

Report of the Head of Planning, Transportation and Regeneration

Address 3 CAMBRIDGE ROAD UXBRIDGE

Development: Erection of three storey building to create 6 x 2-bed self contained flats, with associated parking and amenity space, involving demolition of existing dwelling

LBH Ref Nos: 74413/APP/2018/4343

Drawing Nos: 530/P/03 Rev. B
530/P/04 Rev. B
530/P/05 Rev. B
530/P/06 Rev. B
530/P/02
530/P/01 A

Date Plans Received: 12/12/2018 **Date(s) of Amendment(s):** 12/12/2018

Date Application Valid: 27/12/2018 27/12/2018

1. SUMMARY

The proposal is for the demolition of the existing house and erection of a three storey block of flats comprising 6 x 2 bedroom units. The property is located within the 'developed area' as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) therefore the principle of residential development of the site is considered acceptable subject to compliance with all other policy objectives.

The proposed block of flats by reason of its size, scale, bulk and design creates an over dominant addition to the streetscene. The proposal fails to preserve or enhance the character and architectural style, appearance and visual amenities of the streetscene and the surrounding North Uxbridge Area of Special Local Character.

The reduction in ground levels would require extensive ramping to deliver the necessary level access and this combined with the extensive proposed frontage car parking would result in hard landscaping dominating the frontage and street views of the site. The resultant harsh urbanised appearance of the site would be unreflective of the wider North Uxbridge Area of Special Local Character Area which is less urbanised than other parts of Uxbridge and would be detrimental to the area of Special local character and wider streetscene.

The proposal is therefore contrary to Policies Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE5, BE13, BE19 and BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMHB 1, DMHB 5, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019), Policies 3.5, 7.1 and 7.4 of the London Plan, the Council's adopted Supplementary Planning Document HDAS: Residential Layouts and the NPPF.

2. RECOMMENDATION

REFUSAL for the following reasons:

NON2

Non Standard reasons for refusal

The proposed development bulk, layout, site coverage and design would result in a cramped development of the site, which is visually incongruous (given the setting) and would fail to harmonise with the existing local and historic context of the surrounding area. The principle of intensifying the residential use of the site to the level proposed would have a detrimental impact on the character, appearance and local distinctiveness of the North Uxbridge Area of Special Local Character and the residential area as a whole. The proposal is detrimental to the visual amenity and character of the surrounding and contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE5, BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMHB 1, DMHB 5, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019), Policies 3.5, 7.1 and 7.4 of the London Plan, the Council's adopted Supplementary Planning Document HDAS: Residential Layouts and the NPPF.

2 NON2 Non Standard reason for refusal

The reduction in ground levels would require extensive ramping to deliver the necessary level access and this combined with the extensive proposed frontage car parking would result in hard landscaping dominating the frontage and street views of the site. The resultant harsh, urbanised appearance of the site would have a detrimental impact on the character, appearance and local distinctiveness of the North Uxbridge Area of Special Local Character, which is less urbanised than other parts of Uxbridge and would be detrimental to the wider streetscene. The proposal is therefore contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE5, BE13 BE19 and BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMHB 1, DMHB 5, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019), Policies 3.5, 7.1 and 7.4 of the London Plan, the Council's adopted Supplementary Planning Document HDAS: Residential Layouts and the NPPF.

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.
BE5	New development within areas of special local character
BE13	New development must harmonise with the existing street scene.
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.

BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE23	Requires the provision of adequate amenity space.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
DMH 4	Residential Conversions and Redevelopment
DMHB 1	Heritage Assets
DMHB 5	Areas of Special Local Character
DMHB 11	Design of New Development
DMHB 16	Housing Standards
DMHB 17	Residential Density
DMHB 18	Private Outdoor Amenity Space
HDAS-LAY	Residential Layouts, Hillingdon Design & Access Statement, Supplementary Planning Document, adopted July 2006
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
LPP 7.1	(2016) Lifetime Neighbourhoods
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- 16	NPPF-16 2018 - Conserving & enhancing the historic environment

3 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. Concerns were shared with the applicant and amended plans submitted. 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 property is a modest detached 1920s house, with an asymmetric front and bay window, typical of the era, previously extended to the rear and side. It is one of the earlier properties on the road. Cambridge Road is part of the North Uxbridge Area of Special Local Character (ASLC), which is distinguished by its verdant spacious character in these streets around the Common.

No. 1 is set back a considerable way into the plot and No 5 comes forward of the proposed development site towards the street, No. 7 goes back from No 5, No 9 is in line with No3. The garden to No. 3 is also very generous with trees to the back third of the property.

3.2 Proposed Scheme

Erection of three storey building to create 6 x 2-bed self contained flats, with associated parking and amenity space, involving demolition of existing dwelling. Amended plans were submitted which the planning agent says:

- '1. Offer space for soft landscaping with appropriate trees.
2. The redesign of the front block helps to widen gaps between the existing buildings.
3. The elevations have been revised to break up the bulk at front by projecting the central part of the block to give much more domestic character. The pitched roof with modest dormers are in keeping with general character of the surrounding houses. With wider gaps between houses the development sits sympathetically along the street scene. By using contrasting coloured brickwork plinths, window surrounds and feature bands would further help the design in context of the surrounding areas.'

3.3 Relevant Planning History

Comment on Relevant Planning History

None

4. Planning Policies and Standards

The Revised Proposed Submission Local Plan Part 2 (LPP2) documents (Development Management Policies, Site Allocations and Designations and Policies Map Atlas of Changes) were submitted to the Secretary of State for examination in May 2018.

The public examination hearing sessions took place over one week in August 2018. Following the public hearing sessions, the examining Inspector advised the Council in a Post Hearing Advice Note sent in November 2018 that he considers the LPP2 to be a plan that could be found sound subject to a number of main modifications.

The main modifications proposed by the Inspector were agreed by the Leader of the Council and the Cabinet Member for Planning, Transport and Recycling in March 2019 and are published for public consultation from 27 March to 8 May 2019.

Regarding the weight which should be attributed to the emerging LPP2, paragraph 48 of the National Planning Policy Framework (NPPF) 2019 states that 'Local Planning Authorities may give weight to relevant policies in emerging plans according to:

(a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);

(b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

(c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

With regard to (a) above, the preparation of the LPP2 is now at a very advanced stage. The public hearing element of the examination process has been concluded and the examining Inspector has indicated that there are no fundamental issues with the LPP2 that would make it incapable of being found sound subject to the main modifications referred to above.

With regard to (b) above, those policies which are not subject to any proposed main modifications are considered to have had any objections resolved and can be afforded considerable weight. Policies that are subject to main modifications proposed by the Inspector will be given less than considerable weight. The weight to be attributed to those individual policies shall be considered on a case by case basis considering the particular main modification required by the Inspector and the material considerations of the particular planning application, which shall be reflected in the report, as required.

With regard to (c) it is noted that the Inspector has indicated that subject to main modifications the LPP2 is fundamentally sound and therefore consistent with the relevant policies in the NPPF.

Notwithstanding the above, the starting point for determining planning applications remains the adopted policies in the Local Plan: Part 1 Strategic Policies and the Local Plan: Part 2 Saved UDP Policies 2012.

UDP / LDF Designation and London Plan

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

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.HE1 (2012) Heritage
- PT1.H1 (2012) Housing Growth

Part 2 Policies:

- AM14 New development and car parking standards.
- BE5 New development within areas of special local character
- BE13 New development must harmonise with the existing street scene.
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE22 Residential extensions/buildings of two or more storeys.

- BE23 Requires the provision of adequate amenity space.
- BE24 Requires new development to ensure adequate levels of privacy to neighbours.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- DMH 4 Residential Conversions and Redevelopment
- DMHB 1 Heritage Assets
- DMHB 5 Areas of Special Local Character
- DMHB 11 Design of New Development
- DMHB 16 Housing Standards
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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- 16	NPPF-16 2018 - Conserving & enhancing the historic environment

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Neighbours were notified on 03/01/2019 and a site notice was displayed on 22/01/2019. A further period of consultation was undertaken following receipt of amended plans which ended on 24/07/2019. By the end of the consultation period there were 11 objections and a petition received raising the following issues:

- (1) Overdevelopment of the site
- (2) Flats out of keeping with the character of the area
- (3) Overlooking, loss of privacy and general amenity
- (4) Traffic generation leading to loss of public safety
- (5) Insufficient car parking
- (6) Additional rubbish generation attracting foxes
- (7) Flats will attract younger people leading to noise and disturbance.
- (8) The design quality is severely lacking for a redevelopment within this area of Special Character.
- (9) Comment that the sinking of the property 0.5m will mean ramping is required.

North Uxbridge Residents Association:

NURA has considered this proposal and wishes to object in support of local residents.

The design quality is severely lacking for a redevelopment within this area of Special Character. Whilst the staggering of the plan form and variety of roof line will offer some relief, the repetitiveness of the elevation and fenestration illustrates that the proposal is a gross over development to the detriment of the adjoining properties and the streetscene in general. The car parking provision is not considered to be achievable and would result in increased pressure on kerbside parking.

Internal Consultees

Conservation and Urban Design Officer:

Comments on Original Plans:

This property is a modest detached 1920s house, with an asymmetric front and bay window, typical of the era, previously extended to the rear and side. It is one of the earlier properties on the road. Cambridge Road is part of the North Uxbridge Area of Special Local Character (ASLC), which is distinguished by its verdant spacious character in these streets around the Common.

The immediate area consists of a mixture of some 19th and more 20th century residential architecture. Four storey 19th century houses command a corner position, facing onto Harefield Road and siding onto Cambridge Road. There is one pair of 19thC cottages fronting Cambridge Road further up, but otherwise, the properties facing onto Cambridge Road are later 20thC houses, of modest proportions, no more than two storeys with habitable roof space.

Although not of great architectural merit of itself, the loss of this property is objectionable, as it makes a positive contribution to the readable history of the ASLC.

The HDAS Public Realm Guidance states that, Renovation and re-use of existing buildings should be a guiding principle whenever possible, rather than redevelopment. (p5). Demolition of this property would only be considered where the replacement enhances the character of the ASLC, better than the existing. The proposed replacement is considered unacceptable and not in keeping with the character of the street or the ASLC for the following reasons:

-Its size will dominate the adjacent properties, one is two storey with a habitable roof space, the other is only one and a half storeys.

- Its bulk would dominate the streetscape, even though the proposed building is set back from the property line of the existing building.

- It over fills the plot, leading to the loss of significant gaps between the buildings. These gaps allow the verdant and open nature of the area beyond the street to be seen. Loss of these gaps is harmful to the key characteristic of this ASLC.

· The appearance of a car park frontage is considered harmful to the character of the ASLC.

· The front elevation is heavy with windows and neither their style nor their arrangement reflects the predominant characteristics in the street.

· Its scale and character reads more like a small hotel than a domestic residence, which is considered detrimental to the domestic character of the ASLC.

· The flanking elevations are institutional and vast in character.

Any design of the public realm in Conservation Areas and Areas of Special Local Character should take the special heritage values of the site into account, and base the concept on their characteristics.(HDAS Public Realm p20)

For the above reasons, this application is unsuitable as the proposed replacement building will not better preserve or enhance the ASCL than the existing building does.

CONCLUSION: Recommend Refusal.

Officer Comment: Following internal discussion it was agreed that the existing property was not of sufficient architectural merit or heritage value to be considered an undesignated heritage asset or of sufficient interest to justify refusing an application for new housing solely on loss of the existing property.

Further comments on revised plans:

The agent says the revised plans:

"1. Offer space for soft landscaping with appropriate trees.

2. The redesign of the front block helps to widen gaps between the existing buildings.

3. The elevations have been revised to break up the bulk at front by projecting the central part of the block to give much more domestic character. The pitched roof with modest dormers are in keeping with general character of the surrounding houses. With wider gaps between houses the development sits sympathetically along the street scene. By using contrasting coloured brickwork

plinths, window surrounds and feature bands would further help the design in context of the surrounding areas."

Notwithstanding the plan revisions the proposals are still considered unacceptable and not in keeping with the character of the street or the ASLC for the following reasons.

- Its size will dominate the adjacent properties, one is two storey with a habitable roof space, the other is only one and a half storeys.
- Its bulk would dominate the streetscape, even though the proposed building is set back from the property line of the existing building.
- It over fills the plot, leading to the loss of significant gaps between the buildings. These gaps allow the verdant and open nature of the area beyond the street to be seen. Loss of these gaps is harmful to the key characteristic of this ASLC.
- The appearance of a car-park frontage is harmful to the character of the ASLC.
- Its scale and character still reads more like a small hotel than a domestic residence, which is considered detrimental to the domestic character of the ASLC.
- The flanking elevations are still institutional in appearance and out of character.

CONCLUSION: Recommend Refusal.

Trees and Landscape Officer:

This site is occupied by a two-storey detached house situated on the north-east side of Cambridge Road. The front garden is largely taken up by a gravelled carriage driveway and is part-screened by a low brick wall and an established beech hedge along the central section of the front boundary. At the far end of the back garden there is a substantial shed running almost the full width of the plot. According to the plans and aerial photographs, there are a number of mature trees grouped towards the end of the long rear garden. There are no TPO's or Conservation Area designations affecting the site, although it is locally designated as an Area of Special Local Character.

No trees of merit will be affected by the proposal. The intention is to retain all of the larger trees to the rear and the mature hedge on the front boundary. The car park in the front garden has been extended to accommodate six parked cars. This leaves the front garden with a significant shortfall of soft landscape/planting, which should account for 25% of the front garden space. A bin store will be located to the side of the building in a location that can be screened by planting. Secure bike parking will be accommodated in the existing shed.

There is an objection to the amount of hard surfacing in the front 'garden' at the expense of soft landscaping, however, if you are minded to approve the scheme pre-commencement condition RES8 should be imposed and post-commencement conditions RES9 (parts 1, 2, 4 and 5) should be added.

Access Officer:

Having reviewed this application, it is clear that step free access to the proposed dwellings above ground floor would not be possible for wheelchair users and other persons unable to use a staircase. Paragraph 3.48A of the London Plan (March 2016) recognises that the application of M4(2), which requires lift access (a step free approach to the principle private entrance), may have particular implications for developments of four storeys or less where historically the London Plan may not have not required a lift. Local Planning Authorities are therefore required to ensure that dwellings accessed above or below the entrance storey in buildings of four storeys or less have step-free access. Research indicates that the provision of a lift does not necessarily have a significant impact on viability and does not necessarily lead to a significant increase in service charges. However, in certain specific cases, the provision of a lift where necessary to achieve this

aim, may cause practical difficulties, make developments unviable and/or have significant implications for the affordability of service charges for intended residents. Unless the applicant submits a clear, well evidenced and compelling case to the LPA as to why lift access cannot be provided, the application should not be supported on the grounds of non-compliance with London Plan policy 3.8(c).

Officer comments: A refusal for lack of lift could not be sustained at appeal for a 6 unit scheme (such a reason of refusal is more applicable for major developments that fail to provide lifts). However the access officer does note that the development must provide level access, in this case the scheme does involve reducing existing ground levels and it is anticipated that ramping would be required. This is not clearly shown on the submission plans and although such details could be conditioned it is necessary to consider the street scene implications of such ramping.

Highways and Traffic Officer:

The site is a residential catchment located north of Uxbridge town centre off Harefield Road which is designated as Classified in the Council's hierarchy of roads. The site exhibits a PTAL of 2/3.

The existing property consists of a single tenure 5 bedroom detached dwellings which is to be demolished to allow for a single new build containing 6 x2 bedroom flatted units. Two existing access carriageway crossings located on Cambridge Road that serve the existing dwelling will remain to serve the flatted proposal.

Parking Provision & Internal Road Layout

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. With the positioning of the 2 carriageway crossings and available area in front of the 6 parking bays, the layout is perfectly functional and to standard.

It is proposed to provide 6 two bed residential flats. A total of 6 spaces are proposed. Whereas the maximum standard would be 9 spaces for a number of reasons a minimum of 6 spaces offering 1 space per unit (as proposed) is considered acceptable. The site although in a PTAL 2 location is close to PTAL 3, the PTAL increases the closer you get to Uxbridge town centre along Harefield Road, such that at the junction of Harefield Road and the High Street there is PTAL 6a (the highest in Hillingdon). Harefield Road is very close to the application site at the end of Cambridge Road and has bus stops which offer regular direct bus links to the town centre. Given the range of facilities in Uxbridge Town centre and increase in PTAL that occurs in close proximity to the application site I think that seeking greater than 1:1 parking at this site would be very hard to defend at appeal.

It is noted that the surrounding residential catchment and road network exhibits certain characteristics which arguably support a marginally lower quantum of on-plot parking provision. To expand - the local area (including Harefield Road) is covered by extensive daytime parking controls in the vicinity of the address which consist of a controlled parking zone (CPZ) which operates between 9am to 5pm Monday to Saturday. Double yellow lines are also present at key junction locations. Also there are relatively generous off-street parking facilities for most of the surrounding residential properties in the area which assists in reducing general on-street parking demand.

When contextualising the above factors and facets of the surrounding local area, it is considered that the quantum of parking proposed is to an acceptable level.

Electric Vehicle Charging Point Provision

Within the proposed parking quantum there is a requirement for electric vehicle charging points (EVCPs) in line with London Plan 2016 (LP 2016) standards for this C3 use which would equate to 1 EVCP for 'active' provision with a further single space acting as 'passive' provision for future

activation. However with this relatively small scale development it would be considered onerous to pursue the provision of the 'active' space as it can be reasonably argued that this would reduce 'real world' on-plot parking provision as, in overall vehicle percentage terms, there are still far fewer electric/hybrid cars as compared to vehicles propelled by other fuels. This could in theory restrict/prevent the use of the 'active' bays for 'non-electrified' cars and more crucially would, in reality, lower the secured level of usable parking provision which should be avoided. Nevertheless as there is a strong move toward hybrid and fully electrified vehicles which will only increase in time, it is considered more appropriate to encourage a 40% passive only provision for all smaller (Non-Major) development proposals such as exemplified here resulting in a requirement for 3 'passive' spaces. This should be secured via planning condition and 'active' provision would then evolve on a demand led basis.

Cycling Provision

In terms of cycle parking there should be a provision of at least 1 secure and accessible space for each of the flatted units (totalling 6 spaces) to conform to the adopted minimum borough cycle parking standard. A 'shed' provision has been indicated and is located at the rear of garden. This is not ideal in terms of accessibility however on balance is considered acceptable subject to a minimum of 6 spaces being provided. This quantum can be secured via planning condition.

Vehicular Trip Generation

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policy 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 traffic generation from the site as compared to the existing single dwelling unit. However, statistically, peak period traffic movement into and out of the site would not be expected to rise beyond 2-3 additional two-way vehicle movements during the peak morning and evening hours. This 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 collection will continue via Cambridge Road. A specific bin store location is shown located to the side of the new build. Accepted 'waste distance' collection standards encourage waste collection distances to be within 10m from the point of collection on the public highway. The positioning exceeds this parameter hence it is highly likely that an informal on-plot management regime will be established to ensure that any refuse is positioned within the above distance parameter on collection days. Alternatively, a closer positioning of the bin storage area toward the public highway could be proposed to remedy this point. The location can be conditioned accordingly. There are no further observations.

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). It is noted that there is notable local opposition to the proposal mainly based on the principle of flatted development within Cambridge Road which exhibits single tenure housing. The concerns are acknowledged however in terms of highway related impacts, it is considered that a refusal reason based on parking and/or traffic generation grounds would not be sustainable if the scheme were to be appealed at a later stage.

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.

In principle the demolition of the existing dwelling 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.

The NPPF at paragraphs 184-202 requires consideration of the impact of a proposed development on the significance of a designated heritage asset and assessment of the identification of any harm. In this case, the primary issue relates to preserving or enhancing the character and appearance of the North Uxbridge Area of Special Local Character (ASLC). This does not mean that housing growth should not be supported in the ASLC, simply that it must be sympathetic to its surroundings and well designed. A proposal which would cause harm should only be permitted where there are strong countervailing planning considerations which are sufficiently powerful to outweigh the harm caused. In this case the limited additional housing supply, which does not include any affordable housing, is not considered sufficient to outweigh a proposal causing harm in terms of its impact on the street scene and the wider North Uxbridge Area of Special Local Character.

7.02 Density of the proposed development

Policy 3.4 of the London Plan (2016) seeks to optimise housing potential and includes a sustainable residential quality (SRQ) matrix for calculating the optimal density of residential development of a particular site. Paragraph 4.1 of HDAS Residential Layouts specifies that in new developments numerical densities are considered to be more appropriate to larger sites and will not be used in the assessment of schemes of less than 10 units, such as this proposal. The key consideration is therefore whether the development sits comfortably within its environment rather than a consideration of the density of the proposal.

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

This property is a modest detached 1920s house, with an asymmetric front and bay window, typical of the era, previously extended to the rear and side. It is one of the earlier properties on the road.

Cambridge Road is part of the North Uxbridge Area of Special Local Character (ASLC), which is distinguished by its verdant spacious character in these streets around the Common.

The immediate area consists of a mixture of some 19th and more 20th century residential architecture. Four storey 19th century houses command a corner position, facing onto Harefield Road and siding onto Cambridge Road. There is one pair of 19thC cottages fronting Cambridge Road further up, but otherwise, the properties facing onto Cambridge Road are later 20thC houses, of modest proportions, no more than two storeys with habitable roof space.

Policy BE5 of the Hillingdon Local Plan Part two (Saved UDP Policies) requires all new development within or on the fringes of the areas of special local character to be preserved. In addition, new development should be of a similar scale and reflect the materials, design features, architectural style and building heights predominant in the area.

Policy 7.8 of the London Plan (2016) requires new developments to identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate. It notes, development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail. Policy HE1 of the Local Plan: Part One (November 2012) states that the Council will seek to conserve and enhance Hillingdon's distinct and varied environment, its settings and the wider historic landscape.

The Council's Conservation Officer highlights that the proposed development will cause harm to the ASLC as follows:

- Its size will dominate the adjacent properties, one is two storey with a habitable roof space, the other is only one and a half storeys.
- Its bulk would dominate the streetscape, even though the proposed building is set back from the property line of the existing building.
- It over fills the plot, leading to the loss of significant gaps between the buildings. These gaps allow the verdant and open nature of the area beyond the street to be seen. Loss of these gaps is harmful to the key characteristic of this ASLC.
- The appearance of a car-park frontage is harmful to the character of the ASLC.
- Its scale and character still reads more like a small hotel than a domestic residence, which is considered detrimental to the domestic character of the ASLC.
- The flanking elevations are still institutional in appearance and out of character.

The proposals are not sympathetic to the scale and form of surrounding development. They are contrary to London Plan policy 7.4 in this regard.

In an effort to make the building no taller than surrounding buildings an uncharacteristic roof form is created. Although through plan revisions some changes were made to fenestration the building is still institutional in appearance.

It is not just the amount of front hardstanding to cater for parking that will be in issue, the inclusion of bin stores and level changes are going to result in a very large amount of hard landscaping.

The proposed replacement building by reason of its size, scale, bulk, layout, site coverage and design would result in a cramped development of the site, which is visually incongruous (given the setting) and would fail to harmonise with the existing local and historic context of the surrounding area. The principle of intensifying the residential use of the site to the level proposed would have a detrimental impact on the character, appearance and local distinctiveness of the North Uxbridge Area of Special Local Character and the residential area as a whole. The proposal is detrimental to the visual amenity and character of the surrounding and contrary to Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE5, BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMHB 1, DMHB 5, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019), Policies 3.5, 7.1 and 7.4 of the London Plan, the Council's adopted Supplementary Planning Document HDAS: Residential Layouts and the NPPF.

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

Paragraph 130 of the NPPF (2018) states 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." London Plan Policy 7.1 sets out a series of overarching design principles for development in London and policy 7.6 seeks to promote world-class, high quality design and design-led change in key locations. In addition to Chapter 7, London Plan policies relating to sustainable design and construction (5.3) are also relevant.

Policy BE13 of the Hillingdon Local Plan: Part Two (November 2012) states that new development will not be permitted if the layout and appearance fail to harmonise with the existing street scene or other features of the area which the local planning authority considers it desirable to retain or enhance. Policy BE19 of the Hillingdon Local Plan: Part Two (November 2012) seeks to ensure that development within existing residential areas complements or improves the amenity and character of the area.

The proposal has a harmful impact on the character and appearance of the streetscene. This is explained in detail under the report heading which covers impact on the Area of Special Local Character.

7.08 Impact on neighbours

Policy BE21 requires new residential developments to be designed to protect the outlook of adjoining residents. The design guide 'Residential Layouts' advises that for two or more storey buildings, adequate distance should be maintained to avoid over dominance. A minimum distance of 15 metres is required, although this distance will be dependent on the extent and bulk of the buildings. The Council's HDAS further provides guidance in respect of privacy, in particular, that the distance between habitable room windows should not be less than 21 metres. In this regard, the proposed unit windows are separated from other dwelling windows by more than 21 metres, which is consistent with the Council's Supplementary Planning Guidance.

Policy 3.5 of the London Plan (2016) requires the design of new housing developments to consider elements that enable the home to become a comfortable place of retreat. Traffic noise and adjacent uses can hamper the quiet enjoyment of homes.

Policy D12 Agent of Change of the Draft London Plan (2017) places the responsibility for mitigating impacts from existing noise-generating activities or uses on the proposed new noise-sensitive development.

The nearest residential property to is located to the South East. The neighbouring property does not include windows on its flank elevation. Though the development projects further to the rear of the building, it is set back away from the neighbouring building such that it does not breach a 45 degree angle. The proposed development is not considered to result in an unacceptable impact on the amenity of neighbouring residents through overshadowing, loss of light or loss of outlook.

7.09 Living conditions for future occupiers

The proposed units exceed the minimum size requirements set out in table 3.3 of the

London Plan (2016). All units benefit from direct sunlight for at least part of the day and overall the standard of accommodation is in accordance with policies BE20 and BE24 of Hillingdon Local Plan Part Two - Saved UDP Policies (Nov 2012) and the Mayor's Housing SPG.

External Amenity Space

Hillingdon Design Guidance for new residential layouts (2006) (SPD) requires this development to provide 150 sq.m of private and communal amenity space (25 sq m per unit). Paragraph 4.18 states that balconies should be provided wherever possible for upper floor flats together with private patios or garden areas for ground floor units.

Policy BE23 of the Hillingdon Local Plan: Part Two- Saved UDP Policies (2012) states that new residential buildings should provide or maintain external amenity space which is sufficient to protect the amenity of existing and future occupants which is usable in terms of its shape and siting. Developments should incorporate usable, attractively laid out and conveniently located garden space in relation to the flats they serve. It should be of an appropriate size, having regard to the size of the flats and character of the area.

Paragraph 4.19 of the SPD notes only in very special circumstances would the local planning authority accept a shortfall in amenity space. Such circumstances would include developments predominantly made up of 1 bedroom units, in town centres or the provision of small non family housing above shops.

The development has a shared private garden space of 483 square metres. As such the development exceeds minimum amenity space requirements.

7.10 Traffic impact, car/cycle parking, pedestrian safety

The Council's Highways Officer has covered these issues in detail in his comments set out in Section 6.2 of this report.

7.11 Urban design, access and security

Covered in other section of the report.

7.12 Disabled access

it is clear that step free access to the proposed dwellings above ground floor would not be possible for wheelchair users and other persons unable to use a staircase.

A refusal for lack of lift could not be sustained at appeal for a 6 unit scheme (such a reason of refusal is more applicable for major developments that fail to provide lifts). However the access officer does note that the development must provide level access, in this case the scheme does involve reducing existing ground levels and it is anticipated that ramping would be required. This is not clearly shown on the submission plans and although such details could be conditioned it is necessary to consider the streetscene implications of such ramping. The wider implications of ramping are considered in other sections of this report.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, Landscaping and Ecology

The front garden includes a gravelled carriage driveway and is part-screened by a low brick wall and an established beech hedge along the central section of the front boundary. At the far end of the back garden there is a substantial shed running almost the full width of the plot. According to the plans and aerial photographs, there are a number of mature trees

grouped towards the end of the long rear garden. There are no TPO's or Conservation Area designations affecting the site, although it is locally designated as an Area of Special Local Character.

No trees of merit will be affected by the proposal. The intention is to retain all of the larger trees to the rear and the mature hedge on the front boundary. The car park in the front garden has been extended to accommodate six parked cars. This leaves the front garden with a significant shortfall of soft landscape/planting, which should account for 25% of the front garden space. A bin store will be located to the side of the building in a location that can be screened by planting. Secure bike parking will be accommodated in the existing shed.

There is an objection to the amount of hard surfacing in the front 'garden' at the expense of soft landscaping.

7.15 Sustainable waste management

A suitable condition could be used to address refuse impacts if the scheme is considered acceptable in other respects.

7.16 Renewable energy / Sustainability

A suitable condition could be used to address such impacts if the scheme is considered acceptable in other respects.

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

The issues raised are covered in the main body of the report.

Objections relating to increase in vermin and noise impacts could be addressed through suitable refuse and noise related planning conditions.

7.20 Planning Obligations

Not applicable to this application.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

Community Infrastructure Levy

Policy R17 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), requires that where developments generate the need for additional facilities, financial contributions will be sought. Infrastructure Levy (Amendment) Regulations 2011. The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014 and the Hillingdon CIL charge for residential developments is £95 per square metre of additional floorspace. This is in addition to the Mayoral CIL charge of £60 per sq metre. In light of the amended plans a revised CIL form has been requested and will be covered in any update

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so

far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

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

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

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

The proposal is for the demolition of the existing house and erection of a three storey block of flats comprising 6 x 2 bedroom units. The property is located within the 'developed area' as identified in the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) therefore the principle of residential development of the site is considered acceptable subject to compliance with all other policy objectives.

The proposed block of flats by reason of its size, scale, bulk and design creates an over dominant addition to the streetscene. The proposal fails to preserve or enhance the character and architectural style, appearance and visual amenities of the streetscene and the surrounding North Uxbridge Area of Special Local Character.

The reduction in ground levels would require extensive ramping to deliver the necessary level access and this combined with the extensive proposed frontage car parking would result in hard landscaping dominating the frontage and street views of the site. The resultant harsh urbanised appearance of the site would be unreflective of the wider North Uxbridge Area of Special Local Character Area which is less urbanised than other parts of Uxbridge and would be detrimental to the area of Special local character and wider streetscene.

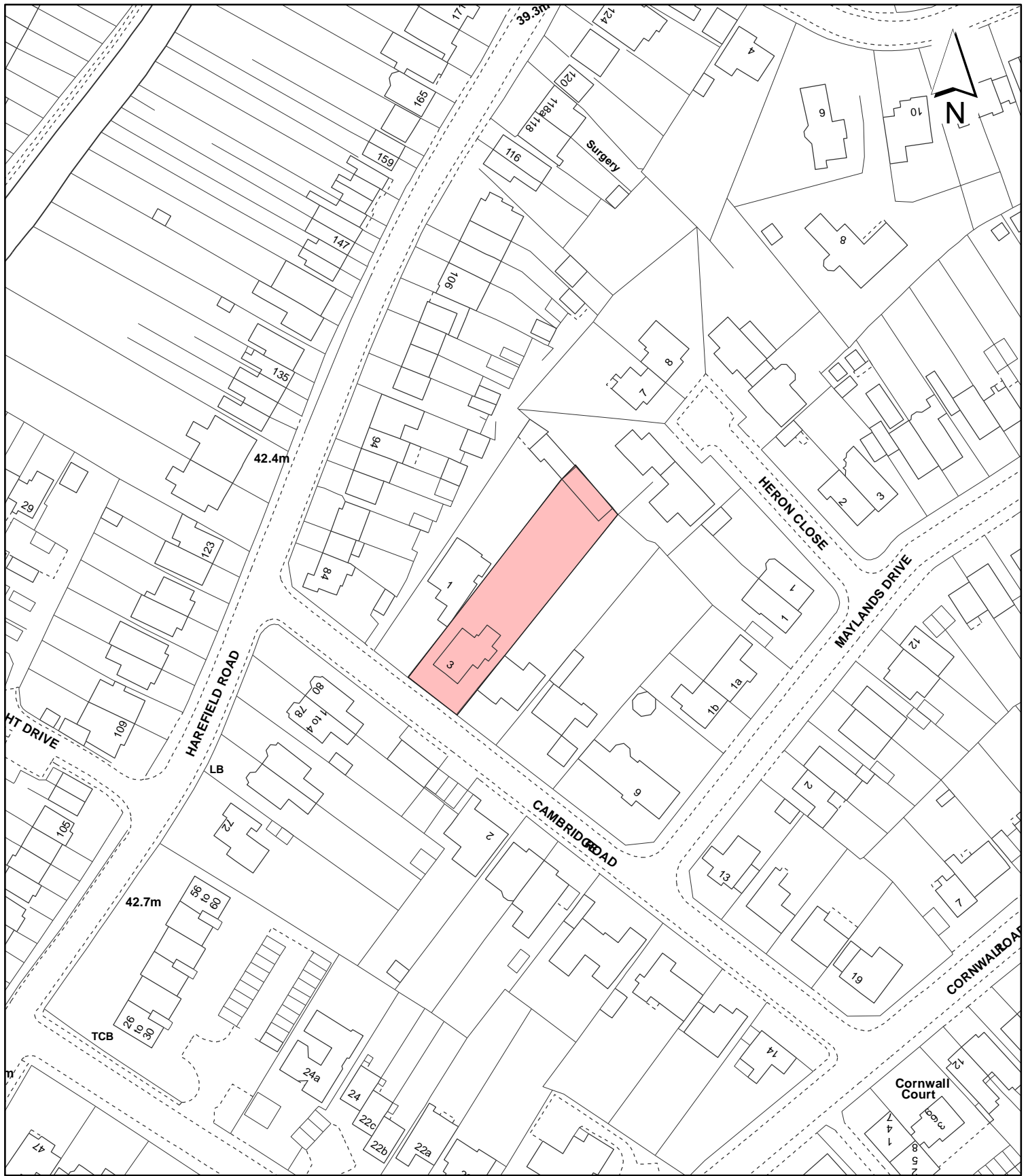
The proposal is therefore contrary to Policies Policies BE1 and HE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE5, BE13, BE19 and BE38 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), Policies DMHB 1, DMHB 5, DMHB 11 and DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019), Policies 3.5, 7.1 and 7.4 of the London Plan, the Council's adopted Supplementary Planning Document HDAS: Residential Layouts and the NPPF.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)
Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019)
The London Plan (2016)
The Housing Standards Minor Alterations to The London Plan (March 2016)
Mayor of London's adopted Supplementary Planning Guidance - Housing (March 2016)
Technical Housing Standards - Nationally Described Space Standard
Hillingdon Design and Accessibility Statement: Residential Layouts
Hillingdon Design and Accessibility Statement: Accessible Hillingdon
National Planning Policy Framework

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Notes:

 Site boundary

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Planning Application Ref:

74413/APP/2018/4343

Scale:

1:1,250

Planning Committee:

Central & South

Date:

July 2019



HILLINGDON
 LONDON