

Report of the Head of Planning, Transportation and Regeneration

Address 163 HIGH STREET YIEWSLEY

Development: Erection of second and third floors above the existing building to provide 9 self contained units (6 x 2 bedroom and 2 x 3 bedroom flats and 1 x 2 bedroom duplex), including a roof garden, and the extension/over cladding of the lift and stair core areas

LBH Ref Nos: 15348/APP/2015/934

Drawing Nos: PL_01
PL_02
PL_04
Transport Statement
Air Quality Assessment
Acoustics Assessment
HG.19.09 A.01
HG.19.09 A.02
HG.19.09 A.03
HG.19.09 A.04
HG.19.09 A.05
HG.19.09 A.06
Planning Statement

Date Plans Received: 12/03/2015

Date(s) of Amendment(s): 16/03/2015

Date Application Valid: 12/03/2015

1. SUMMARY

This application is being presented to planning committee because the proposed development has been amended since it was initially presented to Central and South Planning Committee on 11-06-2015.

This application seeks consent for the erection of two floors above the existing building to provide to provide 9 self contained units (6 x 2 bedroom and 2 x 3 bedroom flats and 1 x 2 bedroom duplex), a roof garden and the extension/over cladding of the lift and stair core areas.

The proposed extension to the building, by reason of its design, scale, size and siting, is considered to have a detrimental impact on the character and appearance of the host building and the surrounding area. The proposal fails to provide sufficient amenity space for future occupants, resulting in a poor quality living environment. The proposal also fails to provide sufficient car parking where car parking is at a premium and it could therefore lead to conditions which would be detrimental to the free flow of traffic and to highway and pedestrian safety. Where car parking is provided, the car parking spaces fall short of recommended standards set out within the Local Plan. The application fails to provide adequate refuse storage and cycle storage that is accessible, convenient to use and properly secured and managed. The proposal would result in the deterioration of pedestrian movement and visual clutter.

For the reasons outlined within this report, this application is recommended for refusal.

2. RECOMMENDATION

REFUSAL for the following reasons:

1 NONSC Reason for Refusal: Design

The proposed extension, by virtue of its size, scale, bulk, design and use of materials, would appear out of context, create a building substantially higher than the neighbouring buildings and have an unsatisfactory and dominating relationship to them. The proposal would therefore represent an overdevelopment of the site to the detriment of the visual amenities of the street scene and the character and appearance of the surrounding area, 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 - Saved UDP Policies (November 2012) and Policies DMHB 11, DMHB 12 and DMHB 14 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019).

2 NONSC Reason for Refusal: Car Parking

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

3 NON2 Reason for Refusal: Refuse Storage and Management

The applicant has failed to provide adequate refuse storage and a Refuse Management Plan in support of the application, and the proposal would thus result in visual clutter along Trout Road and conflict with pedestrian movement contrary to Policies AM7 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and Policies DMHB 12, DMT2 and DMT5 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019).

4 NON2 Reason for Refusal: Cycle Parking

The proposed development, due to the layout of the cycle parking spaces, fails to provide adequate secure and usable cycle storage contrary to Policy DMT2 and DMT4 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019).

5 NONSC Reason for Refusal: Private Amenity Space

The proposed development, by virtue of its failure to provide amenity space of sufficient size and quality commensurate to the size and layout of the development would result in an over-development of the site and would be detrimental to the residential amenity of existing and future occupiers. The proposal is therefore contrary to Policies BE19 and BE23 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012), Policy DMHB 1 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019) and the adopted Supplementary Planning Document HDAS: Residential Layouts.

INFORMATIVES

1 I52 Compulsory Informative (1)

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

2 I53 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (2015) and national guidance.

| | |
|----------|---|
| AM7 | Consideration of traffic generated by proposed developments. |
| AM14 | New development and car parking standards. |
| BE13 | New development must harmonise with the existing street scene. |
| BE15 | Alterations and extensions to existing buildings |
| BE19 | New development must improve or complement the character of the area. |
| BE20 | Daylight and sunlight considerations. |
| BE21 | Siting, bulk and proximity of new buildings/extensions. |
| BE22 | Residential extensions/buildings of two or more storeys. |
| BE23 | Requires the provision of adequate amenity space. |
| 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. |
| OE1 | Protection of the character and amenities of surrounding properties and the local area |
| DMH 2 | Housing Mix |
| DMHB 11 | Design of New Development |
| DMHB 12 | Streets and Public Realm |
| DMHB 14 | Trees and Landscaping |
| DMHB 16 | Housing Standards |
| DMHB 17 | Residential Density |
| DMHB 18 | Private Outdoor Amenity Space |
| DMT 2 | Highways Impacts |
| DMT 5 | Pedestrians and Cyclists |
| DMT 6 | Vehicle Parking |
| 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 7.4 | (2016) Local character |
| NPPF- 2 | NPPF-2 2018 - Achieving sustainable development |

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| 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 |

3 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 (2015). 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.

4 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. In order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition further guidance was offered to the applicant by the case officer during the processing of the application to identify the amendments to address those elements of the scheme considered unacceptable which the applicant chose not to implement.

3. CONSIDERATIONS

3.1 Site and Locality

163 High Street in Yiewsley comprises a three storey former office building which was converted to residential use.

The site is located on the junction of High Street and Trout Road opposite Gurnard Close. Adjacent to the site is a large Aldi store, to the north of the site is Cowley Retail Park and to the north west, Packet Boat Marina.

The site lies within the developed area as identified in the Hillingdon Local Plan: Part Two Saved Policies (November 2012).

3.2 Proposed Scheme

This application seeks consent for the erection of two floors above the existing building to provide 6 x 2 bedroom and 2 x 3 bedroom flats and 1 x 2 bedroom duplex. The proposal would increase the height of the existing building by up to 9 metres. The existing stair cores on the north and west elevations will also be extended up and a lift added within the stair core accessed from the High Street. Amenity space is proposed in the form of a roof garden and balconies for the new residential units fronting the High Street.

In 2015 the Officer's report noted 'that the Council has a 5 year lease on the lower two floors and has used these for housing single homeless and single mothers with children. The proposed 9 flats are being offered to the Council on a 10 year lease, with a clause that

they can be renewed for a further term at the end of the 10 years. These 9 flats would provide much needed accommodation for homeless families within the Borough.'

The revised proposal seeks to provide no additional car parking spaces. Although the applicant suggests the proposal could provide affordable housing, this is not a major application which requires the provision of affordable housing.

3.3 Relevant Planning History

15348/APP/2014/63 163 High Street Yiewsley

Change of use from office (Use Class B1a) to residential (C3) to provide 17 flats

Decision: 19-02-2014 PRN

15348/EXL/2015/1 163 High Street Yiewsley

Minor changes to Prior Approval ref 15348/APP/2014/63 (Change of use from office (Use Class B1a) to residential (C3) to provide 17 flats) to alter internal layout.

Decision: 29-06-2015 Withdrawn

Comment on Relevant Planning History

In 2014, under planning ref: 15348/APP/2014/63 Prior Approval consent was granted for the change of use from office (Use Class B1a) to residential (C3) to provide 17 flats, with 16 car parking spaces at ground floor level.

This application was presented to Central and South Committee in June 2015 and was given a resolution to grant planning permission subject to a Section 106 legal agreement which required the applicant to:

1. Restriction on occupation: The building should only be occupied by Council Nominated Tenants
2. Restriction on any future resident to obtain on-street car parking permits

The applicant had failed to enter into a legal agreement and submitted revised plans in June 2019 to revive the application with amended plans.

4. Planning Policies and Standards

The Local Plan Part 2 Draft Proposed Submission Version (2015) was submitted to the Secretary of State on 18th May 2018. This comprises of a Development Management Policies document, a Site Allocations and Designations document and associated policies maps. This will replace the current Local Plan: Part 2 - Saved UDP Policies (2012) once adopted.

The document was submitted alongside Statements of Proposed Main and Minor Modifications (SOPM) which outline the proposed changes to submission version (2015) that are being considered as part of the examination process.

Submission to the Secretary of State on 18th May 2018 represented the start of the Examination in Public (EiP). The public examination hearings concluded on the 9th August 2018. The Inspector submitted a Post Hearing Advice Note outlining the need to undertake a final consultation on the updated SOPM (2019) only. The Council undertook this

consultation between 27th March 2019 and 8th May 2019. All consultation responses have been provided to the Inspector for review, before the Inspector's Final Report is published to conclude the EiP process.

Paragraph 48 of the NPPF (2019) outlines 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).

On the basis that the public hearings have concluded and the Council is awaiting the final Inspector's Report on the emerging Local Plan: Part 2, the document is considered to be in the latter stages of the preparation process. The degree to which weight may be attached to each policy is therefore based on the extent to which there is an unresolved objection being determined through the EiP process and the degree of consistency to the relevant policies in the NPPF (2019).

UDP / LDF Designation and London Plan

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

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

| | |
|---------|---|
| AM7 | Consideration of traffic generated by proposed developments. |
| AM14 | New development and car parking standards. |
| BE13 | New development must harmonise with the existing street scene. |
| BE15 | Alterations and extensions to existing buildings |
| BE19 | New development must improve or complement the character of the area. |
| BE20 | Daylight and sunlight considerations. |
| BE21 | Siting, bulk and proximity of new buildings/extensions. |
| BE22 | Residential extensions/buildings of two or more storeys. |
| BE23 | Requires the provision of adequate amenity space. |
| 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. |
| OE1 | Protection of the character and amenities of surrounding properties and the local area |
| DMH 2 | Housing Mix |
| DMHB 11 | Design of New Development |
| DMHB 12 | Streets and Public Realm |

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| DMHB 14 | Trees and Landscaping |
| DMHB 16 | Housing Standards |
| DMHB 17 | Residential Density |
| DMHB 18 | Private Outdoor Amenity Space |
| DMT 2 | Highways Impacts |
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| LPP 3.4 | (2015) Optimising housing potential |
| LPP 3.5 | (2016) Quality and design of housing developments |
| 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

The plans received in 2015 were consulted upon and one response was received in relation to this consultation which raised the following concerns:

1. More residential properties will add to overcrowding in the area;
2. Design is ugly.

The amended plans were consulted upon between 21 June 2019 and 19 July 2019.

One comment was received noting a neighbouring resident 'is very glad'.

Internal Consultees

ACCESS

The development is located between High Street, Trout Road and Falling Lane. The proposal is to construct an additional two floors on to the existing three-storey building. A roof garden would also be formed to provide amenity space for the nine proposed residential units.

The existing vehicle access into the undercroft car park in Trout Road will be retained. The two

residential/visitor entrances will also be retained. One leads to the lower ground floor from the High Street, whilst the second provides access from Trout Road and is understood to provide access at a mid-level between the lower ground and upper ground floors.

Parking is proposed at a ratio of 1:1 for each of the new dwellings. Lift access is possible from the undercroft car park to every floor, including the roof level.

All balconies are understood to have wheelchair access and a turning circle along with a table and chairs in situ.

The Design & Access Statement refers to the Lifetime Home Standards. In assessing this application, reference has been made to London Plan July 2011, Policy 3.8 (Housing Choice) and the Council's Supplementary Planning Document "Accessible Hillingdon" adopted May 2013, and following observations are therefore provided:

1. A minimum of one bathroom in every flat should be designed to meet the Lifetime Home standards. At least 700mm should be provided to one side of the WC, with 1100mm provided between the front edge of the toilet pan and a door or wall opposite.

2. To allow the entrance level WC and first floor bathroom to be used as a wet room in future, plans should indicate floor gulley drainage.

Conclusion: acceptable, subject to a suitable planning condition to secure a bathroom designed to accord with the Lifetime Home Standards as set out above.

Revised comments (2019):

Given that this proposed development would involve extending the existing building, the application of London Plan (2016) policy 3.8 (c) would not be appropriate in this instance. Conclusion: no accessibility concerns are raised.

WASTE

The volume of containment shown for waste and recycling is sufficient. An agent from the development company has already contacted my colleague and discussed how to improve the accessibility of the bins for collection.

HIGHWAYS

- a. Given the prior approval for the conversion from office to residential use of the 1st and 2nd floors of the building to provide seventeen flats and the current proposals for an additional nine flats on the new 3rd and 4th floors would share the reduced and limited undercroft car parking provision, a restriction on tenure to 'social rented sector' or similar should be secured via a s106 agreement. This agreement should be applicable to the whole site in order to mitigate for demand that could otherwise cause an increase in on-street car parking in the local area.

- b. A conditions should be attached requiring the layout of the car park, including the provision for cycle parking, disabled car parking bays and refuse bin storage, to be submitted for approval by the Council, prior to start of construction.

- c. A condition should be attached requiring a car park management/allocation plan to be submitted for approval by the Council, prior to start of construction, to allow the Council to control allocation of on-site car park spaces and restrict on-street car park permits for residents.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The surrounding area comprises a mix of commercial and residential uses. Given that the existing building has been converted to a residential use, the principle of residential units on this site has therefore been established. The principle of residential accommodation in this location is therefore considered acceptable subject to all other material considerations being accepted.

7.02 Density of the proposed development

London Plan Policy 3.4 (March 2016) seeks to maximise the potential of sites, compatible with local context, design principles and public transport accessibility. Boroughs are encouraged to adopt the residential density ranges set out in the density matrix within Table 3.2 of the plan (habitable rooms and dwellings per hectare) in order to encourage sustainable residential quality. The recommended density for this urban setting within the London Plan (2016) is 45/120 u/ha and 200/450hr/ha. The proposed density would be 520 u/ha which far in excess of the recommended density guide. The proposal is therefore considered to be over development of the site.

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

There are no archaeological matters associated with this site.

7.04 Airport safeguarding

Not applicable to this application.

7.05 Impact on the green belt

Not applicable to this application.

7.07 Impact on the character & appearance of the area

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) requires all new development to maintain the quality of the built environment including providing high quality urban design. Policy BE13 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) states that development will not be permitted if the layout and appearance fails to harmonise with the existing street scene, whilst Policy BE19 seeks to ensure that new development within residential areas compliments or improves the amenity and character of the area.

Policy 3.5 of the London Plan states that the design of all new housing developments should enhance the quality of local places, taking into account physical context and local character and Policy 7.4 states that buildings, should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass and allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area is informed by the surrounding historic environment.

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (2019) requires new developments to be designed to the highest standards and, incorporate principles of good design by harmonising with the local context by taking into account scale, height, mass and bulk, building plot sizes and widths, plot coverage and established street patterns; building lines and setbacks, rooflines, streetscape rhythm.

There are a variety of different scales of development within the locality of the site. Though the developments are generally up to 3.5 storeys. The proposal seeks to extend the building upwards by 2-storeys with rooftop amenity space. The proposed extension would appear out of context, create a building substantially higher than the neighbouring buildings and have an unsatisfactory and dominating relationship to them. The design of the

extension would appear incongruous within the streetscene.

The north west elevation that would be highly visible from the surrounding area would provide a long, linear mass without any articulation or reference to the building's residential use. The extensive use of standing seam zinc across the building would clash with the existing red brick and the proposed balconies along the High Street would read as an afterthought.

There are significant concerns the proposal fails to provide any opportunities to enhance the setting of the building and its relationship with the streetscene. The building along Trout Road is a dead frontage and the existing and proposed roller shutters detract from the area.

It is also noted the applicant has failed to provide an allocated bin storage area for on the day collection which would result in visual clutter on the street which will further detract from the streetscene. Without a proper management plan for managing bins for waste collection day, there is a strong risk, the bins would be left out on the street. Whilst this could potentially be mitigated through a management plan secured by condition, no indicative plans or a management plan has been provided to address this. For this reason, the proposal could result in the worsening of the pedestrian movement along this part of Trout Road contrary to Policy DMHB 12 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (2019).

There are significant concerns over the layout, scale and overall approach to the design of the extension which simply crams in more units without giving any thought to the impact of the development on the surrounding area or how the quality of the existing building could be improved to provide homes as a place of retreat for future residents.

Whilst the surrounding townscape is architecturally varied, the proposal fails to take the opportunity to enhance the setting of the host building. Instead it insensitively adds bulk and massing and makes use of inappropriate materials resulting in a design that would appear incongruous within the streetscene. The proposal is considered to be contrary to Policies BE1 of the Local Plan: Part One (November 2012), Policies BE13 and BE19 of the Local Plan: Part Two (November 2012) and Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (2019).

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 a number of ways. The effect of the siting, bulk and proximity of a new building on the outlook and residential amenity of these adjoining occupiers are considered under Policy BE20, whilst potential impacts on daylight/sunlight (Policy BE21) and privacy (Policy BE24) are also assessed.

Paragraph 4.9 of the SPD, the Hillingdon Design & Accessibility Statement: Residential Layouts (July 2006) further advises that all residential developments and amenity spaces should receive adequate daylight and sunlight and that new development should be designed to minimise the negative impact of overbearing and overshadowing. Generally, 15m will be the minimum acceptable distance between buildings. Furthermore a minimum of 21m overlooking distance should be maintained.

Paragraph 4.11 of HDAS Residential Layouts states that the 45° principle will be applied to new development to ensure the amenity of adjoining occupiers and future occupiers are protected. Paragraph 4.9 states that a minimum acceptable distance to minimise the

negative impact of overbearing and overshadowing is 15m. Paragraph 4.12 requires a minimum of 21m distance between facing habitable room windows to prevent overlooking and loss of privacy. Policy BE21 states that planning permission will not be granted for new buildings which by reason of their siting, bulk and proximity would result in significant loss of residential amenity.

To the north west of the application site are the residential properties located on Trout Road and Gurnard Close. There is a distance of approximately 21 metres between these properties and the application site. Given the distance and relationship between the development and application site, the proposal is not considered to appear unduly overbearing or visually obtrusive to these occupants, nor to give rise to an unacceptable loss of light or privacy.

The site is bounded to the north, east and south by commercial properties and the highway, given such the scheme is not considered to have a detrimental impact on these occupants.

7.09 Living conditions for future occupiers

INTERNAL FLOOR SPACE

The London Plan Policy 3.5 sets out the minimum floor areas required for proposed residential units in order to ensure that they provide an adequate standard of living for future occupants. This scheme provides a mix of 2 and 3 bed units (7x2 bed and 2x3 bed) of varying sizes. The London Plan standards for the accommodation proposed is as follows:

2-bed 3-person 61m²
2-bed 4-person 70m²
3-bed 4-person 74m²
2-bed 2-storey 79m²

The gross internal floorspace for the proposed flats would be in excess of these requirements. In terms of the internal layout of the proposed units, these are generally considered acceptable and therefore the level of residential amenity provided for future occupiers would be considered to be in accordance with Policy 3.5 of the London Plan.

EXTERNAL AMENITY SPACE

The Hillingdon Local Plan: Part Two Policy BE23 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 useable 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.

In terms of the garden space requirements, if the spaces are to be shared, the Council would expect there to be 25sqm for a 2 bed flat and 30sqm for a 3 bed flat. Balconies should be provided where possible for upper floor flats, along with private patio or garden areas for ground floor units.

The scheme would be expected to provide a minimum of 235sqm of amenity space. Overall the scheme provides approximately 100 sqm of amenity space, in the form of 87sqm rooftop space and 13sqm of balconies for 2 of the flats.

The proposal falls well short of the required amount of on-site private and communal amenity space. Furthermore, where communal amenity space is being provided, it is situated at rooftop level close to a busy High Street. Whilst it is accepted that there is public open space within the vicinity of the site, the level of shortfall is such that it is considered unacceptable, particularly given that the level of provision does not take into account the units created by the 2014, Prior Approval consent. Thus, the quantity and quality of space being provided is unsatisfactory and the proposal is contrary to Policy BE23 of the Local Plan: Part Two (November 2012) and HDAS (2006).

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) considers whether the traffic generated by proposed developments is acceptable in terms of the local highway and junction capacity, traffic flows and conditions of general highway or pedestrian safety. Policy AM14 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to ensure that all development is in accordance with the Council's adopted Car Parking Standards.

The proposal includes a ground floor car park that contains 14 car parking spaces for use by all the residential units (17 existing and 9 proposed). Applying the adopted car parking standards to the site, the Council would expect to see 24 car parking spaces for a development of this size, in this location.

The proposal has an overall shortfall of 10 spaces for the development. In 2015, the applicant had proposed to lease the proposed flats to the London Borough of Hillingdon for 10 years, to house homeless families. As such, it was accepted at the time that the homeless families that would be placed within the nominated units would not have access to cars and the shortfall of 10 car parking spaces was accepted subject to entering into a Section 106 legal agreement. However, since 2015, the applicant has been unwilling to enter into a Section 106 legal agreement limiting the use of the flats to house Council Nominated Units where there was an evidence base to suggest there are low levels of car ownership amongst homeless people.

Whilst the site is on the edge of a local centre, the application is situated within PTAL 2. Given LB Hillingdon is an Outer London borough any future occupiers of the development are likely to travel to destinations beyond Greater London such as Reading, Slough, Staines, High Wycombe, St Albans etc. Few of the public transport services available in Yiewsley centre serve these destinations therefore the new residents are likely to be reliant on the private car to satisfy their daily travel needs. This situation is confirmed by existing car ownership levels, the results of the 2011 Population Census shows that car ownership levels in Hillingdon are amongst the highest in London.

Although future infrastructure projects such as Crossrail, provide benefit to public transport accessibility both within and outside of the borough, it is not considered that the benefits would be likely to substantiate a significant alteration in travel modes within Hillingdon Borough which is reliant on the private motor vehicle.

Whilst the existing 17 units created under Prior Approval are used by homeless families, these units could be let or leased privately in 2019 or early 2020. The proposal is required to provide 24 car parking spaces, there are only 14 spaces available on site. A ratio of 0.71 car parking spaces has been accepted in a more accessible location in Yiewsley along with other measures promoting sustainable transport. In this case the application provides 0.53 spaces per unit which falls well short of the required level of car parking.

The highways officer has reviewed the car parking layout and notes there are significant safety concerns over the proposed car parking layout. Car parking spaces provided fail to provide adequate space for bays and as such, the number of car parking spaces that can safely be provided would be less than 14 spaces. Proposed car parking spaces 1, 2, 3, 4, 6, 7, 8 and 11 are inappropriately laid out and fall short of the recommended standards set out within Table 1 of the emerging Local Plan: Part Two (2019). The width of bays provided measure less than 2400mm, disabled parking bay 11 measure under 2400mm and overlaps car parking space 12 and therefore provides very little room to move in and out of the space safely.

Furthermore, the proposed cycle parking spaces provided, due to their layout could not be used. Particularly the cycle parking spaces proposed between car parking spaces 6 and 8. If a future occupant were to park their cycle in this location and cars were parked in both bays, a future occupant would need to inconveniently use the staircase to be able to leave the area.

The application fails to provide secure bin stores, it proposes to line up to 5 large 1,100 litre bins single file along the entrance of the car park. It is noted that the roller shutter is left open at the moment so the bins are collected. It is noted there are remotely operated roller shutters proposed to the car park, it would therefore require the bins to be placed in a suitable location on the street for collection day. There is a risk that the proposed bins would be left out on the street on collection day that would compromise pedestrian movement on the street and create visual clutter. Furthermore, no indicative management plan has been provided setting out how the bins will be managed for collection. If the roller shutters are left open as they are currently, given the lack of surveillance over this part of the site, the proposed cars and bicycles would be left unsecured and the proposal has the potential to attract crime and anti social behaviour in this location.

The shortfall in car parking spaces in addition to the proposed layout of the lower ground floor would result in additional car parking pressure and conflict with pedestrian and cyclist movement on surrounding streets and the proposal is contrary to Policy AM7 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies and Policies DMT 2, 4 and 6 of the Hillingdon Local Plan: Part Two - Development Management Policies with Modifications (March 2019).

7.11 Urban design, access and security

URBAN DESIGN

See section 7.07.

DESIGNING OUT CRIME

Policy 7.3 of the London Plan (2016) of the London Plan (2016) requires developments to reduce the opportunities for criminal behaviour and contribute to a sense of security without being overbearing or intimidating. Developments are expected to incorporate measures to ensure:

- there is a clear indication of whether a space is private, semi-public or public, with natural surveillance of publicly accessible spaces from buildings at their lower floors;
- designed to encourage a level of human activity that is appropriate to the location, incorporating a mix of uses where appropriate, to maximize activity throughout the day and night, creating a reduced risk of crime and a sense of safety at all times;
- places, buildings and structures should incorporate appropriately designed security

features; and

- schemes should be designed to minimise on-going management and future maintenance costs of the particular safety and security measures proposed.

The proposal fails to take any opportunity to provide active frontages at ground floor level. There would be no active surveillance over the rear part of the building along Trout Road. It would continue to remain a poor quality environment. There are significant concerns the shutters would be left open as they are now and the proposal would create opportunities for crime and anti social behaviour within the existing car park. Should this application have been considered acceptable, secured by design accreditation for the site would have been required.

7.12 Disabled access

The scheme has been reviewed by the Council's Access Officer, who is satisfied that the proposals would comply with the Lifetime Home Standards. The Access Officer has recommended a condition to ensure that the bathroom should be designed to meet Lifetime Homes Standards.

The proposal would introduce a lift to the building, which would benefit both occupiers of the proposed units and those of the prior approval units.

7.13 Provision of affordable & special needs housing

Not applicable to this application.

7.14 Trees, landscaping and Ecology

Policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

No trees will be affected by the proposed development. Given the site constraints, there is limited opportunity for landscaping on this site, given the shortage of external space.

7.15 Sustainable waste management

The plans indicate that refuse storage facilities will be provided within the car parking area at ground floor level. The issues relating to siting and collection are discussed in the "Traffic impact, Car/cycle parking, pedestrian safety" section of the report.

7.16 Renewable energy / Sustainability

Not applicable to this application.

7.17 Flooding or Drainage Issues

Not applicable to this application.

7.18 Noise or Air Quality Issues

Not applicable to this application.

7.19 Comments on Public Consultations

These have been addressed within the main body of the report.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

General

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

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

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

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

Planning Conditions

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

Planning Obligations

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

Equalities and Human Rights

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

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

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

9. Observations of the Director of Finance

Not applicable to this application.

10. CONCLUSION

This application seeks consent for the erection of two floors above the existing building to provide to provide 9 self contained units (6 x 2 bedroom and 2 x 3 bedroom flats and 1 x 2 bedroom duplex), including a roof garden, and the extension/over cladding of the lift and stair core areas.

The proposed extension to the building, by reason of its design, scale, size, siting and use of materials, is considered to have a detrimental impact on the character and appearance of the host building and the surrounding area. The proposal fails to provide sufficient amenity space for future occupants resulting in a poor quality living environment. The proposal also fails to provide sufficient car parking where car parking is at a premium and it would therefore lead to conditions which would be detrimental to the free flow of traffic and to highway and pedestrian safety. Where car parking is provided, the car parking spaces fall short of recommended standards set out within the Local Plan. The application fails to provide adequate refuse storage and cycle storage that is accessible, convenient to use and properly secured and managed. The proposal would result in the deterioration of pedestrian movement and visual clutter.

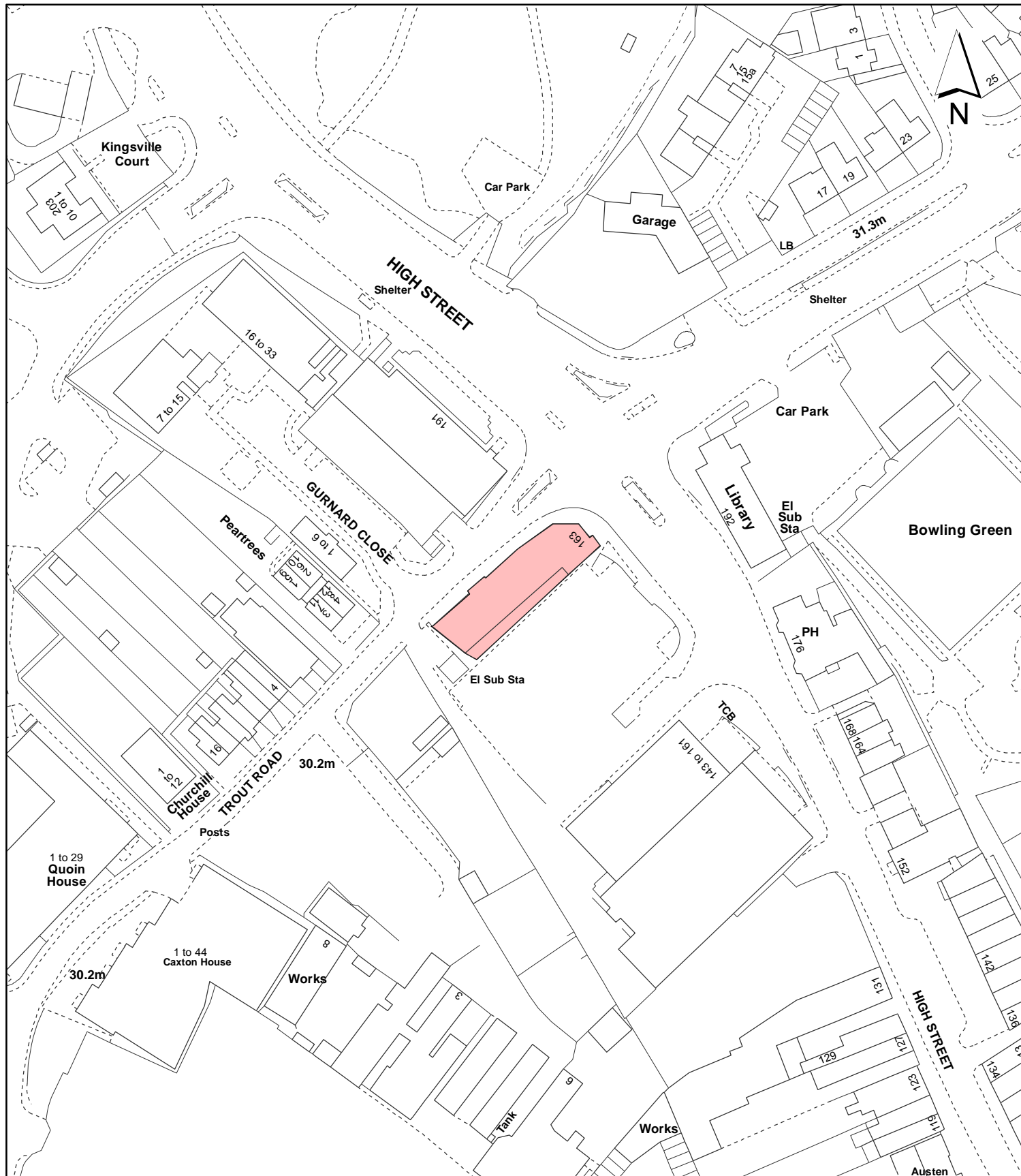
For the reasons outlined within this report, this application is recommended for refusal.

11. Reference Documents

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

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Notes:

 Site boundary

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Site Address:

163 High Street

Planning Application Ref:

15348/APP/2015/934

Planning Committee:

Central & South

Scale:

1:1,250

Date:

September 2019

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OF HILLINGDON**

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