

## **Report of the Head of Planning, Transportation and Regeneration**

**Address** 20 WATFORD ROAD AND 1 BROOKDENE DRIVE NORTHWOOD

**Development:** Demolition of two detached dwellings and erection 1 new building to provide 12 residential apartments with alterations to existing vehicular accesses, on site parking, bin and cycle storage and amenity space.

**LBH Ref Nos:** 71665/APP/2019/2293

**Drawing Nos:**

- 314-PL-100-00
- 06-17-63989 Unit 11 PL1
- 06-17-63989 Unit 12 PL1
- 06-17-63989 Unit 2 PL1
- 06-17-63989 Unit 3 PL1
- 06-17-63989 Unit 4 PL1
- 06-17-63989 Unit 5 PL1
- 06-17-63989 Unit 6 PL1
- 06-17-63989 Unit 7 PL1
- 06-17-63989 Unit 8 PL1
- 06-17-63989 Unit 9 PL1
- Energy Statement
- SuDS Drainage Statement Letter
- Transport Statement Final 280619 with Appendices
- Location Plan
- 06-17-63989 Unit 10 PL1
- 314-PL-100-00-proposed site plan Oct 18
- 314-PL-100-00
- 314-PL-012-00-20
- 314-PL-013-00-1
- 314-PL-201 Rev 02
- 314-PL-201 Rev 01
- 314-PL-202 Rev 01
- 314-PL-202 Rev 02
- 314-PL-200 Rev 02
- 314 -PL-300-00
- 314 -PL-301-00
- 314 -PL-302-00
- 314 -PL-303-00
- 314-PL-300 Rev 01
- 314-PL-301 Rev 01
- 314-PL-302 Rev 01
- 314-PL-303 Rev 01
- 314-PL-203 Rev 01
- 314-PL-203
- 314-PL-304-01
- Tree Protection Plan - Rev A
- 06-17-63989 SAP Summary Report
- Planning statement for consented scheme
- Planning statement
- Appendix 3 12
- Appendix 3 9

Appendix 5 Watford 1  
Appendix 5 Watford 2  
Appendix 5 Watford 3  
Appendix 5 Watford 4  
Arboricultural and Planning Integration Report  
06-17-63989 Unit 1 PL1  
314-PL-011-00  
314-PL-200-02

<b>Date Plans Received:</b>	08/07/2019	<b>Date(s) of Amendment(s):</b>	13/01/2020
<b>Date Application Valid:</b>	08/07/2019		10/01/2020
			08/07/2019

## 1. SUMMARY

The application seeks consent for the redevelopment of 2 residential plots, 20 Watford Road and 1 Brookdene Drive to provide 12 new residential units comprising of 6 x 1 bedroom and 5 x 2 bedroom and 1 x 3 bedroom units with associated access, car parking and landscaping.

Planning consent was granted on the site under application reference 71665/APP/2018/3820 for 9 x 2 bed self contained flats in March 2019.

The application does not seek to alter the external built form approved under the above planning consent however it does seek to create 3 additional units by altering the unit mix to include 6 x 1 bed units 5 x 2 bed units and 1 x 3 bed units which is considered acceptable.

The proposed building would not appear disruptive within surrounding streets and would be of an appropriate design and scale. The amenities of neighbouring residents would be preserved whilst the development itself would provide satisfactory living conditions for future occupants. Adequate car parking and site access would be provided and the amount of traffic generated by the development would not be at a level that would result in the local highway network being overburdened.

As such the application is recommended for approval.

## 2. RECOMMENDATION

**1. That delegated powers be given to the Head of Planning, Transportation and Regeneration to grant planning permission subject to:**

**A) Entering into an agreement under Section 106 of the Town and Country Planning Act 1990 (as amended) and/or S278 of the Highways Act 1980 (as amended) and/or other appropriate legislation to secure:**

**The obligations sought are as follows:**

- 1. On-site Affordable Housing - Flexible; Discounted Market Sale / Shared Ownership tenures 1 x 2 Bedroom 4 person (family) unit**
- 2. Off-site Energy Contribution of £18,486**
- 3. Construction Training: A financial contribution to the sum of: Training costs: £2500 per £1m build cost plus Coordinator Costs - up to £9,600 per phase or an in kind scheme to be provided**

**4. Highway Works: S278/S38 for required Highways Works**

**5. Project Management & Monitoring Fee: A financial contribution equal to 5% of the total cash contributions**

**B) That in respect of the application for planning permission, the applicant meets the Council's reasonable costs in preparation of the Section 106 and/or 278 Agreements and any abortive work as a result of the agreement not being completed.**

**C) That Officers be authorised to negotiate and agree the detailed terms of the proposed agreement and conditions of approval.**

**D) If the Legal Agreements have not been finalised by 22nd March 2020 (or such other timeframe as may be agreed by the Head of Planning, Transportation and Regeneration), delegated authority be given to the Head of Planning, Transportation and Regeneration to refuse planning permission for the following reason:**

**'The applicant has failed to provide contributions towards the improvement of services and facilities as a consequence of demands created by the proposed development (in respect of affordable housing, pedestrian and cycle improvements, public open space improvements, carbon offset, travel plan, construction training and highway works). The proposal therefore conflicts with Policy H2 of the Hillingdon Local Plan Part 1, Policies DMCI 7, DMT1 and DMT 2 contained within the adopted Hillingdon Local Plan Part 2 - Development Management Policies (January 2019) and Policies 3.12 and 5.2 of the London Plan (2016).'**

**E) That subject to the above, the application be deferred for determination by the Head of Planning, Transportation and Regeneration under delegated powers, subject to the Secretary of State not calling in the application and on completion of the legal agreement under Section 106 of the Town and Country Planning Act 1990 and other appropriate powers with the applicant.**

**F) That if the application is approved, the following conditions be attached:-**

**1 HO1 Time Limit**

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

**REASON**

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

**2 HO2 Accordance with approved**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers;

314-PL-100-00

314-PL-200 Rev 02

314-PL-201 Rev 02

314-PL-202 Rev 02

314-PL-203 Rev 01  
314-PL-301 Rev 01  
314-PL-302 Rev 01  
314-PL-303 Rev 01  
314-PL-304-01  
Tree Protection Plan - Rev A

#### REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) Saved UDP Policies (November 2012).

### **3 RES5 General compliance with supporting documentation**

The development hereby permitted shall not be occupied until the following has been completed in accordance with the specified supporting plans and/or documents:

06-17-63989 SAP Summary Report  
Transport Statement Final 280619 with Appendices  
Energy Statement  
SuDS Drainage Statement Letter  
Arboricultural and Planning Integration Report

Thereafter the development shall be retained/maintained in accordance with these details for as long as the development remains in existence.

#### REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) and the London Plan (March 2016).

### **4 RES10 Tree to be retained**

Trees, hedges and shrubs shown to be retained on the approved plan(s) shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority. If any retained tree, hedge or shrub is removed or severely damaged during (or after) construction, or is found to be seriously diseased or dying, another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs'. Remedial work should be carried out to BS BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

#### REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to

the amenity of the area in accordance with policy DMHB 14 the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) and to comply with Section 197 of the Town and Country Planning Act 1990.

## **5 NONSC SUDS**

Prior to commencement,(excluding demolition and site clearance) a scheme for the provision of sustainable water management shall be submitted to, and approved in writing by the Local Planning Authority.

The scheme shall clearly demonstrate how it, manages water and demonstrate ways of controlling the surface water on site by providing information on:

### **a) Suds features:**

i. incorporating sustainable urban drainage (SuDs) in accordance with the hierarchy set out in Policy 5.13 of the London Plan. Where the proposal does not utilise the most sustainable solution, justification must be provided,

ii. calculations showing storm period and intensity and volume of storage required to control surface water and size of features to control that volume to Greenfield run off rates at a variety of return periods including 1 in 1 year, 1in 30, 1 in 100, and 1 in 100 plus Climate change. This rate should be presented per hectare as well as the total for the whole site.

iii. where it is intended to have above ground storage, overland flooding should be mapped, both designed and exceedance routes above the 100, plus climate change, including flow paths depths and velocities identified as well as any hazards, ( safe access and egress must be demonstrated).

iv. Where infiltration techniques (soakaway) a site investigation must be provided to establish the level of groundwater on the site, and to demonstrate the suitability of infiltration techniques proposed on the site. (This should be undertaken at the appropriate time of year as groundwater levels fluctuate).

### **b) Minimise water use.**

i. incorporate water saving measures and equipment.

ii. provide details of how rain and or grey water will be recycled and reused in the development.

### **c) Long Term Management and Maintenance of the drainage system.**

i. Provide a management and maintenance plan

ii Include details of Inspection regimes, performance specification, (remediation and timescales for the resolving of issues where a PMC).

lii Where overland flooding is proposed, the plan should include the appropriate actions to define those areas and actions required to ensure the safety of the users of the site should that be required.

iii. Clear plans showing all of the drainage network above and below ground. The

responsibility of different parties such as the landowner.

Thereafter the development shall be implemented and retained/maintained in accordance with these details for as long as the development remains in existence.

#### REASON

To ensure that surface water run off is controlled to ensure the development does not increase the risk of flooding contrary to:

Policy EM6 Flood Risk Management in Hillingdon Local Plan: Part 1- Strategic Policies (Nov 2012),

Policy 5.13, 5.15 Flood Risk Management of the London Plan and

National Planning Policy Framework (2019), and the

Planning Practice Guidance (Flood Risk and Coastal Change March 2014)

#### **6 RES6 Levels**

No development shall take place until plans of the site showing the existing and proposed ground levels and the proposed finished floor levels of all proposed buildings have been submitted to and approved in writing by the Local Planning Authority. Such levels shall be shown in relation to a fixed and known datum point. Thereafter the development shall not be carried out other than in accordance with the approved details.

#### REASON

To ensure that the development relates satisfactorily to adjoining properties in accordance with policy DMHB 11 the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) .

#### **7 OM19 Construction Management Plan**

Prior to development commencing, the applicant shall submit a demolition and construction management plan to the Local Planning Authority for its approval. The plan shall detail:

- (i) The phasing of development works
- (ii) The hours during which development works will occur (please refer to informative I15 for maximum permitted working hours).
- (iii) A programme to demonstrate that the most valuable or potentially contaminating materials and fittings can be removed safely and intact for later re-use or processing.
- (iv) Measures to prevent mud and dirt tracking onto footways and adjoining roads (including wheel washing facilities).
- (v) Traffic management and access arrangements (vehicular and pedestrian) and parking provisions for contractors during the development process (including measures to reduce the numbers of construction vehicles accessing the site during peak hours).
- (vi) Measures to reduce the impact of the development on local air quality and dust through minimising emissions throughout the demolition and construction process.
- (vii) The storage of demolition/construction materials on site.

The approved details shall be implemented and maintained throughout the duration of the demolition and construction process.

## REASON

To safeguard the amenity of surrounding areas in accordance with Policy DMT 1 and DMT 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020)

### **8 RES7 Materials (Submission)**

No development shall take place until details of all materials and external surfaces, including details of balconies have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

Details should include information relating to make, product/type, colour and photographs/images.

## REASON

To ensure that the development presents a satisfactory appearance in accordance with DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020)

### **9 RES9 Landscaping (car parking & refuse/cycle storage)**

No development shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include: -

1. Details of Soft Landscaping
  - 1.a Planting plans (at not less than a scale of 1:100),
  - 1.b Written specification of planting and cultivation works to be undertaken,
  - 1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate
2. Details of Hard Landscaping
  - 2.a Refuse Storage
  - 2.b Cycle Storage for at least 12 bicycles
  - 2.c Means of enclosure/boundary treatments
  - 2.d Car Parking Layouts for 12 vehicles (including demonstration that 5 active and 5 passive electrical charging points)
  - 2.e Hard Surfacing Materials
  - 2.f External Lighting
3. Details of Landscape Maintenance
  - 3.a Landscape Maintenance Schedule for a minimum period of 5 years.
  - 3.b Proposals for the replacement of any tree, shrub, or area of surfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased.
4. Schedule for Implementation
5. Other
  - 5.a Existing and proposed functional services above and below ground
  - 5.b Proposed finishing levels or contours

Thereafter the development shall be carried out and maintained in full accordance with the approved details.

#### REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies with DMHB 11 and DMHB 14 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) Policies 5.11 (living walls and roofs) and 5.17 (refuse storage) of the London Plan (2015).

#### **10 HH-RPD4 Prevention of Balconies / Roof Gardens**

The roof area to the rear of Unit 5 and 6 on the first floor shall not be used as a balcony, roof garden or similar amenity area.

#### REASON

To prevent overlooking to adjoining properties in accordance with policy DMHD 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020)

#### **11 SUS1 Energy Efficiency Major Applications (full)**

Prior to above ground works, full details of the roof mounted PV array shall be submitted to and approved in writing by the Local Planning Authority. The details shall include (1) a detailed roof plan, (2) specifications of the PVs including tilt and orientation and (3) elevational plans and (4) the impact of the proposed PV array on the carbon footprint in accordance with the approved energy strategy (Stroma, June 2016) . The development must proceed in accordance with the approved details.

#### Reason

To ensure the development contributes to a reduction in CO2 in accordance with the London Plan Policy 5.2 of the London Plan 2016.

#### **12 NONSC Imported Soils**

No contaminated soils or other materials shall be imported to the site. All imported soils for landscaping purposes shall be clean and free of contamination. All imported soils shall be tested for chemical contamination, and the results of this testing shall be submitted to and approved in writing by the Local Planning Authority.

#### REASON

To ensure that the occupants of the development are not subject to any risks from soil contamination in accordance with Policy DMEI 12 and DMEI 13 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020).

#### **13 NONSC Noise**

The noise level in rooms at the development hereby approved shall meet the internal noise standard specified in BS8233:2014 for internal rooms and external amenity areas.

REASON : To ensure that the amenity of the occupiers of the proposed development is not adversely affected by noise in accordance with policy DMHB 11 of the Hillingdon Local Plan - Part 2 - Development Management Policies (January 2020)

#### **14 NONSC Noise**

An enhanced sound insulation value DnT,w and L'nT,w of at least 5dB above the Building Regulations value, for the floor/ceiling/wall structures separating different types of rooms/ uses in adjoining dwellings, namely [eg. living room and kitchen above bedroom of separate dwelling]. Approved details shall be implemented prior to occupation of the development and thereafter be permanently retained.



## REASON

To ensure that the amenity of the occupiers of the proposed development is not adversely affected by noise in accordance with policy DMHB 11 of the Hillingdon Local Plan - Part 2 - Development Management Policies (January 2020)

### **15 NONSC Accessibility**

Prior to works commencing, details of step free access via the principal private entrance shall be submitted to, and approved in writing, by the Local Planning Authority. Such provision shall remain in place for the life of the building.

## REASON

To ensure that an appropriate standard of housing stock, in accordance with London Plan policy 3.8 c, is achieved and maintained.

### **16 NONSC Accessibility**

The dwellings hereby approved shall be constructed to meet the standards for a Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015, and all such provisions shall remain in place for the life of the building.

## REASON:

To ensure that an appropriate standard of housing stock, in accordance with London Plan policy 3.8 c, is achieved and maintained.

### **17 RES24 Secured by Design**

The dwelling(s) shall achieve 'Secured by Design' accreditation awarded by the Hillingdon Metropolitan Police Crime Prevention Design Adviser (CPDA) on behalf of the Association of Chief Police Officers (ACPO). No dwelling shall be occupied until accreditation has been achieved.

## REASON

In pursuance of the Council's duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in exercising its planning functions; to promote the well being of the area in pursuance of the Council's powers under section 2 of the Local Government Act 2000, to reflect the guidance contained in the Council's SPG on Community Safety By Design and to ensure the development provides a safe and secure environment in accordance with London Plan (2015) Policies 7.1 and 7.3.

## INFORMATIVES

### **1 I52 Compulsory Informative (1)**

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

### **2 I53 Compulsory Informative (2)**

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

The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

DMCI 7	Planning Obligations and Community Infrastructure Levy
DMEI 2	Reducing Carbon Emissions
DMEI 9	Management of Flood Risk
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 6	Vehicle Parking
DMH 1	Safeguarding Existing Housing
DMH 2	Housing Mix
DMH 4	Residential Conversions and Redevelopment
DMH 6	Garden and Backland Development
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
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
LPP 3.8	(2016) Housing Choice
LPP 6.13	(2016) Parking
LPP 6.9	(2016) Cycling
LPP 7.3	(2016) Designing out crime
LPP 7.4	(2016) Local character
LPP 7.6	(2016) Architecture
LPP 7.15	(2016) Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
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

### **3            I47            Damage to Verge - For Council Roads:**

The Council will recover from the applicant the cost of highway and footway repairs, including damage to grass verges.

Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense.

For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).

### **4            I70            LBH worked applicant in a positive & proactive (Granting)**

In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We

have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service, in order to ensure that the applicant has been given every opportunity to submit an application which is likely to be considered favourably.

## **5 173 Community Infrastructure Levy (CIL) (Granting Consent)**

Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Hillingdon Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. Before commencement of works the development parties must notify the London Borough of Hillingdon of the commencement date for the construction works (by submitting a Commencement Notice) and assume liability to pay CIL (by submitting an Assumption of Liability Notice) to the Council at [planning@hillingdon.gov.uk](mailto:planning@hillingdon.gov.uk). The Council will then issue a Demand Notice setting out the date and the amount of CIL that is payable. Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed.

The above forms can be found on the planning portal at: [www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil](http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil)

Pre-Commencement Conditions: These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of the pre-commencement conditions have been discharged/complied with.

## **6**

The removal and making good of the existing carriageway crossing and provision of new will need to be subject of a Section 184 application via the Highways Act 1980

## **3. CONSIDERATIONS**

### **3.1 Site and Locality**

The 0.122ha application site forms a prominent, roughly rectangular corner plot located on the east side of the A4125 Watford Road, to the north of its junction with Brookdene Drive. It comprises 2 x two-storey detached houses, the corner property, No. 1 Brookdene Drive and No. 20 Watford Road. No. 1 Brookdene Road is a modern two storey property which is turned through 90 degrees from Watford Road and fronts the side road and has its vehicular access at the end of its rear garden on Brookdene Drive, which serves a pair of semi-detached garages shared with No. 2 Brookdene Drive. No. 20 fronts and is accessed from Watford Road. There are various trees, hedging and shrubs along both road boundaries of the site.

Watford Road forms part of an established residential area, predominantly characterized by its spacious and sylvan character, with reasonably sized residential plots which contain good sized houses. A number of the plots have been re-developed for flats, including Saxon Court on the opposite corner plot to the south of Brookdene Drive and on the opposite side of Watford Road. Watford Road climbs from the south to the north, and the ground level also drops away to the east along Brookdene Drive.

The site has a Public Transport Accessibility Level of 2, (where 6 represents the most accessible site and 1 the least). The site is also covered by TPO 16 and includes a large Box Elder (T40) on the front boundary of No. 20 (or T1 on the Tree Survey, where it is listed as a Manna Ash) and G17, a group of Lawson Cypress on the Brookdene Drive boundary (G11 on the Tree Survey).

### **3.2 Proposed Scheme**

The application seeks consent for the redevelopment 2 residential plots, 20 Watford Road and 1 Brookdene Drive to provide 12 new residential units comprising of 6 x 1 bedroom and 5 x 2 bedroom and 1 x 3 bedroom units with associated access, car parking and landscaping.

### **3.3 Relevant Planning History**

71665/APP/2018/3820      20 Watford Road And 1 Brookdene Drive Northwood

Erection of three storey building to create 9 x 2-bed self contained flats, involving alteration to existing vehicular accesses, associated parking, bin and cycle storage and amenity space.

**Decision:** 07-03-2019      Approved

#### **Comment on Relevant Planning History**

71665/APP/2018/3820 The application for the flatted re-development of 2 houses on the corner of Watford Road and Brookdene Drive, comprising 9 x two-bedroom flats with access from Brookdene Drive was approved subject to various conditions dated 07-03-19.

71665/APP/2016/3363 - Demolition of existing houses and erection of a residential building, comprising 10 flats with access from Brookdene Drive (Outline Application to include access, layout, landscaping with scale and appearance reserved). Refused for the following reasons -

(1) The proposed development would result in the further over-concentration of flatted development on this part of Watford Road and the intensification of the residential use would be detrimental to the traditional character associated with family housing that remains on this section of Watford Road. The proposal is therefore contrary to Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and Paragraph 3.3 of the Council's adopted Supplementary Planning Document HDAS: Residential Layouts.

(2)The proposal would result in the loss of existing rear garden areas, which would be replaced by an area of extensive hard surfacing. As such, the proposal would be harmful to the character and appearance of the surrounding residential area, contrary to the NPPF (March 2012), Policies 2.6, 3.5 and 7.4 of the London Plan, Policies BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13 and BE19 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and paragraph 1.2.44 of the Mayor's Housing Supplementary Planning Guidance (March 2016).

(3)The proposed external amenity space, by reason of its location at the front of the proposed block, would fail to afford an appropriate standard of residential amenity for its users due to a lack of privacy and exposure to noise and general disturbance. As such, the scheme fails to comply with Policy BE23 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and the Council's HDAS: "Residential Layouts".

(4)The proposal fails to provide a detailed energy assessment which identifies an appropriate strategy for reducing carbon dioxide emissions, in accordance with Policy 5.2 of the London Plan (March 2016).

(5)The proposal fails to secure appropriate obligations relating to the development in connection with affordable housing, highway works (including parking restrictions along Brookdene Drive), construction training, and project management and monitoring. Accordingly, the proposal is contrary to the NPPF, Policies 3.13 and 8.2 of the London Plan (March 2016), Policy H2 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies R17 and AM7 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012), the Council's Planning Obligations SPD.

The application was subject of a subsequently refused appeal. In the decision letter the key considerations in respect of the reasons for refusal were -

Flatted development:-

Paragraph (33) - 'The development proposed would result in the loss of two relatively modern houses, but these are not remarkable or worthy of retention in their own right. Moreover, the Council acknowledges that the impact of the development on the street scene would be acceptable. Although the development would add to the number of flatted developments along the road, the overall appearance of the area would remain that of a mixed residential area with detached houses being the more common form of development. Consequently, I conclude on this issue that the proposal would not result in an over-concentration of flatted development on this part of Watford Road to the detriment of the established character of the area.'

Loss of rear garden -

'35. The gardens themselves are not visible in the wider area and their loss would have minimal impact on the character and appearance of the locality. Consequently, the development would meet the aims of Paragraph 1.2.44 of the Mayor's Housing Supplementary Planning Guidance (March 2016), which is concerned with retaining greenspace that makes a positive contribution to the area.

36. To conclude on this issue, I find that the development would not have an adverse effect on the character and appearance of the area. Consequently, it would accord with Policy BE1 of the Local Plan: Part 1 - Strategic Policies, Policies BE13 and BE19 of the Local Plan: Part 2 and Policies 2.6, 3.5 and 7.4 of the London Plan. The policies seek, amongst other things, to enhance local distinctiveness through high quality design that complements the area and harmonises with the street scene.'

Quality of amenity space-

'37. The development would incorporate communal amenity space to the front and side of the building, in a similar arrangement to that provided at Saxon Court opposite. The amenity space would be adjacent to the roads and it would be likely to be overlooked by windows to habitable rooms within the development.

38. I appreciate that the open space would be relatively narrow, and there is likely to be noise and overlooking that would affect the use of the space. However, the amenity space would be for communal use and, therefore, it would not be 'private' even if it were to be

located away from the windows and the street. Consequently, I do not consider it unreasonable to locate communal open space where it would be visible from within the development. The space would be subject to some noise from vehicles, especially those on Watford Road. There is no evidence that the road is especially busy and noise levels are likely to be consistent with a residential area. Furthermore, I saw that other flatted developments in the vicinity had a similar layout with open space fronting the roads, and the proposal would be consistent with this pattern of provision.

39. I conclude that the development would provide a suitable standard of outdoor amenity space for future occupiers. Consequently, it would accord with Policy BE23 of the Local Plan: Part 2 and the Council's SPD: Residential Layouts, which seek to ensure the provision of adequate garden space.'

Reasons for refusal 4 and 5-

These relate to matters associated with a legal agreement necessary as the scheme was for 10 units.

#### **4. Planning Policies and Standards**

London Borough of Hillingdon Development Plan (from 17 January 2020)

1.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

1.2 The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan: Part 1 - Strategic Policies (2012)

The Local Plan: Part 2 - Development Management Policies (2020)

The Local Plan: Part 2 - Site Allocations and Designations (2020)

West London Waste Plan (2015)

The London Plan - Consolidated With Alterations (2016)

1.3 The National Planning Policy Framework (NPPF) (2019) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Emerging Planning Policies

1.4 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).

Draft London Plan (Intend to Publish Version, December 2019)

1.5 The GLA consulted upon a draft new London Plan between December 2017 and March 2018 with the intention of replacing the previous versions of the existing London Plan. The Plan was subject to examination hearings from February to May 2019, and a Consolidated Draft Plan with amendments was published in July 2019. The Panel of Inspectors appointed by the Secretary of State issued their report and recommendations to the Mayor on 8th October.

1.6 The Mayor has considered the Inspectors' recommendations and, on the 19th December 2019, issued to the Secretary of State his intention to publish the London Plan along with a statement of reasons for any of the Inspectors' recommendations that the Mayor does not wish to accept.

1.7 Limited weight should be attached to draft London Plan policies that have not been accepted by the Mayor or that have only been accepted in part/with significant amendments. Greater weight may be attached to policies that were subject to the Inspector's recommendations and have since been accepted by the Mayor through the 'Intend to Publish' version of the Plan. The weight will then increase as unresolved issues are overcome through the completion of the outstanding statutory process. Greater weight may also be attached to policies, which have been found acceptable by the Panel (either expressly or by no comment being made).

#### **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.H1 (2012) Housing Growth

##### **Part 2 Policies:**

DMCI 7 Planning Obligations and Community Infrastructure Levy

DMEI 2 Reducing Carbon Emissions

DMEI 9 Management of Flood Risk

DMT 1 Managing Transport Impacts

DMT 2 Highways Impacts

DMT 6 Vehicle Parking

DMH 1 Safeguarding Existing Housing

DMH 2 Housing Mix

DMH 4 Residential Conversions and Redevelopment

DMH 6 Garden and Backland Development

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
LPP 3.3	(2016) Increasing housing supply
LPP 3.4	(2015) Optimising housing potential
LPP 3.5	(2016) Quality and design of housing developments
LPP 3.8	(2016) Housing Choice
LPP 6.13	(2016) Parking
LPP 6.9	(2016) Cycling
LPP 7.3	(2016) Designing out crime
LPP 7.4	(2016) Local character
LPP 7.6	(2016) Architecture
LPP 7.15	(2016) Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes.
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:- **22nd August 2019**

**5.2** Site Notice Expiry Date:- **20th August 2019**

## **6. Consultations**

### **External Consultees**

32 neighbouring properties were notified together with the Northwood and Northwood Hills Residents' Associations and a site notice was displayed on outside of the site for at least 21 days. Both methods of consultation expired 20-08-19 and 5 responses were received raising the following concerns;

- Flatted development is out of character with the street scene
- Pressure on parking
- Road safety
- Further congestion
- Overshadowing
- Over-dominant

### **TRANSPORT FOR LONDON:**

Having assessed the proposals, I can confirm that TfL Spatial Planning has no comments to make on this planning application other than to emphasise the development should comply with the transport policies set out in the draft London Plan.



## **Internal Consultees**

### **FLOOD AND WATER MANAGEMENT**

Surface water drainage is a material consideration for all major applications. The applicant has submitted a SuDS Drainage Statement (EAS letter dated October 2018) which states that the site will discharge to the nearby surface water sewer at a rate of 5l/s. This is significantly greater than the equivalent greenfield rate for the site. The objection can be overcome by the applicant either revising the drainage strategy to achieve runoff rates as close as reasonably practical to greenfield rates (up to a maximum of 2l/s) or agreeing to the wording of a surface water management condition limiting runoff rates to the surface water sewer.

Case Officer comment:

A condition has been added to secure a revised FRA and drainage strategy.

### **URBAN DESIGN**

#### **1 Summary of comments: No objections**

The proposal would intensify the use of the site however the additional units will be contained within the built form of the approved scheme. Therefore in this instance therefore from a design perspective there are no objections.

#### **2 Assessment**

The proposal comprises of increasing the number of unit on this site from the previously approved 9 units to 12 smaller units. Whilst it would result in the loss of larger units the additional apartments would be contained within the approved built form. Therefore there would be no visual difference to the design, bulk, scale and appearance of the development.

#### **3 Conclusion: No objections**

### **HIGHWAYS**

#### **Site Characteristics**

The site is located on the corner of Watford Road (designated as Classified in the Council's hierarchy of roads) and Brookdene Drive (a residential cul-de-sac) within a predominantly residential catchment. The site exhibits a PTAL of 2 which considered as low and therefore heightens dependency and use of private motor transport. There are two existing single tenure detached dwellings both fronting Watford Road which are to be demolished to allow for a single new build containing 12 residential units (6x2 & 6x1) bedroom flatted units. Two existing access carriageway crossings located on Watford Road that serve the existing dwellings including a crossing from Brookdene Drive will be extinguished with a new access re-provided from Brookdene Drive to serve the flatted proposal. The site benefits from an extant 2019 consent for 9x2 bedroom units (71665/APP/2018/3820) with parking and access laid out in a similar manner.

#### **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. It is proposed to provide 12 residential flats. The maximum standard requires 1.5 spaces per unit hence a quantum of up to 18 spaces should be provided on-site to comply with the adopted parking standard. A total of 12 spaces are proposed hence there is a deficit in provision. It is noted that the surrounding residential catchment and road network exhibits certain characteristics which arguably support a moderately lower quantum of on-site parking provision. To expand the local area is covered by some extensive daytime parking controls operating for the working week in the vicinity of

the address i.e. double yellow lines in Brookdene Drive and neighbouring side road junctions. Also there are relatively generous off-street parking facilities for most of the surrounding residential properties in the area which assists in reducing on-street parking demand. Although not parking restricted, it is noted that the heavily trafficked nature of Watford Road inherently dissuades parking due to the perception of 'potential exposure to vehicle damage' and therefore becomes 'self-regulating' by acting as a natural deterrent to on-street parking. These factors combined inherently reduce general on-street parking demand and therefore subsequent parking pressures on the highway. It is also noted that a prior application (71665/APP/2016/3363) that was refused (but not on highway grounds) for 10 flats on this site, provided 11 on-plot spaces which was considered acceptable in principle. 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. The proposed internal parking arrangement conforms to DfT (Manual for Streets circa 2007) best practice for road and parking layouts. The layout allows for vehicles using the site to enter and leave the site in a forward gear which is the recommended practice on highway safety grounds and is therefore welcomed. The 12 new on-plot spaces are served from a newly created access from Brookdene Drive which is considered acceptable in principle. The new access and closure of old (2 apertures on Watford Road & 1 on Brookdene Drive) would need to be removed/constructed to an appropriate Council standard under S184/S278 of Highways Act 1980 (or suitable alternative arrangement) at the applicant's expense.

#### Disabled Compliant Parking

In accord with the saved UDP standard - 10% of parking spaces should be disabled compliant equating to a minimum of 1 space. Two have been indicated within the submission which is therefore considered acceptable.

#### 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 2-3 EVCPs for 'active' provision with a further 2-3 spaces acting as 'passive' provision for future activation.

However with this relatively smaller scale development it would be considered onerous to pursue the provision of the 'active' spaces 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 especially with a lower initial provision.

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 'smaller' development proposals such as exemplified here resulting in a requirement for 5 '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 would be a provision of at least 1 secure and accessible space for each of the flatted units (totalling 12 spaces) to conform to the adopted minimum borough cycle parking standard. A figure of 20 is proposed with an appropriate positioning of a secure and accessible compound. The arrangement is therefore considered acceptable.

#### 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 two existing

single dwelling units. However, statistically, peak period traffic movement into and out of the site would not be expected to rise beyond 3-4 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 occur via 'Brookdene Drive'. A specific bin store location is shown. Accepted 'waste distance' collection standards encourage waste collection distances to be within 10m from the point of collection on the public highway. The bin store 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 as it is considered that it is in the best interest of the occupier to place their refuse within the proposed refuse storage location if they wish for their refuse to be collected. The informal arrangement is therefore considered as sufficient in this case. There are no further observations.

#### Construction Logistics Plan (CLP)

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

#### Conclusion

The application has been reviewed by the Highway Authority who are satisfied that the proposal would not exacerbate congestion or parking stress, subject to appropriate planning conditions, 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).

#### TREES AND LANDSCAPES

This site comprises an amalgamation of two plots on Watford Road at the junction with Brookdene Drive. Both are generous plots with two-storey detached houses and established gardens, typical of the houses in this area. There are a number of trees, mainly along the boundaries with Watford Road, Brookdene Road and along the rear boundary, which contribute to the verdant character and appearance of the area. The site lies within the area covered by TPO 16. Selected specimens within the group of trees in the south-west corner appear on the TPO schedule as G15.

This site was the subject of a previous application, ref. 2018/3820, which was approved. The current layout proposal appears to be unchanged? The previous tree report by GHA, dated October 2018, has been re-submitted. The survey has identified and assessed the condition and value of 12 trees (individuals and groups). There are no 'A' grade specimens. One highway tree, a lime (T7) is a 'B' grade, with the remaining trees categorised as 'C' (poor). One tree, T1, a Manna ash, whose removal can be justified due to its very poor condition and limited useful life expectancy. While the overall quality of the individual trees is not high, their collective landscape value in this area warrants their retention where possible. The report recommends the removal of T3 (to facilitate the development), T5 and (one specimen within) G11. G12, a group of young birch will be removed to facilitate the development but are young enough to be re-planted within the site. There is no objection to the tree assessments, however, the Manna ash (T1) shown to be retained should be removed and replaced with a new healthy tree. In section 8 and the appendices tree protection measures and a method statement are provided, supported by on site supervision by the arb. consultant. If the application is recommended for approval, landscape conditions should be imposed to ensure that the proposals preserve and enhance the character and appearance of the area.

No objection subject to post-commencement conditions RES6, RES9 (parts 1,2,4,5 and 6) and RES10.

## PLANNING POLICY

The proposal involves the loss of two family sized (3 bed or more) units. These would be redeveloped to provide 6x1, 5x2 and 1x3 units.

The scheme would therefore result in the net loss of a family sized unit.

This would be in direct contrast to emerging LPP2 (2019) Policy DHM 2 which requires schemes of residential development to reflect the Council's latest information on housing need.

The Council's current information on housing need is found within the London Borough of Hillingdon Strategic Housing Mark Assessment (2016) which indicates a substantial borough-wide requirement for larger affordable and private market units, particularly 3 bedroom properties.

However there is already an extant permission (71665/APP/2018/3820) for a 9x2 bed scheme. The current proposal is therefore an improved housing mix on the permitted scheme as the applicant has agreed to include a new family sized unit.

Noting this and the fact that the Inspector's report is still to be received on the emerging LPP2 (2019), the proposed mix is considered acceptable.

## SUSTAINABILITY

I have no objections to the proposed development subject to the following:

The proposed development needs to be zero carbon to be policy compliant with the development plan (London Plan Policy 5.2). The energy assessment (Stroma, June 2019) demonstrates the proposal will achieve an onsite reduction of 35% from building regulations 2013 and therefore satisfies the minimum onsite requirements. However, the proposal does not go far enough onsite for complete compliance and therefore an offsite contribution is also required. This is set out in Chapter 9 of the report.

The combination of proposed onsite measures (including PV and energy efficiency measures) together with the offsite contribution (£18,486) allows the development to be policy compliant. The following needs to be secured as part of any subsequent approval:

1 - S106 Contribution of £18,486 -

[calculation - (10.27tCO<sub>2</sub> shortfall on site) x (£60 price per tCO<sub>2</sub>) x (30 year timeline to save carbon for the development)]

10.27 x 60 x 30 = £18,486

2 - Energy Condition

Condition

Prior to above ground works, full details of the roof mounted PV array shall be submitted to and approved in writing by the Local Planning Authority. The details shall include (1) a detailed roof plan, (2) specifications of the PVs including tilt and orientation and (3) elevational plans and (4) the impact of the proposed PV array on the carbon footprint in accordance with the approved energy strategy (Stroma, June 2016) . The development must proceed in accordance with the approved details.

Reason

To ensure the development contributes to a reduction in CO<sub>2</sub> in accordance with the London Plan

Policy 5.2 of the London Plan 2016.

#### ACCESS

Any grant of planning permission should include the following conditions. Prior to works commencing, details of step free access via the principal private entrance shall be submitted to, and approved in writing, by the Local Planning Authority. Such provision shall remain in place for the life of the building. REASON To ensure that an appropriate standard of housing stock, in accordance with London Plan policy 3.8 c, is achieved and maintained. The dwellings hereby approved shall be constructed to meet the standards for a Category 2 M4(2) dwelling, as set out in Approved Document M to the Building Regulations (2010) 2015, and all such provisions shall remain in place for the life of the building. REASON: To ensure that an appropriate standard of housing stock, in accordance with London Plan policy 3.8 c, is achieved and maintained.

#### AIR QUALITY

I have looked at the details of the application. I can confirm that the application is not located within the declared Air Quality Management Area it is also not in an Air Quality Focus Area. However, given that the application is for 12 residential units and is located close to a road the following comments should be considered.

The development should be setback from the road as far as possible, this will minimise the exposure of new occupiers to emissions from the road source. Any additional protection via the inclusion of green infrastructure such as trees and hedges on the boundary should also be considered.

#### CONTAMINATED LAND

I have conducted a search of the land contamination records and historic maps I have access to and have found no evidence of contaminative activities having taken place at the properties, and the land will continue to be utilised for residential properties which involves no change of use parameters.

Therefore, I see no reason for land contamination conditions to be imposed.

### **7. MAIN PLANNING ISSUES**

#### **7.01 The principle of the development**

The National Planning Policy Framework (2019) has a requirement to encourage the effective use of land and encourages the use of previously developed, vacant and underutilised sites to maximise development potential, in particular for new housing. Chapter 5 of the National Planning Policy Framework (NPPF), supports the delivery of homes, confirming that local authorities should, through their Local Plans, demonstrate how housing targets and objectives will be met. Particular emphasis is given to housing delivery over the next five years, but authorities are also required to consider growth beyond this.

Policy H1 of the Local Plan: Part 1 - Strategic Policies (November 2012) gives general support to housing provision to meet and exceed the Council's minimum strategic dwelling requirement, where this can be achieved, in accordance with other Local Plan policies.

Policy 3.3 of the London Plan (March 2016) seeks to ensure that London's housing needs are met. This objective is reiterated in the Mayor of London's Supplementary Planning Guidance (SPG) on Housing, although it is noted that the in achieving housing targets, full account must be given to other policy objectives.

Notwithstanding the above the proposed development seeks consent for the redevelopment of a plot of land currently occupied by two family sized dwellings and replacement with a new residential block comprising of 12 apartments which presents an intensification of the use of the site. The proposed site plan illustrates the extent of the developed area within the plot which extends to the rear garden area of the existing dwelling thus the proposal not only brings forward a flatted development in an area which exceeds the 10% within the street stated in local guidance and it also considered to be Garden Land Development which the Local Planning Authority seeks to discourage. Notwithstanding these points justification towards the principle of development is provided below;

## FLATTED DEVELOPMENT

Paragraph 3.1 of the Council's Supplementary Planning Document (SPD) HDAS: Residential Layouts advises that: "In considering all applications, the Council will have regard to the need to balance any increase in residential density against the possible impact on the capacity, character and amenity of the area as a whole." Paragraph 3.3 goes on to advise that the traditional residential character of an area can be compromised where there is an over-concentration of flatted development. The guidance goes on to advise that to avoid this, the cumulative impact of residential conversions are unlikely to be acceptable where more than 10% of the houses in a street have been converted or redeveloped to provide flats or other forms of housing. On residential streets longer than 1km, the guidance advises that the application site should be taken as the midpoint on a 1km stretch of road to be assessed.

The Council's Supplementary Planning Document (SPD) HDAS has since been superseded by the adoption of the Hillingdon Local Plan : Part 2 - Development Management Policies (Jan 2020). Policy DMH 4 (Residential Conversions and Redevelopment) states, residential conversions and the redevelopment of dwellings into new blocks of flats will only be permitted where:

- i) it is on a residential street where the proposal will not result in more than 10% of properties being redeveloped into flats; ii) On residential streets longer than 1km the proposed redevelopment site should be taken as the midpoint of a 1km length of road for assessment purposes;
- iii) the internal floor area of the original building to be converted is at least 120 sqm; and
- iv) units are limited to one unit per floor for residential conversions.

Whilst this issue led to a previous refusal the Inspector concluded that this development was not harmful with the predominant form of development in the vicinity remaining detached houses. This was set out in paragraph 33 of the previous appeal, which stated "The development proposed would result in the loss of two relatively modern houses, but these are not remarkable or worthy of retention in their own right. Moreover, the Council acknowledges that the impact of the development on the street scene would be acceptable. Although the development would add to the number of flatted developments along the road, the overall appearance of the area would remain that of a mixed residential area with detached houses being the more common form of development. Consequently, I conclude on this issue that the proposal would not result in an over-concentration of flatted development on this part of Watford Road to the detriment of the established character of the area." Therefore a refusal on these grounds would not be upheld in an appeal.

## GARDEN LAND DEVELOPMENT

The London Plan (March 2016) notes that back gardens can contribute to the objectives of a significant number of London Plan policies and these matters should be taken into account when considering the principle of such developments. Policy 3.5 of the London Plan supports development plan-led presumptions against development on back gardens where locally justified by a sound local evidence base.

The Mayor's Housing Supplementary Planning Guidance, March 2016 also provides further guidance on the interpretation of existing policies within the London Plan as regards garden development. Paragraph 1.2.44 advises that when considering proposals which involve the loss of gardens, proposals should be considered in the light of local circumstances, taking into account the value gardens have in addressing a range of strategic policy objectives.

At local level the Council has also adopted the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012). Policy BE1 advises that new development, in addition to achieving a high quality of design, should enhance the local distinctiveness of the area, contribute to community cohesion and sense of place and make a positive contribution to the local area in terms of layout, form, scale and materials and seek to protect the amenity of surrounding land and buildings, particularly residential properties. Specifically, the policy advises that development should not result in the inappropriate development of gardens and green spaces that erodes the character and biodiversity of suburban areas and increase flood risk.

Furthermore Policy DMH 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) sets out specific guidelines for applications which involved Garden or Backland development as presumption against the loss of gardens due to the need to maintain local character, amenity space and biodiversity.

- i) neighbouring residential amenity and privacy of existing homes and gardens must be maintained and unacceptable light spillage avoided;
- ii) vehicular access or car parking should not have an adverse impact on neighbours in terms of noise or light. Access roads between dwellings and unnecessarily long access roads will not normally be acceptable;
- iii) development on backland sites must be more intimate in mass and scale and lower than frontage properties; and
- v) features such as trees, shrubs and wildlife habitat must be retained or re-provided.

The principle of this backland/garden development is established through the extant consent (ref;71665/APP/2018/3820). Furthermore the scale or internal floor area would remain unaltered from that which was granted consent and for which the appeal inspector who dismissed the last appeal did not uphold the councils reason for refusal relating to the impact to the garden land development would have on the character and appearance of the area. The inspector states;

"34. The Council is also concerned about the loss of the rear garden area and the extent of hardstanding proposed. The appeal site contains a number of trees, hedges and shrubs located on the site boundaries. These make a positive contribution to the streetscape and the majority of the existing landscaping would be retained. The rear gardens would be replaced by the car park, but the retained landscaping would soften the appearance of the hardstanding".

"35. The gardens themselves are not visible in the wider area and their loss would have

minimal impact on the character and appearance of the locality. Consequently, the development would meet the aims of Paragraph 1.2.44 of the Mayor's Housing Supplementary Planning Guidance (March 2016), which is concerned with retaining greenspace that makes a positive contribution to the area."

"36. To conclude on this issue, I find that the development would not have an adverse effect on the character and appearance of the area. Consequently, it would accord with Policy BE1 of the Local Plan: Part 1 - Strategic Policies, Policies BE13 and BE19 of the Local Plan: Part 2 and Policies 2.6, 3.5 and 7.4 of the London Plan. The policies seek, amongst other things, to enhance local distinctiveness through high quality design that complements the area and harmonises with the street scene."

Whilst it is noted that Policy DMH 6 of the Local Plan Part 2 - Development Management Policies (Jan 2020) is not included within the inspectors conclusion this is due to the time frame in which the inspector carried out his assessment of the application reference 71665/APP/2018/3820 and the fact that the policy document was still in the pre-examination stages, however the contents of the new policy do not provide a significant policy change, which could be used to refuse planning permission.

The case which was refused and assessed by the appeal inspector was for featured the same built form as what was approved under ref and is subject to the assessment of this application. Given the inspectors view on the impact of the garden land development on the character and appearance of the area the development is considered to be acceptable and a refusal on these grounds could not be upheld on appeal.

## UNIT MIX

With regards to the unit mix the proposal involves the net loss of 1 family sized unit (3 bed or more). The existing two storey family sized dwellings would be demolished and redeveloped to provide 6 x 1, 5 x 2 and 1 x 3 bedroom. Whilst the revised scheme would result in a net loss of one 3 bed unit rather than the two which was originally proposed the scheme is still considered to be in direct contrast to LPP2 Policy DMH 2 (Jan 2020) which requires schemes of residential development to reflect the Council's latest information on housing need. The Council's current information on housing need is found within the London Borough of Hillingdon Strategic Housing Mark Assessment (2016) which indicates a substantial borough-wide requirement for larger affordable and private market units, particularly 3 bedroom properties. However there is already an extant permission (71665/APP/2018/3820) for a 9 x 2 bed scheme. The current proposal is therefore an improved housing mix on the permitted scheme as the applicant has agreed to include a new family sized unit.

## CONCLUSION

Taking the above into consideration the principle of development is established through the existing use of the site (residential) and is further compounded by both the extant permission for the further intensification of the residential use of the site and also the appeal inspectors view which was that the local plan policy relating to flatted developments and the issues raised relating to Garden Land Development were not significant enough to refuse the proposal. The principle of development can be established as acceptable. Furthermore the scheme is considered to provide an improved unit mix through the addition of a 3 bed family sized unit, in comparison to the scheme which was granted consent on the site (9x2 bed). Therefore whilst the scheme does not fully accord with



Local Plan policy DMH 2 it is considered acceptable as the scheme now provides the delivery of a family unit which does not form part of the extant scheme.

## **7.02 Density of the proposed development**

London Plan Policy 3.4: Optimising housing potential, aims to optimise the housing potential of sites whilst recognising that there are a wide range of factors that need to be taken into account in determining planning decisions relating to the residential density of any proposal.

The London Plan includes a density matrix at Table 3.2, and in paragraph 3.28 it recognises that the ranges within the density matrix are broad. It goes on to state that these broad ranges 'provide the framework within which boroughs can refine local approaches to implementation of this strategic policy through their LDFs.'

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. Optimal density levels vary based on the Public Transport Access Level (PTAL) score for the area in which the site is located, the character of the area (central, urban or suburban) and the type of accommodation being provided (based on the amount of habitable rooms per unit).

Notwithstanding the above policy reference in the latest version of the emerging London Plan (Dec 19) demonstrates the removal of the density matrix table 3.2 which is used as a guide for decision makers to assess optimal density for housing sites. It is therefore considered that whilst referred to above the optimal density should be assessed against the Local Planning Authorities density matrix within its adopted Local Plan.

Policy DMHB 17 of the Hillingdon Local Plan Part 2: Development Management Policies (Jan 2020) states that all new residential development should take account of the Residential Density Matrix contained in Table 5.3. Developments will be expected to meet habitable rooms standards.

It is considered that the site is located within a suburban setting, as defined within the notes to Table 3.2 of the London Plan (2016).

The PTAL score for the site is 2 which identifies the area as having a low level of public transport accessibility. Having consulted the matrix, the optimal residential density for the development of this site to provide would therefore be between 150-330 habitable rooms per hectare per and 50-110 units per hectare in table 5.3 which supports policy DMHB 17 Local Plan Part 2 - Development Management Policies (January 2020)

The proposal involves the provision of 12 residential units on site which has an overall area of approximately 1,200 m<sup>2</sup> (0.12 hectares). The proposed development would provide 32 habitable rooms between all 12 new units.

The scheme as proposed results in a density of 266 habitable rooms per hectare and 100 units per hectare which evidently falls within the optimal density range provided in the Local Plan. Furthermore the site benefits from existing consent for the demolition of the 2 existing dwellings and the construction of a flatted development comprising of 9 x 2 bedroom units. Whilst the proposal does present an increase in the number of units there would be no alteration to the gross internal floor space or the built form. As such the scheme is considered to comply policy DMHB 17 of the Hillingdon Local Plan Part 2: Development Management Policies (Jan 2020).

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

The application site is not located within a Conservation Area or Area of Special Local Character.

### **7.04 Airport safeguarding**

Not applicable to this application

### **7.05 Impact on the green belt**

Not applicable to this application

### **7.07 Impact on the character & appearance of the area**

The application site is not located within an area important for archaeological remains, it is not sited close to any listed building nor is it located within or on the fringes of a Conservation Area.

There is a hierarchy of design policies which relate to housing development and which filter from national policy down to local level policy, each of which needs to be considered when determining an application for new housing.

At national level, Chapter 4 of the National Planning Policy Framework sets our strong principles for determining planning applications. Section 48 provides 3 key principles for which weight should be given. Point c) of this section states "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)".

At regional level Policy D4 of the London Plan (2016) states that in order to optimise the development of housing on sites across London, a range of housing typologies will need to be built. To bring forward development on constrained sites, innovative housing designs that meet the requirements of this policy, including minimum space standards, are supported. In ensuring high quality design, housing developments should consider the elements that enable the home to become a comfortable place of retreat and should not differentiate between housing tenures.

New homes should have adequately-sized rooms and convenient and efficient room layouts which are functional, fit for purpose and meet the changing needs of Londoners over their lifetimes. Particular account should be taken of the needs of children, disabled and older people. Qualitative aspects of a development are key to ensuring successful sustainable housing and should be fully considered in the design of any housing developments. Housing developments are required to meet the minimum standards below.

Policy DMHB 11 of the Hillingdon Local Plan Part 2 - Development Management Policies (Jan 2020) states that all development, including extensions, alterations and new buildings will be required to be designed to the highest standards and, incorporate principles of good design which includes ;

- i) harmonising with the local context by taking into account the surrounding:
  - scale of development, considering the height, mass and bulk of adjacent structures;
  - building plot sizes and widths, plot coverage and established street patterns;
  - building lines and setbacks, rooflines, streetscape rhythm, for example, gaps between structures and other streetscape elements, such as degree of enclosure;
  - architectural composition and quality of detailing; local topography, views both from and to the site; and
  - impact on neighbouring open spaces and their environment.
- ii) ensuring the use of high quality building materials and finishes;

- iii) ensuring that the internal design and layout of development maximises sustainability and is adaptable to different activities;
- iv) protecting features of positive value within and adjacent to the site, including the safeguarding of heritage assets, designated and un-designated, and their settings; and
- v) landscaping and tree planting to protect and enhance amenity, biodiversity and green infrastructure.

B) Development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

C) Development will be required to ensure that the design safeguards the satisfactory re-development of any adjoining sites which have development potential. In the case of proposals for major development sites, the Council will expect developers to prepare master plans and design codes and to agree these with the Council before developing detailed designs.

The application site is located on the east side of the A4125 Watford Road, to the north of its junction with Brookdene Drive. Watford Road forms part of an established residential area, predominantly characterized by its spacious and sylvan character, with reasonably sized residential plots which contain good sized houses. The development layout has evolved over time and the area is interspersed with newer infill and piecemeal development of various styles and age. Several plots have been re-developed and there are flat developments in the immediate vicinity of the site, Saxon Court and Chestnut Court. It is also noted that the ground level falls away to the east along Brookdene Drive.

The development proposed would result in the loss of two relatively modern houses, for which the inspector states in the report "are not remarkable or worthy of retention in their own right". Although the development would add to the number of flatted developments along the road, the overall appearance of the area would remain that of a mixed residential area with detached houses being the more common form of development. Consequently, I conclude on this issue that the proposal would not result in an over-concentration of flatted development on this part of Watford Road to the detriment of the established character of the area.

The proposed flatted block would have a building footprint which is comparable to the size of surrounding buildings, notably Saxon Court and the flatted scheme opposite and it has a staggered front elevation which would help break up the building's frontage and maintains the staggered relationship and siting of adjoining houses on Watford Road. Similarly, there is no clearly defined rear building line and the proposed block would not project significantly at the rear so as to appear as a prominent feature.

The flatted block would provide a separation gap of approx. 1.3m to the side boundary with No. 22 Watford Road. Although this should ideally be increased, given the size of building, the gap marginally exceeds the gap with the existing siting of the house and the separation gap between the buildings would be similar to neighbouring properties. As such, it is considered that the relationship would not justify a reason for refusal as no harm is demonstrated.

#### **7.08 Impact on neighbours**

As stated above policy DMHB 11 of the Hillingdon Local Plan Part 2 - Development Management Policies (Jan 2020) sets out principles of good design which will ensure the amenities of surrounding properties are protected.

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.

The proposed building would project beyond the rear elevation of the adjoining property on Watford Road (No. 22) by approximately 2 metres. The proposal is not considered to result in a material level of overshadowing to the flank of No. 22 Watford Road and no material loss of daylight or sunlight to the rear. No. 22 does have first floor window in its flank elevation but this appears to serve a secondary function.

In terms of Saxon Court, at their nearest point, the proposed building and Saxon Court would be separated by a distance of some 17.5m. Saxon Court contains numerous windows along its Brookdene Drive frontage so that although the separation distance is below the minimum 21m distance, as this is an across the street relationship where the privacy of windows is already compromised, the relationship is not considered to raise additional adverse impacts.

As regards the nearest properties facing the site at the rear (Nos. 2 and 3 Brookdene Drive), their rear elevations would maintain a minimum separation distance from the rear elevation of the proposed block of over 34m which is considered to provide an appropriate separation distance, taking into account the likely increased bulk and height of the proposed building and its elevated siting as compared to these neighbouring properties.

The application does not propose to alter the footprint or built form for which consent has already been granted. The additional units would be created through internal alterations to the proposed building and therefore the scheme would not give rise to any additional impacts to the amenities of neighbouring properties.

As such, the proposed development is considered to accord with Policy DMHB 11 of the Hillingdon Local Plan Part 2 - Development Management Policies.

## **7.09 Living conditions for future occupiers**

### **UNIT SIZES**

The London Plan (2016) sets out minimum sizes for various sized residential units. The applicant submitted plans with all unit sizes meeting the minimum floor space standards as set out above. The scheme accords with the London Plan (2016) minimum standard and is therefore considered acceptable. Policy 3.5 of the London Plan (2016) states that housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment. The London Plan (March 2016), also sets out a minimum space requirements for residential dwellings. These follow the national 'Technical housing standards - nationally described space standard.'

Policy DMHB 16 of the Hillingdon Local Plan Part 2: Development Management Policies (Jan 2020) states that all housing development should have an adequate provision of internal space in order to provide an appropriate living environment.

To achieve this all residential development or conversions should: i) meet or exceed the most up to date internal space standards, as set out in Table 5.1; and ii) in the case of major developments, provide at least 10% of new housing to be accessible or easily adaptable for wheelchair users. The proposed dwelling sizes are as follows:

Unit 1 1b/2p 50.25 sqm

Unit 2	2b/4p	102.90 sqm
Unit 3	3b/6p	94.13 sqm
Unit 4	1b/2p	50.25 sqm
Unit 5	1b/2p	50.23 sqm
Unit 6	1b/2p	52.22 sqm
Unit 7	1b/2p	53.56 sqm
Unit 8	2b/4p	85.50 sqm
Unit 9	1b/2p	51.18 sqm
Unit 10	2b/4p	77.90 sqm
Unit 11	2b/4p	85.20 sqm
Unit 12	2b/4p	85.51 sqm

The submitted floor plans show that the flats all significantly exceed 50 square metres and satisfy the minimum floor space standard in the development plan of 70sqm. for a two bed, four person flat. A twin bedroom should have an area of at least 11.5 square metres. One double or twin bedroom should be at least 2.75 metres wide and every other at least 2.55 metres wide. All of the bedrooms exceed these requirements, some substantially so. There was initially some concern that the proposed studies to some of the units could be used as a third bedroom. They are all below 11.5 square metres. Under the Mayor's minimum floorspace guidance a one bedspace room should have a minimum space of 7.5 square metres and be at least 2.15 metres wide.

#### PRIVATE AMENITY SPACE

Policy DMHB 18 of the Hillingdon Local Plan: Part 2 - Development Manager Policies (Jan 2020) sets out specific design standards to ensure that each residential unit benefits from adequate levels of amenity space. Paragraph 5.71 states Dwellings on upper floors should all have access to a private balcony or terrace, where this is consistent with the overall design of the building. Houses and ground floor flats should have private gardens. The Council is keen to improve the quality of housing in the Borough and therefore communal provision of private outdoor space is generally not supported unless there are strong planning reasons and the proposed scheme is of high quality with clear planning merits.

Furthermore balconies should have a depth of not less than 1.5 metres and a width of not less than 2 metres, any ground floor and/or basement floor unit that is non-street facing should have a defensible space of not less than 3 metres in depth in front of any window to a bedroom or habitable room. The design, materials and height of any front boundary must be in keeping with the character of the area to ensure harmonisation with the existing street scene.

With regard to the above the proposed development the Local Planning Authority would ordinarily take a view that amenity space, whether private or communal which is located fronting the highway is unacceptable. Notwithstanding this view consideration should be given to the inspectors view of the amenity space which can be taken from the report and decision issued for appeal ref APP/R5510/W/17/3181349 following the refusal of outline application ref;71665/APP/2016/3363 (Demolition of existing houses and erection of a residential building, comprising 10 flats with access from Brookdene Drive (Outline Application to include access, layout, landscaping with scale and appearance reserved).

The amenity section of the inspectors report states;

"37 .The development would incorporate communal amenity space to the front and side of the building, in a similar arrangement to that provided at Saxon Court opposite. The amenity space would be adjacent to the roads and it would be likely to be overlooked by windows to habitable rooms within the development.

38. I appreciate that the open space would be relatively narrow, and there is likely to be noise and overlooking that would affect the use of the space. However, the amenity space would be for communal use and, therefore, it would not be 'private' even if it were to be located away from the windows and the street. Consequently, I do not consider it unreasonable to locate communal open space where it would be visible from within the development. The space would be subject to some noise from vehicles, especially those on Watford Road. There is no evidence that the road is especially busy and noise levels are likely to be consistent with a residential area. Furthermore, I saw that other flatted developments in the vicinity had a similar layout with open space fronting the roads, and the proposal would be consistent with this pattern of provision.

39. I conclude that the development would provide a suitable standard of outdoor amenity space for future occupiers. Consequently, it would accord with Policy BE23 of the Local Plan: Part 2 and the Council's SPD: Residential Layouts, which seek to ensure the provision of adequate garden space."

The current proposal adopts a similar amenity space layout to that of the outline application and an identical layout to that which was agreed as acceptable under the consented scheme as well as similar developments within close proximity to the application site. It is therefore considered that whilst the proposal of shared amenity space fronting the boundary facing a highway this cannot form a reason for refusing the scheme as the council's view that this arrangement is unacceptable was overturned at a previous appeal.

Further to the design principles, associated to Policy DMHB 18 is Table 5.2 (Private Outdoor Amenity Space Standards) which provides specific quantum of amenity space which should be provided for different types of residential units. For studio and 1 bedroom flats 20 sqm should be provided for each unit, 25 sqm should be provided for 2 bedroom flats and for 3 bedrooms 35 sqm should be provided. Taking this into consideration the scheme should provide at least 275 sqm of amenity space.

In accordance with the above the proposed plans illustrate a total of 280 sqm is to be provided across the scheme, with 80sqm provided through private balconies or garden space and 200sqm through communal garden space which the inspector deemed to be acceptable. Whilst the current proposal does not provide each individual unit at 1st and 2nd floor levels with its own balcony this arrangement is the same as that which was granted planning consent and although this was prior to the adoption of policy DMHB 18 due regard needs to be given to the fact the inspector raised no concerns against the levels or arrangement of amenity space provided in the outline scheme which is identical to this current scheme being assessed. It

Given the quantum of amenity space exceeds what is required to be provided for this scheme and the inspector's view detailed above, the proposed amenity space and its design is considered to be on-balance acceptable.

#### **7.10 Traffic impact, Car/cycle parking, pedestrian safety**

Policies DMT 1 and DMT 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2) junction capacity, traffic flows and conditions of general highway or pedestrian safety.

Policy DMT 6 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) requires that new development is only permitted where it is in accordance with the Council's adopted car parking standards.

It is proposed to provide 12 residential flats. The maximum standard would allow for up to 1.5 spaces per unit hence a quantum of up to 18 spaces could be provided on-site. A total of 12 spaces are proposed which is below the maximum allowed. In commenting on the scheme the Council's Highways Engineer states that it is evident that there are generous off-street parking facilities for most of the surrounding roads and parking restrictions present (double yellow lines) which evidently reduces the on-street parking demand. Consequently the proposed level of provision will not have a negative impact on highway safety or on-street parking.

Furthermore it is also noted that the 10 unit scheme which was refused but not on Highway grounds provided 11 spaces which was considered to be acceptable which was also below the maximum standard. In concluding the Highway Officer states there are no concerns with the proposed parking provision.

The scheme would require 10% of spaces to be disabled compliant, with 5 active and 5 passive electrical vehicle charging. Both of these will be secured via a condition accompanied with the provision of at least 12 secure cycle parking units however 20 are shown to be included on the proposed plans.

In terms of the access, a new access and closure of old (2 apertures on Watford Road & 1 on Brookdene Drive) would need to be removed/constructed and this is considered to be acceptable.

#### **7.11 Urban design, access and security**

##### **SECURITY**

If recommended for approval, a condition will be attached in order to ensure that the proposal achieves 'Secured by Design' accreditation awarded by the Hillingdon Metropolitan Police Crime Prevention Design Adviser (CPDA) on behalf of the Association of Chief Police Officers (ACPO).

#### **7.12 Disabled access**

The Council's Accessibility Officer has been consulted on the scheme and requested any approval to be conditioned to ensure the proposed development conforms to the necessary accessibility standards.

#### **7.13 Provision of affordable & special needs housing**

The London Plan (March 2016) sets the policy framework for affordable housing delivery in London. Policy 3.12 requires boroughs to seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes, having regard to their affordable housing targets. Policy 3.13 sets the threshold for seeking affordable housing as schemes with 10 or more units.

The development would introduce a total of 12 dwellings, thereby triggering the Mayor's affordable housing requirement threshold. Policy H2 of the Hillingdon Local Plan: Part 1 - Strategic Policies relates to Affordable Housing with the Council seeking 35% of all new units in the borough delivered as affordable housing. The Council's Planning Obligations Supplementary Planning Document (supplementary planning guidance) adopted in July 2014 states that the Council aims to achieve a tenure mix of 70% social rent and 30% intermediate housing across the Borough, however it notes at paragraph 4.16 that subject

to the provision of robust evidence, it will adopt a degree of flexibility in its application of Policy H2 to take account of tenure needs in different parts of the borough as well as the viability of schemes.

An FVA has been submitted and assessed by an independent assessor appointed by the Local Planning Authority. Following the review of the FVA the council has sought to agree an offer of one x 2 bed four person family unit is preferred as the larger unit which aligns more closely with housing need in the Borough. A S106 agreement is required in respect of the affordable housing unit which is Discounted Market Sale / Shared Ownership tenures 1x 2 Bedroom 4 person (family) unit.

#### **7.14 Trees, landscaping and Ecology**

Policy 5.10 of the London Plan (March 2016) states that development proposals should integrate green infrastructure to contribute to urban greening, including the public realm.

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) also requires that new development is high quality, sustainable, adaptable, and harmonises with the local context. Landscaping and tree planting should also enhance amenity, biodiversity and green infrastructure.

Policy DMHB 14 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states: A) All developments will be expected to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit. B) Development proposals will be required to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area, which supports and enhances biodiversity and amenity particularly in areas deficient in green infrastructure.

With regards to trees, the site lies within the area covered by TPO 16. The Council's Landscape/ Tree Officer advises that 12 No. trees, or groups of trees, have been surveyed by GHA Trees, in March 2016 and that there are no 'A' grade trees and the only 'B' grade tree is a Lime - a local authority-owned street tree, which will not be affected by the development. All the other trees, except for T1, are 'C' grade trees. Previous advice recommended that these trees collectively contribute to the character and appearance of the area - albeit selective removal would be acceptable. T1 a Manna ash (on the schedule of TPO 16 as T40, a Box elder) is a 'U' graded tree to the front of the property and needs to be removed although it is shown to be retained on the layout plan.

The garden/amenity space provided is adequate to serve the development as detailed in other areas of this report. The proposed site plan illustrates soft landscaping and tree cover to be retained around the proposed building adding the verdant nature of the local and immediate context. In commenting on the scheme the Council's Landscaping Officer has stated the scheme is acceptable however further landscaping details are required and these will be secure via condition

#### **7.15 Sustainable waste management**

Policy 5.17 of the London Plan (March 2016) sets out the Mayor's spatial policy for waste management, including the requirements for new developments to provide appropriate facilities for the storage of refuse and recycling.

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states that:

D) Development proposals should make sufficient provision for well designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. External bins should be located and screened to avoid nuisance and adverse



visual impacts to occupiers and neighbours.

The proposed site and ground floor plan illustrate that the building would be served by 3 euro sized wheelie bins stored internally and this is considered sufficient to serve the 12 units. In terms of access the proposed new vehicular access and car parking layout is adequate to permit servicing through the rear entrance and waste services will use this to access the bin store. The proposed plan demonstrate the scheme complies with the relevant waste strategy distances and therefore the scheme is considered acceptable.

#### **7.16 Renewable energy / Sustainability**

Policy 5.2 of the London Plan (March 2016) requires that development proposals make the fullest contribution to minimising carbon dioxide emissions in accordance with the energy hierarchy: Be lean: use less energy; Be clean: supply energy efficiently; and Be green: use renewable energy.

Policy EM1 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states that the Council will ensure that climate change mitigation is addressed at every stage of the development process. This includes the reduction of carbon emissions through low carbon strategies and encouraging the installation of renewable energy to meet the targets set by the London Plan (March 2016).

Policy DME1 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) requires that: A) All developments make the fullest contribution to minimising carbon dioxide emissions in accordance with London Plan targets; B) All major development proposals must be accompanied by an energy assessment showing how these reductions will be achieved; C) Proposals that fail to take reasonable steps to achieve the required savings will be resisted. However, if the Council is minded to approve the application despite not meeting the carbon reduction targets, then it will seek an off-site contribution to make up for the shortfall. The contribution will be sought at a flat rate at of £/tonne over the lifetime of the development, in accordance with the current 'allowable solutions cost'.

The proposed development needs to be zero carbon to be policy compliant with the development plan (London Plan Policy 5.2). The energy assessment (Stroma, June 2019) demonstrates the proposal will achieve an onsite reduction of 35% from building regulations 2013 and therefore satisfies the minimum onsite requirements. However, the proposal does not go far enough onsite for complete compliance and therefore an offsite contribution is also required. This is set out in Chapter 9 of the report. The combination of proposed onsite measures (including PV and energy efficiency measures) together with the offsite contribution (£18,486) allows the development to be policy compliant.

#### **7.17 Flooding or Drainage Issues**

Policy 5.12 of the London Plan (March 2016) requires that development proposals must comply with the flood risk assessment and management requirements set out in the NPPF and the associated technical Guidance on flood risk over the lifetime of the development.

Policy 5.13 of the London Plan (March 2016) states that development should utilise sustainable urban drainage systems (SUDS) unless there are practical reasons for not doing so, and should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible.

Policy EM6 of the Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012) states that applicants must demonstrate that Flood Risk can be suitably mitigated.

Policies DMEI 9 of the Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020) states that proposals that fail to make appropriate provision for flood risk mitigation, or which would increase the risk or consequences of flooding, will be refused.

The application site is not at risk of flooding and is not located in a Critical Drainage Area. Notwithstanding this, developments of this scale are required include suitable and sustainable drainage to serve site. Following the assessment of the submitted Flood Risk Assessment the Flooding Officer raised objections to the scheme as the FRA stated that the site will discharge to the nearby surface water sewer at a rate of 5l/s however agreed that further details to resolve this objection could be secured via a pre-commencement condition. The Flood Officer has provided specific wording for the condition which will require the submission, assessment and approval of a revised FRA prior to the commencement of development.

#### **7.18 Noise or Air Quality Issues**

##### **AIR QUALITY**

The application site is not located within an Air Quality Management area however given its scale the Air Quality Officer has been consulted and stated that the proposed building should be set in from the boundary and adequate landscaping and trees be included. In accordance with the above the proposed building would be set back approximately 9 metres from the principle frontage and 2 metres from the side boundaries. Furthermore hedging is to be planted around the immediate edges of the building where possible and a number of trees around the site boundary are to be retained. It is therefore considered that the scheme adheres to the advice provided by the Air Quality Officer.

##### **NOISE**

A construction management plan condition has been included to ensure that the noise created but the construction of the proposed development does not significantly impact the surrounding properties. Given that the proposal is for 12 new residential properties within the footprint of a scheme for 9 units which was granted planning consent the proposal would give rise to any additional noise impacts to those brought forward by the consented scheme. Notwithstanding the above the Noise Officer has recommended a condition to be added relating to noise insulation standards.

#### **7.19 Comments on Public Consultations**

See 'External Comments' section of the report.

#### **7.20 Planning obligations**

Policy DMCI 7 of the Local Plan : Part 2 - Development Management Policies (January 2019) sets parameters for the use of Planning Obligations and Community Infrastructure charges.

Paragraph 7.33 of the of the Local Plan : Part 2 - Development Management Policies (January 2019) states while new development can make provision for new homes, employment and leisure facilities and can improve the environment through use of renewable energy and improved landscaping, it can also place additional pressure on social and physical infrastructure and general amenity, and may require measures to be taken to remedy or mitigate such impacts.

Paragraph 7.34 states that the purpose of CIL is to provide infrastructure to support the development of an area; however, the Government has specified that there may still be site specific impact mitigation requirements without which a development should not be

granted planning permission. These requirements should be dealt with by planning obligations.

Finally paragraph 7.35 states that the Council will require planning obligations where the CIL levy does not sufficiently mitigate the infrastructure impacts of new development. This may include situations in which site-specific requirements have been identified that will not be funded by CIL, or where there is floorspace that results in an intensification of use but is not CIL chargeable. In such circumstances on-site obligations or financial contributions may be sought to address site-specific impacts. CIL payments will also be collected towards the cost of Crossrail on behalf of the Mayor. The Mayor's CIL Charging Schedule specifies a rate within Hillingdon of £35 per square metre of net increase in floorspace.

Further detail is contained in the Council's Planning Obligations SPD and its CIL Charging Schedule however policy DMCI 7 of the Local Plan : Part 2 - Development Management Policies (January 2019) sets the local parameters of Planning Obligations and Community Infrastructure charges.

A) To ensure development is sustainable, planning permission will only be granted for development that clearly demonstrates there will be sufficient infrastructure of all types to support it. Infrastructure requirements will be predominantly addressed through the Council's Community Infrastructure Levy (CIL).

B) Planning obligations will be sought on a scheme-by-scheme basis: i) to secure the provision of affordable housing in relation to residential development schemes; ii) where a development has infrastructure needs that are not addressed through CIL; and iii) to ensure that development proposals provide or fund improvements to mitigate site specific impacts made necessary by the proposal.

C) Applications that fail to secure an appropriate Planning Obligation to make the proposal acceptable will be refused.

The obligations sought are as follows:

1. On-site Affordable Housing - Flexible; Discounted Market Sale / Shared Ownership tenures 1 x 2 Bedroom 4 person (family) unit
2. Off-site Energy Contribution of £18,486
3. Construction Training: A financial contribution to the sum of: Training costs: £2500 per £1m build cost plus Coordinator Costs - up to £9,600 per phase or an in kind scheme to be provided
4. Highway Works: S278/S38 for required Highways Works
5. Project Management & Monitoring Fee: A financial contribution equal to 5% of the total cash contributions

Community Infrastructure Levy (CIL)

In addition to S106 contributions the Council has adopted its own Community Infrastructure Levy (CIL) with a charge of £95 per square metre of gross internal residential floor area. This application is CIL liable with respect to new floorspace being created, and the sum calculated for this application based on the floor area proposed is £85,021.39.

In addition to the London Borough of Hillingdon CIL, the Mayor of London's Community Infrastructure Levy (CIL) has introduced a charging system within Hillingdon of £60 per square metre of gross internal floor area to be paid to the GLA to go towards the funding of Crossrail. This application is CIL liable with respect to new floorspace being created and the sum calculated based on the floor area proposed is £40,020,00

## **7.21 Expediency of enforcement action**

Not relevant to this application

## **7.22 Other Issues**

### **CONTAMINATION**

The application site is not located within an area which is known to be at risk of contamination therefore the Contaminated Land Officer has stated there is no requirement for additional contamination evidence to be secured by condition. Notwithstanding this a condition has been included to ensure details of an imported soils are provided to the Local Planning Authority for approval.

## **8. Observations of the Borough Solicitor**

### **General**

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

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

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

### **Planning Conditions**

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

### **Planning Obligations**

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

### **Equalities and Human Rights**

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

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a

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

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

## **9. Observations of the Director of Finance**

Not applicable

## **10. CONCLUSION**

The application seeks full planning consent for the demolition of the existing two detached dwellings and the construction of a residential flatted development to provide 12 new units comprising of 6 x 1 bed, 5 x 2 bed and 1 x 3 bed with associated landscaping and car parking. The application site benefits from extant consent for 9 units and was subject to a refused outline application for which the appeal inspector failed to uphold a number of reasons for refusal which are outlined in the above report. Given the history of the site and that the scheme accords with the relevant policies where required the application is considered to be acceptable and is recommended for approval subject to a S106 legal agreement and appropriate conditions.

## **11. Reference Documents**

National Planning Policy Framework (February 2019)

The London Plan (March 2016)

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)

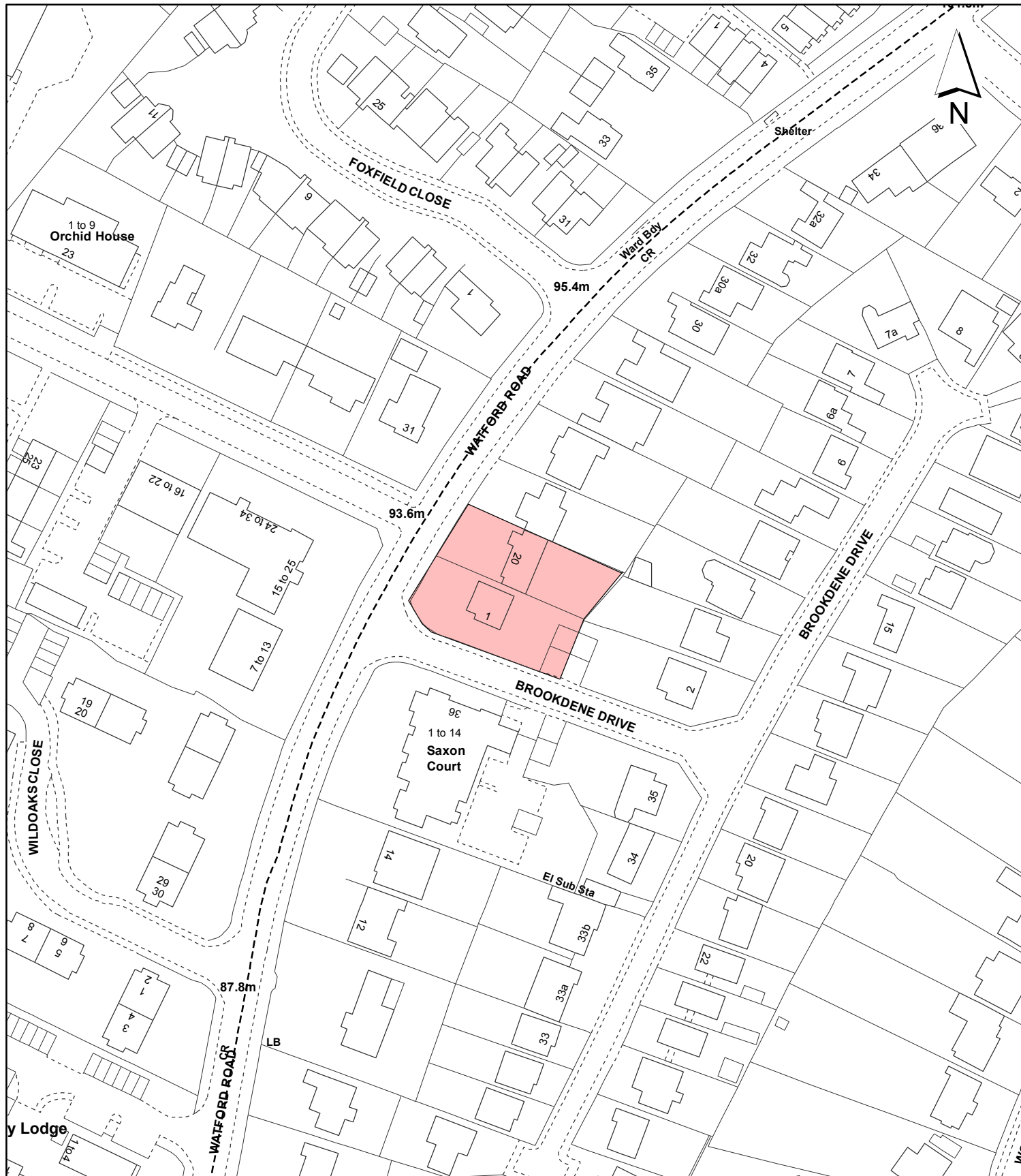
Hillingdon Local Plan: Part 2 - Development Management Policies (January 2020)

Accessible Hillingdon Supplementary Planning Document (September 2017)

Planning Obligations Supplementary Planning Document (July 2014)

**Contact Officer:** Christopher Brady

**Telephone No:** 01895 250230



#### Notes:

 Site boundary

For identification purposes only.

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Site Address:

**20 Watford Road and 1 Brookdene Drive  
Northwood**

Planning Application Ref:

**71665/APP/2019/2293**

Planning Committee:

**Major**

Scale:

**1:1,250**

Date:

**January 2020**

**LONDON BOROUGH  
OF HILLINGDON**

**Residents Services  
Planning Section**

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**HILLINGDON**  
LONDON