonRd/2019/01
4AshburtonRd/2019/03
Design and Access Statement

Date Plans Received: 29/01/2019

Date(s) of Amendment(s):

Date Application Valid: 12/02/2019

1. SUMMARY

Planning permission is sought for a part two storey, part first floor side/ rear extension, a single storey front extension, first floor rear extension, conversion of roofspace to habitable use to include 2 rear dormers and conversion of roof from hip to gable end, and 4 x detached garages to rear to allow conversion of dwelling from 1 x 4-bed to 1 x 1-bed and 3 x 2-bed self contained flats with associated parking and amenity space.

Planning permission was refused and subsequently allowed at appeal for a part two storey, part single storey side/rear extension, single storey front extension, 4 x detached garages to rear and conversion of dwelling from 1 x 4-bed to 1 x 2-bed and 3 x 1-bed dwellings with parking and amenity space under planning ref: 15579/APP/2018/642. The amendments to the current application include the erection of 2 rear dormers and a hip to gable conversion to create 1 x 2 bed and 3 x 2 bed flats.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NON2 Non Standard reason for refusal

The combination of the proposed dormer extension with the proposed two storey rear extension by reason of their siting in this open prominent position, size, scale, bulk and design would represent an incongruous and visually intrusive form of development to the detriment of the character and appearance of the original dwelling and to the visual amenities of the street scene and surrounding area. Therefore the proposal would be contrary to Policies BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

2 NON2 Non Standard reason for refusal

The proposal would provide an indoor living area of an unsatisfactory size and quality for the future occupiers of flats 2 and 4 and would therefore give rise to a substandard form of living accommodation to the detriment of the amenity of future occupiers. The proposal is thus contrary to Policy 3.5 and Table 3.3 of the London Plan (2016), the Housing Standards Minor Alterations to The London Plan (March 2016), the Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016) and the Technical Housing Standards - Nationally Described Space Standard (March 2015).

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 I71 LBH worked applicant in a positive & proactive (Refusing)

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.

We have however been unable to seek solutions to problems arising from the application as the principal of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

3. CONSIDERATIONS

3.1 Site and Locality

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

To the North of the property lies No. 2 Ashburton Road, a semi-detached two storey house arranged at an angle to Ashburton Road and Cornwall Road. This property has been substantially extended at single storey level to the rear and side. To the South of the site is No. 6 Ashburton Road, the attached house with a single storey rear extension.

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

The application site lies within the Developed Area as designated in the Hillingdon Local

3.2 Proposed Scheme

Planning permission is sought for a part two storey, part first floor side/ rear extension single storey front extension, first floor rear extension, conversion of roofspace to habitable use to include 2 rear dormers and conversion of roof from hip to gable end, and 4 x detached garages to rear to allow conversion of dwelling from 1 x 4-bed to 1 x 1-bed and 3 x 2-bed self contained flats with associated parking and amenity space.

The extensions would consist of a two storey side extension 3.75 metre wide set in 1.72 metres from the side boundary to the front reducing to 1.47 metre to the rear. At ground level this extends the full length and wraps around to the rear projecting a further 2.9 metres from the rear elevation. The first floor elevation is set in 2 metre from the side boundary to the South, closest to no.6 and has a stepped elevation.

With these proposed alterations the existing dwelling is proposed to be converted to one, 1 bed 2 person flat and three 2 bed 3 person flats. 4 car parking spaces would be provided to the rear along with an area of hard-standing, accessed via the private alleyway with the remaining garden area proposed as a single communal area of 132 m2.

3.3 Relevant Planning History

15579/APP/2017/3615 4 Ashburton Road Ruislip

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

Decision: 10-01-2018 Refused

15579/APP/2018/1668 4 Ashburton Road Ruislip

Single storey rear extension and conversion of roofspace to habitable use to include 3 front rooflights, rear dormer and part conversion of roof from hip to gable end (Application for a Certificate of Lawful Development for a Proposed Development)

Decision: 25-06-2018 Approved

15579/APP/2018/642 4 Ashburton Road Ruislip

Part two storey, part single storey side/rear extension, single storey front extension, 4 x detached garages to rear and conversion of dwelling from 1 x 4-bed to 1 x 2-bed and 3 x 1-bed dwellings with parking and amenity space. (Resubmission)

Decision: 01-08-2018 Refused

Appeal: 13-12-2018 Allowed

Comment on Relevant Planning History

15579/APP/2018/642: Part two storey, part single storey side/rear extension, single storey front extension, 4 x detached garages to rear and conversion of dwelling from 1 x 4-bed to 1 x 2-bed and 3 x 1-bed dwellings with parking and amenity space. (Resubmission) - Refused and allowed at appeal.

i. The proposed two storey side/rear extension, by reason of its siting in this open prominent position, its size, scale and bulk would represent an incongruous addition, which would fail to harmonise with the architectural composition of the original end terrace dwelling and would be detrimental to the character, appearance and to the visual amenities of the street scene and the surrounding area. Therefore the proposal would be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

ii. The application proposes inadequate provision for off-street car parking, resulting in additional on-street parking in an area where such parking is at a premium, which would be detrimental to the free flow of traffic and give rise to conditions prejudicial to highway and pedestrian safety. Accordingly, the scheme is contrary to Policies AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved Unitary Development Plan Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

iii. The proposed development by reason of the extensive use of the rear garden area for parking including extensive areas of hard-standing, and the proximity of the car parking spaces to surrounding properties, would result in a significant increase in noise and general disturbance to the proposed and adjoining residential properties, and as such would provide a poor residential environment and constitute an un-neighbourly form of development, resulting in a material loss of residential amenity. The proposal is therefore contrary to Policy OE1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

The application was subsequently allowed at appeal in which the Inspectorate stated

The property is not, as the Council contend however, a corner plot. I saw that that status more accurately belongs to the semi-detached pair of dwellings at 2 Ashburton Road and 138 Cornwall Road. Due to the orientation of Nos. 2 and 138 within their plots, there is a sense of openness between Nos 2 and 4. That openness is not, however, replicated at the other end of this short terraced block where a substantial detached building turns the corner from Ashburton Road into Hatherleigh Road.

10. I accept that the proposal would, in replicating features present on No. 4, slightly unbalance the terrace as a whole, the balance and rhythm of the terrace being a feature of the row. However, the roofline of the terrace has already been altered at the far end of the row and so ultimately any original sense of symmetry across the four properties has already been eroded. In terms of the proposal's design, appearance, size, scale, bulk and its relationship with No. 4, I am satisfied that it would harmonise with the architectural composition of the original end terrace property.

11. At the side, the proposed extension would be inset from the boundary with No. 2 so as to retain access to the rear. There would be a closing off of the aspect between Nos. 2 and 4, but I do not find this to be particularly harmful to the overall character of the immediate area, or obtrusive in the context of the wider surrounding streets.'

It is therefore considered the current proposal which comprises of a lesser width to mirror that of the existing dwelling, by reason of its size, scale, bulk and appearance would not detract from the architectural composition of the original dwelling and the terrace block it forms a part of nor the visual amenities of the street scene and surrounding area.

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:

H7	Conversion of residential properties into a number of units
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.
AM14	New development and car parking standards.
AM7	Consideration of traffic generated by proposed developments.
OE1	Protection of the character and amenities of surrounding properties and the local area
HDAS-EXT	Residential Extensions, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted December 2008
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
LPP 3.8	(2016) Housing Choice
LPP 5.3	(2016) Sustainable design and construction
LPP 7.4	(2016) Local character
NPPF- 2	NPPF-2 2018 - Achieving sustainable development
NPPF- 5	NPPF-5 2018 - Delivering a sufficient supply of homes
NPPF- 11	NPPF-11 2018 - Making effective use of land
NPPF- 12	NPPF-12 2018 - Achieving well-designed places

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

A total of 8 adjoining and nearby neighbouring properties were consulted via letter dated 14.02.19 including a site notice displayed adjacent to the premises on 04.03.19. A total of 22 representations were received which have been summarised as follows:

i. The local objections can be summarised as follows:

- Density of occupation and reduction of privacy to rear of my property.
- Although 4 parking spaces are provided, the occupants of 4 flats will inevitably need more than 4 parking spaces, parking for residents has become a major problem/ concern in this area.
- The shared Road providing access to the parking has been successfully gated for a number of years , unless the Access Path is gated to a similar standard this will impact considerably upon the security of all the residents with properties on the shared access road.
- concur with the reasons given for the original application to be rejected.
- proposed side and rear extensions would over dominate what is an end of terrace dwelling.
- will look out of proportion to the existing footprint which will be visually harmful to the existing residential street scene. - conversion of the flats would potentially be an over-intensification of the use, which would be harmful to our amenities.
- proposed parking and garages to the rear of the site would result in additional noise disturbance and overuse of the existing garden. This would also be a security risk as the plans are open to the rear of the property.
- With the proposed plans, the turnover of residents entering and exiting the property would be extremely high, causing added security concerns and excess noise to our party wall.
- the many mature trees that once stood in the gardens of number four have already been cut down, destroyed and left as an eyesore to look at. With Ruislip prone to flooding, this is an added drainage concern.
- With the noise, disruption and dust created by the building work would be a continuation of what we had been put through for many months with the ongoing building work at Number 10 Ashburton Road.
- would be out of keeping with the existing character of the neighbourhood.
- The location is surrounded by residential properties already burdened by traffic and associated parking.
- The proposal if allowed, would encourage further development of back gardens which is contrary to existing planning policy and will destroy the existing feel of the area.
- would possibly be 10-15 residents in the building creating noise coming through the party wall to the next door neighbours' house
- change the character of the neighbourhood which consists of mainly one family homes with the occasional 2 family flats - create a precedent
- before the introduction of security gates on the service roads behind, there were several incidents of fly tipping, break-ins and other anti-social behaviour. The extra 4 flats using the service road to drive in and out of their garages would very likely result in the gates being left open. It would also be very likely that the cars would not always be parked in their garages but rather parked on Ashburton Road where parking is already impossibly difficult.
- also unlikely that any visitors would bother using the parking area behind the house and would instead park on the street.
- security concerns given volume of traffic from future occupants
- over-development of the existing property
- the space allocated for each flat indicate the maximum possible development of the property with little thought to those living there and the residents of the street.
- the proposals are not in keeping with character of the existing properties and will set a precedent for future over-development of similar properties by get rich quick developers to the detriment of the surrounding areas.

- residents either park on their front drive or on the road to make life easier for themselves, therefore garages to the rear will not be used.
- Following the appeal decision under ref: APP/R5510/W/18/3208979 we will hold the Council and the independent surveyor hired by them responsible for any burglaries to our properties.
- A hazard to children who use the footpath to the rear.
- The current scheme has not considered the current size sewers the project will be adding a three additional dwellings to the sewer system which will require additional capacity.

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.

Internal Consultees

The site is located in Ruislip within a residential catchment due west of Victoria Road. The address is currently a four bedroom semi-detached property which has off-street parking provision on the house frontage. The surrounding road network is unrestricted and devoid of parking controls. The PTAL for the location is rated as 2 which is considered as low.

Parking Provision

Policy AM14 of the Hillingdon Local Plan: Part Two - Saved UDP policy 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 residential flats (1x1 & 3x2 bedrooms) in lieu of the existing 4 bedroom single tenure property. To comply with the adopted parking standard the maximum on-site requirement demands up to 1.5 spaces per unit thus totalling 6 spaces. The proposed quantum of 4 spaces, situated within individual garages to the rear of the address, therefore falls below this maximum standard. Hence there is an apparent shortfall of 2 spaces for the new proposal. However this level of provision is considered acceptable in the light of a comparable and recently refused scheme (15579/APP/2018/642) which was upheld on appeal and considered acceptable on highway grounds with a quantum of 4 similarly arranged on-plot parking spaces.

Cycling Provision

In terms of cycle parking there should be a provision of 1 secure and accessible space for each of the flatted units (totalling 4 spaces) in order to conform to the adopted minimum borough cycle parking standard. 2 have been indicated on plan hence this number should be increased to the required 4 spaces. The indicative position of the proposed cycle parking places on plan will be considered acceptable once the level of provision is increased.

Vehicular Access Arrangements

There is currently a single carriageway crossing on Ashburton Road which will become redundant owing to the removal of the existing parking spaces on the property frontage. New spaces related to the proposal would be provided to the rear of the property in the form of 4 new separate garages.

These garages would be accessed via a gated private rear service road which is located off neighbouring Hatherleigh and Kingswear Road. This access arrangement is considered appropriate and therefore acceptable. It is highlighted that once the existing access point on Ashburton Road is extinguished it will be necessary to reinstate raised kerbing and the public footway in order to maintain footway/roadway continuity. The extinguishment of the old access will need to be undertaken to an appropriate Council standard under S278 of the Highways Act 1980 or suitable alternative arrangement at the applicant's expense.

Vehicular Trip Generation

The proposal would marginally increase traffic generation from the site as compared to the existing single dwelling unit. However peak period traffic movement into and out of the site is expected to rise by up to 2 additional vehicle movements during the peak morning and evening hours hence this uplift is considered insignificant 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 collection will continue to be conducted via Ashburton Road. A specific bin storage area, close to the highway boundary with the aforementioned road, is depicted on plan. This is acceptable in principle as it ensures that waste collection distances are not excessive and within accepted standards.

Construction Logistics Plan (CLP)

A full and detailed CLP will be a requirement given the constraints and sensitivities of the local residential road network in order to avoid/minimize potential detriment to the public realm. It will need to be secured under a suitable planning condition.

Conclusion

Henceforth, the Highway Authority are satisfied that the proposal would not measurably exacerbate congestion or parking stress and would not raise any highway safety concerns, in accordance with policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3, 6.9, and 6.13 of the London Plan (2016).

Flood Risk Management Officer:

Previous comments on application still valid. Floods - No objection subject to a condition being applied.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The NPPF has a requirement to encourage the effective use of land by re-using land. The proposed site is located within the developed area as identified in the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012). The Supplementary Planning Document (SPD) HDAS: Residential Layouts, at paragraph 3.5 states that the conversion of single dwellings into more dwellings can enable more effective use of sites to be achieved. However this type of development must seek to enhance the local character of the area. The conversion of houses into flats is unlikely to achieve a satisfactory environment where properties have a floorspace of less than 120 sq m. The redevelopment of more than 10% of properties on a residential street is unlikely to be acceptable, including the houses which have been converted into flats or other forms of housing.

The principle of the development has been established following the grant of planning permission under Ref: 15579/APP/2018/642 at appeal.

7.02 Density of the proposed development

Policy 3.4 of the London Plan (2016) seeks to ensure that new development 'takes into account local context and character, the design principles in Chapter 7 and that public transport capacity development should optimise housing output for different types of location within the relevant density range shown in Table 3.2. Development proposals that compromise this policy should be resisted'.

The density matrix, however, is only of limited value when looking at small scale development such as that proposed with this application. In such cases, it is often more appropriate to consider how the development harmonises with its surroundings and its impact on adjoining occupiers.

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

Not applicable.

7.04 Airport safeguarding

Not applicable.

7.05 Impact on the green belt

Not applicable.

7.07 Impact on the character & appearance of the area

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) requires all new development to maintain the quality of the built environment including providing high quality urban design. Furthermore policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) resist any development which would fail to harmonise with the existing street scene and seek to ensure any new development complements the amenity of the area.

The proposed dwelling is effectively an extension to the side of the existing end-terrace house. It has been designed to integrate with the existing dwelling and terrace block by being constructed level with the principal elevation, and setting the ridge level with the main ridge of the original dwelling. The width of the dwelling at 5.5 m would mirror the width of the existing dwelling and combined with its use of a hipped roof to reflect the existing roof form would satisfactorily integrate with the appearance of the original dwelling and the visual amenities of the street scene.

A previous application for a similar design was subsequently allowed at appeal in which the Inspectorate stated.

7. 'The property is not, as the Council contend however, a corner plot. I saw that that status more accurately belongs to the semi-detached pair of dwellings at 2 Ashburton Road and 138 Cornwall Road. Due to the orientation of Nos. 2 and 138 within their plots, there is a sense of openness between Nos 2 and 4. That openness is not, however, replicated at the other end of this short terraced block where a substantial detached building turns the corner from Ashburton Road into Hatherleigh Road.

10. I accept that the proposal would, in replicating features present on No. 4, slightly unbalance the terrace as a whole, the balance and rhythm of the terrace being a feature of the row. However, the roofline of the terrace has already been altered at the far end of the row and so ultimately any original sense of symmetry across the four properties has already been eroded. In terms of the proposal's design, appearance, size, scale, bulk and its relationship with No. 4, I am satisfied that it would harmonise with the architectural composition of the original end terrace property.

11. At the side, the proposed extension would be inset from the boundary with No. 2 so as to retain access to the rear. There would be a closing off of the aspect between Nos. 2 and 4, but I do not find this to be particularly harmful to the overall character of the immediate area, or obtrusive in the context of the wider surrounding streets.'

The current proposal however seeks to add 2 rear dormers and a hip to gable roof conversion. It is considered given the appeal inspectors comments relating to the balance and symmetry of the terrace row as already being eroded the hip to gable conversion is considered acceptable. The proposal however includes the addition of 2 rear dormers, these would be set down 400 mm below the main ridge, pushed up 1 m above the eaves and would maintain a separation of approximately 2 m between each other and therefore would appear as subordinate additions along the rear roof slope. The dormers although acceptable in these regards, the proposed rear dormer to the host dwelling and its

combination with the proposed two storey rear extension would result in an awkward relationship which would over-dominate the appearance of the original dwelling and coupled with its visibility from the adjoining Cornwall Road, and the rear gardens of neighbouring properties along it and Hatherleigh Road would detract from the visual amenities of the street scene and surrounding area. The proposal would therefore be contrary to Policy BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the HDAS SPD: Residential Extensions (December 2008).

The proposal would therefore conflict with the Hillingdon SPD: Residential Extensions Design Guidance and Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), and the objectives of the NPPF, London Plan Policy 3.5 and Hillingdon Local Plan Policy BE1.

7.08 Impact on neighbours

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

The neighbouring property and adjoining terrace to the immediate South, no.6 Ashburton Road benefits from a single storey rear extension. In addition the proposed first floor element has been staggered and stepped in so that there are no impingement's on any 45 degree lines. Furthermore there are no windows on either side elevation proposed. The outlook from the 2 rear dormers would be of the applicants rear amenity area. The first floor flank window to the en-suite could be secured by condition to remain obscured and fixed shut to protect the amenities of the adjoining neighbours.

With regards to extensive use of the rear garden for parking the Appeal Inspector stated

17. 'I do not consider that the movements associated with four residential flats of the nature and scale proposed would be likely to result in significant vehicle movements, or give rise to significant levels of noise or general disturbance. Activities such as manoeuvring and opening and closing of doors would be contained within the garages themselves, or the courtyard that they form, whilst the rear gardens of surrounding properties are of generous depths. I do not therefore consider that this element of the proposal would give rise to noise, disturbance or levels of vehicle movements that would be materially harmful to the living conditions of occupiers of surrounding properties. I am satisfied that there would be no conflict with LP2 policy OE1

It is considered that there would be no adverse issues raised in regard to overlooking or privacy. Therefore, it is considered that the proposed development would not constitute an un-neighbourly form of development in accordance with Policies BE19, BE20, BE21, BE24 and OE1 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 new additional 'optional' Building Regulations on water and access, and a nationally described space standard (referred to as "the new national technical standards"). These new standards came into effect on 1 October 2015. The Mayor of London has adopted the new national technical standards through a minor alteration to The London Plan.

The Housing Standards (Minor Alterations to the London Plan) March 2016 sets out the minimum internal floor spaces required for developments in order to ensure that there is an adequate level of amenity for existing and future occupants. A single storey 1 bed 1 person dwelling requires 50 square metres minimum gross internal floor area and a two storey 2 bed 3 person dwelling 70 square metres.

Flat 1 - 1 bed 2 person - 53 square metres
Flat 2 - 2 bed 3 person - 63.0 square metres
Flat 3 - 2 bed 3 person - 69.0 square metres
Flat 4 - 2 bed 3 person - 66.2 square metres

Flat 1 comprises a single storey 1 bed 1 person dwelling and at 53 square metres of gross internal floor area would ensure a reasonable level of amenity for the future occupiers of this dwelling.

Similarly flat 3 a single storey 2 bed 3 person dwelling at 69 square metres would also provide a satisfactory level of residential amenity for its future occupiers.

Flats 2 and 4 however consist of two storey dwellings that are split over the second and third floor and respectively at 63 and 66 square metres each would not meet the minimum standard for a two storey 2 bed 3 person dwelling and subsequently would be deemed insufficient to provide a satisfactory living environment for its future occupiers.

The outlook and light levels for all habitable rooms are considered acceptable.

The proposal would provide an overall internal floor space of an unsatisfactory size for flats 2 and 4 and therefore would give rise to a substandard form of living accommodation to the detriment of the amenity of future occupiers. The proposal is thus contrary to The Housing Standards Minor Alterations to The London Plan (March 2016).

As such, it is considered that the proposal would not provide a satisfactory living standard and level of amenity for its future occupiers and therefore would conflict with Policy BE20 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Policy 3.5 of the London Plan (2016).

7.10 Traffic impact, Car/cycle parking, pedestrian safety

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

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

It is proposed to provide 4 residential flats (1x1 & 3x2 bedrooms) in lieu of the existing 4 bedroom single tenure property. To comply with the adopted parking standard the maximum on-site requirement demands up to 1.5 spaces per unit thus totalling 6 spaces. The proposed quantum of 4 spaces, situated within individual garages to the rear of the address, therefore falls below this maximum standard. Hence there is an apparent shortfall of 2 spaces for the new proposal.

However this level of provision is considered acceptable in the light of a comparable and recently refused scheme (15579/APP/2018/642) which was upheld on appeal and considered acceptable on highway grounds with a quantum of 4 similarly arranged on-plot parking spaces.

The use of rear lane was considered acceptable by the Appeal Inspectorate as it is already used by four dwellings and a net increase of 3 dwellings was considered to prejudice the security of the properties adjoining the lane.

7.11 Urban design, access and security

Policy BE23 of the Hillingdon Local Plan (November 2012) recognises that new residential buildings should 'provide external amenity space which is sufficient to protect the amenity of the occupants of the proposed and surrounding buildings'. The adopted Supplementary Planning Document (SPD) HDAS: Residential Layouts at Paragraph 4.15 recommends that one and two bedroom flats should provide a minimum of 20 and 25 square metres of usable amenity space.

The proposal provides a total of approximately 130 square metres of usable communal amenity space with a private patio area for each of the ground floor flats, enclosed with 1.8 metre high close boarded timber fence. On balance, the proposal therefore complies with policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

7.12 Disabled access

Not applicable.

7.13 Provision of affordable & special needs housing

Not applicable.

7.14 Trees, landscaping and Ecology

Policy BE38 of the Hillingdon Local Plan states development proposals will be expected to retain and utilise topographical and landscape features of merit and provide new planting and landscaping wherever it is appropriate. Planning applicants for planning consent will be required to provide an accurate tree survey showing the location, height, spread and species of all trees where their proposals would affect any existing trees.

No trees to be affected by the proposal.

7.15 Sustainable waste management

Not applicable.

7.16 Renewable energy / Sustainability

Not applicable.

7.17 Flooding or Drainage Issues

The site is not within a flood zone.

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

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

7.18 Noise or Air Quality Issues

Not applicable.

7.19 Comments on Public Consultations

A total of 20 representations have been received and therefore the application has been put forward to the Planning committee.

7.20 Planning obligations

None.

7.21 Expediency of enforcement action

Not applicable.

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

10. CONCLUSION

The proposal by reason of the proposed dormer extension and its combination with the proposed two storey rear extension in this open prominent position would represent an incongruous addition to the detriment of the appearance of the original dwelling and the visual amenities of the street scene. Additionally, proposed flats 2 and 4 would be of a substandard size to provide a reasonable standard of residential amenity for its occupiers.

The proposal would therefore be contrary to Policy BE13, BE15, BE19 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and Policy 3.5 and Table 3.3 of the London Plan (2016), the Housing Standards Minor Alterations to The London Plan (March 2016), the Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016) and the Technical Housing Standards - Nationally Described Space Standard (March 2015).

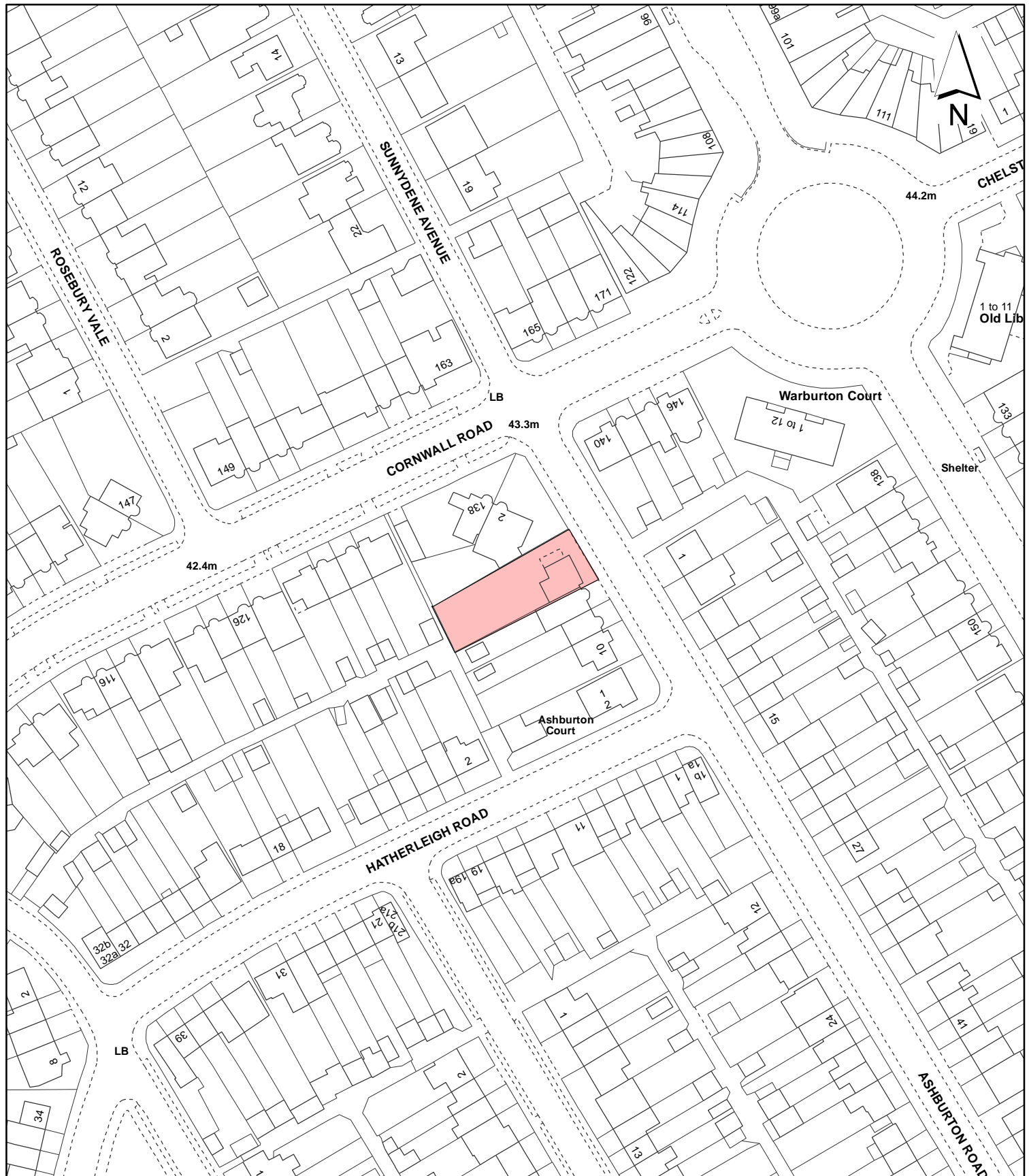
The application is recommended for refusal.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (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 Design and Accessibility Statement: Residential Layouts
Hillingdon Design and Accessibility Statement: Residential Extensions
Hillingdon Design and Accessibility Statement: Accessible Hillingdon
National Planning Policy Framework

Contact Officer: Naim Poptani

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

4 Ashburton Road

Planning Application Ref:

15579/APP/2019/365

Planning Committee:

North

Scale:

1:1,250

Date:

June 2019

**LONDON BOROUGH
OF HILLINGDON**

**Residents Services
Planning Section**

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



HILLINGDON
LONDON